

# **AIRE VALLEY LEEDS AREA ACTION PLAN**

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## SECTION 1: INTRODUCTION

- 1.0.1 Aire Valley Leeds (AVL) is one of the largest regeneration and growth opportunities in Leeds City Region (LCR). Located at the geographical heart of the LCR (see Map 1, Aire Valley Leeds Context), the area has potential to deliver landmark development of national and European significance, including a re-integrated southern half to Leeds City Centre, a new City Park for Leeds, the Leeds City Region Enterprise Zone (LCREZ), and new sustainable housing.
- 1.0.2 What makes this area particularly important is the opportunity to create a sustainable place which not only drives the growth of the LCR economy, but also brings benefits to local people living in disadvantaged communities within and adjoining the area. AVL can become a popular place to live, work and visit, supported by an effective transport network and within a green and attractive environment. This context underpins the identification of the area as an 'Urban Eco-Settlement'.

### 1.1 WHAT IS THE AIRE VALLEY LEEDS AREA ACTION PLAN (AVLAAP)?

- 1.1.1 AVL is a major regeneration area covering 1,300 hectares of land to the south east of Leeds City Centre. It includes both banks of the River Aire running from the heart of the city centre to the M1 motorway. With over 400 hectares of mostly brownfield land, it has the potential to deliver thousands of new homes and job opportunities, new community facilities and leisure and visitor attractions.
- 1.1.2 The challenging economic climate from 2008 had an effect on development viability and delivery of infrastructure. However, this fragility is being replaced by a strengthening economy, with a number of major projects now established, underway or planned. This includes the decision to locate the LCREZ within AVL, the construction of the Recycling and Energy Recovery Facility (RERF) at Cross Green and major regeneration and development opportunities emerging on the South Bank in Leeds City Centre, linked to the City Park and potential delivery of high speed rail (HS2).
- 1.1.3 Reflecting the wider opportunities associated with the area, the earlier boundaries of the AVL were revisited, and following a public consultation in 2011 were extended to include parts of residential communities in Richmond Hill, Cross Green and East Bank area in east Leeds; parts of Hunslet, including Hunslet Town Centre in south Leeds; and parts of Leeds South Bank in Leeds City Centre. The boundary of the AAP area is shown on Map 2.
- 1.1.4 The AVLAAP is a development plan document within the Leeds Local Development Framework (LDF)/ 'local plan' for Leeds. As such it will form part of the statutory development plan and sits alongside the Leeds Core Strategy, saved UDP Policies and other existing and proposed Development Plan Documents. These include the Leeds Site Allocations Plan (SAP) and Leeds Natural Resources and Waste Local Plan (NRWLP). It will become an essential component of decision making regarding future growth and development of the area.

## **1.2 THE AVL AAP – OVERALL SCOPE**

- 1.2.1 The spatial vision and objectives of the Leeds Core Strategy incorporates a long term vision for Leeds Metropolitan District by 2028. Integral to this approach, is the desire for AVL, to become a new living and working community, supported by the necessary community facilities and infrastructure. Central to the creation of new homes and jobs, is the emphasis upon place making and the protection and enhancement of green infrastructure, the regeneration of existing communities and the delivery of priorities to reduce reliance on carbon based fuels.
- 1.2.2 The AVLAAP provides a spatial planning framework, plan wide policies, area plans and site specific allocations for AVL. The focus is to deliver an innovative and integrated approach to the sustainable regeneration of the area, reflecting the scale of opportunities in the area and links to adjacent communities in east and south Leeds.
- 1.2.3 The AAP is structured around a spatial strategy and plan wide policies (section 3), area plans and place making (section 4) and is supported by an infrastructure delivery plan (section 5).

## **1.3 AIRE VALLEY LEEDS**

- 1.3.1 Major river corridors across the UK have had a fundamental influence upon the geography and economic prosperity of places. These are unique and key resources, which have not only shaped the past but have a role in defining the future. The River Aire and Aire Valley have shaped the regional landscape and helped to drive the industrial revolution. This strategic corridor flows through the centre of Leeds MD (North East to South East), with the lower Aire Valley being synonymous with manufacturing and utility industries. In recent years, the area has become more widely recognised for its biodiversity and habitats (Fairburn Ings and St Aidan’s) and new investment in homes and infrastructure. However, major challenges remain and based upon this strategic role and location, AVL provides a major opportunity for Leeds and the LCR. The focus of the AAP is to provide a coherent framework to deliver sustainable regeneration and growth, for the benefit of communities now and in the future.
- 1.3.2 AVL is the key strategic employment location in the heart of LCR and provides the largest economic and regeneration opportunity in the north of England. The 1,300 hectare AAP area extends south east from Leeds City Centre to the edge of the main urban area. The plan contains over 400 hectares of development land benefitting from direct connections to the M1 and M621. The area also forms an important part of the district’s strategic green infrastructure network. This network combines a series of linear corridors, which connect water bodies and open water, green space, footpaths and areas rich in biodiversity and nature conservation interest.
- 1.3.3 In harnessing the longer term potential of AVL, it should be emphasised that the area has an existing employment base of 800 businesses, (employing around 30,000 people), with the potential for future job growth associated with the opportunities identified in the Leeds Growth Strategy. These include: health and medical, low carbon, advanced manufacturing, digital and creative industries, housing and construction. Within this context, a key priority for the Leeds Core Strategy and AAP, is to ensure that these current and future opportunities reflect the needs of the

neighbourhoods surrounding the AAP area, some of which (east Leeds and south Leeds) are within the country's 10% most deprived. A key focus of the AAP is therefore, to ensure that opportunities are taken to improve physical accessibility and connectivity to and within AVL, together with initiatives to improve skills and training, as part of the package of measures to facilitate job growth.

- 1.3.4 For the delivery of the AVLAAP to be a success, there is a need to address a series of interrelated economic, social and environmental challenges and opportunities. As a basis to facilitate and deliver the strategic ambitions for the area, the Leeds Core Strategy identifies AVL as an 'Urban Eco-Settlement'. The purpose is to highlight and unify the unique characteristics and opportunities of the AVL's location. Based upon this approach, the aspirations for the area is to ensure that positive progress is made in delivering the overarching principles of sustainable development and that AVL continues to thrive as a resilient and inclusive destination in which to invest and prosper.
- 1.3.5 A more detailed profile of AVL is set out within individual area plans (see Section 4)

## 1.4 POLICY CONTEXT

### National Planning Policy Framework (NPPF)

- 1.4.1 The NPPF, sets out the Government's planning policies and how these should be applied. The framework is the basis for local planning authorities in preparing development plans and in making decisions on planning applications.
- 1.4.3 The NPPF states that the primary purpose of the planning system is to contribute to the achievement of sustainable development and sets out the Government's view of what sustainable development means in practice. Plans must be prepared with the objective of contributing to the delivery of sustainable development and be consistent with the principles and policies set out in the NPPF. Plans should identify opportunities to achieve each of the economic, social and environmental dimensions of sustainable development and provide net gains across all three, whilst avoiding significant adverse impacts.

### Leeds City Region

- 1.4.4 Following the abolition of the Regional Strategy (RS) in February 2012, the Leeds City Region Leaders Board retained the high level policies of the RS, to allow for strategic planning continuity across the region. As a consequence, a series of 'Spatial Principles' and 'Thematic Policies' provide a broader planning and regeneration context for Leeds. This includes the role of Leeds City Centre and AVL as a priority for economic development and investment, together with policies for green infrastructure, climate change and resources.

### Strategic Economic Plan (SEP)

- 1.4.5 As a focus to promote economic development across the city region, the SEP has been prepared via the Local Enterprise Partnership (LEP). This forms the basis to deliver the 'Local Growth Deal' agreed with Government in July 2014. The focus of the SEP is based upon 4 strategic pillars:
- Supporting growth in businesses,
  - Develop a skilled and flexible work force,

- building a resources smart city region and
- Delivering infrastructure for growth.

1.4.6 Centred upon these pillars, the SEP includes the following strategic priority:

- To create an additional £5.2 billion of economic output and an extra 62,000 jobs in the Leeds City Region by 2021.

1.4.7 Within this economic context, Leeds is a key driver of the regional economy, with the city centre and AVL (incorporating the LCREZ) identified as the key strategic location for job growth and infrastructure investment.

Local to Leeds:

Community Strategy – ‘Vision for Leeds’ (2011)

1.4.8 The Vision for Leeds (2011-2030) sets the ambition for Leeds to be the ‘Best City in the UK’, as a fair, open and welcoming city, with a prosperous and sustainable economy, and for all its communities to be successful. In practice this means being fair, sustainable and inclusive. The following priorities drive the overall approach of the AVLAAP:

1. **Best city for children** – where they are safe, have skills for life, choose healthy lifestyles, have fun growing up and are active citizens.
2. **Best city for business** – to create significant new job opportunities, start-up and innovative businesses, supported by sustainable travel and within a low carbon economy.
3. **Best city for communities** – where people are safe and feel safe in a clean and welcoming city.
4. **Best city for health and well-being** – people live longer and healthier live supported by high quality services and inequalities in health are reduced.
5. **Best city to live in** – a great place to live with good housing and clean, green spaces; where people can travel on good quality and reliable public transport and have access to walking and cycling routes; housing growth is sustainable and meets the need of different age groups; local people benefit from regeneration and people enjoy world class culture, sport, leisure and entertainment.

Leeds Growth Strategy

1.4.9 In taking forward the economic priorities embedded within the Vision for Leeds and in reflecting the status of Leeds as a core city and its strategic role and location as part of the city region, the Leeds Growth Strategy defines seven economic development priorities. These are:

- Health and medical
- Financial and business services
- Advanced manufacturing
- Retail
- Digital and creative industries
- Housing and construction; and,
- Social enterprise and the voluntary sector.

1.4.10 As outlined in section 1.3 above, AVL, based upon its strategic location, land availability and opportunity, is central to the delivery of these key priorities.

Leeds Local Development Framework (LDF) ('local plan')

1.4.11 The Council is preparing the Local Development Framework (LDF)/('local plan') for Leeds, which is the name for a number of Development Plan Documents and Supplementary Planning Documents, which combined are the development plan for Leeds. This includes a number of documents (some of which are now adopted), together with the AVLAAP and Site Allocations Plan (SAP).

Leeds Core Strategy

1.4.12 The Leeds Core Strategy, adopted in November 2014, is the main document setting out the overall vision and strategic level policies and vision to guide the delivery of future development in Leeds. The AAP is guided by the policies in the Core Strategy and must be in general conformity. The Core Strategy identifies the overall spatial priorities for the scale and distribution of growth across the district, which includes the identification of AVL as an 'Urban Eco-Settlement'.

1.4.13 A number of spatial policies specifically refer to the plan area as follows:

- **Spatial Policy 1: Location of Development** - Identifies AVL as a key strategic location for job growth;
- **Spatial Policy 3: Role of Leeds City Centre** - Proposes a new City Park in the South Bank area in AVL;
- **Spatial Policy 4: Regeneration Priority Programme Areas** - Identifies AVL as an area to be given priority for regeneration funding and resources;
- **Spatial Policy 5: AVL Urban Eco-Settlement** - Establishes priorities for sustainable delivery of a minimum of 6,500 new homes and at least 250 hectares of land for employment use;
- **Spatial Policy 8: Economic Development Priorities** – Includes a priority to improve accessibility to AVL employment opportunities by public transport, walking and cycling;
- **Spatial Policy 11: Transport Infrastructure Investment Priorities** - Sets out a priority for transport improvements to, from and within AVL;
- **Spatial Policy 13: Strategic Green Infrastructure** - Identifies the Aire Valley and Wyke Beck corridors within the strategic green infrastructure network in Leeds.

1.4.14 In addition all district wide policies in the Core Strategy will apply within AVL (such as Policy H4 – Housing Mix and Policy H5 – Affordable Housing)

Natural Resources & Waste Local Plan (NRWLP)

1.4.15 The NRWLP was adopted in January 2013. The document provides policies for determining planning applications which have an effect on minerals, waste, energy, water or air and sets out a policy framework to achieve a more efficient use of natural resources. The scope and policies of the plan aim to:

- Ensure the responsible and efficient use of natural resources;
- Plan for managing future pressure on natural resources;
- Increase waste re-use, recycling, composting and residual waste treatment with energy recovery (so that as little waste as possible is disposed of at landfill);



- Provide sufficient land to deliver new processes which manage waste as a valuable resource;
- Encourage more use of those resources that don't run out, such as solar, hydro and wind energy; and,
- Encourage the movement of freight by alternative means to road, including the transfer of minerals and related products by water.

1.4.16 Through the NRWLP, a number of sites have been identified and are retained, within the AAP boundary, for specific purposes relating to minerals processing and canal and rail freight operations. These sites are shown on area maps for information but do not form part of this plan. They will provide additional employment opportunities in the area and are counted as contributing towards the overall employment land requirement for AVL. The housing and employment allocations in AVL will also contribute to the respective HMCA targets under Core Strategy Spatial Policy 7 for City Centre, Inner Area and East.

#### Site Allocations Plan (SAP)

1.4.17 The SAP relates to site allocations for housing, employment, green space and retail (town and local centre boundaries and shopping frontage boundaries). This is a district wide plan, with the exception of allocations being identified within AVL, as part of the AVLAAP.

#### Local Policies & Planning Frameworks

1.4.18 There are a number of local policies and frameworks of relevance and influence to the AAP. This includes the 'South Bank Planning Statement', which was adopted by the Council in October 2011, following a period of public consultation.

## **1.5 SUSTAINABILITY APPRAISAL & HABITATS REGULATIONS ASSESSMENT (HRA)**

1.5.1 The AVLAAP has been prepared within the context of the LDF legal requirements and regulations, including Sustainability Appraisal (which incorporates the requirements of Strategic Environmental Assessment) and compliance with the Habitats Regulations Assessment (HRA).

## **1.6 AVLAAP – STAGES OF PREPARATION & CONSULTATION**

1.6.1 The AVLAAP has been in production since 2005, against a background of changing national and regional planning policy. The current timetable has been driven by the adoption of the Core Strategy and the desire to prepare the SAP & AVLAAP at the same time, to ensure the district's site allocations can be presented and considered in their entirety.

1.6.2 The stages in plan preparation completed to date are as follows:

- Early Issues for consultation (Summer 2005)
- Alternative Options for consultation (April – June 2006)
- Preferred Options (October - November 2007)

- Informal consultation on the promotion of the area as an Urban Eco-Settlement and extensions to the AAP boundary (January – March 2011)

1.6.3 The final stages to progress the plan to adoption are:

- Public consultation of publication draft (Autumn 2015)
- Examination (Spring 2016)
- Adoption (Winter 2016/2017)

## SECTION 2: AVL, URBAN ECO - SETTLEMENT VISION & PRINCIPLES

- 2.1 AVL offers a unique opportunity for the district and the LCR as a whole, to secure investment and innovation in the delivery of economic development, sustainable housing growth and vibrant communities. Placemaking will be at the heart of the planning of the area to secure high quality development which is connected into the rest of Leeds. This will support the overall regeneration and enhancement of the area, consistent with the ambition for Leeds to become the 'Best City in the UK'.

### AVL – Urban Eco-Settlement Vision

**At the heart of Leeds City Region, to create transformational opportunities for new jobs and homes, within an attractive, safe, resilient, connected, low carbon environment, which together enhance the area's unique character and strategic location.**

- 2.2 This vision is underpinned by the following supporting principles:

#### **For the economy:**

To bring the benefits of the city region's biggest opportunity for economic growth, investment and innovation in key employment sectors, to local communities.

#### **For housing:**

To meet housing needs through the delivery of quality, energy efficient and affordable homes for existing and new communities.

#### **For communities:**

To develop a place where families are proud to live and are supported by high quality local facilities and services.

#### **For connections:**

To establish a strategic growth location for Leeds, supported by a sustainable transport network, which links to local communities and the national network, by improved public transport, safe and attractive walking and cycling routes, roads and waterways.

#### **For energy and resources:**

To maximise opportunities to develop innovative low carbon energy solutions which benefit local businesses and residents.

#### **For the environment and visitors:**

To enhance the existing natural and heritage assets linked to a wider network of green infrastructure, comprising of places and spaces which enhance local character and distinctiveness, provide recreational opportunities, support wildlife and improve the visitor experience.

**For health:**

To be a place which allows people to make healthy lifestyle choices by offering local jobs (and training), quality homes and outdoor spaces for play all set within a green environment.

**For infrastructure:**

In support of communities and local businesses, provide a co-ordinated framework for investing in green, social and physical infrastructure.

# SECTION 3: SPATIAL STRATEGY & PLAN WIDE POLICIES

## 3.1 INTRODUCTION

- 3.1.1 This section translates the strategic requirements of the Core Strategy and other relevant policies into a spatial strategy for the AVL AAP area, which includes plan-wide policies, strategic proposals for new infrastructure and site allocations for a range of uses, focused on providing new homes and jobs, across the plan area. Together these form an integrated and sustainable package of policies and proposals to meet the objectives of the plan set out in Section 2.
- 3.1.2 The spatial strategy and plan-wide policies are set out under the following themes:
- Section 3.2 – Economic growth and local job creation
  - Section 3.3 – New homes
  - Section 3.4 - Healthy & thriving communities
  - Section 3.5 - Transport & connections
  - Section 3.6 – Green infrastructure & visitor attractions
  - Section 3.7 – Energy efficiency & low carbon energy
- 3.1.3 The strategic plan (Map 3) illustrates the spatial strategy across the AAP area. It highlights the distinctive geographic areas within AVL, the range of major development opportunities set out in the plan area, existing and proposed strategic infrastructure and the connectivity of the area to its wider context, including neighbouring communities, the city centre, key transport facilities and major parks and nature reserves.
- 3.1.5 In translating the overall spatial strategy and plan-wide policies into the individual and distinct geographic areas, five area plans have been prepared which are set out in detail in Section 4.

## 3.2 ECONOMIC GROWTH & LOCAL JOB CREATION

3.2.1 Bringing forward business growth and creating new jobs in the AVL is crucial to the economic prosperity of Leeds and the wider LCR. Central to this approach is the desire to improve the employment and economic prospects of local people living in east and south Leeds.

3.2.2 There are unparalleled opportunities within AVL to consolidate existing economic activity and to bring forward new economic development which include the following:

- AVL is home to the LCREZ which incorporates four major development sites totalling over 142 hectares, targeted at growth sectors such as health and medical, advanced manufacturing, low carbon industries and logistics businesses. The LCREZ will include a bus-based park & ride which will be a catalyst for bringing new public transport services to the area.
- The South Bank of the city centre is a major regeneration opportunity where the vision is to transform the area into a distinctive, vibrant, well connected, sustainable business and residential community which has at its heart a new City Park. The new park will act as a catalyst for the regeneration and place shaping of the area, by creating a vibrant and outward facing public space that provides the context for the broader redevelopment of the area and will help improve connections to the surrounding communities.
- In the longer term, the proposed HS2 station is expected to become a further catalyst for regeneration in the South Bank (and beyond) which will offer businesses a location with fast and frequent national transport links. The construction of the station would also offer opportunities to reshape the surrounding area, including improved pedestrian, cycling and public transport links.
- The NGT Trolleybus route is proposed to pass through the South Bank and Hunslet area, including several stops to improve the accessibility of the area and development sites to the city centre and other parts of the city. The scheme includes a 1,500 space park & ride and vehicle and staff depot at Stourton which will provide local job opportunities in south Leeds.
- A wide ranging portfolio of development sites catering for office and industrial and logistic uses, including sites within or on the edge of the city centre with excellent access to the public transport network and sites close to the motorway network.
- The potential to improve the leisure and tourism offer along the River Aire building upon existing leisure and tourism assets such as the Royal Armouries, Thwaite Mills and the Trans Pennine Trail cycle route and linking them into the wider network of visitor attractions in the city centre and parks and nature reserves along the river (see Section 3.6).

3.2.3 In addition to this growth potential, AVL is already home to a large number and diverse range of businesses and jobs, including:

- Major national and international businesses, including the Asda corporate HQ in the South Bank, and the First Direct and Arla Dairy operations at Stourton;

- Office development at Leeds Dock and along East Street, and one of the largest 'out of centre' office parks in the city at Leeds Valley Park, located just off M1 J44;
- Employment in the retail, food and drink, entertainment, hotel, leisure and cultural sectors focused around destinations such as Brewery Wharf, Leeds Dock, the Royal Armouries and Hunslet Town Centre;
- The Cross Green Industrial Estate, Stourton and parts of Hunslet which are well established industrial and commercial areas home to a range of small and medium sized businesses;
- The utilities sector is a large employer, including Yorkshire Water's waste treatment plant at Knostrop, and the area is home to a number of aggregate processing and freight distribution operations; and,
- A growing education hub within the South Bank, including the recently opened and expanding Leeds City College Printworks campus on Hunslet Lane, which lies just outside the boundary of the AAP and the Leeds Building College campus and the proposed Ruth Gorse Academy at Black Bull Street.

3.2.4 Within this overall context, the AAP sets out the broad strategy for delivering economic development and bringing new jobs to AVL, consistent with the economic development priorities set out in Spatial Policy 8 of the Core Strategy. It identifies the broad locations for specific economic development uses such as offices and industrial and warehousing. Detailed site-specific allocations and proposals are set out in area plans in Section 4.

## **LEEDS CITY REGION ENTERPRISE ZONE (LCREZ)**

3.2.5 The LCREZ is the largest opportunity for growth across the City Region and north of England, recognised in the LCR's Strategic Economic Plan (SEP) as a driver for inward investment and backed by the UK Government. The ambition is to deliver 7,000 new jobs by 2025, providing a focus for key sectors for the region. The area is a catalyst for the regeneration of the wider area, using business rate uplift generated by the zone to support £550 million of additional economic output by 2025. The LCREZ comprises four large sites covering 142 hectares.

3.2.6 There are significant challenges being addressed including a recovering market, land remediation costs and need to provide infrastructure to service the sites. In helping to address these issues, £8.57 million of funding has been secured from the Governments' 'Building Foundations for Growth' fund to deliver essential infrastructure and to stimulate investment. It is supporting new development capable of meeting identified demand for SME expansion space; accommodation for advanced manufacturing; and large scale space for major logistics operators. This 'impact investment' - targeting resources, building momentum, boosting confidence and kick starting the market in the short term, to help enable the delivery of the sustainable private sector investment and jobs that will underpin the success of the LCREZ and delivery of its full economic potential.

3.2.7 The four LCREZ sites have planning permissions in place for a range of employment uses (including large-scale manufacturing, distribution, high quality offices and waste processing) and supporting infrastructure and starts were made on all sites in 2014.

Detailed proposals for each of the LCREZ sites are set out in the Central Aire Valley Area Plan (Section 4.5).

## **LEEDS SOUTH BANK**

- 3.2.8 South Bank is the other major regeneration opportunity in the plan area. It is one of Europe's most exciting sustainable growth locations whose regeneration will transform Leeds City Centre over the next two decades. The catalyst for the area's development will be major transport investments; led by the NGT trolleybus system, the opening of Leeds Station Southern Entrance and potentially, the proposed HS2 station in Leeds, alongside public realm investments, including a flagship City Park. This will be supported by measures to improve pedestrian and cycle links connecting the area with the traditional core of the city centre and to surrounding communities. This is linked to proposals to reduce the dominance of vehicular traffic infrastructure in the area and improve environmental quality.
- 3.2.9 The area is already a rapidly growing hub for the city's creative, digital and technology industries (CDI) and is one of the country's most important regional internet centres led by existing (and proposed data centres) in the area. It is considered that the area has the potential to attract many of the larger internet service providers helping the city deliver its ambitious digital plans and the 'Super-Connected Cities' project to roll-out super-fast broadband.
- 3.2.10 The AAP area has a significant supply of large brownfield development sites and premises which are suitable for and attractively located to support development of new office and business floorspace. Detailed proposals for this area are set out in the South Bank Area Plan (Section 4.2).

## **IDENTIFYING SITES FOR BUSINESS AND ECONOMIC GROWTH AND JOB CREATION**

- 3.2.11 A key priority for the AAP is to identify sufficient land to meet economic development and job creation targets guided by the requirements set out in the Core Strategy Spatial Policy 5 with a target for 250 hectares of employment development land (of all types) to be identified in AVL between 2012 and 2028.
- 3.2.12 The evidence base for identifying employment sites in the AAP is the Leeds Employment Land Review (ELR). The ELR assesses a portfolio of potential sites in terms of their suitability, availability and achievability for employment development. The employment sites identified in the AAP are consistent with the NPPF and Core Strategy policies and are considered to be deliverable by 2028. The employment land portfolio takes the form of single use sites for employment or mixed use sites which offer a greater flexibility in terms of the end use.
- 3.2.13 The most significant contribution (182 ha) will be made from identified sites, those sites which had planning permission at the start of the plan period or have gained planning permission subsequently (up to April 2015) and other employment allocations carried forward from the UDPR. This includes sites completed since 2012 and sites currently under construction.



## POLICY AVL1: IDENTIFIED SITES FOR OFFICE USE IN AIRE VALLEY LEEDS

The AVLAAP identifies sites which have existing or recently expired planning permission, or were previously allocated for uses including office on the UDP as identified office sites. Identified office sites contribute to the target for office use set out in Core Strategy Spatial Policy 9 and the employment land requirement for AVL set out in Core Strategy Spatial Policy 5. These are shown on the Policies Map (for office or mixed use) and detailed in Table 1.

3.2.14 Table 1 shows identified office sites (including mixed use development) which provide a total of 13.3 hectares of employment land.

<b>TABLE 1: SCHEDULE OF IDENTIFIED OFFICES SITES (INCLUDING MIXED USE SITES WHICH INCLUDE OFFICE USES)</b>				
<b>Site No.</b>	<b>Site Name</b>	<b>Identified use</b>	<b>Office floorspace (sq m)</b>	<b>Area (ha) (available for offices)</b>
AV5	Indigo Blu, Crown Point Road	Mixed Use <sup>1</sup>	1,271	0.05
AV10	Armouries Drive, Leeds Dock	Mixed Use <sup>2</sup>	4,130	0.90
AV11	Former Alea Casino, The Boulevard, Leeds Dock	Offices	5,890	0.17
AV31	Cross Green Lane / Echo Phase 3	Mixed Use <sup>3</sup>	6,290	0.18
AV44	Unit 5 Nelson House, Quayside Business Park, George Mann Road	Offices	1,059	0.37
AV81	Leeds Valley Park	Offices	46,000	11.69
<b>TOTAL</b>			<b>64,640</b>	<b>13.38</b>

## POLICY AVL2: IDENTIFIED SITES FOR GENERAL EMPLOYMENT USE IN AIRE VALLEY LEEDS

The AVLAAP identifies sites which have existing or recently expired planning permission, or were previously allocated for uses including general employment, as identified general employment sites. Identified general employment sites contribute to the overall target for general employment use set out in Core Strategy Spatial Policy 9 and the employment land requirement for AVL set out in Core Strategy Spatial Policy 5. These are shown on the Policies Map and detailed in Table 2.

<sup>1</sup> Development completed (also included housing)

<sup>2</sup> Planning permission also allows flexible uses of ground floor units A1/A3/A4 uses up to maximum floorspace limits

<sup>3</sup> Planning permission for offices. See Policy EB4 for other suitable uses.

3.2.15 Table 2 shows identified general employment sites (mainly industry and storage and distribution uses) which provide a total of 169 hectares of employment land.

<b>TABLE 2: SCHEDULE OF IDENTIFIED GENERAL EMPLOYMENT SITES</b>		
<b>Site No.</b>	<b>Site Name</b>	<b>Area (ha)</b>
AV42	Riverside Place, Bridgewater Road	0.45
AV45	Gibraltar Island Road	0.70
AV47	South Point, South Accomodation Road	0.51
AV52	Newmarket Lane	2.04
AV55	South of Pontefract Road	0.49
AV56	Land off Knowsthorpe Road	2.97
AV57	Plot 2A, Thornes Farm	0.99
AV58	Plot 2B, Thornes Farm	1.20
AV59	Plot 5, Thornes Farm	2.70
AV60	Plot 6, Thornes Farm	2.40
AV61	Connex 45 site, Thornes Farm Way	1.83
AV62	Thornes Farm Way	0.87
AV63	Logic Leeds (Skelton Moor Farm)	46.40
AV64	Temple Green	69.56
AV67	Skelton Grange (North)	11.81
AV68	Skelton Grange (South)	7.33
AV69	Symingtons, Far Lane, Thornes Farm	1.01
AV70	2 Pontefract Lane, Cross Green	0.37
AV71	Thwaite Gate / Sussex Avenue	0.43
AV73	Former Post Office building, Skelton Grange Road	3.35
AV75	Pontefract Road, North of M1 J44	5.58
AV77	Nijinsky Way / Pontefract Road	0.83
AV78	Haigh Park Road / Pontefract Road	1.17
AV79	Valley Farm Road, Stourton	1.16
AV92	William Cooke Castings, Cross Green Approach	0.43
AV93	Unit 4, Queen Street	0.22
AV96	Airedale Mills, Clarence Road	0.60
AV113	Former Leeds College of Building, Stourton Link, Intermezzo Drive	1.62
<b>TOTAL</b>		<b>169.02</b>

3.2.16 Additional contributions come from sites allocated (or proposed) for waste and rail and water freight uses (41.3 ha). These sites are identified in the Council's NRWLP and shown on area maps for information. There are a number of such sites in AVL, including three Strategic Waste allocations. These are allocations intended to provide specialist waste and freight uses but are also employment generators and contribute towards employment land requirements. Policy Waste 4 of the NRWLP confirms that proposals for permanent waste management facilities will be treated as an industrial use of land.

3.2.17 A further 4.3 hectares of land has been identified as part of the NGT park and ride proposal at Stourton. The scheme incorporates a vehicle and staff depot on land next to the park and ride facility which is considered to be an employment use. The calculation of the land area excludes the park and ride facility itself. This proposal will require approval under the Transport and Works Act (see Section 3.5).

3.2.18 Table 3 below summarises the contribution from each of the above sources of supply and sets out the residual land requirement that needs to be identified as new allocations in the AAP.

<b>TABLE 3: AVL EMPLOYMENT LAND REQUIREMENTS &amp; SOURCES OF EMPLOYMENT LAND SUPPLY</b>	
<b>AVL employment land requirement (Core Strategy Spatial Policy 5)</b>	<b>250 hectares</b>
Identified offices sites (including mixed use sites with office uses)	13.4 hectares
Identified general employment sites	169 hectares
Natural Resources & Waste Local Plan allocations & proposed allocations	41.3 hectares
Stourton Park & Ride site (employment element)	4.3 hectares
<b>Residual land requirement for employment uses</b>	<b>22 hectares</b>

### Office Development

3.2.19 New office development can make a major contribution to delivering new jobs to AVL. It is estimated that the area can support at least 10,000 additional jobs through new office development (including the sites identified above in Table 1).

3.2.20 The key locations identified with potential for office development, taking into account existing opportunities and the broad approach to the location of office development set out in Core Strategy Policy E1, include:

- The South Bank area, including Leeds Dock, where offices would form an element of mixed use development across the area linked to proposals for the City Park and to improve pedestrian, cycling, public transport and water transport connections to the railway station and northern half of the city centre. There is potential for at least 100,000 sq. m of additional office floorspace within this area.
- The Marsh Lane site and East Street corridor sites also have potential to provide new offices within wider mixed use schemes which could potentially deliver over 30,000 sqm of new office floorspace.
- The remaining phases of Leeds Valley Park at Stourton provide an existing out of centre opportunity which complements the city centre offer. The business park is partly developed with further potential to deliver over 40,000 sq. m. of additional office floorspace as the market for out-of-centre offices continues to recover.
- A limited opportunity for up to 10,000 sq. m. of new office floorspace as part of the comprehensive housing led development proposals at Skelton Gate, east of the M1 (See Section 4.6).

3.2.21 A number of the housing and mixed use allocations made under Policy AVL7 are located in the above areas and are considered to have realistic potential to include offices uses. Table 4 provides a schedule for mixed use sites which sets out the estimated capacity for office development. In total these sites could provide an estimated further 9.9 hectares of employment development alongside housing development. Site requirements for these sites are set out in the area plans.

## **POLICY AVL3: OFFICE DEVELOPMENT IN AIRE VALLEY LEEDS**

**1. New development for large scale offices (Use Class B1a) will be promoted and concentrated in the following locations in AVL:**

- **The South Bank area (within mixed use schemes)**
- **The Marsh Lane site (within mixed use schemes)**
- **Leeds Valley Park**
- **Skelton Gate (within a comprehensive housing-led development)**

**2. Office uses will be acceptable on the sites set out in Table 4 as part of housing and mixed use development allocated under Policy AVL7, subject to site requirements set out in area plans:**

<b>TABLE 4: HOUSING AND MIXED USE ALLOCATIONS WITH POTENTIAL FOR OFFICE DEVELOPMENT</b>				
<b>SITE REF</b>	<b>SITE NAME</b>	<b>TOTAL SITE AREA (HA)</b>	<b>ESTIMATED CAPACITY FOR OFFICE USES</b>	
			<b>AREA (HA)</b>	<b>FLOORSPACE (SQ M)</b>
AV7	Former Yorkshire Chemicals North West, Black Bull St	0.30	0.15	2,250
AV12	Armouries Drive / Carlisle Road	1.45	0.73	10,875
AV13	Clarence Road / Carlisle Road	0.17	0.09	1,250
AV14	Hydro Works, Clarence Road	1.60	0.80	12,000
AV15	Sayner Lane / Clarence Road	1.43	0.72	10,500
AV16	Sayner Lane / Carlisle Road	1.37	0.69	10,500
AV18	Marsh Lane	3.67	1.84	27,500
AV94	South Bank Planning Statement Area	19.53	4.90	73,500
AV98	Atkinson Street	1.18	0.59	8,850
<b>TOTAL</b>		<b>30.7</b>	<b>9.92</b>	<b>148,375</b>

### **General employment development**

3.2.22 AVL has by far the largest concentration of employment land in the district, accounting for nearly half the total supply of general employment land. The area is particularly well suited for industrial and storage and distribution uses and other businesses seeking a location with good access to the motorway network and to a large local workforce. This illustrates the importance of delivery of new development in these sectors within AVL to support economic growth and to provide new jobs.

3.2.23 In addition to the sites with planning permission identified in Table 2, further opportunities have been identified within existing employment areas which accords with the locational criteria set out in Core Strategy Policy EC1. Policy AVL4 makes new allocations for general employment uses in the AAP area. A total of **17.7 hectares** of land is allocated on 10 sites within the existing employment areas at Cross Green and Stourton.

## **POLICY AVL4: GENERAL EMPLOYMENT DEVELOPMENT IN AIRE VALLEY LEEDS**

1. New development for research & development (Use Class B1b), light industry (Use Class B1c), general industry (Use Class B1c) and storage & distribution (Use Class B8) uses will be promoted and concentrated in the following locations as defined on area maps:
  - Leeds City Region Enterprise Zone
  - Cross Green Industrial Estate
  - Hunslet (defined employment areas)
  - Stourton
  - Skelton Grange
2. The South Bank area and the Marsh Lane site are identified as suitable locations for research & development uses subject to the provisions of Policy AVL7 and site requirements set out in area plans.
3. Leeds Valley Park (Site AV81) is identified as a suitable location for general employment uses.
4. The following sites are allocated for general employment use in accordance with Core Strategy Spatial Policy 9. These sites are shown on the Policies Map and are subject to site requirements set out in area plans:

<b>SITE REF</b>	<b>SITE NAME</b>	<b>AREA (HA)</b>
<b>AV50</b>	<b>Snake Lane</b>	<b>0.80</b>
<b>AV51</b>	<b>Knowsthorpe Way</b>	<b>0.85</b>
<b>AV54</b>	<b>Belfry Road</b>	<b>1.98</b>
<b>AV65</b>	<b>Pontefract Road / Newmarket Approach</b>	<b>0.41</b>
<b>AV66</b>	<b>Former Pittards site, Knowsthorpe Gate</b>	<b>5.22</b>
<b>AV72</b>	<b>North of Haigh Park Road</b>	<b>1.26</b>
<b>AV74</b>	<b>Former Playing fields, Skelton Grange Road</b>	<b>1.01</b>
<b>AV76</b>	<b>South of Haigh Park Road</b>	<b>2.91</b>
<b>AV80</b>	<b>Stock Bros, Pontefract Road</b>	<b>1.62</b>
<b>AV83</b>	<b>Skelton Grange Road (East site)</b>	<b>1.62</b>
<b>TOTAL</b>		<b>17.7</b>

3.2.24 Total employment land identified in the AVLAAP area from all sources is **255.6 hectares**. This marginally exceeds and is broadly consistent with the Core Strategy requirement for the area of 250 hectares and contributes significantly to the Core Strategy office and general employment requirements set out in Spatial Policy 9.

## **JOB OPPORTUNITIES FOR LOCAL COMMUNITIES**

- 3.2.25 A fundamental priority for the plan is to ensure that local communities, in east and south Leeds, benefit directly from the economic development and new jobs that are being created on their doorstep.
- 3.2.26 Within AVL, many of the residential communities, particularly Richmond Hill, Cross Green and Hunslet have lower levels of economic activity and higher unemployment than the Leeds average. These indicators extend to other communities located close to the area, including Belle Isle and Middleton in south Leeds and Halton Moor and Osmondthorpe in east Leeds. Economic and income deprivation contributes to the poorer health commonly found in these areas (see Section 3.4).
- 3.2.27 To address these challenges, the plan focuses on the following aspects to enable residents from these communities to access job opportunities created in the area:
- The need to improve physical access and connectivity between existing and future employment areas in the Aire Valley and communities in east and south Leeds. Particularly by providing more frequent and direct public transport connections, and by creating pleasant and direct pedestrian and cycling routes. As car ownership levels are typically much lower in these communities a greater proportion of potential employees will rely on non-car modes of transport to get to work.
  - The need to ensure that local people are offered appropriate training opportunities and apprenticeships, which match the skills required by new and existing businesses investing in the area and to ensure that developers and business employ some local people in jobs created at their sites.

## **POLICY AVL5: LOCAL JOB OPPORTUNITIES**

**The Council will improve access to job opportunities in AVL for communities in east and south Leeds through:**

- 1. Setting out proposals in area plans to improve pedestrian and cycling links and public transport services to major employment sites and growth areas particularly the city centre and the LCREZ and deliver these schemes alongside new development;**
- 2. The use of planning obligations, where appropriate to secure local employment agreements relating to major development in terms of construction and end user jobs.**

### 3.3 NEW HOMES

- 3.3.1 AVL is already home to over 13,000 people and has potential to grow significantly providing a range of housing choices to meet market demand and local housing needs. The Core Strategy sets out the overall housing requirement for Leeds and the broad distribution for growth (Spatial Policy 6) including a minimum target for 6,500 new homes over the Plan period in AVL (Spatial Policy 5).
- 3.3.2 As part of the Urban Eco-Settlement vision, these homes will need to range in type, tenure and cost and to be in the right locations to create sustainable, liveable and healthy neighbourhoods for the future. They will need to be designed to be child friendly and have easy access to existing and new facilities (including schools), services, jobs, parks and green spaces.
- 3.3.3 Developing a high quality residential offer is important to the regeneration of the area and will support proposals for business and employment growth in the area. The area has much to offer as a location for new housing, including:
- a track record of delivering new homes in the inner part of the area within the past two decades;
  - close links to the city centre with its opportunities for employment, shopping, leisure and culture;
  - close links to a range of existing and future jobs in the office, industrial and distribution sectors including the LCREZ;
  - a green environment which has significant potential to be improved;
  - access to a range of recreational opportunities along the main river corridors;
  - supporting social infrastructure such as schools, health facilities and shopping;
  - a good range of sites and locations which include city living opportunities, waterfront sites and more suburban locations which can provide a mix of housing types and sizes.

#### How the AVL housing requirement will be met

- 3.3.4 The evidence base for identifying housing sites in the AAP is provided by the Leeds Strategic Housing Land Availability Assessment (SHLAA). The SHLAA assesses a portfolio of potential sites in terms of their suitability, availability and achievability for housing development. The sites identified in the AAP are consistent with the housing growth principles and site selection criteria set out in Core Strategy Spatial Policy 6 and are considered to be deliverable by 2028.

#### Green Belt Review

- 3.3.5 One of the housing sites proposed in the plan (Skelton Gate, AV111) lies partly within the Green Belt. This site was assessed (including a Green Belt review) in conjunction with a large number of potential and suggested sites assessed as part of the preparation of the SAP. The Core Strategy sets the context for this Green Belt review in Spatial Policy 10 which included an assessment of sites against the purposes of Green Belt, as set out in the NPPF. The assessment of sites against the purposes of Green Belt has enabled those sites with the least harm on Green Belt purposes, including Skelton Gate, to be considered for allocation. The Green Belt part of Skelton Gate was consulted upon as part of the Site Allocations Issues and Options in 2013. However, because the site lies within the AAP boundary and the

development of the site depends on the existing (non Green Belt) development site at Skelton Gate, the two sites have been merged and allocated as one site within the AAP (See Policy AVL7 and Section 4.5).

### Identified sites

3.3.6 The housing requirement will be met from a range of sources of supply, including contributions from identified housing sites – those sites which had planning permission at the start of the plan period or have gained planning permission subsequently (up to 6<sup>th</sup> April 2015). This includes sites completed since 2012 and sites under construction.

## POLICY AVL6: IDENTIFIED HOUSING SITES IN AIRE VALLEY LEEDS

The AVLAAP identifies sites which have existing or recently expired planning permission as identified housing sites. Identified housing sites contribute to the targets set out in Core Strategy Spatial Policies 5 and 7. These are shown on the Policies Map and detailed in Table 5. All identified sites are in Phase 1 for release in accordance with Core Strategy Policy H1.

3.3.7 Table 5 sets out a schedule of identified housing sites in AVL as of April 2015 and these sites are shown on the Policies Map. Identified sites have potential to provide a total of **1,840** new dwellings (completed post 2012, under construction and not started) which count towards meeting the area requirements of at least 6,500, leaving a residual requirement of at least **4,660** dwellings to be allocated on new housing and mixed use sites.

**Table 5: Schedule of identified housing sites (including mixed use sites to provide housing)**

Site Ref	Address	Use	HMCA	Capacity	Completed Pre-2012	Completed Post-2012	Under construction	Not started
AV5	Indigo Blu, Crown Point Road	Mixed Use	City Centre	46	20	26	0	0
AV19	Marsh Lane / Saxton Lane	Housing	City Centre	80	0	0	0	80
AV21	The Parade & The Drive	Housing	Inner Area	410	335	75	0	0
AV24	St Marys Church, Church Road	Housing	Inner Area	171	0	0	0	171
AV25	Flax Place	Housing	City Centre	195	0	0	0	195
AV26	The Gateway	Housing	City Centre	646	538	14	0	96
AV27	Former Leeds College of Technology, East Street	Housing	City Centre	39	0	0	0	39
AV30	Ellerby Lane	Housing	Inner Area	247	100	0	0	147
AV35	Land On St Hildas Crescent, St Hildas	Housing	Inner Area	21	0	21	0	0



**Table 5: Schedule of identified housing sites (including mixed use sites to provide housing)**

Site Ref	Address	Use	HMCA	Capacity	Completed Pre-2012	Completed Post-2012	Under construction	Not started
	Grove, Cross Green Crescent							
AV36	Adjacent St Hildas Church, Knowsthorpe Crescent	Housing	Inner Area	86	0	0	0	86
AV39	East Street Mills	Housing	City Centre	161	154	0	0	7
AV41	Hunslet Mills	Mixed Use	Inner Area	699	0	0	0	699
AV43	Yarn Street	Housing	Inner Area	287	114	143	28	2
AV112	RocheFord Court, Pepper Road	Housing	East	11	0	0	0	11
<b>TOTAL</b>				<b>3099</b>	<b>1261</b>	<b>279</b>	<b>28</b>	<b>1533</b>

### Housing and mixed use allocations

3.3.8 New housing development in AVL will be focused in five broad locations. Each location is strategically important to delivering the area's housing requirement and to supporting wider regeneration aspirations. Within these locations the strategy will be to maximise delivery of new homes, supported by transport infrastructure, green spaces, services and facilities, to create attractive places to live which integrate well with existing communities. The main locations for housing development (including contributions from identified sites) are described below:

- The **South Bank** area as part of the wider mixed use regeneration project to transform the area including provision of the City Park, an education hub, leisure destinations, new commercial floorspace and potentially in the longer term the proposed HS2 station at New Lane.
- Within the **East Bank area** along East Street from the Marsh Lane site opposite Quarry Hill to South Accommodation Road, including waterfront sites between the river and the Inner Ring Road.
- The residential area of **Cross Green** focused on the former Copperfields College site and other opportunities.
- The **Hunslet Riverside** area, south of the Inner Ring Road, on a number of large derelict brownfield sites along the waterfront, centred upon the listed Hunslet Mills buildings.
- A new sustainable community at **Skelton Gate** on the edge of the AVL area, east of the M1, between the Temple Newsam Estate and the River Aire.

3.3.9 Focused on the above locations, Policy AVL7 sets out the housing and mixed use allocations (to provide housing) in AVL. Housing allocations provide a total capacity of **4,035** dwellings. Within the mixed use allocations set out in the policy it is expected that housing will form a significant proportion of the total development area (or floorspace), alongside a wider mix of uses permitted and required by Core

Strategy and AAP policies. Mixed use allocations are generally made within locations in and on the edge of the city centre, where other policies support the provision of a range of town centre uses such as offices, food and drink and leisure uses, or where there are site specific reasons to restrict housing development on parts of the site. The estimated capacity of mixed use sites is based on an assumption that half the site will be developed for housing. A greater proportion of housing will usually be acceptable unless site specific requirements set out in area plans indicate otherwise. Mixed use allocations have a total estimated capacity of **1,130** dwellings.

- 3.3.10 In addition to mixed use allocations, the South Bank Planning Statement Area (AV94) provides a further opportunity to deliver new homes in the area as part of major regeneration proposals, which also include a new City Park and other town centre uses. The area has potential to provide an estimated **825** dwellings based on the land in the area which is available for development over the plan period, predominantly the former Tetley's Brewery site. This capacity calculation makes allowance for the creation of the City Park and provision of other uses. Section 4.2 sets out further details on proposals in the South Bank Planning Statement Area.

### **Phasing of site development**

- 3.3.11 Policy H1 of the Core Strategy sets out criteria for phasing the release of housing allocations in order to ensure a 5 year supply of land is maintained and to ensure a balance of brownfield and greenfield sites coming forward.
- 3.3.12 Three development phases are identified for the managed release of sites for the SAP and the AVLAAP. These phases are linked to the spatial strategy of the plan, and focus development primarily in regeneration areas and in relation to the settlement hierarchy. On the basis that AVL is identified as a Regeneration Priority Programme Area under Core Strategy Spatial Policy 4, all housing and mixed use allocations will be released for development in Phase 1.

## **POLICY AVL7: HOUSING AND MIXED USE ALLOCATIONS IN AIRE VALLEY LEEDS**

- 1. The main areas for new housing development in AVL will be:**
  - **Leeds South Bank;**
  - **The East Bank area, including the Marsh Lane site;**
  - **Cross Green, including the Copperfields site;**
  - **Hunslet Riverside;**
  - **Skelton Gate.**
- 2. The AVLAAP allocates sites for housing and housing and mixed use development in accordance with Core Strategy Spatial Policies 5 and 7. These are shown on the Policies Map and detailed below. Housing allocations are phased for release in Phase 1 in accordance with Core Strategy Policy H1.**
- 3. The following sites are allocated for housing, subject to site requirements set out in area plans:**

SITE REF	SITE NAME	HMCA	AREA (HA)	ESTIMATED CAPACITY (DWELLINGS)
AV20	Yorkshire Ambulance Station, Saxton Lane	City Centre	0.60	95
AV22	Former Richmond Inn, Upper Accommodation Road	City Centre / Inner Area	0.40	26
AV23	Butterfield Manor & Richmond Court, Walter Crescent	Inner Area	0.83	48
AV28	Bow Street & East Street	Inner Area	0.13	23
AV29	Ellerby Road & Bow Street	Inner Area	1.10	79
AV32	Rose Wharf Car Park, East Street	Inner Area	0.46	72
AV33	Low Fold	Inner Area	2.28	312
AV34	South Accommodation Road	Inner Area	0.52	27
AV38	Former Copperfields College site	East	11.21	273
AV40	Bridgewater Road (North)	East	11.20	425
AV46	Tetleys Motor Services, Goodman Street	Inner Area	0.62	36
AV111	Skelton Gate	East	99.30	2,619
<b>TOTAL</b>			<b>130.93</b>	<b>4,035</b>

4. The following sites are allocated for housing and mixed use development to include a significant proportion of housing, subject to site requirements set out in area plans:

SITE REF	SITE NAME	HMCA	AREA (HA)	HOUSING ESTIMATED CAPACITY (DWELLINGS)
AV7	Former Yorkshire Chemicals North West, Black Bull St	City Centre	0.30	53
AV9	Evans Halshaw Garage, Hunslet Lane	City Centre	2.43	191
AV12	Armouries Drive / Carlisle Road	City Centre	1.45	114
AV13	Clarence Road / Carlisle Road	City Centre	0.17	15
AV14	Hydro Works, Clarence Road	City Centre	1.60	105
AV15	Sayner Lane / Clarence Road	City Centre	1.43	94
AV16	Sayner Lane / Carlisle Road	City Centre	1.37	90
AV17	Braime Pressings Ltd, Hunslet Lane	City Centre	2.28	121
AV18	Marsh Lane	City Centre	3.67	289
AV48	Former Motor Dealers, Church St, Hunslet	Inner Area	1.29	23
AV98	Atkinson Street	Inner Area	1.18	35
<b>TOTAL</b>			<b>14.89</b>	<b>1130</b>

5. The South Bank Planning Statement Area is identified on the Policies Map as a broad location to provide new housing development of a scale indicated below, as part of a wider mixed use regeneration opportunity, and subject to site requirements set out in the South Bank Area Plan:

<b>SITE REF</b>	<b>SITE NAME</b>	<b>HMCA</b>	<b>AREA (HA)</b>	<b>HOUSING ESTIMATED CAPACITY (DWELLINGS)</b>
<b>AV94</b>	<b>South Bank Planning Statement Area</b>	<b>City Centre</b>	<b>19.53</b>	<b>825</b>

### Distribution of new homes

3.3.13 The housing sites identified and allocated in the plan and shown on the Policies Map have a total estimated capacity of 7,830 dwellings against the minimum housing requirement of 6,500 dwellings. This provides a degree of flexibility towards meeting the housing requirement. Table 6 below sets out the distribution of new homes identified in the AAP by local area showing a broad distribution across the plan area except for the Central Aire Valley area which has an employment focus.

<b>TABLE 6: DISTRIBUTION OF NEW HOMES IN AVL BY LOCAL AREA</b>	
<b>Local Area</b>	<b>Dwellings</b>
1. South Bank	1,649
2. East Bank, Richmond Hill & Cross Green	2,160
3. Hunslet	1,402
4. Central Aire Valley	0
5. Skelton Gate	2,619
<b>Total</b>	<b>7,830</b>

3.3.14 In addition to meeting the requirement set out in Core Strategy Spatial Policy 5, the housing sites identified and allocated in this plan will make an important contribution towards the housing requirements set out on Core Strategy Spatial Policy 7 for three of the Housing Market Characteristic Areas (City Centre, Inner Area and East Leeds) that overlap the plan boundary, alongside other sites identified and allocated through the Leeds SAP which lie outside the boundary. Table 7 summarises the total capacity of AVL housing sites by HMCA.

<b>TABLE 7: NEW HOMES IN AVL BY CORE STRATEGY HOUSING MARKET CHARACTERISTIC AREA (SPATIAL POLICY 7)</b>			
<b>HCMA</b>	<b>Identified sites</b>	<b>Allocations</b>	<b>Total</b>
City Centre	457	2,002	2,459
Inner Area	1,372	671	2,043
East Leeds	11	3,317	3,328
<b>Total</b>	<b>1,840</b>	<b>5,990</b>	<b>7,830</b>

### Other housing opportunities

3.3.15 In addition to the housing and mixed use sites specifically identified and allocated on the Policies Map, there is potential for further housing development to come forward during the plan period on sites which are not currently available. This is particularly likely to be the case within major regeneration areas. Area plans identify three significant opportunities within the Marsh Lane, East Bank (Section 4.3) and Hunslet Riverside areas (Section 4.4) where there could be potential further housing (or

mixed use) development to expand upon development proposed in this plan and which would be encouraged in principle, subject to the suitability of the site. A further source of new housing may come from sites which fall below the size threshold for site allocations (0.4 hectares for allocation and 0.2 hectares for identified sites outside the City Centre HMCA).

- 3.3.16 Any development on non-allocated sites will be classified as windfall development under Core Strategy Policy H2 and will contribute to the delivery of 500 dwellings per annum that is anticipated on small and unidentified sites across the district (Core Strategy Spatial Policy 6).

### Securing high quality housing development

- 3.3.17 To deliver plan-wide priorities and secure high quality housing development, area plans set out the site-specific requirements for new housing and mixed use allocations. These aim to ensure that high quality schemes are delivered, which connect well with existing communities and have good access to local facilities such as shops and schools, green spaces and recreation, jobs and public transport supported by the necessary infrastructure. Within larger developments new facilities will be provided on-site where existing facilities are not accessible to the new development or have insufficient capacity to serve it. Core Strategy and UDP Saved Policies provide the basis to achieve high quality urban design reflecting local character and distinctiveness and the Council is also committed to delivering the Leeds standard for new homes being built across the district.
- 3.3.18 Core Strategy Policies H3 on density and H4 on housing mix set minimum densities and the preferred mix of sizes of dwellings, to ensure efficient use of land and to provide mixed, sustainable developments which include, for example, family housing.
- 3.3.19 Core Strategy Policies H4 and H8 cover housing for independent living. In considering allocating sites for housing, those sites which are most suited for independent living for the elderly and people with impaired mobility have been identified in accordance with the criteria outlined in Core Strategy Policy H8. Sites within easy access to shops and facilities (400 metres walking distance to a town or local centre) have been highlighted on area maps as being particularly suitable for this type of housing. *[sites will be identified on this basis consistent with Leeds SAP but not yet shown on maps- see separate Development Plan Panel report]*
- 3.3.20 Affordable housing requirements for new housing development are set out in Core Strategy Policy H5. This includes the proportion of affordable units to be delivered, normally on-site, in developments of 15 units or more with a mix of submarket and social rented housing. AVL falls within three affordable market housing zones identified in the policy. Map 12 of the Core Strategy shows the boundaries of each zone which are set out below in Table 8 for information.

**TABLE 8: AFFORDABLE HOUSING REQUIREMENTS BY ZONE**

Zone	Proportion
Zone 2 (Inner Suburbs)	15%
Zone 3 (Inner Areas)	5%
Zone 4 (City Centre)	5%

- 3.3.21 Area plans and maps also identify any important pedestrian/cycling routes and green corridors which should be integrated within the design of new housing development. These routes are important to create better links for local residents to services and facilities, jobs and recreation opportunities in the area.
- 3.3.22 Section 3.7 of this plan sets out an ambition to create a low carbon heat networks in parts of the area including the South Bank, East Bank and Cross Green areas and potentially other areas in the longer term. This creates an opportunity to connect new housing and mixed use development into the network where this is technically feasible and viable. This will help to promote more sustainable development by reducing carbon emissions and lower the energy bills of future occupiers helping to tackle the problem of fuel poverty.

### **Gypsies, Travellers & Travelling Showpeople sites**

*[To be completed. Refer to separate Development Plan Panel reports].*

## 3.4 HEALTHY AND THRIVING COMMUNITIES

### INTRODUCTION

- 3.4.1 An important outcome of the AAP is to deliver an overall framework which promotes development proposals and planning decisions which help support and create healthy and thriving communities. This relates both to existing established communities within the AAP area and to new communities who wish to make the area their home. An integral focus of the plan is to ensure that the environmental quality of the area is enhanced taking into account local character, identity and heritage, that local people are connected to job opportunities and that a range of high quality, energy efficient and affordable homes are available.
- 3.4.2 In support of this, community infrastructure, including public transport, cycling and pedestrian routes, health facilities, shops and local services, schools and green spaces need to be in place to create thriving communities where people want to live. The long term sustainability of communities must also be safeguarded by ensuring that new development and existing communities are resilient to future challenges such as climate change and deal effectively with the management of flood risk.
- 3.4.3 No single policy or proposal in the Plan will achieve this. Consequently, the plan's objectives and policies need to be delivered as a whole and alongside other programmes and initiatives, to ensure that the overall potential and opportunities are realised.

### IMPROVING PUBLIC HEALTH IN THE AIRE VALLEY

#### Background

- 3.4.4 The Core Strategy (Profile of Leeds Metropolitan District, Section 2), provides an important context for the focus of the AVLAAP. This provides an overview of the living conditions across Leeds and highlights the levels and locations of multiple deprivation across the District and associated with this, challenges relating to social and health inequalities.
- 3.4.5 Evidence, including the Joint Strategic Needs Assessment (JSNA), highlights the links between improving living conditions and improved health. Within the area, there are underlying health and inequality issues, which need to be addressed by the Plan and other related initiatives. A number of areas of particular concern are set out below.
- 3.4.6 For premature mortality, health inequalities within the Inner East and Inner South areas of Leeds are a major concern. For men, there is almost a 7 year gap between life expectancy at birth between males born in Cross Green, East End Park & Richmond Hill MSOAs (71.85 years), compared to the city wide average of 78.44 years and an 8 year gap for males in City Centre, Thwaite Gate and Hunslet MSOAs (70.66 years).
- 3.4.7 Women's life expectancy at birth is below but closer to the city average than men in Cross Green, East End Park and Richmond Hill (80.05 years compared to 82.09 years), but in City Centre, Hunslet Green and Thwaite Gate MSOAs, at 74.06 years, the 8 year difference in life expectancy remains.

- 3.4.8 There are a number of serious conditions, including coronary heart disease (CHD) and chronic obstructive pulmonary disease (COPD), which are higher than the Leeds average. In 2011, GP data suggested the age standardised rate<sup>4</sup> of COPD rate in this area was 3,323 per 100,000 people, a 2.7 % prevalence compared to 1.8% citywide. The comparable rate for City Centre, Hunslet and Thwaite Gate MSOAs was 2,820 per 100,000.
- 3.4.10 Conditions, such as COPD, contribute towards high mortality from respiratory disease. Rates for females living in Cross Green, East End Park and Richmond Hill MSOA are 71.6 per 100,000 and in City Centre, Hunslet Green and Thwaite Gate MSOAs, 64.8 per 100,000, compared to 47.2 per 100,000 in the rest of deprived Leeds. This MSOA also has the 3<sup>rd</sup> highest respiratory disease mortality for men.
- 3.4.11 The under 75 years old (premature mortality) rate from cancers in Cross Green, East End Park and Richmond Hill MSOAs is also extremely high at 221.75 per 100,000 people, compared to 135.81 in City Centre, Hunslet Green and Thwaite Gate MSOAs and 111.73 per 100,000 for the rest of Leeds.
- 3.4.12 In the Inner South area of Leeds, the all-cause mortality for less than 75 years is above the Leeds average for men and women. The City Centre, Hunslet Green and Thwaite Gate MSOAs having the highest, all-cause mortality rates for men and women in the whole city and the city's highest circulatory disease mortality rate (coronary heart disease and strokes).

### **Initiatives and Proposals**

- 3.4.13 Within this overall context therefore, a key priority for the AAP is to secure opportunities to help improve public health within the area over the plan period and beyond, supporting other public health, healthy living and regeneration initiatives taking place in the area.
- 3.4.14 The planning system has an important role to play in encouraging healthier lifestyles, by creating places where people can easily walk, cycle or take part in outdoor activities and by tackling indirect causes of poor health such as worklessness, 'fuel poverty', poor housing conditions and lack of access to fresh food. This should take into account the needs of the whole community considering the specific needs of older people and reflecting the Council's objective for Leeds to become a 'child friendly' city.
- 3.4.15 Housing conditions and fuel poverty will be addressed by ensuring that new development provides high quality, energy efficient and innovative housing (in line with Core Strategy policies) which helps to lift the profile of the area in conjunction with regeneration programmes and other publically funded initiatives such as housing renewal, retrofitting and insulating older homes to improve energy efficiency, and group repair projects. Such initiatives include the Sustainable Communities Investment Programme in Cross Green (completed in 2015) and the recladding programme to improve the energy efficiency of public housing in Hunslet (see Area Plans for further details).
- 3.4.16 Poor health associated with worklessness and poverty is being addressed by proposals to significantly increase the number of job opportunities across a range of economic sectors led by the major regeneration opportunities in the South Bank and the LCREZ to enhance the area's existing role as an employment centre. This is

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<sup>4</sup> Age standardised rates take account of the age structure of a population.



complemented by proposals for better physical connections to those jobs, taking into account the much lower levels of car ownership in most of AVL, and use of employment agreements to ensure that a proportion of new positions are offered to local people.

- 3.4.17 In terms of personal health, partnership efforts between Council services (including public health) and external providers offer exciting new opportunities. This includes improving mental health by designing out crime, or in terms of physical health, using collaborative approaches to enable earlier identification of individuals with undiagnosed conditions and improving self-management of these conditions.
- 3.4.18 The following policy sets out the planning approach to tackling these issues, with the area plans identifying specific local opportunities, focused on those areas which are known to suffer from health deprivation.

## **POLICY AVL8: IMPROVING PUBLIC HEALTH IN AIRE VALLEY LEEDS**

**The Council will seek to improve public health outcomes, reduce health inequalities and improve the accessibility of health services in AVL through a range of measures and interventions, to be delivered through new development and other initiatives and programmes, including:**

- 1. Tackling fuel poverty by promoting energy efficient new homes, supporting initiatives to retrofit existing homes to improve their energy efficiency and promoting decentralised, lower cost energy production and distribution through the creation of local heat networks.**
- 2. Identifying sites to deliver a range of high quality new housing which help meet local needs, including affordable housing and housing which better meets the needs of specific groups such as older people.**
- 3. Proposals to improve access to jobs created in the South Bank, LCREZ and other key employment areas in AVL for local residents, including use of local employment and training agreements associated with new development and improvements to the local transport network to improve connections from east and south Leeds.**
- 4. Promoting ‘child friendly’ development, including safer streets and reducing the physical barriers created by major roads.**
- 5. Encouraging local people to take more physical exercise their physical activity such as walking and cycling to work and for enjoyment by providing new and improve green routes linking communities and key destinations.**
- 6. Providing high quality new areas of green space within new development and improvements to the quality and accessibility of existing green spaces.**
- 7. Supporting initiatives which encourage residents to grow their own food.**
- 8. Identifying opportunities and sites for a retail food store to serve areas, such as Richmond Hill and Cross Green where people have limited access to fresh food.**
- 9. Requiring provision of a building/ site suitable for a doctor’s surgery / health centre within the Skelton Gate housing development (AV111).**

## COMMUNITY FACILITIES & SERVICES

3.4.19 Having good access to local shops, facilities and services is fundamental to the creation healthy and thriving communities. The AAP therefore seeks to improve provision of local facilities and services in accessible locations to serve local communities, new development and to help address local deficiencies. This is addressed in more detail below.

### Shopping & local services

3.4.20 The Core Strategy identifies a hierarchy of centres across the district (the city centre, town centres and local centres) and promotes a centre's first approach to development of retail and other town centre uses, such as restaurants, cafes, pubs and bars, hotels and leisure uses. The AVLAAP area incorporates part of the city centre (which includes the South Bank) and a town centre at Hunslet, which serves wider areas in south Leeds.

3.4.21 A particular issue for AVL relates to the lack of stores selling fresh food and providing supporting local services in Richmond Hill and Cross Green. The Core Strategy (Policy P5 and P7) identifies potential for a new centre to serve the wider Richmond Hill area. In response, a retail opportunity is identified on the Copperfields site in Cross Green for a food store up to 2,000 sq. m. (gross) alongside support for the provision of additional facilities in and adjacent to the existing small concentration of local shops and services on Upper Accommodation Road.

3.4.22 Hunslet is a successful centre, anchored by a large supermarket and supported by a range of other shops and supporting services. New housing proposals and the proposed NGT stop next to the Penny Hill Centre provide an opportunity to expand the centre. A development opportunity has been identified within the extended town centre boundary which could support housing and town centre uses.

3.4.23 Additional retail and supporting development will be needed to support new housing development less well connected to existing centres. In accordance with Core Strategy Policy SP5 and P7, a new local centre is proposed to support the 2,619 new homes proposed at Skelton Gate (AV111). Major development proposals in the South Bank will also create additional demand for local shops and services which it is proposed to meet by identifying a local convenience centre at Leeds Dock, existing shops and services at Brewery Wharf and potential for small-scale convenience retail and food and drink uses on the ground floors of new development in the area to create active frontages and vibrant streets.

## **POLICY AVL9 – SHOPPING & LOCAL SERVICES IN AIRE VALLEY LEEDS**

The following proposals for the creation of new centres or expansion of existing centres and other retail development to support new housing and address existing deficiencies in provision in AVL are identified:

1. **Opportunity for a new food store up to 2,000 sq m (gross area) within the Copperfields site (AV38) in Cross Green to serve the existing deficiency identified within the Richmond Hill and Cross Green area in accordance with Core Strategy Policies P5 and P7.**
2. **An allocation for housing and mixed use development (AV48) within Hunslet Town Centre.**
3. **A Local Convenience Centre at Leeds Dock in the city centre in accordance with Core Strategy Policy CC1 and Map 10. The boundaries of Hunslet Town Centre are shown on the Policies Map.**
4. **A local centre, including potential for a new food store up to 2,000 sq m (gross) to serve the Skelton Gate site (AV111), in accordance with Core Strategy Policy SP5.**

**Site requirements relating to these proposals are set out in area plans.**

### **Schools**

- 3.4.24 The area is currently served by a secondary school at Richmond Hill and four primary schools across Richmond Hill and Hunslet. Provision will need to be made for extra school places to serve the area's growing population.
- 3.4.25 It is estimated that the new housing proposed in the area will generate the need for over 800 additional primary school places which equates to approximately two two-form entry primary schools. Sites for new primary schools are identified at Copperfields, which could also help meet requirements from the wider Richmond Hill and East End Park area, and at Skelton Gate (as part of a through school) to serve the new housing development are identified in area plans. The secondary element of the through school at Skelton Gate will help to address the needs of the wider area. The schools will need to be delivered alongside new housing development and be well linked into the public transport, pedestrian and cycle networks.
- 3.4.26 A new secondary free school (The Ruth Gorse Academy) is also proposed to open in 2016 at Black Bull Street and will make an important contribution to serving the needs of the area.

## **POLICY AVL10 – NEW SCHOOLS**

The following sites are identified for provision of new schools in AVL:

1. **A new two form entry primary school at the Copperfields site (AV38)**
2. **A 'through' school (to consist of a two form entry primary school together with a four form entry secondary school) at Skelton Gate (AV111);**

## RESILIENT AND SAFE DEVELOPMENT

### Managing flood risk

- 3.4.27 AVL includes some land classified as being at higher risk of river flooding (Flood Risk Zones 2 and 3) along the River Aire, Wyke Beck and Colton Beck. This includes some existing properties and vacant and derelict sites within growth areas, including the South Bank and Hunslet Riverside areas.
- 3.4.28 To manage flood risk issues in the area, the Council, working alongside the Environment Agency, the Canal and River Trust and other partners, is constructing a £50m flood alleviation scheme (FAS) to protect Leeds City Centre (between Leeds City Station and Knostrop weir in the Aire Valley) from a flood event likely to happen once every 75 years taking into account the likely effects of climate change.
- 3.4.29 Within AVL the proposed 1 in 75 year flood protection scheme will:
- Remove existing weirs at Crown Point in the city centre and at Knostrop Cut and install moveable weirs that can be lowered when the river is high, causing the water level to drop;
  - Construct landscape defences such as low level embankments, terracing and riverside walls; at low points along the riverbank;
  - Remove Knostrop Cut to merge the canal and River Aire which will create additional flood water storage and help to lower water levels in flood conditions.
- 3.4.30 The main objective of the scheme is to protect existing homes, businesses and infrastructure but it also has a secondary benefit in terms of supporting economic growth and regeneration. After it is constructed (expected completion March 2017) the scheme will reduce the risk of flooding in the South Bank, East Bank and Hunslet Riverside areas such that all development proposed in the AAP in those areas is expected to have a less than 1% chance of flooding each year. This is crucial to supporting the sustainable regeneration of these areas and delivering the objectives of this plan.
- 3.4.31 The Council has undertaken flood risk sequential and exception tests of proposed allocations in the AAP in accordance with the NPPF, Core Strategy Policy EN5 and NRWLP. This demonstrates that the proposals are suitable taking into account wider sustainability objectives and, where appropriate, sets out required mitigation measures to ensure that the development will be safe during its lifetime and does not increase the risk of flooding elsewhere.

### Local character and heritage

- 3.4.32 AVL includes many historic areas, buildings and structures, including former wharf buildings, mills and factories, docks, churches and other religious buildings, which are important in defining local character and identity and bringing people to visit the area. This includes part of two conservation areas in the South Bank and East Bank, Grade I, II\* and II listed building and two registered parks and gardens which adjoin the plan area; Temple Newsam estate and Hunslet Cemetery.
- 3.4.33 An urban design assessment of the area has also identified other buildings of local importance which are not formally designated as heritage assets. Core Strategy Policy P11 sets out an approach to allow such assets to be conserved where they

are considered to be locally significant. Policy AVL11 below identifies locally significant heritage assets in AVL. The location of the assets is shown on area maps.

3.4.34 Where appropriate, site requirements relating to heritage assets are set out in area plans.

## **POLICY AVL11 – LOCALLY SIGNIFICANT UNDESIGNATED HERITAGE ASSETS**

**In accordance with Core Strategy Policy P11, the locally significant undesignated heritage assets shown on area maps will be conserved.**

## 3.5 TRANSPORT & CONNECTIONS

### INTRODUCTION

- 3.5.1 The location of AVL in relation to the strategic transport network, means it is an area well placed to deliver large scale economic development making a vital contribution to the growth of the city region and to providing new homes and jobs to help meet the identified needs of the district. This is dependent on delivering transport infrastructure investment to support new development, whilst minimising wider impacts on the network and by offering a choice of sustainable transport options.
- 3.5.2 Within the context of the priorities set out in the West Yorkshire Local Transport Plan (LTP3) and Core Strategy Policy SP11, the transport strategy for AVL is guided by the following principles:
- To deliver the transport network and infrastructure needed to support development and provide the new homes and economic development proposals set out in the AAP, particularly the major regeneration and development opportunities in the South Bank, LCREZ and East Bank, Hunslet Riverside and Skelton Gate areas.
  - To minimise the need to travel by car by ensuring that the area is well connected to the city centre and other key destinations by sustainable transport modes including public transport, cycling and walking and to ensure that new development is integrated within this network and delivers the necessary infrastructure improvement on a phased basis.
  - To connect communities in east and south Leeds to existing and new jobs created in the area and reduce barriers created by the river corridor and main road network to provide direct, safe and attractive pedestrian and cycle links.
  - To plan the area to integrate potential key national and city region transport proposals, such as HS2 and the NGT trolleybus system with the local transport network and to maximise the regeneration opportunities created by the potential catalyst of transport infrastructure investment.
  - To make better use of the rail and waterways network as a mode of transport for freight, where appropriate
  - To make better use of the waterways network as a leisure route.

### STRATEGIC TRANSPORT SCHEMES IN AVL

- 3.5.3 The transport strategy needs to reflect the important opportunities presented by key strategic transport investments, proposed for the area. These are set out below:

#### HS2

- 3.5.4 The proposed route of the eastern leg of Phase Two of HS2 will extend high speed services to Leeds City Centre. The HS2 consultation documents show the route into Leeds aligning with the existing Leeds-Castleford railway corridor within AVL, passing through Stourton and Hunslet before rising above street level into the new station at Leeds New Lane, partly within the AAP boundary. Following the publication of the Sir David Higgins report: Re-Balancing Britain: From HS2 towards a national transport strategy, the proposed HS2 station location and route into Leeds is subject to an

ongoing review considering how a HS2 station might relate to a potential transnorth “HS3” route.

- 3.5.5 The final decision to proceed with the schemes will be taken by Parliament. If the scheme proceeds the Government will issue a Safeguarding Direction to ensure new development does not conflict with the construction or future operation of the route. The HS2 route is not a proposal of the AAP but the Policies Map will have to reflect land covered by a safeguarding direction made by the Government. The consultation route is shown on area maps for information.

### **NGT Trolleybus system**

- 3.5.7 The Leeds New Generation Transport (NGT) trolleybus system is jointly promoted by the West Yorkshire Combined Authority and the Council. The system proposes a modern, reliable Trolleybus which combines dedicated lanes, junctions and traffic signal priority to ensure improved journey times.
- 3.5.8 The proposed 14.8km system will run between Holt Park in North Leeds and Stourton in AVL through the city centre and will be served by major park and ride facilities. It will connect people to key employment sites, education, health, shopping and leisure facilities and act as a catalyst and driver for Leeds and the city region’s economic growth and regeneration.
- 3.5.9 The scheme is subject to a Transport and Works Act application to the Secretary of State. If approved the scheme is scheduled to open in 2020.
- 3.5.10 Within AVL, the system is proposed to run from a 1,500 space park and ride (with potential to be expanded to 2,300 in the future) at junction 7 of the M621 at Stourton (AV82), through Belle Isle and Hunslet to Leeds Dock and Brewery Wharf, and then into the core of Leeds City Centre via Leeds Bridge. The proposed route and stops are shown on area plans, which also identify specific development and regeneration opportunities, public realm improvements and improved pedestrian routes which will benefit from and improve connectivity to the NGT system.

### **Motorway Network Improvements**

- 3.5.11 The Government’s Pinch Point Programme provides spending on transport schemes with the ambition of reducing congestion and stimulating growth in the economy. Within this programme a £2.4m scheme has been constructed to increase the capacity of J44. The scheme will improve access to a number of key development sites in the south of the area, including Leeds Valley Park and Skelton Grange.
- 3.5.12 The Government has announced funding for two further road improvement schemes relevant to the area as part of a package of major roads investment in Yorkshire. These are:
- M1 J45 – Improvements to J45 to allow increased capacity and to support the LCREZ. This scheme will help enable the development of the Skelton Gate site; and,
  - M621 J1 to J7. Junction enhancements and localised widening of sections of the M621.
- 3.5.13 These schemes complement other improvements on the wider motorway network including those completed and under construction on the M1 and M62.

## **AIRE VALLEY LEEDS TRANSPORT INFRASTRUCTURE IMPROVEMENTS**

- 3.5.14 This section sets out the transport infrastructure improvements required to support delivery of development proposals in the AAP and improve the accessibility of existing communities and commercial areas. The focus is on delivering sustainable transport which supports plan vision and objectives and development proposals.
- 3.5.15 The package of measures includes schemes which are part of the LCR West Yorkshire 'Plus' Transport Fund, district wide priorities identified in the Core Strategy and other local initiatives, priorities and aspirations, particularly focused on delivery of better pedestrian and cycling links.
- 3.5.16 Proposed transport infrastructure improvements are set out in Policy AVL12 below and indicated on Map 4.

### **Highway Infrastructure & Capacity**

- 3.5.17 The construction of the A63 and IRR Stages 6 & 7 have provided the key elements of highway infrastructure that have facilitated the opening up of major sites for development in the LCREZ and eastern part of the area. Further infrastructure will need to be delivered on a phased basis to enable development of all the sites identified and allocated in the AAP and to connect them with the strategic and local network whilst minimising negative impacts.
- 3.5.18 The following schemes are identified as priorities for improvement of the highway network:
- A new north-south link road between the A63 and Pontefract Road, including a bridge crossing at Skelton Grange. This scheme will help to realise the full development potential of the area but also provide much better access for south Leeds communities and the LCREZ and for east Leeds residents to existing and proposed job opportunities, such as Leeds Valley Park, south of the river corridor.
  - Opening up the existing private road at Knowsthorpe Lane which passes beneath the M1 as a road and/or public transport link and a second access to the Skelton Gate area.
  - Improvements to the road network in the South Bank to reduce the dominance of major roads and the amount of through traffic whilst retaining local access to existing properties and new development, including potentially the Leeds New Lane HS2 station. An important priority will be providing new and improved and more direct crossing points and routes for pedestrians and cyclists. This forms part of the emerging City Centre Transport Strategy set out in Core Strategy Policy CC3 and shown on Map 11 of the Core Strategy.
- 3.5.19 Other site specific requirements related to access to individual development sites and local improvements to the network which are set out in more detail in Area Plans.

### **Public transport improvements (including park & ride)**

- 3.5.20 The need to improve public transport access and services within AVL has been highlighted as a key issue for local residents and businesses and is vital component of delivering sustainable development in the area.



- 3.5.21 Parts of the area are well served by the existing bus network and proposed NGT Trolleybus network and other parts lie within walking distance of key transport interchanges, including the main Leeds bus and rail stations. In these areas priorities will be focused on improving pedestrian/cycle access to services from existing properties and proposed development, particularly major development areas such as the South Bank and Hunslet Riverside.
- 3.5.22 In other areas existing public transport is limited and there is virtually no services in the eastern part of the area, north of the river at present. The priority in these areas is to ensure that public transport services are provided on a phased basis alongside new development to establish a choice of transport options as people move to live and work in the area. This is partly an issue of infrastructure provision but is also about securing the services to use the routes and facilities.
- 3.5.23 A proposal for a park and ride facility with capacity for 1,000 car parking spaces at the Temple Green site off M1 J45 provides an early opportunity to bring public transport into the LCREZ by providing an express bus service to Leeds City Centre with up to a 10 minute frequency. This service could also provide stops to serve other areas such as Cross Green and the South Bank on route. The Temple Green Park & Ride is funded through the West Yorkshire 'Plus' Transport Fund and will open in 2016.
- 3.5.24 In addition to serving the city centre, the park & ride services will enhance the accessibility of the LCREZ sites by public transport. There is an opportunity to provide connecting services into east Leeds communities utilising the existing and proposed bus gates at Thornes Farm Way and the Logic Leeds site with the aim of helping to connect local people to new jobs. This is part of a wider aspiration to provide an orbital public transport route linking east and south Leeds and the LCREZ which is dependent on delivery of the link road and bridge crossing at Skelton Grange.
- 3.5.25 A scheme has also been identified for potential extension of the NGT trolleybus network into the east of the area, potentially linking to the park and ride facility. A route and funding for this scheme is yet to be determined, but it forms part of the West Yorkshire 'Plus' Transport Fund package for AVL.
- 3.5.26 The Skelton Gate site will be a key development to link into a future public transport network. Delivery of this major housing scheme is dependent on securing frequent public transport services at an early stage to meet accessibility standards set out in the Core Strategy.
- 3.5.27 Within the inner part of the area, the Richmond Hill area has been identified as a community which is poorly served by existing services. Options will be explored to route buses through the Richmond Hill area to provide better links between the area and the city centre and jobs created in the LCREZ.

## **Cycling**

- 3.5.28 An important outcome of the AAP will be to achieve a long-term increase in the number of cycling trips made to and within the area, including travelling to work, college or school, and for recreation. This will bring significant benefits in terms of health and well-being and contribute to reducing congestion and carbon emissions and improving air quality.

3.5.29 This will require improvements to the cycling network to create continuous and attractive off road or quiet low traffic routes which build upon the existing Leeds Core Cycle Network. There will need to be a particular focus on providing new north - south links to and across the River Aire corridor. As part of improvements to the network there is an important opportunity to integrate the cycle network within enhanced areas of green infrastructure (see Section 3.6).

3.5.30 The following improvements to the strategic cycle network are identified as priorities and are shown on Map 4:

- Core cycle network improvements including an extension of the Wyke Beck Way between Temple Newsam and Rothwell Country Park (with a bridge crossing at Skelton Lake) and improvements to the routes linking Rothwell to the city centre, including a long term aspiration to extend the cycle superhighway network along this route.
- Construction of the 'City Connect Cycle Superhighway' between East Leeds and Bradford to open during 2015/16. This scheme is proposed to run along the edge of the plan area on York Road and Marsh Lane and will improve access for cyclists between the Richmond Hill area and the city centre. The scheme also proposes 20 mph zones to improve access between the cycle route and neighbouring communities. This could potentially include parts of the Richmond Hill area subject to further consultation.
- Diversion and enhancement of the Trans Pennine Trail route including two new bridges to take the route along the northern bank of the river and back to the southern bank to facilitate the removal of Knostrop Cut as part of the Leeds Flood Alleviation Scheme. Improvement to the bridge crossing at Skelton Grange Road and/or provision of a possible alternative route along the northern bank of the river, between Skelton Lake and Skelton Grange Road, are also identified as future opportunities.
- New or improved cycle routes pedestrian bridges and routes to create north/south links over the river linking local communities to job opportunities, key destinations such as the city centre, local services and leisure/recreation opportunities.

3.5.31 Further local and site-specific improvements and priorities are identified in area plans.

### **Pedestrian links & safer streets**

3.5.32 The area lies within walking distance of key facilities and services, employment, major parks and green spaces and the river corridor but walking is often made difficult by issues such as the barriers created by main roads, lack of direct crossings over the river, limited signage and unappealing pedestrian environments dominated by vehicle traffic and infrastructure. This is a particular issue for children, older people and people with impaired mobility.

3.5.33 Increasing journeys made on foot has important benefits in terms of health and well-being and the environment. This objective will be addressed by provision of new and improved pedestrian routes to employment areas, public transport routes and hubs, green spaces, the river corridor and key destinations such as South Bank and the LCREZ and to connect major housing opportunities such as Hunslet Riverside and Skelton Gate into the wider area. These routes will need to be integrated within and

between new development and will be supported by a programme to improve road and river crossings, in part linked to the cycle network improvements highlighted above and other improvements to the Public Rights of Way network.

- 3.5.34 Within the South Bank there is a further priority to link the area better with the established core of the city centre north of the River Aire, including Leeds City station. In this respect, proposals include a new pedestrian/cycle bridge and link between Sovereign Square and the City Park in the South Bank providing a green link to the education hub at Hunslet Lane / Black Bull Street. Pedestrian improvements in this area will also focus on better connections to the new Leeds Station Southern Entrance and alterations to the road network to improve crossing facilities and reduce the dominance of vehicle traffic.

### **Rail & water freight**

- 3.5.36 The Aire and Calder Navigation is part of the network of commercial inland waterways and has been identified as having potential for greater freight use in the future. Leeds occupies a strategic position on the rail network making it well-placed for the promotion of rail freight, including minerals.
- 3.5.37 Both rail and water have been shown to be more economically efficient and environmentally sustainable compared to road based freight. Leeds aims to make the most of its strong links with the Humber Ports and its availability of industrial land that is well served by rail and canal, particularly within AVL, by promoting a modal shift from road to more sustainable modes of freight transport. This will help to reduce congestion and pollution caused by HGVs, whilst maximising economic efficiency for industry.
- 3.5.38 The NRWLP safeguards existing rail sidings and canal wharfs in the area and allocates two new sites for rail (at Bridgewater Road) and water freight use (at Stourton) respectively. It also identifies an area of search for an intermodal freight depot in the Stourton area taking advantage of the area's good connections into the road, rail and waterways network. Designations and allocations from the NRWLP are shown on area maps.

### **Leisure uses on the waterway network**

- 3.5.39 There is also potential to make better use of the waterways to link together visitor attractions along the river corridor including potential water taxi services to extend or complement the service between Leeds Railway Station and Leeds Dock which opened in 2014 and provision of further boat moorings along the river/canal (see Section 3.6 and Policy AVL15).

## **POLICY AVL12 - STRATEGIC TRANSPORT INFRASTRUCTURE IMPROVEMENTS IN AVL**

**The following transport infrastructure improvements are proposed in AVL and shown on Map 4 and on area maps. Where appropriate and directly related to the development, proposals on identified sites, allocations and other sites will be required to provide or contribute towards provision of these improvements:**

### **Highway network**

1. **Improvements to junction layouts at M1 J44 and 45 and M621 J7 to increase highway capacity and improve traffic flow onto and from the motorway during peak periods.**
2. **Construction of a link road, including improvements to the junction at Skelton Grange Road and Pontefract Road and new river bridge at Skelton Grange, to connect the A63 to Pontefract Road to enable better road access and to allow public transport and the cycle/pedestrian network to cross the river.**
3. **Changes to road layouts and their priorities and purpose in the South Bank to reduce the physical and visual impact of vehicular traffic infrastructure.**

#### **Public transport**

4. **Construction of the NGT trolleybus route and stops through the area between the South Bank and Stourton via Hunslet Town Centre, including a 1,500 space (expandable to 2,300 spaces) park and ride facility at Stourton (AV81).**
5. **A 1,000 space park and ride facility at Temple Green (AV91), off the A63, supported by an express bus service to the city centre and stops on the route to serve businesses.**
6. **Delivery of infrastructure needed to provide the following bus connections:**
  - i. **Orbital services between East Leeds communities, the LCREZ and Pontefract Road and into South Leeds communities.**
  - ii. **A service to link the Skelton Gate site.**
  - iii. **Improved bus services to Leeds Valley Park.**
7. **An extension of the NGT trolleybus system to the LCREZ and eastern part of AVL subject to funding.**

#### **Cycle routes**

8. **Improvement of the Leeds Core Cycle Network, including extension of the Wyke Beck Way between Temple Newsam and Rothwell Country Park and a Rothwell to city centre route.**
9. **Diversion of the Trans Pennine Trail to the northern bank of the river at the Bridgewater Road site to accommodate the removal of Knostrop Cut for the Leeds Flood Alleviation Scheme, including provision of two cycle/pedestrian crossings, and other improvements to remove barriers along the trail including construction of a potential alternative route along the northern bank of the river between Skelton Lake and Skelton Grange bridge.**
10. **Provision of the following new or improved routes (including cycle / pedestrian bridges) to improve links over the river:**
  - i. **Sovereign Square to the City Park and South Bank area**
  - ii. **East Bank to South Bank (at Low Fold),**
  - iii. **Cross Green to Hunslet through the Hunslet Riverside development sites**
  - iv. **East Leeds, LCREZ and South Leeds link via Skelton Grange Bridge**
  - v. **Skelton Gate link along Knowsthorpe Lane**

### **Pedestrian routes & safer streets**

- 11. Provision of new and improved pedestrian links between existing residential areas and new development and jobs, local services, green spaces and leisure opportunities.**
- 12. Changes to the road network to improve the pedestrian environment, including measures such as street tree planting, widening pavements and other public realm improvements, where appropriate**
- 13. Improvements to the public rights of way network**

## **TRANSPORT DEMAND MANAGEMENT**

- 3.5.40 It will be necessary to use other initiatives to manage the level of car use and to gain maximum benefits from the investment in sustainable transport proposed in this plan. These are intended to reduce traffic levels, congestion and carbon emissions whilst supporting the delivery of development proposals.
- 3.5.41 Policies relating to transport management and accessibility are set out in Core Strategy Policies T1 and T2 and these will apply to development within AVL. This includes a car parking policy to ensure adequate provision for shoppers, visitors and commuters whilst supporting sustainable travel measures to be further informed by the preparation of a Supplementary Planning Document (SPD) and a requirement for the preparation of travel plans for larger development to encourage use of sustainable travel options and reduce car use.

## 3.6 GREEN INFRASTRUCTURE & VISITOR ATTRACTIONS

- 3.6.1. At both a local and city region level, AVL represents a unique opportunity to provide a connected network of spaces and places linking the heart of the city to the open countryside and into the range of visitor destinations which lie along the area's river corridors. These multifunctional green spaces, which include protected sites, woodlands, nature reserves, river corridors, public parks and amenity areas, together form a network of green infrastructure.
- 3.6.2 At a district wide level, the Core Strategy (Spatial Policy 13) identifies the key green infrastructure corridors across Leeds. This includes the River Aire and Wyke Beck corridors. The policy also makes reference to the Aire Valley Urban Eco-Settlement and the importance of strengthening green links to the city centre, Lower Aire Valley (including the St Aidan's and Fairburn Ings nature sites), Temple Newsam and Rothwell Country Park. The Core Strategy defines a strategic green infrastructure network for Leeds (see Map 16, Leeds Core Strategy) which includes significant areas in AVL.
- 3.6.3 Complementing the Core Strategy approach, the area has also been highlighted within Leeds City Region's Green Infrastructure Strategy for the Aire and Calder Valleys known as the 'Fresh Aire' Programme. The delivery plan for Fresh Aire, published in 2014, identified three potential projects located within AVL: The South Bank (including the City Park), Skelton Lake/Wyke Beck and linking the Aire & Calder (which includes proposals for improved pedestrian/cycle links between Cross Green, Richmond Hill and Hunslet and the Trans Pennine Trail route along the river).
- 3.6.4 In providing a framework to enhance the role and function of green infrastructure across the AAP area, important priorities for the plan include:
- Improving the townscape and character of places, creating places that people want to live, work and visit which in turn promotes business investment and high quality new development;
  - Improving health and well-being (including mental health) by encouraging people to take part in outdoor and physical activities such as walking and cycling and by providing a green attractive environment;
  - Increasing the tourism potential of areas and potential to increase visitor spending, particularly where attractions are linked by green routes and corridors;
  - Protecting and creating the habitats and ecosystems which can support biodiversity and protected species;
  - Identifying opportunities for local food production.

### AIRE VALLEY LEEDS GREEN INFRASTRUCTURE NETWORK

- 3.6.5 To guide the approach to green infrastructure (protection and new provision), a green infrastructure network has been identified for AVL (see Map 5) which shows key green infrastructure corridors, sites and connections into the wider network. This further develops the strategic green infrastructure network for Leeds (Map 16, Core Strategy) at the local level. This more detailed structural network is founded upon an assessment of the functions of the defined corridors set out in the AVL Green

Infrastructure Study, part of the evidence base for the AAP. This will be used to help implement Core Strategy Policy G1 within the plan.

- 3.6.6 The network is made up of important spaces and sites, such as parks, woodland areas, water bodies, natural habitats and visitor and leisure destinations and the green corridors which link these spaces together. The corridors are identified indicatively including the River Aire and Wyke Beck corridors which extend well beyond the boundaries of the AAP, and a series of locally important corridors which serve to link these corridors into the wider network.
- 3.6.7 An important component of the green infrastructure network relates to natural habitats. Core Strategy Policy G9 (Biodiversity Improvements) refers to the Leeds Habitat Network and aims to protect its integrity and connectivity, as well as encouraging provision of new areas and opportunities for habitat creation and enhancement. Map 18 of the Core Strategy shows a strategic version of the Leeds Habitat Network.
- 3.6.8 The Council, in conjunction with the West Yorkshire Ecology Service has updated the evidence relating to the Leeds Habitat Network, mapping its components to a more detailed level. The Leeds Habitat Network identifies woodland; grassland; wetland; heathland; and “other” qualifying habitat types. The Leeds Habitat Network is reflected within the AVL Green Infrastructure Network where this is consistent with existing and proposed development and other plan proposals. Within these areas the acceptability of proposals will be assessed against the criteria set out in Core Strategy Policy G9 which requires that there is no significant adverse impact on the integrity and connectivity of the Leeds Habitat Network.
- 3.6.9 A important distinction is made between green infrastructure, which can include land which is not intended to be accessible to the public, and “green space” which forms part of green infrastructure but is specifically allocated for the public to use for recreation and is generally protected from development (see separate Green Space section). The inclusion of areas within the green infrastructure network does not mean that no development can take place within or adjacent to these corridors areas (unless precluded by other policies). It is recognised that development opportunities provide a basis to ensure that green infrastructure can be delivered and maintained into the future.

## **ENHANCING THE GREEN INFRASTRUCTURE NETWORK**

- 3.6.10 Within the broad framework established by the AVL Green Infrastructure Network (Map 5) a number of key opportunities are identified, these are:
- Provision of a city park in the South Bank (set out in detail in Section 4.2);
  - An aspiration to create a ‘country park’ centred on Skelton Lake;
  - Improving connectivity to and along the River Aire corridor;
  - Street tree and woodland planting (where appropriate);
  - Greening existing industrial areas where appropriate to provide the setting for new industrial/commercial development;
  - Mitigation and management of flood risk.

## A 'Country Park' in AVL

3.6.11 A number of existing green infrastructure assets and potential sites have been identified in the east of the area along the river corridor. These were recognised in the Fresh Aire Pilot Project for Skelton Lake / Wyke Beck which identified a number of green infrastructure projects with potential to be delivered over the next 10 years.

3.6.12 There is considered to be potential for these elements to be drawn together to form a future 'country park'. This will be a long term project which will need to be phased in terms of delivery as resources allow and a number of aspects of the proposals will be associated with new development in adjacent areas over the next 15 years.

3.6.13 The elements of a country park in AVL could potentially be:

- **The Skelton Lake area** – a managed visitor attraction including potential for a new visitor centre which becomes an important destination and gateway to the Lower Aire Valley nature reserves.
- **Rothwell Country Park** – linked to the north bank of the river by a cycle bridge completing the **Wyke Beck Valley Way**.
- Restoration of the **Skelton Grange landfill** at Newsam Grange as an area of parkland and natural habitat within five years the cessation of landfilling (current permission expires in 2016).
- **Land to the west of the M1**, such as the former sludge lagoons, which are unsuitable for built development and have potential for habitat improvement in the longer term.
- The **River Aire and Aire and Calder Navigation** between Knostrop Weir and Fishponds Lock, with potential new and improved mooring facilities and potential river boat services to encourage visitors.
- **Trans Pennine Trail** running between the river and navigation and linked into the cycle/pedestrian network to the north and south of the river.
- The **Thwaite Mills Museum** and the new base for **Leeds Rowing Club** off Thwaite Lane.

## Connectivity to and along green corridors

3.6.14 Whilst the green infrastructure network is a major asset within AVL, it also offers opportunities to improve accessibility and connectivity to surrounding areas. In particular for communities in east and south Leeds with physical barriers created by major roads and the limited number of bridges over the river. A number of proposals are identified in Section 3.5 and in area plans to improve overall connectivity. This is also linked to the Leeds Rights of Way Improvement Plan.

## Trees and woodland

3.6.15 Map 17 of the Core Strategy identifies areas of woodland in Leeds that are greater than 2 hectares. This includes part of Halton Moor Wood on the Logic Leeds site (AV63) which is shown as protected green space. There are other areas of tree cover, particularly along the River Aire which represent a valuable natural resource and are shown within the green infrastructure network (Map 5).



- 3.6.16 Core Strategy Policy G2 sets out the general approach to creation of new tree cover in Leeds including planting of street trees in the urban area. As well as opportunities for tree planting directly associated with development there are also opportunities on sites which are not suitable for development and where there may be potential for tree planting to be delivered as mitigation associated with adjoining development.
- 3.6.17 Planting street trees is also an important part of the approach to green urban streets and sites. Priority areas for planting of trees are along pedestrian/cycle routes to create attractive new green links to key spaces and destinations, such as the City Park.

### **Green infrastructure provision in industrial / business areas**

- 3.6.18 High quality green infrastructure integrates with other landscape provision to provide positive and attractive settings for industrial and commercial development. By adding value it also assists in attracting new businesses and investment, thereby creating sustainable economic development.
- 3.6.19 Requirements for the development of green infrastructure must nevertheless be sympathetic to the costs of development. It should not become an onerous burden to developers, nor should it restrict the functional requirements of businesses in meeting their commercial or operational needs. Green infrastructure provision should also reflect key economic initiatives such as the LCREZ which overlaps the Green Infrastructure Network. It is therefore important that green infrastructure requirements are proportional to the type and scale of development proposed and consistent with wider economic and job creation objectives.
- 3.6.20 It is recognised that the green corridors (shown on Map 5) will vary in nature and extent in response to their identified functions, location, neighbouring land uses and future development proposals. Not all corridors can or should perform all green infrastructure functions. Where the green corridor is already clearly defined, adjoining development will need to respond to and protect the corridor's functions. In such circumstance this may involve little or no intervention. The Council also encourages creative design solutions which also incorporate development requirements as part of green infrastructure solutions such as the provision of sustainable drainage or flood risk mitigation measures. This approach can provide strong, multi-functional green corridors within development sites without adding unreasonably to the area of land given over to green infrastructure.
- 3.6.21 Where development lies outside the defined Aire Valley Green Infrastructure Network, normal landscaping requirements arising from development proposals as required by Core Strategy Policy P12 will apply.

### **Existing Industrial Estates**

- 3.6.22 Environmental quality within the traditional industrial areas such as the Cross Green Industrial Estate and Stourton is generally poor with a limited and disconnected green infrastructure network. Infill development and redevelopment provides an opportunity to secure enhancements and to green the environment by providing a positive landscape setting to development.
- 3.6.23 Unattractive design solutions will be discouraged in favour of more positive solutions which enhance visual amenity and add to the quality of the environment without

compromising commercial or industrial functions. For example, the use of prominent and unsightly palisade fencing would be discouraged in favour of attractive but still functional weldmesh fencing, ideally incorporated within a landscaped setting to enhance visual amenity. The Council will always seek opportunities to green the environment of industrial areas, focusing in particular on key green infrastructure routes and gaps in the network.

### **Flood risk management and green infrastructure**

3.6.24 The Council encourages the use of sustainable drainage systems (SuDS) as a mechanism to reduce surface water run-off and flooding. Preference will be for SuDS to be integrated positively within the green infrastructure network to enhance green corridors both within and in association with new development where this is practical and appropriate. The use of open water SuDS which is designed for biodiversity by retaining some water throughout the year and other provision of biodiversity ponds will also be encouraged.

## **POLICY AVL13 - AIRE VALLEY LEEDS GREEN INFRASTRUCTURE NETWORK**

**The AVL Green Infrastructure Network is identified on Map 5.**

**The requirements set out in Core Strategy Policy G1 (Enhancing & Extending Green Infrastructure) will apply to development proposals that are located within or adjoining this network, having regard to the scale of development, type of use and identified green infrastructure functions of the corridor.**

**Map 5 defines the Aire Valley Leeds Habitat Network where the requirement set out in Core Strategy Policy G9 (iii) will also apply.**

**Site requirements for green infrastructure retention, improvement and provision relating to this defined network are set out in Area Plans.**

## **GREEN SPACE (RESIDENTIAL AREAS)**

### **Existing Green Space Provision**

3.6.25 Green space forms a discreet and integral part of the green infrastructure network serving residential areas or providing public access to the countryside. It specifically relates to publically accessible open space which provide a range of opportunities for recreation and enjoyment, such as parks & gardens, outdoor sports pitches, allotments and nature areas.

3.6.26 The level of green space provision within AVL, is set out in Table 9 below. This reflects the green space requirements and typologies set out in Core Strategy Policy G3 and is based on the Leeds Open Space, Sports and Recreation Assessment 2011 (as amended and updated by subsequent surveys and monitoring).

3.6.27 Total green space protected in the AVLAAP area under Core Strategy Policy G6 and shown on the Policies Map is 130 hectares on 21 green space sites plus an additional 3.2 hectares of civic space across 7 sites in the City Centre. This extensive

provision amounts to nearly 10% of the entire area. Table 9 sets out this provision by typology.

**Table 9: Overall quantity and quality of green space protected under Core Strategy Policy G6 by type**

Type	No. of sites	Total area of site (ha)	Ha per 1,000 population	Core Strategy standard ha per 1,000 population	Meets Quantity standard (per 1,000 pop)	Surplus / Deficit Total Area (ha)	Average quality score (minimum standard = 7)
Parks and gardens	2	2.24	0.17	1	Deficit 0.83 hectares	-10.82	5.35
Outdoor sports provision	7 <sup>5</sup>	13.70	1.05	1.2	Deficit 0.15 hectares	-1.97	4.70
Amenity green space	8	6.10	0.47	0.45	Surplus 0.02 hectares	0.22	4.18
Children's and young people's equipped play	4	7 facilities	4.38 facilities (per 1,000 children)	2 (per 1,000 children)	Surplus 2 facilities	3 facilities	-
Allotments	1	1.21	0.09	0.24	Deficit 0.15 hectares	-1.92	2.11
Natural green space	4	107.29	8.22	0.7	Surplus 7.52 hectares	98.15	5.26
<b>Total</b>	<b>21</b>	<b>130.05</b>	<b>9.96</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>	<b>4.04</b>
City Centre Civic space	7	3.2	0.53	0.41	Surplus 0.12 hectares	2.46	7.72

3.6.28 Existing green space provision in AVL largely satisfies the Core Strategy quantitative provision standards and overall provides much more green space than the standard requires when assessed against the existing population of the area. This is mainly a result of the extensive areas of natural green space which lie along the River Aire corridor. The number of children's equipped play facilities and outdoor sports provision in the area also satisfy the Core Strategy standard. The quantity of civic space, focused around the Leeds Dock development and the canal towpath meets the standard within the city centre.

3.6.29 Parks and gardens and allotments are the only two types of green space which significantly fall short of the quantity standard and outdoor sport provision does so marginally. However, it should be noted that two major parks (East End Park and Temple Newsam) lie in close proximity to the area and have a role to play in meeting the needs of the existing population and proposed housing development in the area.

3.6.30 The quality of green spaces is a significant issue with most sites falling below the required standard when the surveys were undertaken, including sites not currently in use or maintained. Overall the average quality of green space sites in the

<sup>5</sup> Include junior pitch (0.5 ha) within parks and gardens site so not included in total to avoid double counting.

assessment was only just over 4 (out of 10) compared to the Core Strategy standard of 7. Six out of the seven civic spaces met the required quality standard.

- 3.6.31 Areas of green space to be protected under Core Strategy Policy G6 are identified on the Policies Map. Area plans set out detail about the protection and distribution of green space within the area and highlight local issues of importance in respect to the quantity, quality and accessibility of green space.

### **New and improved green space**

- 3.6.32 The proposals for new housing set out in the plan will increase the population of the area and potentially place greater pressure on existing green spaces. At the same time such proposals also offer the opportunity to create new green spaces within new development in accordance with Core Strategy Policy G4. The larger housing allocations such as Copperfields, Bridgewater Road North and Skelton Gate offer particular opportunities to create high quality new spaces which can help address existing local deficiencies.
- 3.6.33 In addition, the proposed city park will transform access to high quality green space for new and existing communities in the South Bank and surrounding areas. Elsewhere, within the city centre parts of the Aire Valley requirements for open space provision in new residential and commercial development on sites greater than 0.5 hectares are set out in Core Strategy Policy G5.
- 3.6.34 Within smaller residential development sites, it is recognised that it can be difficult to provide useable areas of green space which genuinely address wider deficiencies. A flexible approach may be adopted seeking opportunities to improve existing adjacent green spaces and pedestrian and cycling access to those spaces, where this is considered to be a priority over creation of small areas of new green space. This approach is justified by the evidence set out in Table 9, which identifies the need to address the quality of green space in the area as a priority and is consistent with Core Strategy Policy G4.
- 3.6.35 In a limited number of cases, proposals set out in the AAP involve the development of existing green space, for example a former playing pitch within an industrial area that no longer functions or meet accessibility standards. These 'losses' have been accounted for in the analysis in Table 9 and need to be considered in the round, as part of the overall provision of green space within AVL and opportunities to improve access, quality and provision of the typologies of green space identified in the Core Strategy.

## **POLICY AVL14 – PROTECTION, IMPROVEMENT AND PROVISION OF NEW GREEN SPACE IN AIRE VALLEY LEEDS**

- 1. The green spaces shown on Policies Map will be protected from development subject to the criteria set out in Core Strategy Policy G6.**
- 2. New green space is proposed at the following locations:**
  - City Park in the South Bank area (approximately 3.5 hectares)**
  - On site green space provision on housing and mixed use sites in accordance with Core Strategy Policy G4.**

- On site open space provision on sites within the boundary of the city centre will be sought in accordance with Core Strategy Policy G5.
3. Opportunities will be sought to improve existing green spaces, with priority sites for improvement identified on area maps. Contributions may be sought for improvement of these green spaces or to improve pedestrian routes to existing or proposed green spaces in lieu of provision of some or all of the required on-site provision where this approach would result in a demonstrable net benefit to the wider community in terms of the quality and accessibility of local green space provision.

Further details of these proposals/requirements as they relate to specific sites are set out in Area Plans.

## **TOURISM POTENTIAL OF THE RIVER CORRIDOR**

- 3.6.36 AVL contains a unique collection of existing and potential facilities and tourism locations along the river. These have the potential to attract a significant number of future visitors to the area. These range from leisure and entertainment outlets in new developments in the city centre, such as Granary Wharf, Brewery Wharf and Leeds Dock, to the museum at Thwaite Mills, to existing and potential nature reserves and visitor destinations at Skelton Lake and in the Lower Aire Valley, including St Aidan's.
- 3.6.37 Connections between these sites along the river are limited because of the absence of commercial boat services and a limited number of moorings for narrow boats. Consequently, the AAP supports in principle the proposal to introduce tourist or other commercial boat services along the river. Within this context, the area around Thwaite Mills and Skelton Lake is considered to be a potential stop for boat services. Proposed improvements in the green infrastructure network along the bank of the river will help enhance visual amenity and the green setting for people taking trips along the river.

## **POLICY AVL15 – TOURISM AND RECREATION IN AIRE VALLEY LEEDS**

The following proposals and opportunities are identified to enhance the tourism and recreation offer in AVL and to improve its links with the wider network of attractions along the Aire Valley corridor:

- A new visitor centre and attraction at Skelton Lake related to the long term management of the lake (see Policy SG4).
- Improvements to the Trans Pennine Trail and other proposals to improve pedestrian and cycle links to the waterfront set out in Policy AVL12
- Support for river boat / water taxi services and provision of additional boat moorings along the Aire and Calder Navigation as part of a wider scheme to create a network of linked attractions and destinations along the river corridor which can be accessed by boat. The area around the Thwaite Mills Museum and Skelton Lake area are identified as a potential stops within AVL.

## **3.7 ENERGY EFFICIENCY & LOW CARBON ENERGY**

### **INTRODUCTION**

3.7.1 AVL provides a major strategic opportunity for energy efficiency and low carbon infrastructure. This section identifies the important requirements and opportunities to ensure that the energy efficiency of older properties is improved, that the area's potential to create a low carbon and renewable energy infrastructure network is realised and that new development is more sustainable and energy efficient. Delivering on this potential will be crucial to support the Aire Valley Urban Eco-Settlement Vision and objectives set out in this plan.

### **SUSTAINABLE DESIGN AND CONSTRUCTION**

3.7.2 Constructing energy efficient buildings which reduce energy use have key benefits, including reducing carbon emissions in line with the Leeds Climate Change Strategy and bringing down energy costs for residents and businesses. The NPPF and the Housing Standards Review, provide an overall context for the energy efficiency of domestic and commercial buildings. This is set at the local level in the Core Strategy, Sustainable Design and Construction SPD and by the Leeds standard.

### **RETROFITTING EXISTING BUILDINGS**

3.7.3 In addition to ensuring that new development is energy efficient and adopts low carbon technologies it is important to consider how the energy efficiency of existing homes and other properties can be improved to help tackle issues such as fuel poverty and poor health. These are challenges to be addressed in the Richmond Hill, Cross Green and Hunslet areas which face particular issues with respect to energy use and affordability, including:

- Areas of older housing stock which are poorly insulated;
- Some households are in fuel poverty unable to afford to heat their homes adequately; and,
- Lack of knowledge about energy efficiency amongst some local residents

3.7.4 To explore these issues further the Council commissioned the Stockholm Environment Institute at York University to undertake a 'Behavioural Change Study' in Cross Green. This sought to identify what type of improvements would give rise to sustained energy efficiency, in terms of both the energy efficiency of the property and the actual energy used and to get a better understanding how to change the factors that affect energy use. These are important issues to consider when planning sustainable projects to reduce energy use.

3.7.5 The Study assessed the impact of a range of energy efficiency measures on energy use and behaviour. These included:

- Energy advice: A 'Green Doctor' scheme to audit energy efficiency of homes and provide advice and a smart meter;
- Basic infrastructure: Repairs to make homes more energy efficient including loft insulation and double glazing;

- Advanced infrastructure: basic infrastructure improvements above and additional improvements such as energy efficient boilers;
- Basic infrastructure & energy advice measures combined.

3.7.6 The study concluded that advanced infrastructure had the greatest reduction in gas use and basic infrastructure plus energy advice on electricity use.

3.7.7 Existing programmes are in place for retrofitting existing homes. This includes wall insulation and re-cladding works that have been carried out to a number of homes in the Thwaite Gate area of Hunslet. The principle of extending the scheme to other properties in the area is supported in Policy AVL16 and further funding may become available through off-site 'Allowable Solutions' linked to zero carbon homes.

## **POLICY AVL16: RETROFITTING OF EXISTING BUILDINGS**

**The Council will support programmes to retrofit existing buildings to improve energy efficiency and other initiatives to offer energy advice to local residents, focusing on the Hunslet, Cross Green and Richmond Hill area, subject to future funding. Where retrofitting works involves external works to the building such as wall insulation and re-cladding, proposals should respect the local character.**

## **LOW CARBON ENERGY INFRASTRUCTURE**

3.7.8 Increasing capacity for the production and distribution of low carbon and renewable energy in Leeds is an important priority, as detailed under Core Strategy Policy EN3 which sets out the Council's approach to increasing large scale commercial renewable energy capacity. AVL is an area with significant potential for low carbon energy production and distribution.

### **Low Carbon Energy Production**

3.7.9 The following low carbon energy production capability and potential is identified in AVL:

#### **Solar energy (active solar)**

3.7.10 Solar energy is collected through either photovoltaic (generating electricity) or solar thermal panels. AVL is identified as an area with significant potential for installation of solar panels on existing buildings and within new developments, including, for example, the park & ride facility at Temple Green and on commercial buildings with large roof areas.

#### **Hydro power**

3.7.11 The Core Strategy identifies potential for the development of hydropower facilities on the River Aire which are likely to have capacity for small-scale generation up to 100kw. Map 19 of the Core Strategy shows potential hydro power locations at Weir Points which includes up to six weir locations within the AAP area, including the weir at Thwaite Mills. Such schemes will be supported subject to environmental impact assessments, and provision of integrated fish passes.

#### **Wind power**

3.7.12 Yorkshire Water have installed a large turbine at the Knostrop Waste Water Treatment Works which has a maximum generating capacity of 2.5MW which would be used to power some processes at the plant. Within the industrial parts of the area there may also be potential for wind to provide energy for businesses. Detailed policy criteria against which wind energy applications will be judged is set out in the NRWLP.

### **Energy from Waste**

3.7.13 A number of energy from waste proposals have recently been granted planning permission in the area in accordance with the NRWLP which makes three strategic waste allocations and identifies other specific sites suitable for waste development. These proposals are summarised below.

#### *Veolia Recycling and Energy Recovery Facility (RERF), Newmarket Approach*

3.7.14 A RERF is being constructed by Veolia at the Newmarket Approach site at Cross Green, within the LCREZ. The facility will process all of Leeds' residual waste (black bin collections). A mechanical pre-treatment process will extract and recycle at least 10% of the waste. The facility has capacity to process up to 214,000 tonnes of residual waste per annum and is due to begin operations in 2016. The RERF can generate up to 12.3 MW of electricity to be exported to the National Grid and is designed to be capable of generating heat to supply a local heat network.

#### *Energy Recovery Facility (ERF) at Skelton Grange*

3.7.15 There is planning permission for an ERF at the former power station site at Skelton Grange on a NRWLP strategic waste allocation. The proposed plant has the capacity to receive up to 300,000 tonnes per year of non-hazardous commercial and industrial (C&I) waste generated within the Leeds area. The facility would generate approximately 26MWe of electrical power for export to the National Grid and be configured with a combined heat and power (CHP) plant with the capacity to deliver approximately 28 MWth of heat. A commercial waste stream would need to be secured for construction of the plant to proceed. It would then take at least three years to commission and construct the ERF.

#### *Anaerobic Digestion (AD) at Knostrop WWTW*

3.7.16 Yorkshire Water have planning permission for a waste management facility that would be capable of treating up to 48,000 tonnes per annum of organic waste to generate approximately 2.4MW of electricity within the operational land of the Knostrop WWTW. The AD facility provides conditions that encourage the natural breakdown of organic matter to produce biogas (to generate heat and electricity) and digestate. The electricity and heat produced would be used by the treatment works and it is not expected there would be a surplus to supply other energy users.

#### *Other potential sites*

3.7.17 There are a number of additional sites allocated for waste activities in the area and others with good potential to generate both heat and power from a range of technologies including biomass and ground or water sourced heat pumps.



## Low Carbon Energy Distribution

### Potential Heat Distribution Networks (District Heating) In the Aire Valley

- 3.7.20 Policy EN4 of the Core Strategy sets out the Council's support for the construction of a heat distribution network in Leeds. Heat Distribution Networks (district heating) distribute heat (as hot water or steam) to multiple users through a pipe network connected to a heat source. Map 21 of the Core Strategy identifies the locations with the greatest potential for the creation of heat networks which includes AVL and the city centre.
- 3.7.21 Environmentally, the main advantages of heat networks from sustainable heat sources are the improvement in energy efficiency and reduction in carbon emissions. Connection to a heat network also potentially offers the following advantages and opportunities for developers of sites in AVL, these include:
- A simpler way to comply with zero carbon building standards;
  - Reducing the need for expensive plant rooms, saving developers space and money;
  - Avoiding the cost of separate energy systems;
  - Providing cheaper, greener heat for tenants and building occupiers; and
  - Contributing to reputation and corporate social responsibility.
- 3.7.22 Ramboll Energy and the Carbon Trust were commissioned by Leeds City Region to develop a decentralised energy masterplan for AVL and the city centre. This detailed technical assessment forms the evidence base which underpins the approach set out below.
- 3.7.23 There is an attractive economic case for developing a heat network to serve the area. The planned development of a number of low carbon generation facilities within AVL presents an ideal opportunity for constructing a heat network. Of these, the Veolia RERF represents the most immediate opportunity with the greatest level of certainty.
- 3.7.24 The Council's agreement with Veolia enables it to develop its own proposals for use of this heat. The Energy Masterplan is based around the Veolia RERF as the primary supply asset with future phases based on construction of additional energy sources to supplement this energy source, including the ERF proposal at Skelton Grange.
- 3.7.25 In addition, there are a number of existing and planned data centres within Leeds City Centre. These represent an opportunity to recover low grade heat from operations which currently reject heat. AQL own two data centres in the south of the city centre at the Salem Chapel building at Hunslet Road and at Apex Way with a potential heat capacity of over 2MW. This provides potential for a further heat source to supply the South Bank area.
- 3.7.26 There are also a number of existing gas fired CHP engines within the opportunity area, including a small heat network at the Yarn Street housing scheme in Hunslet, and existing operational schemes at Saxton Gardens (which is due for replacement) and at Morrisons in Hunslet. These schemes are expected to have little if any residual heat available to export but represent future opportunities to connect into the heat network.

## Proposed Heat Distribution Network

- 3.7.27 The study recommends that a strategic heat network serving the City Centre and AVL could be developed in phases under the ownership and control of a heat network company. A heat network based on the RERF could achieve a significant saving in carbon emissions over a business as usual scenario.
- 3.7.28 The heat network design is based around sizing to deliver a defined baseload capacity from the energy recovery facilities in the Aire Valley into the city centre. The proposed route takes into account major centres of heat load, supply assets locations, suitable sites for locating peaking plants, major linear infrastructure barriers and major transport routes. It generally follows existing roads, utilising green corridors and existing cycle routes where it would reduce construction costs and minimise disruption. The proposed network, heat sources, back up plants, phasing and clusters where it would be feasible for existing buildings and new development to connect into the network are shown on Map 6.

### *Phasing*

- 3.7.29 Phase 1 would involve construction of a network from the RERF into the city centre and to the St James hospital area. The primary supply source would be the Veolia RERF. Back up capacity would be established at the Veolia plant and at additional peaking plant elsewhere on the network. The proposed network to the St James area would pass through the Cross Green, Richmond Hill and East Bank area close to major development proposals, including Copperfields and the East Street corridor sites, providing an opportunity to connect new development into the network.
- 3.7.30 Phase 2 would involve an extension of the scheme to include the LCREZ sites and other major development sites in the east of AVL and the South Bank areas, with additional low carbon supply generation from one or more of a combination of sources including the ERF at Skelton Grange (or one of equivalent scale to that) and the South Bank data centres. Additional back up/peaking plant capacity would need to be established at this time. The timescales of developing phase 2 would be contingent on the construction of new low carbon energy generation.
- 3.7.31 Phase 3 would involve further expansion of the scheme to connect:
- the large scale new housing development and primary school at Skelton Gate;
  - new commercial developments south of the River Aire in Stourton; and
  - additional new development in the South Bank area.
- 3.7.32 Extension across the River Aire would only happen when new developments along the route come forward.

### *Peaking and back up plants*

- 3.7.33 To support the network, in the event of planned and unplanned outages at the major heat sources and during other peak periods of demand, there will be a requirement to provide peaking plants and back up plants along the network. Map 6 also shows the potential location of these facilities.

### *Technical safeguarding measures*

- 3.7.34 For the heat network to expand beyond the initial phase it will be important for new developments to connect. Core Strategy Policy EN4 requires major development to connect to existing heat network, where technically viable and appropriate, or to

demonstrate how they have been designed to allow connection to a future heat network.

- 3.7.35 Map 6 shows how a network can be developed but the timescales for the construction of parts of the network may follow the development of major sites. In these circumstances it is important that future proofing measures are incorporated into the development, where feasible, to ensure that future connections can be made. Potential future proofing measures will be set out in a more detailed guidance note.
- 3.7.36 The Council has an important role to support developers in order to facilitate the development of the proposed heat network. This support will be initiated at the pre-application stage where it will explain what measures will be required to meet Core Strategy Policy EN4 and Policy AVL17 below and what assistance the Council can give.

## **POLICY AVL17: HEAT NETWORKS IN AIRE VALLEY LEEDS**

**The Council will support the delivery of a phased heat network in AVL during the plan period forming part of a wider scheme linking to the city centre and other areas.**

**The routes for the district heating pipe network and locations for other infrastructure to support the network are shown on Map 6 (but may be subject to future amendments or refinement to the routes and infrastructure based on further detailed technical feasibility work) and are safeguarded to ensure that development does not preclude the future delivery.**

**The district heating network clusters shown on Plan X will be used to inform the implementation of the hierarchy set out in Core Strategy Policy EN4 as this relates to the heating system requirements for major development. Where a development proposal is located within a district heating network cluster it will trigger the minimum requirement to design the site to allow connection to a district heating network set out under Policy EN4 (criterion iv). When the relevant phase or section of the network becomes operational, Policy EN4 (criterion i) will be triggered, requiring connection to the network from new development proposals located in the district heating zone. Area Plans identify development sites which lie within district heating network cluster and where the requirements of this policy apply.**

**Development proposals which lie outside heat network zones identified on Map 6 will be expected to consider solutions for heat networks set out under Policy EN4 (criteria ii and iii). This may also apply to sites within the heat network zones should it be demonstrated that connection to an existing or planned heat network is not technically viable and/or appropriate for the development.**

**Other developments which produce surplus heat will be encouraged to connect into existing or planned heat networks.**

**All requirements set out in this policy are subject to the provisions of Policy EN4, including exceptions regarding technical viability and appropriateness and the scale of development to which the policy applies.**

## Low Carbon Vehicle Fuel Infrastructure

- 3.7.40 AVL has been identified as a promising area for provision of a gas vehicle refuelling station. Gas vehicles have significant advantages in particular over diesel vehicles which are the main source of particulate air pollution in the city. It is difficult for large diesel vehicles to run on electricity (although it can be done for short journeys – see below) so gas is a good alternative.
- 3.7.41 The Council runs a small refuelling station to serve some of the refuse vehicle fleet, but it relies on bottled gas and needs to be expanded. Locations in the area have been identified as suitable for a gas refuelling station taking advantage of the high pressure gas main that runs through the area. There are also potential synergies with anaerobic digestion plants that could potentially inject some of their bio-gas into the gas main or could supply a gas refuelling station direct. A large gas refuelling station in the area could supply the Council's vehicle fleet as well as other public and private vehicle fleets. A station strategically located near the motorway could also contribute to a regional network of stations.
- 3.7.42 The other low carbon technology is electric vehicles. The proposed park & ride site has been identified as a potential location for solar PV (generated through panels located on canopies shading parked cars) which could be used to supply electricity to a fleet of electric buses and provide recharging for long stay parking and export excess electricity to the grid and/or energy storage.

## Energy storage

- 3.7.43 Some low carbon energy sources (including solar and wind) produce intermittent power which is not always aligned with peak periods of demand. Energy storage is one option to provide reliable energy supplies whereby individual energy storage projects augment a grid network by capturing excess electrical energy during periods of low demand, storing it in other forms until needed using, for example, batteries, fly-wheels or compressed air or to produce alternative fuel sources such as hydrogen.
- 3.7.44 Energy storage is an emerging and rapidly developing technology field and its implications in terms of planning for future infrastructure is uncertain. Nevertheless, given the potential for low carbon energy generation in AVL and the nature of sites and locations available within industrial areas such as Cross Green and Stourton, particularly sites which are otherwise difficult to develop for employment or other uses, therefore the area may offer a suitable location for such infrastructure. Future energy storage proposals would be subject to the other planning considerations such as visual amenity and impact on adjoining uses and the landscape setting.

# SECTION 4: AREA PLANS & PLACEMAKING

## 4.1 INTRODUCTION

4.1.1 In the delivery of the spatial strategy and plan-wide policies, five area plans have been identified (see Map 6A for area plan boundaries), concerning the following areas:

- South Bank,
- East Bank, Richmond Hill & Cross Green
- Hunslet
- Central Aire Valley (including LCREZ, Cross Green Industrial Estate & Stourton)
- Skelton Gate.

4.1.2 Each of these areas has its own unique characteristics and individual opportunities and challenges. The area plans present proposals for each of these individual areas, which respond to the identified issues and future potential at a local level but reflect the aspirations for the AVLAAP as a whole. In doing so the plans make land use allocations, including for housing, mixed use development, offices, general employment, retail and transport uses which to be are to be identified on the Policies Map and set out site-specific development requirements.

4.1.3 An important aspect of these individual proposals is to ensure that they collectively contribute to supporting, enhancing and where necessary, developing the local identity for individual areas and their communities.

## 4.2 LEEDS SOUTH BANK AREA PLAN

- 4.2.1 Leeds South Bank is one of Europe's most exciting sustainable growth locations, whose regeneration will transform Leeds City Centre over the next two decades.
- 4.2.2 Leeds South Bank covers all the land to the south of the River Aire in the city centre, including Holbeck Urban Village. This plan area covers the South Bank Central (based around the former Tetleys brewery site) and Leeds Dock and the surrounding area to the north of Hunslet Lane. Other areas of Leeds South Bank lie outside the AAP boundary.
- 4.2.3 The plan shows how the spatial strategy and plan wide policies will be applied in this area, whilst retaining a flexible approach required to facilitate the regeneration of a major growth point of the city to effectively allow the area to respond to emerging trends and demands including the proposed HS2 station.

### SPATIAL VISION

*A transformed South Bank will be a fully integrated destination within Leeds City Centre; home to a new City Park, a regional business centre, an education hub, linked to a national transport interchange and supported by sustainable mixed use development.*

*The catalysts for regeneration are the construction of a HS2 rail station and delivery of a nationally recognised City Park which will be integrated into the wider redevelopment of South Bank. The area will be supported by other improvements to the city's transport infrastructure, including the NGT trolleybus, and green pedestrian and cycle routes will link the area to the traditional core of the city centre, waterfront, station and surrounding communities. This will provide opportunities to stimulate growth across business sectors and place South Bank at the heart of the city region's economic growth.*

*A focus on placemaking will create an attractive, welcoming and safe environment, offering a choice of living accommodation, work and leisure opportunities and a vibrant waterfront achieved through redevelopment of brownfield sites and reinvention of existing areas such as Leeds Dock.*

### OBJECTIVES

1. Deliver one of Europe's largest regeneration projects through visionary and distinctive placemaking and exemplary standards in sustainability
2. Subject to the decision on final location of the HS2 station, deliver a world class gateway and transport interchange for HS2 services and other modes of transport.
3. Create a new sustainable business and residential district of city region and national significance and support the growth of a diverse range of business sectors. A place which is home to people of all ages, including families, and a place which is a commercial, cultural and educational uses in the centre of the city.

4. Create a major new City Park in the heart of the area, to be designed and delivered on a phased basis alongside new development supported by a wider network of tree-lined green routes and spaces.
5. Identify sites and opportunities to deliver at least 1,500 new homes including more housing which is suitable and attractive for families supported by appropriate services and facilities.
6. Identify sites and opportunities to bring forward new office/business uses, including potential for Grade A commercial floorspace and flexible workspaces to meet the wider needs of the city.
7. Capitalise on the area's existing and proposed data centres and superfast broadband proposals and support the area's role as a rapidly growing hub for the city's creative, digital and tech industries; creating new jobs and growing the city region economy.
8. Create and enhance pedestrian / cycle routes within the area to provide better connectivity with the traditional core of the city centre, to key destinations within the area such as the new City Park and Leeds Dock, to the waterfront and to surrounding communities in east and south Leeds.
9. Support the continued transformation of Leeds Dock into a vibrant and self-sustaining cultural, leisure and business destination, events space and local convenience centre.
10. Make better use of the waterfront as a leisure and recreation destination linked to other visitor attractions located along the River Aire corridor.

## THE LOCAL AREA

### PLACE

- 4.2.4 This area covers the central and eastern part of Leeds South Bank. The plan area is bounded by Neville Street and Victoria Road to the west, the River Aire to the north, the Inner Ring Road / South Accommodation Road in the east and Hunslet Lane / Hunslet Road in the south.
- 4.2.5 Most of the area lies within the Core Strategy defined boundary of Leeds City Centre, but the character of the area contrasts with the established city centre core north of the river, reflecting the area's industrial history and heritage.
- 4.2.6 The main gateway to the area from the traditional city centre core to the north is via Leeds Bridge which links to Briggate. The area includes a number of buildings of historical and architectural interest including the Grade II\* listed Salem Church (which has been converted into a data centre occupied by AQL), a number of listed public houses and the listed Leeds Bridge structure itself.
- 4.2.7 Further west, the waterfront area is home to the Asda's UK HQ on Meadow Lane. To the east, the area comprises a mix of residential and commercial uses, including relatively recent developments / conversions at Dock Street, Brewery Wharf and Leeds Dock and student accommodation at Liberty Wharf on Clarence Road.
- 4.2.8 To the south of Bowman Lane the character of the area becomes more industrial and commercial in nature, characterised by car dominated, large impermeable blocks with bland inactive frontages. This area was home to the Tetley's Brewery dating from 1822 which dominated this part of the area. Since the brewery's closure, most

buildings have been demolished, but the Tetley building has been retained and has opened as a new centre for contemporary art and learning. The former Yorkshire Chemicals site lies immediately to the south east of the Tetley site. The industrial buildings have been demolished and a new campus for Leeds College of Building has been built on part of the site west of Black Bull Street. The New Lane area lies to the west of the Tetley site west of Meadow Lane. The site includes a range of office and industrial buildings effectively within an island surrounded by major roads, including Great Wilson Street, Victoria Road and Meadow Lane.

- 4.2.9 The area to the south east of Leeds Dock remains industrial in character and is dominated by a glass manufacturing plant at South Accommodation Road and the Braime Pressings factory at Hunslet Road. The Leeds City Museum Centre is located within this area off Clarence Road and there are some vacant and derelict sites along Carlisle Road, Sayner Lane and Clarence Road, including a waterfront site formerly occupied by the Hydro works.
- 4.2.10 Leeds City Station is a short walk from the South Bank. Pedestrian connections will be further improved by the opening of the Leeds Station Southern Entrance at Little Neville Street. This provides direct pedestrian access to the South Bank for rail users. Holbeck Urban Village and Bridgewater Place lie to the west of the area within the wider Leeds South Bank regeneration area. The Apex office park and Crown Point Retail Park lie to the south of Hunslet Lane within the city centre. Crown Point is a significant retail destination with large format stores but is poorly connected to the main shopping area north of the river by pedestrian routes which are indirect, poorly signed and severed by wide, busy roads. This discourages linked trips between the two destinations.
- 4.2.11 Further along Hunslet Lane / Hunslet Road, Leeds City College have opened the Printworks campus at the former Alf Cookes building, this forms part of the emerging education hub in the South Bank.
- 4.2.12 The East Bank area (see Section 4.3) lies on the opposite river bank. Crown Point Bridge and a footbridge close to Leeds Dock provide connections over the river, but there are no crossing points further downstream until the large vehicular bridge crossing at South Accommodation Road. The Hunslet Riverside area and Hunslet Town Centre lie to the south east of the area. Holbeck and Beeston sit further south, outside the AAP area. These areas have poor pedestrian and cycling connections to the city centre due to the barriers created by the M621 and railway.

## PEOPLE

- 4.2.13 The area is home to a substantial residential community of 3,700 people (2012 estimate). The vast majority of residents live within the waterfront developments at Dock Street, Brewery Wharf and Leeds Dock, as well as in student accommodation at Liberty Dock.
- 4.2.14 Most of the residential accommodation in this area consists of one or two bedroom flats, with few units suitable for family use. Consequently, the area attracts a younger working age population who prefer city living and has a far lower proportion of children and older people than the city average. Other noted characteristics of the population in the South Bank compared to the average in Leeds include:



- A greater proportion of residents living in the private rented sector and a lower number of owner occupiers
- Higher levels of economic activity and lower unemployment
- Lower levels of car ownership as a result of limited private car parking offered in new development and high levels of accessibility to public transport, jobs, shopping and leisure opportunities in the city centre.
- Better health and education attainment.

## **AREA SPECIFIC POLICIES AND PROPOSALS**

- 4.2.15 Proposals, planning policies and principles set out in this section aim to help deliver the creation of a distinctive, well connected, sustainable business and residential community in the South Bank.
- 4.2.16 Most of the South Bank area lies within the city centre boundary defined in the Core Strategy, and within this area the strategic planning context is set out in Core Strategy Spatial Policy 3 which establishes the role of the city centre as a key economic driver, including the proposals to create a new City Park in the South Bank. In areas outside the city centre, the general approach set out under Core Strategy Policy SP5 will apply.
- 4.2.17 The Core Strategy includes area-specific policies for the city centre. Policy CC1 sets out development requirements for the city centre, including specific targets for the delivery of office floorspace and new homes and the approach to location of major comparison retail development. Policy CC2 sets out the priorities for development in the south of the city centre, including the overall aims of better integrating and connecting the northern and southern halves of the area, and delivery of large scale office development, a new City Park, residential, cultural and leisure uses, and strong pedestrian corridors to connecting to Crown Point Retail Park and Leeds Dock. Policy CC3 sets out proposals to improve local connections, which is a key issue in the South Bank, including connections to Holbeck, Beeston and other parts of the AAP area including Richmond Hill, Cross Green and Hunslet. Core Strategy Map 11, City Centre Transport Strategy, illustrates the emerging proposals to reconfigure the highway network and reduce the dominance of traffic in the South Bank area.
- 4.2.18 Regeneration of this area is a long-term project and proposals will come forward which are unforeseen at the time the plan is prepared, for example the location of the proposed HS2 station (see Section 3.5). The ultimate integration of HS2 and its infrastructure into the South Bank will require flexibility in the planning approach for the South Bank, especially at its immediate hinterland.
- 4.2.19 Area specific policies and proposals are identified on the accompanying area map (Map 7).

### **Transport & connections**

- 4.2.20 There is potential for the new HS2 station location to provide an exciting new focus for plans for the South Bank area, forming one of the largest regeneration projects in Europe. The location of the HS2 station and its route remain subject to assessment

before clarity can be given on how they will be integrated into the area in a way that meets the city's ambitions for placemaking and growth. In conjunction with the NGT trolleybus scheme, these major transport infrastructure investments will transform accessibility with two NGT stops proposed in the South Bank area.

- 4.2.21 The Leeds Station Southern Entrance at Little Neville Street will significantly improve the ease of pedestrian access between the station and the South Bank area, helping to support the sustainable growth of the area, as an employment and leisure destination.
- 4.2.22 Part of the area is dominated by major roads such as Great Wilson Street, Hunslet Lane, Black Bull Street and Crown Point Road which create severance resulting in a poor environment for pedestrians and cyclists. The completion of the Inner Ring Road link to the M621 offers an opportunity to better manage the network by reducing through traffic and creating improved conditions and environment for pedestrians and cyclists.

## **POLICY SB1: PEDESTRIAN AND CYCLE CONNECTIVITY IN THE SOUTH BANK**

The following measures are proposed to improve pedestrian and cycle connections within the area, to the traditional core of the city centre, the waterfront, surrounding communities and to reduce the physical and visual impact of vehicular traffic infrastructure. Where appropriate and directly related to the development, proposals on identified sites, allocations and other sites will be required to provide or contribute towards provision of these improvements:

1. Provision of new pedestrian/cycle crossings and other measures to narrow the roads at Meadow Lane, Crown Point Road and Black Bull Street, where appropriate;
2. Reconfiguration of Great Wilson Street / Meadow Lane / Victoria Road / Hunslet Lane to enable better north-south and east-west connectivity, reduce severance and improve crossings, potentially in conjunction with planning and delivery of the HS2 project and subject to further consultation and feasibility work;
3. Provision of a pedestrian/cycle river bridge at Water Lane linking new green space at Sovereign Square to the South Bank;
4. Provision of a pedestrian/cycle river bridge and route to link the Low Fold site (AV38), Leeds Dock and the South Bank Central area;
5. Provision of a north-south shared pedestrian / cycle link between Leeds Bridge and the education hub sites utilising the alignment of the former Hunslet Road and linking with the proposed City Park;
6. Provision of other green pedestrian / cycle links through development sites, as shown indicatively on the area map, to improve the permeability of the area and to connect with key destinations and adjoining communities.

### **New City Park and green infrastructure**

- 4.2.23 Delivery of high quality green space and other green infrastructure is fundamental to the aspirations for a regenerated South Bank area. Future proposals are led by an

ambition to create a high quality new park for the city that redefines the southern gateway to the city centre and creates a focal point for new development.

- 4.2.24 The provision of green infrastructure will enhance the city centre's commercial offer, its credentials as a liveable place, and support local employment, health and well-being and community development and add to the critical mass of the city centre's attractions as a destination in its own right. Economic benefits include potential for increased inward investment and boosted land values.
- 4.2.25 Within an urban setting, it also offers a number of environmental benefits and will help improve the environmental resilience of development against the predicted impacts of climate change. Benefits include mitigation against 'urban heat islands', opportunities for biodiversity, and reduced flood risk.

### **New City Park**

- 4.2.26 The Council and key stakeholders in Leeds South Bank have agreed to the creation of a new City Park as an integral part of the expansion of the city centre. It is anticipated that the park will be designed in a number of separate phases to create a park of approximately 3.5 hectares located within the South Bank Planning Statement Area (AV94).
- 4.2.27 The City Park will be realised by working with others to coordinate the inclusion of land from adjoining sites as they are developed over time, utilising the Council's own land resources, and through the acquisition of third party land. Core Strategy Policy G5 requires larger development sites (over 0.5 ha) to contribute at least 20% of its site area as open space.
- 4.2.28 The extent and specific location of the proposed City Park dictate that delivery will be dependent on development phasing and take-up of sites. This would allow an expansion of green space in the vicinity of Bridge End, Meadow Lane and land at the former Tetley's Brewery site (based on the contribution of 20% of the site area). Additional provision on the Embankment, and potential for an open space at the end of the proposed new bridge crossing to Sovereign Square could also be delivered as opportunities arise in the future.
- 4.2.29 To enhance the accessibility of the City Park, a key principle of its delivery will be provision of linked spaces connecting to adjoining areas (such as Holbeck, Beeston Hill, Richmond Hill and city centre core) utilising tree-lined routes and enhanced road crossings.

## **POLICY SB2: NEW CITY PARK**

**A new City Park of approximately 3.5 hectares is proposed in the South Bank Planning Statement Area (AV94), to be delivered in phases. The design and delivery of the City Park should accord with the following principles:**

- 1. Create an accessible, safe, secure and child friendly space with improved connectivity within the city centre and with adjoining areas for pedestrians and cyclists;**
- 2. Provide a high quality environment which balances the passive and active recreational needs of visitors, office workers and residents;**
- 3. Form a park landscape with large canopy trees and extensive grassed area;**

4. **Potentially include a civic event space with positive interfaces with surrounding ground floor building uses;**
5. **Create opportunities for public art and cultural attractions;**
6. **Create opportunities for biodiversity enhancement;**
7. **Connect with the wider green infrastructure network;**
8. **Be designed in accordance with sustainability, climate change and flood alleviation considerations, such as incorporation of surface run-off mitigation measures.**

### **Other green routes and spaces**

- 4.2.30 To supplement the new City Park proposal, a network of new and improved green routes and spaces is identified on the area map. The network incorporates the planting of street trees and other landscaping to define key pedestrian/cycle routes and the provision of new linear green spaces and open space within development sites (based on the green space requirements set out in Core Strategy Policy G5).
- 4.2.31 The proposed network will contribute to improving connectivity between the north and south banks of the river, with for example a green corridor connection to Sovereign Square; to the waterfront; the new City Park; and to surrounding communities. By creating this attractive network of routes, the aim is to encourage people to walk and cycle more and to secure the environmental improvements associated with high quality green infrastructure.

## **POLICY SB3: NEW AND ENHANCED GREEN ROUTES AND SPACES IN THE SOUTH BANK**

**In conjunction with proposals for pedestrian / cycle route improvements set out in Policy SB1 and the new City Park (Policy SB2), the network of new and improved green routes and spaces shown on the area map is proposed to be delivered on a phased basis alongside development proposals.**

**This will include the planting of new street trees along pedestrian and cycle routes and major road frontages and the creation of linear green space and other open space where appropriate.**

**Where appropriate and directly related to the development, proposals on identified sites, allocations and other sites will be required to provide or contribute towards provision of the above improvements.**

### **Heritage**

- 4.2.32 Significant parts of the area still retain the original historic grain; contributing towards a rich quality of place. Placemaking in these locations should seek to retain, preserve and reclaim valued historic street patterns where possible, whilst acknowledging the area's potential to deliver large floorplate, commercial developments.
- 4.2.33 There are a number of listed buildings within the area, notably Salem Chapel and Chadwick Lodge (within the SBPSA) and the Braime Pressings building on Hunslet

Road. There are also a number of non-designated heritage assets (including the Tetley building) of positive character in the area. These are identified on the area map.

- 4.2.34 New development should enhance the setting of these distinct buildings. High quality paving materials should be used in the vicinity of listed and non-designated heritage assets.

## **Low carbon energy**

- 4.2.35 The South Bank area is identified as a potential location within a heat network on Map 6 under Phase 2 of the proposed network. This is based on a potential connection to the RERF in Cross Green and further potential to recover low grade heat from data centres located in the area (see Section 3.7).
- 4.2.36 Given the scale and mix of development proposed in the South Bank, the area will provide a concentration of heat load and potential for new development to be connected into a future network on a phased basis. This is reflected in site requirements where appropriate in accordance with Core Strategy Policy EN4 and Policy AVL15 of this plan.

## **USES & DEVELOPMENT**

### **Economy & jobs**

- 4.2.37 The South Bank regeneration will not only help anchor the economic and jobs growth of the city, but will be a driving force in delivering economic and employment growth across the city region. The proximity to the proposed HS2 terminus and Leeds Station, aligned with the quantum of development land, means that the area is likely to be able to attract and accommodate a wide range of economic sectors through sensitive development.
- 4.2.38 The South Bank area was a key part of the city's industrial economy and there remains some industrial activity within the area. The AQL data centre at Salem Chapel, has had a transformational impact on the area's and city's digital infrastructure. This infrastructure means that the area is likely to generate more interest from technology, creative and digital businesses, as well as the financial and professional sectors which can also benefit from this infrastructure. Current proposals for Leeds Dock and emerging businesses opportunities, will offer the potential to further enhance these innovative sectors and agglomeration benefits.
- 4.2.39 Overall, it is estimated that the area can support the delivery of at least 10,000 new jobs. This includes a contribution from sites identified under Policy AVL1, including two schemes to convert existing vacant floorspace at Leeds Dock to office uses (Sites AV10 & AV11 on the area map), and through promotion of mixed use development for a range of town centre uses on development sites across the area.

## **New homes**

- 4.2.40 Most existing properties in the South Bank are 1 and 2 bedroom units, and a mix of owner occupier and build to let units. There is limited housing stock on offer that is suitable for families and there is potential for the development of a greater proportion of 3, 4 and 5 bedroom properties to further diversify the community and create a truly sustainable location. The waterfront offers a particular opportunity for high quality and distinctive residential units.
- 4.2.41 There are limited community facilities for the residential population, although residents are in close proximity to the facilities of adjoining areas and the city centre. There is similarly a lack of soft landscaping and green infrastructure to support the population.
- 4.2.42 As demand for family city living and larger residential units grows, future developments can help to provide the social infrastructure required to sustain the expanding local population. For example, the potential need for primary school provision as family housing reaches a critical mass.

## **Culture, leisure and visitor attractions**

- 4.2.43 South Bank is home to major culture, leisure and visitor attractions, including the Royal Armouries at Leeds Dock and the Tetley building. The promotion of mixed use development has seen a concentration of restaurants, cafes and bars developing and the area is served by a hotel. This is encouraging a night-time economy to develop, but full potential is stifled by the severance of the area and the quality of the adjoining urban realm.
- 4.2.44 There remains scope for further visitor, leisure and cultural destinations across the South Bank that attracts visitors or other residents of Leeds. The achievement of mixed use riverside activity is key to the regeneration and vitality of the city centre waterfront.

## **'Education Hub'**

- 4.2.45 A new campus for Leeds City College opened at the site of the Grade II listed Alf Cooke Printworks in 2013 and the Leeds College of Building campus at Black Bull Street opened in 2015. A free school (the Ruth Gorse Academy) is proposed on the eastern side of Black Bull Street, further contributing to an 'education hub' within the South Bank Central area as indicated on the area map. The colleges will bring students to the area from Leeds and beyond.
- 4.2.46 It is important to secure improved pedestrian and cycle access to the sites and links to public transport services including the Leeds Station Southern Entrance and the proposed NGT trolleybus system. It is also expected that the secondary school will serve the family housing that the plan is encouraging to be developed in the area.

## **Uses on development sites in the city centre**

- 4.2.47 As illustrated on the area map, most of the South Bank area lies within the defined city centre boundary. Core Strategy Policy CC2 encourages development of a range of town centre uses (except for major retail) in the south of the city centre, including

offices, leisure and cultural facilities. Housing is also promoted alongside these uses and will make an important contribution towards delivering the city centre housing requirement set out in Spatial Policy 7. The focus within the city centre is to promote mixed use development which includes housing and a wider mix of town centre uses across sites. The site capacities set out under Policy AV7 give an indication of the expected delivery of housing within individual sites. Within larger sites, which are to be developed on a phased basis, there will not be an expectation that housing is provided in every scheme or phase providing this does not prejudice delivery of housing requirements overall.

## **POLICY SB4: APPROPRIATE USES IN MIXED USE SITES WITHIN THE SOUTH BANK (CITY CENTRE SITES)**

**Subject to site-specific considerations and delivery of enhanced pedestrian connections and a city centre urban grain, the following uses are appropriate on sites within the parts of the South Bank area within the defined city centre boundary.**

- 1. Housing, with a broad mix of units, types and sizes (including family-sized units) to increase the diversity of the city centre housing offer.**
- 2. Offices**
- 3. Hotel/conference accommodation**
- 4. Educational uses**
- 5. Small-scale convenience retail**
- 6. Cafés, restaurants, bars, leisure and entertainment.**
- 7. Community uses, including uses such as small scale healthcare, childcare or other community facilities.**
- 8. Cultural uses, including galleries, museums or visitor centres.**

## **SITE ALLOCATIONS AND REQUIREMENTS**

### **South Bank Planning Statement Area (SBPSA)**

- 4.2.48 The SBPSA lies at the western boundary of South Bank. The area consists of four key sites: the former Tetley's Brewery, New Lane, Bridge End and Asda House. Together these sites provide one of the most significant growth and development opportunities in the city. There are likely to be further opportunities associated with the location of the proposed HS2 route and station and site specific requirements arising from the planning of HS2. Given some uncertainty over the availability, timing and future uses of parts of the area, the allocation made under Policy AVL7 has been applied over the entire SBPSA to guide future development whilst maintaining a greater degree of flexibility than for other sites in the plan.
- 4.2.49 The main area of development is expected to be focused on the former Tetley's Brewery site and adjoining land to the east of Crown Point Road. This site is suitable for major phased development for a mix of uses, including housing and offices and will be expected to contribute areas of land toward the City Park as part of the

requirement set out under Core Strategy Policy G5 and Policy SB3 of this plan. Within the area, new pedestrian and cycle routes will be provided to link the site, including the City Park, into the wider network (existing and proposed) including Leeds Bridge and Sovereign Square to the north, Leeds Dock to the east and the education hub and Crown Point retail park to the south. This will potentially require a new crossing points over main roads as part of the overall strategy to downgrade the dominance of roads in the area.

4.2.50 The South Bank Planning Statement (adopted 2011) provides more detailed site-specific informal planning guidance for this area to support the uses and site requirements set out below.

**Under Policy AVL7 and SB3, the South Bank Planning Statement Area (AV94) is allocated as a major regeneration opportunity providing a phased housing and mixed use development incorporating the following uses:**

- **A new City Park of approximately 3.5 hectares to be delivered in phases in accordance with the principles set out in Policy SB3.**
- **Office uses, particularly in the western part of the area.**
- **Housing, particularly in the eastern part of the area.**
- **National transport infrastructure (such as a high speed rail station).**
- **Other uses set out under Policy SB1 to support the principle uses above and on ground floors to promote the creation of active frontages along road frontages, routes and public spaces.**
- **Other major development of national, regional or city region significance which otherwise accords with Core Strategy strategic and city centre policies.**

#### **Site requirements**

- **Provision of the relevant sections of the shared cycle / pedestrian routes shown indicatively on the area map to create links within the area to the proposed City Park and between the area and adjoining residential neighbourhoods to the east and south, Holbeck Urban Village, Leeds Station Southern Entrance, the northern core of the city centre, Leeds Dock, Crown Point retail park and the education hub.**
- **Layout to promote the creation of active frontages along main roads, the City Park and other open spaces where possible.**
- **Part of the site is within/adjacent to a Conservation Area. Development should have regard to the Conservation Area Appraisal and management plan.**
- **The site includes listed buildings to be retained within the development and where consideration to the setting of the listed buildings is required.**
- **The undesignated heritage assets within the site shown on the Area Map should be retained.**
- **The site is located within Phase 2 of the indicative heat network shown on Map 6.**



- **The site, or part of the site, is located within Flood Zone 3. Flood risk mitigation measures set out in the AVL flood risk exception test and the site-specific flood risk assessment should be applied.**

### **Former Yorkshire Chemicals Site, Black Bull Street**

4.2.51 A 0.3 hectare area of vacant land remains available for future development on the former Yorkshire Chemicals site following the Leeds College of Building development on the land to the south of this site. The site also adjoins other identified development land immediately to the north within the SBPSA. A pedestrian/cycle route has been provided between the site and new college building which the site should link to.

**Under Policy AVL7, the Former Yorkshire Chemicals Site, Black Bull Street (AV7) is allocated for housing and mixed use development, to include a significant proportion of housing. Other acceptable uses are set out in Policy SB1.**

#### **Site requirements**

- **The site should provide access to the pedestrian/cycle route to the south of the site shown on the area map.**
- **The site, or part of the site, is located within Flood Zone 3. Flood risk mitigation measures set out in the AVL flood risk exception test and the site-specific flood risk assessment should be applied.**
- **The site is located within Phase 2 of the indicative heat network shown on Map 6.**

### **Evans Halshaw, Hunslet Road**

4.2.52 This 2.4 hectare site lies to the south of Black Bull Street and east of Hunslet Road and includes two parcels of land separated by Chadwick Street. The site is occupied by a car dealership, but has potential to be redeveloped for housing and mixed uses over the plan period. The site has prominent frontages onto the adjoining main road providing an opportunity to create more active frontages and for any future proposals for the site to be considered alongside any changes to the highway network as part of the planning and delivery of the city centre transport strategy. The area map also shows potential for a pedestrian/cycle route and open space to be integrated within the development.

**Under Policy AVL7, the Evans Halshaw site at Hunslet Road (Site AV9) is allocated for housing and mixed use development, to include a significant proportion of housing. Other acceptable uses are set out in Policy SB1.**

#### **Site requirements**

- **Provision of open space within the development in accordance with Core Strategy Policy G5 and shown indicatively on the area map.**
- **Provision of a shared cycle / pedestrian route through the site creating a link between Black Bull Street, Chadwick Street and Sayner Road as shown indicatively on the area map.**

- **Layout to promote the creation of active frontages along road frontages including Black Bull Street, Hunslet Road, Chadwick Street and Sayner Road where possible.**
- **The site is adjacent to a listed building where consideration to the setting of the listed building is required.**
- **The site, or part of the site, is located within Flood Zone 3. Flood risk mitigation measures set out in the AVL flood risk exception test and the site-specific flood risk assessment should be applied.**
- **The site is located within Phase 2 of the indicative heat network shown on Map 6.**

### **Sites between Armouries Drive / Clarence Road / Carlisle Road / Chadwick Street South**

4.2.53 These sites lie immediately to the south of Leeds Dock and represent an important stepping stone to delivering mixed use development within the wider area to the south of Leeds Dock. The sites are occupied by warehouse type buildings with some vacancies. Redevelopment of the site provides an important opportunity to increase the permeability of this area by providing a pedestrian/cycle link through the site to Leeds Dock which could be linked to the creation of an open space within the site, to be delivered as part of Core Strategy Policy G5 requirements.

**Under Policy AVL7, Site AV12 (Armouries Drive / Carlisle Road) and Site AV13 (Clarence Road / Carlisle Road) are allocated for housing and mixed use development, to include a significant proportion of housing. Other acceptable uses are set out in Policy SB1.**

#### **Site requirements:**

- **Provision of open space within Site AV12 in accordance with Core Strategy Policy G5 and shown indicatively on the area map.**
- **Provision of a pedestrian/cycle route as shown indicatively through the site creating a link between Armouries Drive and Carlisle Road.**
- **The site, or part of the site, is located within Flood Zone 3. Flood risk mitigation measures set out in the AVL flood risk exception test and the site-specific flood risk assessment should be applied.**

### **Clarence Road Development Sites**

4.2.54 The land to the south of Carlisle Road and the Liberty Dock student accommodation includes three former vacant and cleared industrial sites. The development of housing on these sites is constrained by the proximity of the large glass manufacturing plant to the south of Sayner Lane which impacts on neighbouring sites in terms of noise, odour and air quality effectively limiting housing uses to the northern part of the site. Whilst the glass plant remains, a physical buffer will be required to protect residential amenity from these operational impacts. Offices or leisure uses could fulfil this buffer role. This will help protect the amenity of future residents as well as the continued operation of the plant.

4.2.55 The former Hydro works site (AV14) lies on the waterfront adjacent to the Trans Pennine Trail. This provides an opportunity to provide pedestrian/cycle links into the trail and to the sites to the east of Clarence Road. A pedestrian/cycle bridge is also proposed to provide a connection to the Low Fold site (AV33) with the opposite river bank. These routes are indicated on the area map as part of wider proposals to link the area. For sites AV15 and AV16, which share a common boundary, the Core Strategy Policy G4 green space requirements could be delivered as a larger space between the two sites.

**Under Policy AVL7, Sites AV14 (Hydro Works, Clarence Road), AV15 (Sayner Lane / Clarence Road) and AV16 (Sayner Lane / Carlisle Road) are allocated for housing and mixed use development, to include a significant proportion of housing. Other acceptable uses within the development include:**

- **Offices (class B1a)**
- **Leisure uses (class D2)**

#### **Site requirements**

- **Provision of green space within the development in accordance with Core Strategy Policy G4 as shown indicatively on the area map.**
- **Provision of a shared cycle / pedestrian routes through the sites creating links between the Trans Pennine Trail and waterfront, Clarence Road, Carlisle Road and Leeds Dock as shown indicatively on the area map.**
- **Provision of a suitable buffer between housing and other sensitive uses and the glass manufacturing plant located to the south of Sayner Lane. This development should comprise of other less sensitive uses, such as office or leisure development, to provide a physical buffer and visual screening to the plant. Air quality, odour and noise reports will be required to assess the impact on the development. Additional mitigation measures may require incorporation within the proposed development.**
- **An Ecological Assessment of Site AV14 is required and where appropriate, mitigation measures will need to be provided including a buffer to the river bank reflecting the AVL Green Infrastructure Network shown on the area map.**
- **The site, or part of the site, is located within Flood Zone 3. Flood risk mitigation measures set out in the AVL flood risk exception test and the site-specific flood risk assessment should be applied.**
- **The site is located within Phase 2 of the indicative heat network shown on Map 6.**

#### **Braime Pressings, Hunslet Road (Site AV19)**

4.2.56 This site is currently occupied by an industrial use. The building is Grade II listed and is an important Hunslet Road landmark. Other buildings on the site are recognised as locally significant undesignated heritage assets. The site is suitable for redevelopment and conversion to housing or mixed use development subject to other policies. Retention and enhancement of the listed parts of the building and its setting will be an important requirement of any future proposals.

**Under Policy AVL7, Braimes Pressings, Hunslet (Site AV17) is allocated for housing and mixed use development, to include a significant proportion of housing.**

#### **Site requirements**

- **The site includes a listed building to be retained within the development and where consideration to the setting of the listed building is required.**
- **The unlisted part of the buildings shown as undesignated heritage assets on the area map should be retained.**
- **Provision of appropriate mitigation against air quality, odour and noise issues in respect to nearby industrial operations.**
- **The site, or part of the site, is located within Flood Zone 3. Flood risk mitigation measures set out in the AVL flood risk exception test and the site-specific flood risk assessment should be applied.**

#### **Temporary uses**

- 4.2.57 Where the previous use of the land has ceased or is being reconfigured, and areas of land are left vacant and under-utilised as a result of demolition works, the Council will seek temporary 'greening', or the early laying out of the phases of the City Park where appropriate. This will incorporate the pedestrian and cycling routes identified on the area map. People will then become familiar with these routes, with temporary land uses taking place in future development area where practical.
- 4.2.58 A similar approach has been adopted on the Tetley's site with the laying out a temporary area of green space and use of the Tetley building as an art gallery. A temporary short stay car park has also been granted permission. This seeks to prevent the kind of visual blight experienced on vacant sites elsewhere around the city centre fringe, and helps to promote the South Bank as a place to visit now.

### **POLICY SB5: TEMPORARY USES IN THE SOUTH BANK**

**The following temporary uses of vacant land in the South Bank area are encouraged:**

- 1. Temporary greening measures such as amenity areas of grass and planting, boundary planting, wild flower meadows, trees in containers to mark walking and cycling routes, and community allotments.**
- 2. Cultural uses including art workspace and installations (possibly making use of existing buildings), and temporary sport/recreation uses and public event spaces.**

## 4.3 EAST BANK, RICHMOND HILL & CROSS GREEN AREA PLAN

### INTRODUCTION

- 4.3.1 This area plan covers the East Bank, Richmond Hill and Cross Green residential area in the north west of AVL. The plan shows how the spatial strategy and plan wide policies will be applied in this area.

### SPATIAL VISION

*East Bank, Richmond Hill and Cross Green will be distinctive places which together provide a range of affordable homes close to the centre of Leeds. The area will become more liveable for people of all ages, with safer streets and green spaces, better public transport and more energy efficient homes. The area will offer opportunities which make it easier for people to lead healthy lifestyles, with better access to fresh food shopping, the ability to grow their own food locally, and participate in recreational activities.*

*Connections to the city centre, South Bank and the LCREZ will be made far easier by improvements to public transport, walking and cycling to provide better access to jobs and leisure opportunities. Green spaces will have been enhanced and made safer and more accessible. The setting of the area's heritage assets will be protected and enhanced through sensitive new development and the improvement of the public realm.*

*The East Bank area will continue to be recognised as a place for innovative and high quality urban design. New development, focused on the brownfield regeneration opportunities at Marsh Lane and along East Street, will deliver high-quality buildings and spaces, providing a range of new homes and job opportunities and creating key gateways into the city centre.*

*A range of family homes will be built at the former Copperfields site, alongside new green space, outdoor sports facilities, allotments and a food store. The new development will feel part of a revitalised Cross Green area with improvements to homes, streets and spaces.*

### OBJECTIVES

1. Improve the quality and the local environment by making streets safer, greener and more child friendly and securing more direct walking and cycling routes between East Bank, Richmond Hill and Cross Green and the city centre, Leeds Dock, South Bank, LCREZ and wider Aire Valley.
2. Secure better public transport services to connect the Richmond Hill and Cross Green areas with existing and new job opportunities in the city centre and the LCREZ.
3. Enhance the gateway to the city centre along the East Street and Marsh Lane corridors.

4. Deliver new housing, focused on key opportunities such as the Copperfields site, which provides high quality, energy efficient homes which meet local housing needs and integrate with existing communities.
5. Maximise local benefits from low carbon energy proposals within AVL, through exploring opportunities to create local heat networks and through delivery of linked regeneration and retrofitting programmes to improve energy efficiency.
6. Ensure that the Richmond Hill and Cross Green areas have a better range of local facilities to serve the area's needs and to reduce the need to travel outside the area for basic facilities such as food stores.
7. Improve the quality of the area's existing green spaces and seek opportunities to create new high quality green spaces including areas for people to grow their own food locally.

## THE LOCAL AREA

### Place

- 4.3.2 This Area Plan covers the East Bank area and the residential communities of Richmond Hill and Cross Green. The plan area is broadly bounded by the River Aire in the south west; Marsh Lane and Crown Point Road in the north west; York Road (A64) and the Leeds – York railway line in the north east and the A63 Pontefract Lane in the south east.
- 4.3.3 The area is one of contrasts. The area close to the River Aire and along East Street has been redeveloped and refurbished to create new flats and commercial premises over the past 20 years, benefitting from the growth of the city centre, whilst the Richmond Hill and Cross Green communities further to the east suffer from deprivation including above average unemployment and poor housing conditions.
- 4.3.4 Despite being very close to the city centre the area is perceived as being 'cut-off' with very limited public transport services, shops and community facilities meaning, for example, that most people have to leave the area to do their day to day shopping.

### East Bank

- 4.3.5 This area lies on the edge of the city centre to the north and east of the River Aire. The IRR (East Street and Marsh Lane) is the main thoroughfare passing through the area making it an important gateway for people travelling into the city centre. The roads create a physical barrier for people walking through the area which led to the area being categorised as part of the 'Rim of Disconnectivity' between the city centre and inner areas of the city.
- 4.3.6 The area has seen a significant amount of positive change in the last 15 to 20 years as the influence of the city centre has extended outwards. The waterfront and East Street corridor has undergone redevelopment of former industrial use for multi-storey (mainly residential) development and restoration and the reuse of historic mill buildings to provide new homes and workplaces. Notable examples of this type of development include The Gateway, Trinity One, Rose Wharf, East Street Mills and the Echo buildings.
- 4.3.7 Some vacant sites, empty buildings and older industrial and workshop uses remain along the East Street corridor providing opportunities for future development. This

includes the Low Fold site in a vacant area of land between the River Aire and the Inner Ring Road which is situated in a high profile position along the waterfront.

- 4.3.8 In the northern part of the area, opposite Quarry Hill, there is an area of vacant and underused land between Marsh Lane, Shannon Street and the Leeds – York railway line which provide a major development opportunity, within the boundary of the city centre.
- 4.3.9 East of East Street the land rises upward towards the Richmond Hill area. This provides some interesting townscape features and views towards the area's historic churches and buildings. The Saxton Gardens housing scheme is located in this area consisting of seven medium-rise blocks of flats originally built in the 1950s. Two of the blocks have been totally refurbished and re-clad to provide a mix of market and affordable units with a large amount of outside space with innovative features such as allotments, a wildflower meadow and an orchard.

### **Richmond Hill**

- 4.3.10 Richmond Hill developed as both a residential and industrial area during the 19th century as the city expanded eastwards. Today it is a mainly residential area with a mix of private and social housing and housing which ranges from Victorian terraces to modern family housing. There are also some industrial units and workshops in the area particularly along Easy Road.
- 4.3.11 The area lacks a real heart and focal point. The largest group of shops and community facilities is along Upper Accommodation Road but these do not properly function as a centre to serve the area. There is currently no food store in the area which can meet weekly shopping needs, the nearest are at Hunslet and the city centre. Consequently access to fresh food is difficult for local residents and there is a lack of a community hub where people can meet.
- 4.3.12 Even though many of the older parts of Richmond Hill have been cleared and redeveloped in the post-war period the area is still notable for its historic buildings, which due to their scale and the area's topography can be seen over wide areas of central and south Leeds. The St Saviours Church (Grade I listed) and former school building off Ellerby Road and Mount St Marys Church are particularly fine examples.
- 4.3.13 Richmond Hill Primary school is located in the area. This school was recently been redeveloped and enlarged to three form entry in 2012. Mount St Marys is a catholic secondary school located next to the church on Ellerby Road.
- 4.3.14 Richmond Hill is served by public transport but services are not frequent and do not offer direct routes to the city centre. The nearest frequent services on York Road are a considerable walking distance from most of Richmond Hill. The Core Cycle Network (City Centre – Garforth route) passes through the northern end of Richmond Hill along Pontefract Lane. This provides links to the city centre and to the LCREZ and Temple Newsam to the east.
- 4.3.15 The area's green spaces include the Bow Street Recreation Ground and the outdoor sports pitches to the north of Ellerby Road. Whilst providing for important local provision, these spaces do not meet the Core Strategy quality standards. East Leeds Amateur Rugby League Club headquarters are located on Easy Road. The club's

pitch has been relocated as part of the redevelopment of Richmond Hill Primary School to the rear of Easy Road.

## **Cross Green**

- 4.3.16 This area lies to the between a railway branch line, which separates it from Richmond Hill and the A63 which separates it from the Cross Green Industrial Estate. The area is characterised by terraced housing dating from the late Victorian period and early 20<sup>th</sup> century which includes back to back properties. Like Richmond Hill, Cross Green suffers a lack of access to local shopping and community facilities and to frequent public transport facilities.
- 4.3.17 Cross Green Lane, the main road running through the area, now has substantially lower traffic levels following the opening of the A63. St Hildas Church, a listed building and local landmark is located on Cross Green Lane.
- 4.3.18 The former Copperfields College site is located to the south of Cross Green Lane. The school closed in 2004 and the site has been cleared and vacant since 2008. Copperfield is largest potential development site in the area plan. The former school site is flanked by two areas of green space, including an area of disused allotments. East Leeds ARFLC has a pitch on this part of the site.
- 4.3.19 To the north of Pontefract Lane, there is a cricket ground and the Red Road allotment site, one of the few food growing sites in the area.

## **People**

- 4.3.20 The area covered by the East Bank, Richmond Hill and Cross Green Area Plan has an estimated population of 6,341 (2011 Census). The three places are located in close proximity but have a very different characteristics and demographics which need to be taken into account in planning for the area.
- 4.3.21 The East Bank community has grown up mainly in the last two decades as the result of the outward expansion of the city centre. Most people live in flats; look towards to the city centre in terms of jobs and services and share similar demographic characteristics to other parts of the city centre. The population is predominantly young adults, including students, with far fewer children and older people living in the area compared to the average in Leeds.
- 4.3.22 Specific issues that are relevant to the preparation of the Area Plan are set out below:
- Economic activity amongst people of working age (80%) is significantly higher than the Leeds average.
  - Only 2.6% of people classify themselves as having 'bad' or 'very bad' health about half the Leeds average.
  - Only 8% of residents over the age of 16 (8%) have no formal qualifications – a third of the Leeds average.
  - Car ownership levels are low with 56% of households not having access to a car. The Leeds average is 32%.



- Nearly half of all residents walk or cycle to work, reflecting the proximity to the city centre. The Leeds average is 14%
- 65% of households live in private rented accommodation and only 15% in owner-occupied accommodation. This is almost a reverse of the average in Leeds.

4.3.23 In contrast, Richmond Hill and Cross Green are longstanding communities with a much wider range of house type including a large proportion of family and social housing but face issues of deprivation and social problems, as highlighted in the statistics below:

- Economic activity amongst people of working age (69%) meets the Leeds average.
- 9% of people classify themselves as having 'bad' or 'very bad' health. This is above the Leeds average.
- High proportions (34%) of residents over the age of 16 have no formal qualifications – over the Leeds average.
- Car ownership levels are low with 58% of households not having access to a car. The Leeds average is 32%.
- Just over a quarter (27.5%) of all residents walk or cycle to work, reflecting the proximity of the area to job opportunities in the city centre. The Leeds average is 14%
- 30% of households live in private rented accommodation and only 24% in owner-occupied accommodation.
- Unemployment rates are higher in Richmond Hill and Cross Green than the city average, particularly in the St Hildas, Copperfields and Gartons area.
- Parts of the Richmond Hill and Cross Green area are amongst the 1% most deprived areas in the country overall and large parts of the area also fall within the 10% most deprived in the country for education, skills and training; health and deprivation; income and income deprivation affecting children and older people; and the living environment. It performs better than the national average in regard to geographical barriers to housing and services.

## **AREA-SPECIFIC POLICIES AND PROPOSALS**

4.3.24 This section sets out policies and proposals which are specific to the East Bank, Richmond Hill and Cross Green areas. These aim to deliver the vision and objectives for the area. Specific proposals and designations which apply in the area are shown on the accompanying area map (Map 8).

### **New Housing opportunities**

4.3.25 Providing new housing in the area will help to meet the identified needs of the local area as well as contributing to the wider needs of the district. New family and affordable housing are considered to be particularly important to meeting needs in the Richmond Hill and Cross Green areas.

4.3.26 New development will make a positive contribution to the local area by bringing vacant and derelict land back into use, making streets feel safer and look more

attractive and as a means of securing new connections and green space. New housing will also help to support and in certain cases contribute to the provision of new services and facilities.

4.3.27 There are a number of specific opportunities to provide new homes in the area. This includes provision for 931 homes on identified sites set out in Table 4 of Section 3.3 area<sup>6</sup> and a further 1,229 homes allocated by Policy AVL7. These sites shown on the area map have a total capacity of 2,160 dwellings.

### **New employment opportunities**

4.3.28 The Richmond Hill and Cross Green areas suffer from long standing problems of high unemployment and worklessness. The AAP addresses this issue in a number of ways by:

- Identifying opportunities to create new jobs in the area through new development;
- Improving connections by walking, cycling and public transport to major employment and growth areas, particularly the city centre and the LCREZ;
- The use of planning obligations to securing local employment agreements relating to major development in terms of construction and end user jobs.

4.3.29 In terms of new employment development, the Marsh Lane site (AV18) has significant potential to provide new employment, such as offices, alongside new housing and the retail opportunity identified at the Copperfields site would also create local jobs.

### **Transport & connections**

4.3.30 Some of the city's major roads cross the area including the Inner Ring Road (IRR), A63 (Pontefract Lane) and the A64 (York Road). Whilst these roads make the area accessible by car and have opened up new development opportunities along East Street, they also create a physical barrier to cross, particularly for children, older people and mobility impaired people.

4.3.31 Construction of the IRR and A63 has taken through traffic off local roads giving rise to potential opportunities to 'downgrade' the role of local highways, making them feel safer and more pedestrian and cycle friendly, and to improve the quality of the environment whilst retaining local access and parking for vehicles. This could include measures such as street tree planting and reducing the width of carriageways and increasing the width of pavements.

4.3.32 Links between this area and the South Bank area are also relatively poor but the Low Fold development site (AV33) provides an opportunity to create a new pedestrian/cycle bridge facilitated by new development.

4.3.33 The area has good links into the Leeds Core Cycle Network via the city centre to Garforth route. The City Connect Cycle Superhighway will also pass along the edge of the area on York Road and Marsh Lane. Improving local links to these strategic cycle routes will be important where opportunities arise.

4.3.34 For an inner city community the area is not particularly well served by public transport - only York Road and Marsh Lane carry frequent services. Opportunities will be

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<sup>6</sup> This figure includes dwellings completed since 2012.

sought to improve bus services through the area and links to the city centre and the LCREZ.

4.3.35 Policy EB1 below sets out the priorities for improving transport connections, within the Area Plan.

## **POLICY EB1 – TRANSPORT IMPROVEMENTS IN EAST BANK, RICHMOND HILL AND CROSS GREEN**

The following improvements to the transport network in the East Bank, Richmond Hill and Cross Green areas are shown on the area map. Where appropriate and directly related to the development, proposals on identified sites, allocations and other sites will be required to provide or contribute towards provision of these improvements:

1. **City-Connect Cycle Superhighway (along York Road & Marsh Lane);**
2. **New and improved pedestrian/cycle routes within the area in order to create better access to local facilities and services and to the core cycle network;**
3. **Improved crossings across East Street to improve connections between the area and the city centre, Leeds Dock and the South Bank;**
4. **A new shared pedestrian/cycle bridge between the Low Fold site (AV33) and the South Bank to improve access between this area and Leeds Dock, the South Bank area and the new City Park;**
5. **Potential for a new shared pedestrian/cycle link between the Copperfields site and Hunslet Riverside;**
6. **Potential to improve bus services through Richmond Hill and Cross Green.**

### **Shopping, education and community facilities in Richmond Hill and Cross Green**

4.3.36 The Richmond Hill and Cross Green areas lack a defined centre – a meeting place that local people consider as the heart of the community. The most significant grouping of local shops and facilities is along Upper Accommodation Road. The Council would be supportive of new shops and local community facilities being provided in this area but it is unlikely that this could provide the scale of new facilities the area needs, such as a new food store, due to a lack of suitable development sites opportunities nearby. Other options to provide the much needed new facilities in the area have been considered are set out below.

#### Shopping

4.3.37 There is no food store in the Richmond Hill and Cross Green area to serve the weekly shopping needs of local people. This is a longstanding deficiency which was identified in the Leeds Unitary Development Plan and has been carried forward as part of a proposal for a new town centre in the Richmond Hill area under Policy P5 of the Core Strategy.

4.3.38 There is considered to be further potential for a food store (limited to a maximum gross floorspace of 2,000 sq. m.) to serve the Cross Green area and southern parts of Richmond Hill and East End Park. The Copperfields site provides a suitable site to accommodate a store within a wider scheme for housing and a new primary school.

4.3.39 There is also an existing planning permission on the former Bridge Hotel site, Cross Green Lane for four small retail units. This has potential to help meet the day to day top up shopping needs of residents in the Cross Green area and to integrate with the food store proposal on the Copperfields site to provide a larger grouping of facilities.

#### Education

4.3.40 Based on the existing population profile and the scale of housing proposed in the plan there is a requirement for a new two-form entry primary school in the area during the plan period. The Copperfields site is identified as the location for this new school to be developed in conjunction with new housing development.

#### Other community facilities

4.3.41 The largest grouping of existing local community facilities is along Upper Accommodation Road in the heart of Richmond Hill. The role this area serves is recognised by the 'Local Community Facilities' designation shown on the area map and this area represents a suitable location for new smaller-scale community facilities.

### **Green infrastructure**

4.3.42 The East Bank, Richmond Hill and Cross Green area includes a number of existing green spaces. It also provides significant opportunities to extend and fill in gaps to improve local provision and improve the connectivity of green corridors (shown on the AVL green infrastructure network and area map).

4.3.43 The quality of all the existing green spaces in the area falls below the Core Strategy minimum quality standard. This highlights the need for regeneration programmes and where appropriate, new development to contribute towards improvements.

4.3.44 The plan proposes the redevelopment of the Copperfields College playing fields for a housing led development which would involve a net loss of green space in the area. In compensation an alternative site has been identified off Halton Moor Road to provide replacement pitches with changing facilities that are not available at Copperfields. The existing pitch used by East Leeds ARLFC (shown on green space on the Policies Map) would be retained at the site and the Council would seek opportunities to improve facilities at the site such as off-street car parking in conjunction with the wider development proposal. The site can also provide a new area of green space within the wider development to serve the new development and existing community.

4.3.45 The opportunities for green space and green infrastructure improvement, are set out below.

## **POLICY EB2 – GREEN SPACE AND GREEN INFRASTRUCTURE IN EAST BANK, RICHMOND HILL AND CROSS GREEN**

**The green spaces and wider green infrastructure network shown on the Policies Map and area map will be maintained and enhanced through the following range of measures. Where appropriate and directly related to the development, proposals on identified sites, allocations and other sites will be required to provide or contribute towards provision of these improvements:**

- **Retention of an existing playing pitch at Copperfields as identified on the area map.**
- **Provision of new green space / open space within housing and mixed use allocations in accordance with Core Strategy Policies G4 and G5.**
- **Improvement of green spaces identified on the area map.**
- **Identifying opportunities to encourage local food production in consultation with local residents and community groups.**
- **Other measures to green the area, improve the quality of the local environment and improve access to green spaces, including street tree planting.**

## **Low carbon opportunities**

- 4.3.46 In applying the UES vision to this area there needs to be a focus on improving the energy efficiency of buildings and seeking opportunities to distribute low carbon energy produced in the area to the benefit of local people and businesses.
- 4.3.47 The Council has established the Sustainable Communities Investment Fund (SCIF). This is a £5 million investment pot, to be funded by savings that the Council will make from paying lower landfill tax as a result of the construction of the RERF on the former Wholesale Market site. Cross Green is one of the target areas for the fund, alongside 'The Nevilles' area in Osmondthorpe. Physical energy efficiency improvements to the housing stock (known as retrofitting), alongside energy efficiency advice to local residents are initiatives included in the SCIF. The current project is limited to Cross Green within the AAP area, but there may be potential to extend this to similar areas, for example in Richmond Hill, subject to securing future funding.
- 4.3.48 Alongside retrofitting initiatives, the Council is exploring options to develop a heat network in AVL (see Section 3.7), with the first phase of the network likely to be constructed through Cross Green and East Bank. Development sites such as Copperfields may have potential to link into a heat network given its development potential and proximity to the RERF.

## **Heritage**

- 4.3.49 The area contains some notable listed building including St Saviours Church (Grade I) and former school building off Ellerby Road and St Mary's church Grade II\*. Much of the area between the river and East Street and parts of the area to the north of East Street also lies within the Eastern Riverside Conservation Area as shown on the area map.
- 4.3.50 A number of non-designated heritage assets have been identified under Policy AVL11 and shown on the area map. These are summarised below:
- Upper Accommodation Road - Group of Victorian / Edwardian buildings on Upper Accommodation Road in Richmond Hill contain some of the few remnants of the area's history.
  - Cross Green Lane - Several 'stepping stone' buildings from Cross Green to the city centre. Important for sense of place, identity and orientation.

## Development sites and regeneration opportunities

4.5.51 Within the East Bank, Richmond Hill and Cross Green areas a number of development sites and regeneration opportunities are identified. These are as follows.

### Marsh Lane Opportunity Area

4.3.52 This is one of the major development opportunities in this area. The area has frontages along York Road (A64) to the north and Marsh Lane to the west, making it a highly visible location. The south of the site is bounded by the Leeds-York railway line which cuts off the area from Richmond Hill. Upper Accommodation Road forms the eastern boundary of the site.

4.3.53 For people travelling into the city centre from the east the area represents the initial impression of the city centre and it is therefore an important gateway location.

4.3.54 Shannon Street runs through the area from west to east. To the south of Shannon Street (up to the railway line) the land is mostly vacant and underused with some temporary uses on this land, including car parking and outdoor storage and rail sidings. This part of the site is considered as available for development during the plan period and is shown as AV18 on the Policies Map.

4.3.55 The north and west of the area are occupied by a range of older commercial and industrial buildings of functional design, forming the frontages to York Road and Upper Accommodation Road.

4.3.56 Many of the city centre's important facilities, such as the bus station and markets are within walking distance of the site although the routes tend to be car-dominated and involve crossing multi-lane highways. Pedestrian routes within the area are currently poor. There is a railway bridge and footpath which connects Railway Street with Shannon Street through the vacant land but this is in poor condition, overgrown and has no natural surveillance. Bus services pass close to the site along York Road, Marsh Lane and New York Street but bus stops are difficult to get to from the area. The Leeds core cycle network passes along the edge of the site and the proposed City-Connect cycle superhighway (see Section 3.5) will pass along York Road and Marsh Lane.

4.3.57 The area lies within the defined boundary of the city centre and this sets the context for the scale and types of town centre uses that are considered appropriate for the area. Site AV18 has also been identified as a suitable and deliverable for housing to support Core Strategy housing requirements. This provides a good opportunity to deliver housing which makes the transition between city centre scale development and the residential area of Richmond Hill and family housing would be particularly suited to the parts of the site away from the main roads.

4.3.58 The guiding principles for the future development in the area will be:

1. Ensuring that the Marsh Lane Opportunity Area becomes a new gateway into the city centre from the east.

2. Providing a high quality, comprehensive mixed use development on Site AV18 which incorporates housing, including family housing and appropriate town centre uses, such as offices.
3. Creating a building frontage along Marsh Lane and, where opportunities arise, supporting in principle the redevelopment of buildings within the wider opportunity area for housing and appropriate town centre uses.
4. Creating active frontages where possible on the ground floor of buildings along the main routes in the area.
5. Improving pedestrian routes within the site and to the city centre, Richmond Hill and Burmantofts, and integrating the site into the existing and proposed core cycle network.
6. Improving access to bus services.
7. Creating a new area of public space at the heart of the new development in accordance with the requirements of Core Strategy policy G5 and securing environmental improvements such as street tree planting to green the area.

## **POLICY EB3 – MARSH LANE OPPORTUNITY AREA**

**Within the Marsh Lane opportunity area identified on the Policies Map redevelopment of existing buildings for housing and uses specified below is encouraged where this would be consistent with the guiding principles for the area set out in this plan:**

- **Offices**
- **Hotels**
- **Small-scale convenience retail**
- **Restaurant and cafes**
- **Pubs and bars**
- **Assembly and leisure uses (Class D2)**
- **Other community uses**

### **Marsh Lane Development Site**

4.6.59 Within the Marsh Lane Opportunity Area identified under Policy EB3, an area of 3.7 hectares (Site AV18) is specifically allocated for housing and mixed use development under Policy AVL7.

**Under Policy AVL7, Marsh Lane (Site AV18) is allocated for housing and mixed use development to include a significant proportion of housing, and other uses specified in Policy EB3:**

#### **Site requirements**

- **Access to the site to be taken from Shannon Street;**
- **The development should provide a positive frontage onto Marsh Lane;**
- **Active frontage uses should be provided where possible on the ground floor of main routes through the area and around public/open space;**

- **A green corridor to be incorporated into the development to link into the wider network as indicatively shown on the area map;**
- **The development should provide new and enhanced pedestrian/cycle routes within the site to connect into the wider network, to the city centre and Richmond Hill and;**
- **An Ecological Assessment is required and where appropriate, mitigation measures will need to be provided including a buffer to the edge of the railway line along the southern boundary of the site.**

## **East Street Opportunity Area**

4.3.60 This opportunity area covers an extensive area of land focused mainly along the north-eastern side of East Street but also taking in the Low Fold area to the south west which lies between East Street and the River Aire. The boundary of the area is shown on the Policies Map.

4.3.61 Reflecting the opportunities and characteristics of this area, the following guiding principles are identified:

1. Ensuring that the development in the East Street Opportunity Area enhances its role as a gateway into the city centre including from the river corridor.
2. Providing improved pedestrian and cycle connections between the Saxton Gardens, Richmond Hill and Cross Green areas and the city centre, Leeds Dock and South Bank including a bridge link from the Low Fold site.
3. Creating active frontages on the ground floor of buildings along the main routes in the area
4. Improving the visual and environmental quality of the East Street corridor through high quality, distinctive building design, attractive areas of new landscaping and improvements to the public realm
5. Taking opportunities to enhance the attractiveness and vibrancy of the waterway corridor including waterfront development and improved public access and making provision for wildlife and biodiversity.
6. Ensuring that new development preserves and enhances the Eastern Riverside Conservation Area, listed buildings and non-designated heritage assets.

## **POLICY EB4 – EAST STREET OPPORTUNITY AREA**

**Within the East Street Opportunity Area identified on the Policies Map redevelopment of existing buildings for housing is encouraged where it supports the guiding principles for the area set out in this plan.**

**The identified mixed use site at Cross Green Lane (AV31) is suitable for office, housing and appropriate community uses**

### **Development sites in the East Street Opportunity Area**



4.3.62 Within the East Street Opportunity Area, there are a number of sites specifically allocated for housing under Policy AVL7. The site requirements for these allocations are set out below.

### **Yorkshire Ambulance Station Lane, Saxton Lane**

4.3.63 This 0.6 hectare site is currently occupied by an ambulance station is to become available in the medium term and is suitable for housing use.

**Under Policy AVL7, Yorkshire Ambulance Station, Saxton Lane (Site AV20) is allocated for housing:**

#### **Site requirements**

- **The design and layout of the development should provide a positive frontage onto the pedestrian/cycling route to the south of the site as shown on the Area Map.**
- **The site is located within Phase 1 of the indicative heat network shown on Map 6.**

### **Low Fold Development Sites**

4.3.64 The Low Fold area includes a group of three brownfield development sites in separate ownerships which lie between the Inner Ring Road and River Aire. The Rose Wharf Car Park site (AV32) is a surface car park which has previously been proposed for housing. Both the Low Fold (AV33) and South Accommodation Road (AV34) are cleared development sites.

4.3.65 The main roads and river tend to cut the area off from surrounding communities in Richmond Hill and the South Bank and this will need to be addressed in the design and layout of development. A new pedestrian/cycle bridge is required to access the nearest day to day shopping facilities Leeds Dock and this link will also provide much improved links to existing and proposed jobs, public transport, education facilities, green spaces and the Trans Pennine Trail in the South Bank. The sites will also need to provide better links to schools and services in Richmond Hill.

4.3.66 The sites have prominent on the river which offers an important opportunity to open up the waterfront but this also needs to consider existing riverside habitats which will need to be protected. As the highest areas of flood risk at the site are next to the river, the on-site green space required by Policy G4 and G5 should be located along the waterfront where possible.

4.3.67 Development proposals, particularly on the adjacent Site AV32 will need to preserve the setting of the listed building at Rose Wharf.

**Under Policy AVL7, sites at Rose Wharf Car Park (AV32), Low Fold (AV33) and South Accommodation Road (AV34) are allocated for housing:**

#### **Site requirements**

- **Provide a positive frontage onto East Street including new areas of landscaping to enhance the environmental quality of the frontage;**

- **A biodiversity buffer to be provided from the edge of the river bank with existing riverside vegetation to be retained and improved for its habitat value.**
- **Provision of new and enhanced pedestrian/cycle routes to connect into the wider network.**
- **Site AV33 to make provision for pedestrian/cycle bridge to link the site to the South Bank area.**
- **The green space requirements of development should be provided on the highest areas of flood risk within the site, where practicable.**
- **The site, or part of the site, is located within Flood Zone 3. Flood risk mitigation measures set out in the AVL flood risk exception test and the site-specific flood risk assessment should be applied.**
- **An Ecological Assessment is required and where appropriate, mitigation measures will need to be provided including a buffer to the edge of river bank.**
- **Site AV32 is within/adjacent to a Conservation Area. Development should have regard to the Conservation Area Appraisal and management plan.**
- **Site AV32 is adjacent to a listed building where consideration to the setting of the listed building is required.**

#### **East Street / Bow Street / Ellerby Road sites**

- 4.3.68 These two sites are based on boundaries of a previous planning permission for housing and mixed use development. The sites are separated by Bow Street and so could potentially be developed independently. Site AV29 includes privately owned land that is designated as green space. Development of this land will be linked to improvements of the adjoining Bow Street Recreation Ground to mitigate loss of green space and to improve the quality of the existing park which currently falls below the Core Strategy standard. An opportunity is identified to provide an improved pedestrian link between Ellerby Road and East Street through the site. This will help to improve access from Richmond Hill to the river corridor and South Bank in conjunction with other proposals in this plan.
- 4.3.69 There are a number of important listed buildings in the vicinity of the site AV29 including the Grade I listed St Saviours Church immediately to the east, the Grade II listed former school building to the south and half the site lies in the Eastern Riverside conservation area. Development proposals will need to preserve the setting of these listed buildings.

**Under Policy AVL7, sites at Bow Street / East Street (AV28) and Ellerby Street / Bow Street (AV29) are allocated for housing:**

#### **Site requirements**

- **Site AV29 to contribute to improvement of the adjacent green space at Bow Street Recreation Ground to mitigate loss of existing green space within site.**
- **The development should provide a pedestrian/cycle route through the site to link Ellerby Road and Bow Street/East Street as indicatively shown on the area map.**
- **The sites are within/adjacent to a Conservation Area. Development should have regard to the Conservation Area Appraisal and management plan.**

- **The site is adjacent to the Grade 1 listed St Saviour Church and other listed buildings where consideration to the setting of the listed building is required.**
- **The site is located within Phase 1 of the indicative heat network shown on Map 6.**

## **Richmond Hill**

4.3.70 Richmond Hill is an area of existing residential properties lying between the Leeds to York/Selby Railway to the east, Easy Road to the South and Ellerby Road to the west. The area is divided by Upper Accommodation Road which provides a group of local community facilities (shown on the area map) where opportunities to improve and enhance the provision of local community facilities are encouraged.

4.3.71 The guiding principles for future development in the area will be:

1. Ensuring that the Upper Accommodation Road local community facilities enhances opportunities as a local community hub, providing necessary local facilities and creating active frontages on the ground floor of buildings
2. Providing improved pedestrian and cycle connections between the Cross Green and East Bank areas and the city centre and across the railway to East End Park as shown on the area map.
3. Seeking opportunities to improve the visual and environmental quality of the Richmond Hill green corridor along the railway line, as well as along Upper Accommodation Road and Easy Road corridors through new landscaping and improvements to the public realm.
4. Ensuring that new development preserves and enhances the non-designated heritage assets along Upper Accommodation Road.

4.3.72 Two development sites in Richmond Hill are specifically allocated for housing:

### **Former Richmond Inn, Upper Accommodation Road**

This 0.4 hectare site on vacant land provides an infill housing development opportunity.

**Under Policy AVL7, the former Richmond Inn, Upper Accommodation Road (Site AV22 is allocated for housing.**

#### **Site requirements**

- **An Ecological Assessment is required and where appropriate, mitigation measures will need to be provided including a buffer from the footpath at the western edge of the site.**

### **Butterfield Manor and Richmond Court, Walter Crescent**

This 0.8 hectare site is located close to the local community facilities on Upper Accommodation Road. The site has some mature trees along the Upper Accommodation Road frontage which should be retained. A green corridor is identified to the north of the site which includes a footpath link between Upper Accommodation Road, Lavender Walk and Pontefract Street. This should be retained in the development.

**Under Policy AVL7, Butterfield Manor & Richmond Court, Walter Crescent (Site AV23 is allocated for housing.**

**Site requirements:**

- **An Ecological Assessment is required and where appropriate, mitigation measures will need to be provided including a buffer from the edge of the railway line along the north eastern boundary of the site.**

## **Cross Green**

4.3.73 This section identifies key proposals, initiatives and opportunities in the Cross Green area between the branch railway line, Pontefract Lane and the A63. This includes the existing area of housing to the north west of Cross Green Lane and the Copperfields development site to the south east.

- 4.3.74 The guiding principles for the future development and initiatives in the area will be to:
1. Tackle issues relating to deprivation, worklessness, poor health and fuel poverty;
  2. Improve connections (walking, cycling and public transport) between Cross Green and the Richmond Hill area, the city centre, LCREZ and to Hunslet and the waterfront;
  3. Secure a high quality housing development at Copperfields, along with new areas of green space and potentially a new primary and food store, which links well with the existing housing area;
  4. Protect important local green spaces for community use;
  5. Ensure the area's heritage assets are preserved and enhanced;
  6. Provide new opportunities for local people to grow their own food.

### **Existing housing area in Cross Green**

4.3.75 There are a number of development opportunities in this part of Cross Green including an identified housing site on vacant land to the east of St Hilda's church also has a planning permission for 86 flats (Site AV36).

4.3.76 In response to the issues of multiple deprivation identified in Cross Green, the area has been declared a priority in terms of intensive neighbourhood management. Many of the properties in Cross Green are in a poor state of repair and a 'group repair' project has been set up with the aim to improve the standard of these properties. This project includes repairs such as installing insulation, new windows, new doors, central heating, and providing 'A rated' energy efficient boilers. It is intended that these repairs will increase the energy efficiency of the properties contributing towards tackling fuel poverty.

4.3.77 As stated in Section 3.7, Cross Green was identified as one of two target areas for environmental improvements to be made as part of the £5 million Sustainable Communities Investment Fund (SCIF). The initiative was taken forward with community involvement to identify local priorities including the following:

- A group repair scheme - bringing housing up to decency standards and improving the external appearance of properties;
- Promoting energy efficiency through measures such as better insulation and energy efficient boilers as well as an initiative to improve energy efficiency awareness amongst local residents;

- Improving to the public realm such as street tree planting, wider pavements and improved road crossings;
- Providing added value to existing programmes.

4.3.78 Cross Green has a distinctive local identity with its housing stock being characteristic of the late Victorian / Edwardian period. It is important that these positive buildings and their setting are enhanced as part of the regeneration initiative. St Hilda's is a notable local landmark and listed building whose setting it is important to preserve and enhance. Heritage assets (listed and non-designated) are identified on the area map.

### **Copperfields site**

4.3.79 The Copperfields site includes the land bounded by Cross Green Lane, Pontefract Lane and the A63 and incorporates the former school site and two areas of green space to the immediate north and south. The site has an area of 11.3ha of which 7.3ha is the former school site. East Leeds ARLFC use a pitch on the northern part of the site but the former allotments along Pontefract Lane have remained vacant for a long time.

4.3.80 The site is located between the LCREZ, the new housing developments along East Street and the residential neighbourhood of Cross Green. The site has potential to act as a catalyst for further development and regeneration of the area and provides one of the few significant opportunities in the area to provide additional housing numbers in addition to the sites that already have planning permission. The site has an estimated capacity of 273 dwellings.

4.3.81 The site offers the opportunity to address some of the deficiency in food retail provision in Richmond Hill and in particular serve the day to day shopping needs of people living in Cross Green and the south of Richmond Hill area. It is also considered to be the best site in the area to accommodate the two-form entry primary school that has been identified as being required during the plan period.

4.3.82 The Copperfields site needs to retain the East Leeds ARFLC pitch within the site at its current location. In addition a new area of green space within the site will be required to meet the needs of the housing proposed on the site and of the wider community.

4.3.83 The site lies in an important position within the wider green infrastructure network. A corridor has been identified running from East End Park to the River Aire and potentially beyond into Hunslet. The layout of development and green space on the site should reflect this green corridor and provide a landscaped route through the site linking Pontefract Road to the A63.

4.3.84 The site needs to connect into the wider walking and cycling network. The area map indicatively shows important connections to Cross Green and through to Richmond Hill, to the city centre and to the Cross Green Industrial Estate and the LCREZ beyond. There is also long term potential to create a pedestrian/cycle route through to the Hunslet Riverside sites which will link to the proposed network on those sites, ultimately providing a more direct connection to the centre of Hunslet from Cross Green (see Hunslet Area Plan for further details).

Under Policy AVL7, the Copperfields site (AV38) is allocated for housing and under Policy AVL9 the site is identified as a potential site for a food store (up to a maximum gross floor area of 2,000 sqm)

**Site requirements**

- Provision of a two-form entry primary school within the development
- The existing playing pitch shown on the Policies Map as green space to be retained.
- The former school playing fields within the site should be replaced by new provision elsewhere in the locality.
- The pedestrian/cycle routes shown on the area plan, including existing public rights of way to be incorporated within the development.
- Opportunities should be sought to create linkages between the site and the Hunslet Riverside Opportunity Area to the south.
- An Ecological Assessment is required and where appropriate, mitigation measures will need to be provided.
- The site is located within Phase 1 of the indicative heat network shown on Map 6.

## 4.4 HUNSLET AREA PLAN

4.4.1 This area plan covers the Hunslet area in the south of AVL. The plan shows how the spatial strategy and plan wide policies will be applied in this area.

### SPATIAL VISION

*Hunslet will be a greener and more liveable place. New development at Hunslet Riverside will connect the waterfront with the rest of Hunslet opening up recreational opportunities for residents and visitors. Hunslet will be better connected with the rest of the Aire Valley to allow local people to access new job and training opportunities and to fulfil their potential.*

*An expanded Hunslet Town Centre will be at the heart of these improvements and will be a popular and successful place to do business and visit, meeting local needs for shopping, services and leisure in a safe and attractive environment.*

### OBJECTIVES

1. Hunslet will be a place with improved health and well-being for people of all ages.
2. Hunslet town centre will be a thriving centre at the heart of the community that caters for day-to-day shopping, services and leisure needs for people in Hunslet, the wider Aire Valley and surrounding communities.
3. About 1,400 new homes will be built in Hunslet serving the needs of all sectors of the housing market and will be supported by improvements made to existing homes as part of energy efficiency initiatives to tackle fuel poverty and improve health.
4. Hunslet will be recognised as a place to do business, attracting new investment and providing job and training opportunities for local people, and offering improved links to new jobs created in the LCREZ and wider Aire Valley.
5. New and existing homes, businesses and leisure opportunities in Hunslet will be connected to a sustainable transport network, including the NGT trolleybus system, new and improved bus services, an improved cycle network, greener and safer streets and water-based transport.
6. A high quality green network will link Hunslet's new and improved green spaces, offering a range of recreational opportunities in a child-friendly environment. This will connect into the wider network of parks and nature reserves along the River Aire.
7. Hunslet and Victoria Mills will have be brought back into use and become recognised as key landmark buildings which enhance the waterfront at Hunslet riverside and help to attract visitors to the area.

## The Hunslet Local Area

4.4.2 Hunslet covers the area between the River Aire and the Leeds-Castleford railway line, stretching as far as the inner ring road in the north and the Stourton / Thwaite Gate area in the south, incorporating Bridgewater Road to the north of the river.

### *People*

4.4.3 The area covered by the Hunslet Area Plan has a population of about 2,470 (2011 Census). Hunslet has a large proportion of family and social housing with some issues relating to deprivation and poor health which are highlighted in the statistics below:

- Hunslet has a slightly higher proportion of children (aged 15 & under) and older people (aged 65 & over) and a lower proportion of working age residents (16-64), than the Leeds average.
- Economic activity amongst people of working age is lower than the Leeds average.
- Unemployment rates are higher in Hunslet than the city average, particularly in the Thwaite Gate area. Youth employment (ages 16-24) is well above the Leeds' average in Thwaite Gate.
- Hunslet is classified within the 10% most deprived areas in the country overall and in the following specific measures of deprivation: crime & disorder; education skills and training and health deprivation & disability. The Thwaite Gate area is also in the 10% most deprived for income and employment deprivation.
- More than twice the number of people classify themselves as having 'bad' or 'very bad' health (11.1%) than the Leeds average.
- Nearly twice the proportion of people over the age of 16 (42.1%) have no formal qualifications, compared to the Leeds average.
- 55% of households do not have access to a car. The Leeds average is 32%.
- More than half of working people living in Hunslet travel to work using public transport or by walking or cycling, well above the Leeds average.

### *Place*

4.4.4 The historic character of Hunslet was defined during the 19<sup>th</sup> Century when Hunslet was transformed into an important industrial centre of Leeds. The growth of Hunslet was shaped by its location near to the River Aire served by the canal and railway networks. This created the opportunities for early water powered mills, followed by other types of heavy industry later in the century.

4.4.5 Hunslet grew as homes were built to house mill and industrial workers. Living conditions were cramped, with back to backs the predominant form of house type. The area was well served by a range of local shops, pubs, and other facilities.

4.4.6 The post-war era brought significant changes to Hunslet, including a slum clearance programme and construction of estates of public sector housing. The M1 (now M621) motorway divided Hunslet in two when it was constructed in the 1960s. The majority of housing to the east of the motorway in Hunslet dates from the post-war era.



- 4.4.7 Hunslet is made up of a number of distinct, but connected areas, which are identified on the area map (Map 9):
- **Hunslet Town Centre** - The main shopping and commercial centre serving Hunslet and the wider area, mainly for food shopping and some other services
  - **Hunslet Riverside** - A major regeneration opportunity on both banks of the River Aire
  - **Hunslet Green** - A modern residential area close to the town centre.
  - **Thwaite Gate** - A 1970s/1980s housing estate predominantly in public or social landlord ownership.
  - **Industrial Hunslet** – the industrial and commercial areas to the north of Low Road and south of Midland Road.
- 4.4.8 Hunslet contains a number of green spaces, the largest of which are Hunslet Green and Pepper Road Recreation Ground. The area is well served in terms of outdoor sports pitches, amenity spaces and children’s play facilities, but there are deficiencies in the provision of parks and gardens and allotments, and most of the spaces do not meet the quality standard set out in the Core Strategy.
- 4.4.9 The area is served by three primary schools (Low Road, Hunslet St Marys CofE and St Josephs Catholic). There are no secondary schools in the area. The nearest are Mount St Marys in Richmond Hill and the South Leeds Academy on Old Run Road just to the south of the AAP boundary. The proposed Ruth Gorse Academy on Black Bull Street in the South Bank is located just to the north of the plan area.
- 4.4.10 Areas bordering Low Road, Church Street, Balm Road and Midland Road are well served by frequent public transport services. The development sites in Hunslet Riverside are less well connected. Main roads, such as Low Road and Church Street act as a barrier to pedestrians. The Trans Pennine Trail runs along the river corridor and is an important recreational asset linking the area with the city centre and nature sites in the Lower Aire Valley, but routes to the river from the centre and residential parts of Hunslet are not well defined and tend to be uninviting.

## Area-specific policies and proposals

- 4.4.12 This section sets out policies and proposals which are specific to Hunslet. These will deliver the vision and objectives for Hunslet. Specific proposals and designations which apply in the area are shown on the accompanying area map (Map 9).

### Hunslet Town Centre

- 4.4.13 Hunslet Town Centre will continue to function as the main centre serving AVL and wider areas of Hunslet. This role is recognised in the Core Strategy with Hunslet identified as one of the city’s town centres (Policy P1 and Map 10). Hunslet will be the primary centre to serve any new housing proposed in this plan and policies also seek to underpin and enhance this role. Map 10 sets out the boundary of Hunslet Town Centre, the primary shopping area (where retail activity is concentrated in the centre) and primary and secondary shopping frontages. Policies relating to consideration of planning applications for change of use within primary and

secondary frontages are set out in saved UDPR Policy SF7. This will be replaced by policies for protected shopping frontages and shopfronts which will cover all town centres in the district, including Hunslet, to be taken forward as part of the Leeds Site Allocations Plan.

- 4.4.14 The housing and mixed use allocation to the south west of the centre is proposed to accommodate a mix of housing and town centre uses, such as retail development, with the aim of expanding the scale and range of shopping and other services within the centre. The inclusion of this area within the town centre boundary is to offer an opportunity to provide additional retail floorspace in the area to support the expanding population within the area. The site is considered to offer a sustainable location for development immediately adjacent to the primary shopping area with the potential for linked trips and a short walk to existing and proposed public transport services. The site offers an opportunity to create a high quality development on an underused site to create an attractive gateway to the centre from the south and west and bring new jobs to the local area.
- 4.4.15 Although Hunslet Town Centre is well served by frequent bus services, the proposals for a NGT trolleybus stop within the centre offer an important opportunity to facilitate improvements in the centre and to increase the number of visits by local residents.
- 4.4.16 Policy HU1 identifies the boundary designations and other proposals for the centre.

## **POLICY HU1 –HUNSLET TOWN CENTRE**

1. **Hunslet Town Centre boundary, primary shopping area and primary and secondary shopping frontages are defined on the Hunslet Town Centre Boundary Plan (Map 10);**
2. **In order to maintain and enhance the role and function of Hunslet Town Centre, the following improvements are proposed subject to availability of funding and detailed feasibility work:**
  - **Improved pedestrian/cycle links between the town centre and the Hunslet Riverside Opportunity Area as identified on the area map;**
  - **Environmental improvements to the public space on Whitfield Way next to the Penny Hill centre and Hunslet Library to enhance the setting of existing buildings and to create a focal point for the centre.**

### **Church Street / Balm Road Site (Hunslet Town Centre)**

- 4.4.17 This 1.29 hectare site (AV48) provides a key opportunity to expand the range of shopping and other town centre facilities in Hunslet, in addition to providing new housing. The site lies in a prominent location on the junction of Church Street and Balm Road and is currently occupied by a vehicle hire and repair businesses. There are no other sites adjacent to the existing centre which can offer a similar scale of opportunity. Appropriate uses in town centres are set out under Core Strategy Policy P8.
- 4.4.18 Development will be expected to relate to the existing centre and create active frontages along the main roads. Existing pedestrian routes between the opportunity

site and the heart of the centre are relatively poor due to the major road junction acting as a barrier to movement. Where development of town centre uses are proposed, improved links between the site and centre need to be fully addressed as part of proposals to ensure that linked trips to existing shops and facilities can be maximised and to mitigate potential adverse impacts on the vitality and viability of Hunslet Town Centre resulting from proposals for this site.

**Under Policy AVL7, Church Street / Balm Road (AV48) is allocated for housing and mixed use development to include a significant proportion of housing, and other uses specified below:**

- **Shops;**
- **Financial & professional services;**
- **Restaurants & cafes;**
- **Pubs & bars;**
- **Offices;**
- **Assembly & leisure uses; and**
- **Community facilities**

**Site requirements:**

- **In accordance Core Strategy Policy P8, proposals for town centre uses will not be permitted unless they clearly demonstrate that there will be no significant adverse impact on vitality and viability or planned investment in Hunslet Town Centre or other designated centres.**
- **The design and layout of the development should relate positively to the existing town centre, such that it encourages linked trips between the site and existing facilities in the town centre.**
- **Improvements to pedestrian links between the site and the existing town centre across the Church Street / Balm Road junction will be sought.**
- **Proposals to improve pedestrian links between the site and the City South Retail Park to the south of the site are encouraged.**

## **Hunslet Riverside Opportunity Area**

4.4.19 Hunslet Riverside is the name given to a collection of key brownfield development sites and other land located on either side of the River Aire to the east of Low Road and south of the Inner Ring Road. This area has an important industrial legacy and many businesses remain in the area. Regenerating this area and integrating it into the rest of Hunslet and the wider area is crucial to implementing the vision of this plan.

4.4.20 Over 30 hectares of land has been identified in the area with potential for new sustainable development providing new homes and jobs and potentially new shops, leisure and community facilities. The majority of these sites are allocated within the Hunslet Riverside Strategic Housing & Mixed Use allocation which was made in the UDPR. The main development opportunities in the area are:

- **Bridgewater Road (AV40)**
- **Hunslet/Victoria Mills buildings (AV41);**

- Yarn Street (AV43);
- Smaller development sites and other opportunities.

- 4.4.21 The listed Hunslet/Victoria Mill buildings have been vacant for many years but are an important heritage asset and landmark for Hunslet benefiting from a location adjacent to the river. A key objective of the plan is to see these buildings returned to active use as part of a development scheme which secures the future of the buildings and acts as the focal point of the Hunslet Riverside area.
- 4.4.22 The regeneration of the area is already underway with the H2010 development of 287 houses and flats on the Yarn Street site. This scheme has opened up the waterfront providing high quality areas of public realm and allowed the Trans Pennine Trail to pass alongside the river. The new homes are energy efficient and the heat to the site is provided by a combined heat and power plant and district heating network. The site contributes 173 dwellings to the housing target over the plan period.
- 4.4.23 Across the river from Hunslet/Victoria Mills and Yarn Street, the Bridgewater Road site offers a major opportunity to create a sustainable waterfront development. Key issues for this site are connecting it with services and facilities in Hunslet and integrating the site into the area's green infrastructure network.
- 4.4.24 The area has also been identified as having potential for rail freight and canal freight uses through the NRWLP which proposes a rail sidings allocation at Bridgewater Road (South). These proposed designations are shown on the Area Map.

#### **Hunslet/Victoria Mills site**

- 4.4.25 The remaining buildings at the Hunslet / Victoria Mill site are Grade II\* and Grade II listed. Former mill buildings are very flexible structures that can be converted into a wide range of uses. There are many examples in Leeds and across the country of mill buildings being successfully converted.
- 4.4.26 The buildings and site have planning permission and listed building consent for 699 flats which would involve conversion of the listed buildings and some new build development. Given changes in the housing market since that permission was granted in 2003 the scheme may not be delivered in its current form but this provides the basis for identifying the site for housing under Policy AVL6.
- 4.4.28 The key objective is to bring the listed buildings back into active use and restored to their former glory, acting as a focal point for the regeneration of the Hunslet Riverside area and opening up the waterfront for recreational use. The approach is to be flexible about the use of the site, where this is appropriate, on the basis that the listed buildings are retained and brought back into use within the new development. The aim of this is to enhance the prospects of achieving a viable development given the higher than normal costs of restoring the listed buildings.
- 4.4.29 Suitable uses for the site are set out in the policy below. Some of these are town centre uses such as retail, offices and a hotel, which would normally be directed towards existing centres. In these exceptional circumstances it is considered appropriate to include these as potential uses within the acceptable mix providing it is demonstrated this would not adversely impact the city centre and other centres. In this respect, a comparison retail use would be expected to be of a factory outlet type use rather than the type of shopping usually found in the city centre. Issues such as

traffic generation and car parking requirements would also need to be addressed satisfactorily.

## **POLICY HU2 – HUNSLET / VICTORIA MILLS (SITE AV41)**

In addition to the housing use identified under Policy AVL6, the other acceptable uses of the Hunslet/Victoria Mills buildings and site (AV41) are:

- **Offices;**
- **Hotel;**
- **Education;**
- **Museums, galleries and exhibition halls;**
- **Small-scale convenience retail;**
- **Restaurants and cafes;**
- **Pubs and bars;**
- **Specialist retail uses.**

### **Site requirements**

- **The listed buildings are to be retained, refurbished and reoccupied as part of any development proposals;**
- **New buildings are permitted providing they preserve the setting of the listed buildings and are subordinate in terms of scale and massing, and form part of a comprehensive approach to the development of the site;**
- **Opportunities to create active frontages to the waterfront, Goodman Street and Atkinson Street are encouraged where this is consistent with preserving the setting of the listed buildings;**
- **For specialist retail uses, it is clearly demonstrated that the proposals, by virtue of the type of goods to be sold and their scale, would not have a significant adverse impact on vitality and viability and planned investment in Leeds City Centre, Hunslet Town Centre or any other designated centres.**
- **The site, or part of the site, is located within Flood Zone 3. Flood risk mitigation measures set out in the AVL flood risk exception test and the site-specific flood risk assessment should be applied.**
- **The site is located within Phase 2 of the indicative heat network shown on Map 6.**

### **Atkinson Street site**

4.4.30 The site at Atkinson Street (AV98), immediately to the north of the Hunslet / Victoria Mills site, is allocated as a further opportunity for housing and mixed use development. This could be developed alongside, as part of a comprehensive development, or as a later phase to the adjoining Hunslet / Victoria Mills development. The site is currently occupied by two industrial units but has been promoted by the site owner as a redevelopment opportunity.

4.4.31 Proximity to the glass manufacturing plant, located to the north of the South Accommodation, will need to be addressed within the design of the development and is likely to limit housing development on the western part of the site, immediately

opposite the plant. Office use is identified as a potential buffer use in this edge of centre location but it will be for detailed air quality, odour and noise reports at the application stage to propose suitable mitigation measures.

**Under Policy AVL7, the Atkinson Street site (AV98) is allocated for housing and mixed use development, to include a significant proportion of housing. Offices are identified as an acceptable use within mixed use development.**

### **Site requirements**

- **Provision of a suitable buffer between housing and the glass manufacturing plant north of South Accommodation Road which could take the form of development of other less sensitive uses, such as office development, to provide a physical buffer and visual screening to the plant. Air quality, odour and noise reports will be required to assess the impact on the development. Additional mitigation measures may be required to be incorporated in the development.**
- **The site is adjacent to a listed Hunslet / Victoria Mills buildings where consideration to the setting of the listed building is required.**
- **The site, or part of the site, is located within Flood Zone 3. Flood risk mitigation measures set out in the AVL flood risk exception test and the site-specific flood risk assessment should be applied.**
- **The site is located within Phase 2 of the indicative heat network shown on Map 6.**

### **Bridgewater Road**

- 4.4.32 At 19 hectares Bridgewater Road is the largest brownfield site in the Hunslet Riverside area. The site is mostly vacant, but some waste processing uses occupy parts of the site. Bridgewater Road is the only road access to the site linking to the Inner Ring Road via a small estate of commercial units. A branch line railway which serves the Tarmac plant to the north forms the north-eastern site boundary. The general character of the area to the north of the site is industrial, with the Knostrop WWTW to the south-east.
- 4.4.33 The River Aire corridor runs along the south-western boundary of the site with over 1km of waterfront. This area contains some well-established planting which provides a green backdrop to the river and is an important wildlife habitat.
- 4.4.34 The UDP allocation established the principle of housing development on the site, but to secure a sustainable and high quality development a number of issues need to be addressed.
- 4.4.35 Given the proximity of heavy industrial uses of the north and east of the site, only part of the site is considered to be suitable for residential. This is reflected in the NRWLP which allocates a 7.4 hectare site on the south west part of the land for new rail sidings.
- 4.4.36 This leaves an area of 11.2 hectares to the north west of the site which is considered to be suitable for housing and allocated under Policy AVL7 as Bridgewater Road North (AV40). This site has an estimated capacity of 425 new homes with a waterfront location. Achieving direct links to the rest of Hunslet on the other side of

the river will require a new/improved pedestrian / cycle bridge which is proposed as part of the Leeds Flood Alleviation Scheme (see below).

- 4.4.37 To protect the amenity of future residents it is important that a separate vehicular access is provided to serve the NRWLP site within the wider Bridgewater Road area. This is to avoid a situation where HGV traffic passes directly through a residential area.
- 4.4.38 The site lies along two green corridors identified on Map 5 and shown on the area map. The site has a key role in enhancing the River Aire corridor in terms of a green route for walking and cycling and whilst maintaining its function as a wildlife habitat. The Leeds Flood Alleviation Scheme removes Knostrop Cut, requiring diversion of the Trans Pennine Trail cycle path is through the Bridgewater Road site. This requires an alignment to be protected. A longer-term aspiration is to create a green route between Cross Green and Hunslet as shown on the area map. This can only be achieved if it is designed into the Bridgewater Road development.

**Under Policy AVL7, Bridgewater Road North (AV40) is allocated for housing:**

**Site requirements**

- **Preparation of a masterplan consistent with the general arrangement shown on the area map to determine the general layout of development, green space and green infrastructure provision and location of access points and roads;**
- **The design and layout of development to relate positively to the waterfront and complement proposals on the south west bank of the river, where this is consistent with protection of biodiversity and habitats of value;**
- **An Ecological Assessment of the site is required and where appropriate, mitigation measures will need to be provided including a buffer to the river bank reflecting, where possible, the AVL Green Infrastructure Network shown on the area map.**
- **A route close to the north east bank of the river to be safeguarded for the Trans Pennine Trail;**
- **A new or improved pedestrian/cycle bridge to be provided to link the site to the south west bank of the river;**
- **A suitable buffer to be provided to screen existing and proposed industrial and rail freight uses from housing to protect the amenity of future occupiers;**
- **Vehicular access to the site to be taken from Bridgewater Road. The NRWLP allocation immediately to the south west of the site should be served from a separate access from the point at which Bridgewater Road enters the site with no through route for general traffic to be provided between the two sites.**
- **Housing development (or any other type of development classified as ‘more vulnerable’ according to the NPPG) should not be developed in any part of the site lying within Flood Zone 3, as indicated in the Leeds Strategic Flood Risk Assessment or the Environment Agency Flood Risk Maps, whichever is the most up to date**

## Other residential development opportunities

4.4.39 The Goodman Street site, which is currently a coach depot, lies immediately to the west of the H2010 development at Yarn Street. Development of the site would complement neighbouring developments and proposals and could provide an extension to the heat network incorporated into the H2010 development, subject to capacity and feasibility.

**Under Policy AVL7, the Tetleys Motor Services site at Goodman Street (AV46) is allocated for housing.**

### Site requirements

- **The design of the scheme should relate to and complement the adjoining housing development at Yarn Street by virtue of its scale, massing, layout, density and orientation;**
- **The design should create a frontage onto Goodman Street and include a hard and soft landscape scheme which contributes to creating a green and attractive pedestrian route between Hunslet Riverside and Low Road as identified on the Area Map;**
- **The site, or part of the site, is located within Flood Zone 3. Flood risk mitigation measures set out in the AVL flood risk exception test and the site-specific flood risk assessment should be applied.**
- **The site is located within Phase 2 of the indicative heat network shown on Map 6.**

4.4.40 Further areas with potential for new housing are also identified within the Hunslet Riverside Opportunity Area. These areas include occupied industrial and other commercial buildings within an area bounded by Old Mill Lane, Atkinson Street, the Inner Ring Road, the A63 and Knowsthorpe Lane and a further area of land between Low Road and National Road. The intention of identifying opportunities is to indicate an area where housing and supporting uses may be appropriate (subject to certain constraints) and where this would be consistent with the vision and key aims set out in this area plan. The specific sites have been identified on the basis that redevelopment would provide one or more of the following benefits:

- encourage a clear, defensible boundary between existing and potential housing and industrial uses;
- encourage development that enhances the setting of historic buildings;
- facilitate the creation of improved visual and physical links between the Hunslet Riverside development sites and the River Aire corridor and Hunslet Town Centre; and/or
- consistency with the proposals and aspirations shown on the area map.

4.4.41 Such proposals could result in the loss of existing employment sites in the area. Future proposals will be assessed against the criteria for release of existing employment sites set out in Core Strategy Policy EC3. Where this requirement can be met, the Council would be supportive of retaining business and jobs within the area. Wherever possible, appropriate steps will be taken to assist businesses to relocate within AVL.



## **POLICY HU3 – HUNSLET RIVERSIDE OPPORTUNITY AREA (OTHER LAND)**

Within the Hunslet Riverside opportunity area identified on the Policies Map, redevelopment of existing buildings for housing is acceptable subject to the following considerations:

- A piecemeal approach to redevelopment of any of the above areas which is likely to adversely impact on the amenity of future residents by virtue of noise, dust, odour or other means and/or prejudice the operation of existing businesses will not be appropriate.
- The design of the individual proposals should relate to and complement the adjoining housing and proposals by virtue of its scale, massing, layout, density, orientation and access arrangements;
- Existing employment sites to be assessed against the criteria set out in Core Strategy Policy EC3.
- The flood risk sequential and exception test requirements to be satisfied.

### **Additional Employment sites**

4.4.42 In addition to the mixed use sites identified above, there are three smaller general employment sites identified in the area (sites AV42, AV45 and AV47) with planning permission which provide a total land area of 1.66 hectares and have potential to provide local job opportunities.

### **Transport connections**

4.4.43 There are significant opportunities to improve connections between Hunslet town centre, the city centre, Hunslet Riverside and the River Aire corridor. The NGT trolleybus route and improvements to the bus network in the Aire Valley, which can all significantly benefit Hunslet are considered in detail in the strategic connections section of the AAP.

4.4.44 The key priorities for the area are set out in Policy HU4 and identified on the area map.

## **POLICY HU4 – TRANSPORT IMPROVEMENTS IN HUNSLET**

The following improvements to the transport network in the Hunslet area are shown on the area map. Where appropriate and directly related to the development, proposals on identified sites, allocations and other sites will be required to provide or contribute towards provision of these improvements:

1. Improved pedestrian and cycle routes between the Hunslet Riverside Opportunity Area and Hunslet Town Centre, including a new/improved pedestrian/cycle bridge between the Bridgewater Road site and south west bank of the River Aire.

- 2. Improved pedestrian and cycle routes between Hunslet Riverside Opportunity Area and the South Bank and the proposed NGT trolleybus stop at St Joseph's.**
- 3. Relocation of the Trans Pennine Trail to the north east bank of the River Aire as shown indicatively on the Policies Map and area plan**

## **Low carbon energy**

4.4.45 Hunslet provides key opportunities to develop local networks for low carbon energy production and distribution through expansion of existing installations such as the combined heat and power plant (CHP) and heat network at the H2010 site at Yarn Street. The Hunslet Riverside sites could take advantage of their proximity to the existing Yarn Street CHP plant subject to the technical feasibility and capacity of the network.

## **Green Infrastructure in Hunslet**

4.4.46 The Hunslet area provides some of the most significant green spaces and green corridors in the Aire Valley. It also provides significant opportunities to extend and complete missing links to improve the connectivity of the existing green infrastructure network.

4.4.47 The Aire Valley Green Infrastructure study has identified the following corridors within the Hunslet area:

- River Aire corridor (including the Trans Pennine Trail)
- East End Park to Hunslet
- Hunslet green spaces
- Hunslet Lane / Low Road / Pontefract Road corridor

4.4.48 The River Aire corridor is particularly important asset for Hunslet as it provides links to other visitor attractions, green spaces and nature reserves along the valley and accommodates the regionally significant Trans Pennine Trail.

4.4.49 There is good overall provision of publicly accessible green space within Hunslet, with the area exceeding the Core Strategy standards for outdoor sport and amenity green space provision and children's & young people's facilities. There are deficiencies identified for parks and gardens and allotments (there is no existing provision in this part of Hunslet).

4.4.50 The quality of green space in Hunslet varies. Hunslet Green is an important outdoor sports facility in the heart of the area next to the town centre is assessed as the best quality green space in AVL, but no other sites in the area have met the Core Strategy minimum quality standard.

4.4.51 There are some issues relating to the distribution of existing green space. Most existing green space is located to the west side of Low Road and the major roads provide a barrier to accessing these spaces from the Hunslet riverside sites. Conversely, other recreation/leisure opportunities along the waterfront have poor connections from existing residential areas of Hunslet.

4.4.52 New development will provide opportunities to provide new and improve existing green spaces to meet existing deficiencies and to support new development, particularly in the Hunslet riverside area.

- 4.4.53 The Leeds FAS and NGT trolleybus schemes are additional proposals with potential to bring funded green infrastructure improvements to Hunslet.
- 4.4.54 The Council will also support initiatives for local food production on underused green spaces and areas of public realm where this is appropriate to the other functions of the space.

## **POLICY HU5 – GREEN SPACE AND GREEN INFRASTRUCTURE IN HUNSLET**

The green spaces and wider green infrastructure network shown on the Policies Map and area map will be maintained and enhanced through the following range of measures. Where appropriate and directly related to the development, proposals on identified sites, allocations and other sites will be required to provide or contribute towards provision of improvements:

1. Protection and improvement of areas of the Leeds Habitat Network along the River Aire corridor as identified on the area map.
2. Provision of new green space within housing and mixed use allocations in accordance with Core Strategy Policy G4.
3. Improvement of green spaces identified on the area map.
4. Identifying opportunities to encourage local food production in consultation with local residents and community groups.
5. Other measures to green the area, improve the quality of the local environment and improve access to green spaces, including street tree planting where appropriate.

### **Heritage**

- 4.4.55 In addition to the Hunslet / Victoria Mill buildings, there are also a number of other listed buildings in the area which are shown on the area map, including the Hunslet Baptist Church building on Low Road.
- 4.4.56 A number of locally important undesignated heritage assets are also shown on the area map, including Hunslet Library which remain important local facilities and provide a few remnants of the area's past.

## 4.5 CENTRAL AIRE VALLEY

- 4.5.1 This area plan covers a large area in the central part of AVL, including the LCREZ and two existing industrial/business areas - the Cross Green Industrial Estate and Stourton. The plan shows how the spatial strategy and plan wide policies will be applied in this area.

### SPATIAL VISION

*The LCREZ will drive local growth and attract new business, jobs and investment into Leeds and its city region. The existing business and employment areas of Cross Green and Stourton will be recognised as high quality business locations and will become gateways into the urban area of Leeds, led by high profile development, such as Leeds Valley Park. Together these areas will create up to 15,000 new jobs, many for residents living in local communities, and attract significant investment into the area.*

*Transport improvements, led by construction of an all-purpose bridge crossing at Skelton Grange and including other road improvements, the NGT trolleybus network and new bus services, and new walking and cycling routes will transform physical access to jobs created in the area, from across the city and in particular from nearby communities in east and south Leeds. Environmental improvements secured from these projects will help to green important routes in the area.*

*The high quality waterfront will be a place that attracts many people to visit the Thwaite Mills museum, to walk, cycle and for water-based recreation. The area will link into a wider network of green spaces, wildlife habitats and visitor attractions along the River Aire and Wyke Beck, such as St Aidans, Fairburn Ings and Leeds Dock. The waterfront will be connected into a high quality local green infrastructure network of green routes and corridors.*

*The potential of the area for low carbon energy generation will have been maximised, where this is consistent with securing a high quality environment for local residents and visitors, and a network will distribute this energy to local businesses, homes and service providers.*

### OBJECTIVES

1. Maximise the benefits of the LCREZ for local communities, for Leeds and for LCR by ensuring that the necessary infrastructure and business employment and training support are in place to attract new business investment and create new jobs.
2. Ensure the area continues to be a key employment and business centre for Leeds and LCR, home to both national, regional and local enterprises, supporting growth sectors such as the health and medical, advanced manufacturing, logistics and low carbon industry and providing jobs opportunities for local people.
3. Create a place that is an attractive and green gateway into Leeds, led by high quality development on the Logic Leeds, Temple Green and Leeds Valley Park sites by providing landscaped green routes into the city.
4. Ensure that the LCREZ and the Cross Green, Skelton Grange and Stourton areas are well connected to each other, the city centre and to communities in east and south Leeds by a high quality transport network including the NGT trolleybus system, frequent

bus routes, park & ride facilities and walking and cycling routes which offer a genuine alternative to the car and help to reduce congestion on local roads.

5. Ensure that the river corridor is recognised for its attractive environment, widely used by local residents and visitors for activities such as walking, cycling and water-based recreation and forming part of an enhanced green infrastructure network which connects into wider networks.
6. Create a low carbon energy hub connecting the area's low carbon production opportunities, such as the RERF at Newmarket Approach, with existing energy users and future developments via a local heat network helping to reduce the running costs and improving the environmental performance of commercial buildings and domestic homes in the Aire Valley.

## THE LOCAL AREA

- 4.5.2 This area is the commercial heart of AVL. It is a major business location which provides a large number of local jobs focused in the office, manufacturing and distribution sectors with potential to expand through the development of the largest grouping of employment sites in Leeds. The catalyst for future business and job growth in the area is the LCREZ.
- 4.5.3 The two principal employment areas are the Cross Green Industrial Estate, to the north of the river, and the Stourton area to the south. The Knostrop Waste Water Treatment Works are a major feature of the area lying immediately east of Cross Green. The major development sites are located in the east adjacent to the M1 motorway.
- 4.5.4 The area benefits from excellent links to the motorway network. Stourton is served by junctions on both the M1 (J44) and M621 (J7) motorways and the area to the north is served by J45 on the M1. Access to J45 is provided by the A63 Pontefract Lane which provides a dual carriageway link into the city centre. Its prominent location means the area is an important gateway into Leeds for many visitors, which is further emphasised because the area is visible from the elevated section of motorway.
- 4.5.5 Whilst strategic transport links are being improved, north to south connections within the area and to adjacent local communities fail to provide adequate access. There is limited access between Stourton and the north side of the river corridor. The existing bridge at Skelton Grange is single carriageway and has limited capacity and there are no direct walking, cycling or public transport services across the river. The current public transport network is very limited north of the river, although some of the infrastructure is already in place to support future services and provide links into local communities.
- 4.5.6 The River Aire corridor is a key asset. The Trans Pennine Trail runs between the river and the Aire and Calder Navigation, providing an attractive and green environment for walking and cycling, with links to the city centre and Lower Aire Valley. The listed Thwaite Mills watermill, located on an island between the River Aire and the Aire & Calder Navigation, is one of the last remaining examples of a water-powered mill in the country and is now open as a museum and educational resource. The navigation is an important resource for potential water-based

transport for both leisure and freight purposes. The river is also an important wildlife habitat which links to regionally important nature reserves in the Lower Aire Valley.

- 4.5.7 The Wyke Beck also runs through the area from Halton Moor in the north, through the LCREZ, before it crosses the motorway and joins the River Aire near Skelton Lake. The majority of the beck in this area has been degraded by the creation of culverts and man-made concrete channels, but nevertheless retains an important function as a wildlife habitat and green corridor linked to habitats further up the Wyke Beck Valley.
- 4.5.8 Temple Newsam lies immediately to the east of the LCREZ. This is the largest park in the city and appears on the register of historic parks and gardens. There are important views to consider between this area and the estate.
- 4.5.9 The area has very few residents, but it does adjoin a number of communities in east Leeds (including Halton Moor, Osmondthorpe, Cross Green, Richmond Hill and East End Park) and south Leeds (including Belle Isle, Middleton, Hunslet and Rothwell). Many of these communities suffer from higher than average levels of deprivation and unemployment. Creating better links between these communities and the existing and potential jobs offered is a key priority both in terms of providing better transport connections and ensuring local residents have the necessary skills, training and assistance to access new jobs.

### **Leeds City Region Enterprise Zone**

- 4.5.10 The LCREZ includes 142 hectares of development land located on both sides of the East Leeds Link Road. There are four sites which make up the LCREZ which are shown on the area map:
1. Newmarket Lane (9.2 ha)
  2. Thornes Farm (21 ha)
  3. Logic Leeds (49 ha)
  4. Temple Green (63 ha)

### **Cross Green Industrial Estate**

- 4.5.11 The Cross Green Industrial Estate located to the north of the River Aire is one of the largest purpose built industrial estates in the city. It is home a large number of businesses in the manufacturing, distribution and waste processing sectors. The estate stretches north and south of the A63. To the west, the A63 separates the estate from the residential part of Cross Green.
- 4.5.12 Cross Green is characterised by large industrial and warehouse buildings surrounded by car parking and security fencing. There are few active frontages and supporting facilities. The environment tends to be vehicle dominated and unfriendly to pedestrians.

### **Skelton Grange (former power station site)**

- 4.5.13 The Skelton Grange site is served by a private single-carriageway bridge. There is a large National Grid electricity switching sub-station next to the power station site which serves a large area of the city.

- 4.5.14 The Skelton Grange Environment Centre is also located in this area close to the river. This is an important education and community facility which aims to promote an understanding of environmental issues.
- 4.5.15 To the west of the former power station there are former sludge lagoons associated with the waste water treatment works. This site has been capped to prevent potential leakage of pollutants into watercourses. The land along with the adjacent site next to the River Aire is now naturally regenerating with tree and shrub growth, forming part of the green corridor along the river.

### **Stourton**

- 4.5.16 Stourton is located between the River Aire in the north and the M1 and M621 motorways in the south. The west of the area bounds the residential areas of Hunslet and Thwaite Gate.
- 4.5.17 Stourton originally grew in the late 19th Century as a village providing housing for workers in nearby factories. By the 1970s the last houses had been cleared and Stourton's modern role as a business and industrial centre became established. The Stourton and Thwaitegate War Memorial standing at the junction of Pontefract Road and Wakefield Road is a reminder of the area's past.
- 4.5.18 Most businesses in Stourton are in the manufacturing and distribution sectors with a smaller office sector. Large employers include Arla, who have a large dairy operation and headquarters building just off M1 J44, and First Direct Bank on Wakefield Road.
- 4.5.19 Leeds Valley Park is one of the city's most important business parks, offering high quality, Grade A office space. Further opportunities remain available for construction and development of the later phases.
- 4.5.20 Pontefract Road and Wakefield Road (A61) are the main roads through the area providing links to M1 J44, M621 J7 and the city centre. The Leeds-Casteford railway line runs through the area supporting some rail freight operations.
- 4.5.21 Stourton is characterised by large industrial and warehouse buildings and which create similar issues to those noted for Cross Green. The highway and rail network in the area create barriers which make walking and cycling journeys difficult, particularly from communities to the south, such as Belle Isle and Middleton.

## **AREA-SPECIFIC POLICIES AND PROPOSALS**

- 4.5.22 This section sets out policies and proposals which are specific to the Central Aire Valley. These aim to deliver the vision, key aims and objectives for the area. Specific proposals are shown on the accompanying area map (Map 11).

### **Economy and jobs**

- 4.5.23 Central Aire Valley represents one of the most significant economic development opportunities in the LCR. The area contains over 200 hectares of land with development potential for a range of employment uses. Developed to its full potential, the area could create up to 15,000 jobs.

4.5.24 The economic potential of this area needs to provide significant benefits for local people, particularly the communities in east and south Leeds. This means providing training opportunities and high quality transport links, including public transport, walking and cycling links, between these communities and the major employment sites, allowing local people access to the newly created job opportunities.

### **Leeds City Region Enterprise Zone (LCREZ)**

4.5.25 The LCREZ is an unprecedented opportunity for business relocation and expansion, situated at the heart of the LCR. The LCREZ was established by the Government to drive investment, growth and job creation. Companies locating in the LCREZ will benefit from a package of incentives, including reduced business rates over a five year period, fast track planning and a business support programme. The LCREZ is expected to create up to 7,000 jobs and bring in £550 million of additional economic activity by 2025.

4.5.26 The four LCREZ sites have various planning permissions in place for employment use. Detailed proposals for each of the LCREZ sites are set out below.

### **Simplified planning in the LCREZ and Central Aire Valley**

4.5.27 To encourage business growth and expansion, simplified planning has been instigated as part of the package of incentives on offer to businesses locating within the LCREZ and other areas of the Lower Aire Valley. This includes:

- the preparation of two local development orders for the LCREZ; LDO 1 (Solar Panels), adopted April 2012 and LDO 2 (Extensions, alteration & changes of use) adopted August 2012 which also applies across wider specified industrial areas in Cross Green, Stourton and Hunslet.
- the use of planning performance agreements with developers to establish the procedures and timescales for the determination of reserved matters applications on LCREZ sites.

### **Transport & connections**

4.5.28 Section 3.5 sets out the key strategic transport improvements to be provided during the plan period, many of which have direct implications for, and improve the connectivity, of this area. Both the strategic and local improvements are summarised below and shown on the area map:

- The consultation route of the proposed HS2 line runs along the alignment of the existing Leeds – Castleford railway line through Stourton.
- A NGT Park & Ride site with up to 2,300 car parking spaces and vehicle depot located off M621 J7 in Stourton.
- A bus based park and ride facility serving the city centre, with 1,000 car parking spaces at Temple Green off M1 Junction 45. Opens Spring 2016.
- Potential for a NGT extension to Aire Valley (route to be determined)
- Provision of new and enhanced public transport services including:
  - a new radial bus link along the A63 serving the Cross Green Industrial Estate, the LCREZ and Skelton Gate development sites (based initially on the Temple Green Park & Ride service).
  - potential for orbital public transport routes linking east and south Leeds, running through the LCREZ.



- Potential for future enhancement of existing radial public transport routes serving the Stourton area and Leeds Valley Park.
- Junction improvements at M1 J44 & J45 and M621 J7 to increase highway capacity and improve traffic flow onto the motorway network during peak periods.
- Provision of a new bridge at Skelton Grange Road to enable public transport services to cross the river via a link between the A63 and Pontefract Road.
- Enhancement of the Trans Pennine Trail route, including improvement to the bridge crossing at Skelton Grange Road and provision of a possible alternative route along the northern bank of the river between Skelton Lake and Skelton Grange Road.
- A long term aspiration to provide a cycle superhighway route between Rothwell and Leeds City Centre along the Pontefract Road corridor.

### **Stourton Park & Ride**

4.5.29 The NGT trolleybus scheme includes for a 2,300 space park & ride facility and vehicle depot on a site at Stourton (site AV82). Current proposals show a residual area of land may become available to the south of the depot along the southern boundary of the site, next to existing housing and green space. This opportunity has been identified within the Middleton & Belle Isle Regeneration Framework as a potential site for housing. Given uncertainty about the land becoming available at this stage, it is to be identified within the wider park & ride site with any future proposals to be assessed against the criteria set out in Policy CAV1.

## **POLICY CAV1 – STOURTON PARK & RIDE SITE (AV82)**

**Site AV82 at Stourton is safeguarded for a park and ride facility and vehicle depot with supporting ancillary facilities associated with the NGT trolleybus scheme.**

**Other non-transport infrastructure uses, including housing and/or general employment will only be acceptable on any part of the site if it can be demonstrated that it is no longer required to deliver the strategic transport infrastructure needs of the district.**

### **Other local transport improvements**

4.5.30 Policy CAV2 below sets out a number of local improvements to the transport network. The main purpose is to improve pedestrian and cycling connections in the area, connecting local communities and improving access to employment, recreation and tourism opportunities.

## **POLICY CAV2 – LOCAL TRANSPORT IMPROVEMENTS IN THE CENTRAL AIRE VALLEY**

**The following local transport improvements in the Central Aire Valley are identified on the area map. Where appropriate and directly related to the development of allocated and identified sites, development proposals will be required to provide or contribute towards the following infrastructure improvements:**

1. **Provision of a safe and direct walking and cycling route between Leeds Valley Park and the NGT trolleybus park and ride site at Stourton;**

2. **Provision of a cycle route to connect the A63 cycle path with Leeds City Centre - Garforth Core Cycle Network route at Newmarket Approach;**
3. **Improvements to the A63 cycle route between Newmarket Approach and the junction with the Inner Ring Road;**
4. **A pedestrian/cycle path to run alongside the Logic Leeds site spine road (AV63) to connect Halton Moor to the A63 cycle path;**
5. **A pedestrian/cycle route to connect Skelton Grange Bridge, the A63 and the Skelton Gate development site and Skelton Lake area by opening the existing M1 underpasses, including provision of an alternative Trans Pennine Trail route along the northern bank of the river.**
6. **A bus gate at the northern boundary of Site AV63 to enable bus services to link the area to Halton Moor whilst restricting general traffic.**
7. **Improved bus services to Leeds Valley Park.**

### ***Green infrastructure***

- 4.5.31 This area is centred on an attractive section of the River Aire and Aire & Calder Navigation between Knostrop Weir and Skelton Lake, which incorporates the Trans Pennine Trail and the Thwaite Mill museum. It also includes the Wyke Beck corridor. The Temple Newsam estate lies on the edge of the area. To the south of the river corridor, in the Stourton area, there are a number of identified green corridors which link into the wider network in south Leeds. However, the network is fragmented in this area, with a number of identified gaps and parts of the area suffer from a degraded environment with limited green infrastructure provision.
- 4.5.32 In view of the opportunities identified in this area and the overall aim of protecting and enhancing the AVL Green Infrastructure Network, the specific proposals and site development requirements aim to:
- Provide a green setting for new development within the LCRESZ and other major development sites and main routes to attract new businesses to locate in the area;
  - Enhance the attractiveness of the River Aire corridor for tourism and recreation;
  - Enhance connections to and across the river and canal through the provision of high quality walking and cycling routes and bridges;
  - Retain and where possible enhance a connected network of natural habitats, particularly along the River Aire corridor;

### **Green space & the habitat network**

- 4.5.33 A significant opportunity is identified on the northern bank of the river. This area of land is allocated for employment use in the UDP, but is not considered to be deliverable for development during the plan period due to the high costs of remediating contaminated land. The land includes former sludge lagoons associated with the Knostrop works and adjoining land to the south covering a total area of over 20 hectares. Vegetation on the land is naturally re-growing and provides an opportunity for enhancement to create a mix of natural habitats including community woodland, grassland and semi-permanent wetlands.

## Greening the industrial areas

4.5.34 Potential enhancement projects linked to site development or habitat off-setting include the following proposals:

- A scheme to naturalise the engineered channel of Wyke Beck running through the Temple Green development site to create meanders, swales and ponds where possible. This is a conditional requirement attached to the existing planning permissions for development of the site.
- Securing green links (including tree and other structural landscape planting) along prominent frontages through the industrial areas where opportunities allow.
- Tree planting as part of the Temple Green park & ride.
- A flood alleviation scheme for the Logic Leeds development site to include a new open flood relief channel running between Halton Hill Recreation Ground and the A63.

## **POLICY CAV3 – GREEN INFRASTRUCTURE IN THE CENTRAL AIRE VALLEY**

The green infrastructure network shown on the area map will be maintained and enhanced through the following range of measures. Where appropriate and directly related to the development, proposals on identified sites, allocations and other sites will be required to provide or contribute towards provision of improvements or sought through the delivery of other initiatives led by the Council and other partners:

1. Integration of 20 hectares of previously developed, former employment land, to the north of the River Aire and west of the M1 motorway into the wider green infrastructure network.
2. Protection and improvement of other areas of the Leeds Habitat Network identified on the area map.
3. Improvement of green spaces identified on the area map.
4. Other measures to green and improve the quality of industrial areas, which are consistent with overall plan objectives to promote economic growth and create job opportunities.

## Low carbon energy production and distribution

4.5.35 There is considerable potential offered by the heat sources in this area. The RERF at Newmarket Approach is already enabled to generate electricity for the national grid and heat for a local heat network. If implemented, the first phase of a district heating network would be to the west of the area, beginning at the RERF and heading westwards towards the city centre. This western area adjacent to the phase 1 network route offers the greatest potential to benefit from the system. Development sites to the east of this area will rely on future network extensions. Until these extensions are confirmed, there is no potential for connections to the network for developments in the east of the area.

## DEVELOPMENT SITES

### LCREZ Site 1: Former Wholesale Market Site, Newmarket Lane

- 4.5.36 The former Wholesale Market site is 9.2 hectares. The southern portion of the site is allocated as a strategic waste site through the NRWLP as shown on the area map. The RERF is being constructed on the southern portion of the waste allocation.
- 4.5.37 The northern part of EZ site (4.7 hectares) is identified development in the short term. The Core Cycle Network (City Centre - Garforth route) lies to the north of the site forming part of a green corridor identified on Map 5. A landscape buffer separating the site from the green corridor should be retained in order to enhance the visual amenity and function of the corridor.

### LCREZ Site 2: Thornes Farm

- 4.5.38 Thornes Farm is part developed. A number of the plots are home to a growing number of businesses in the manufacturing and distribution sectors. The site is fully laid out, with building platforms prepared and all utilities in place. Five plots are under construction or available for development. A cycle path has been constructed through the site into the wider network and a bus gate provided on Halton Moor Road to allow bus services to access the site from Osmondthorpe to the north. The site is accessed off the A63 which gives it a high profile frontage along the southern boundary.
- 4.5.39 Thornes Farm was allocated for employment uses in the UDP and all remaining sites are carried forward to the identified in the plan.
- 4.5.40 The northern part of Thornes Farm includes an area of mature tree and shrub cover up to 20 metres in width, which provides an important buffer to the cycle path to the north and contributes significantly to the green corridor function. The eastern boundary of site AV62 adjoins the Wyke Beck green corridor (Wyke Beck is culverted at this point).
- 4.5.41 Site AV60 has an important frontage location on the A63 and is highly visible to passing traffic. The design and layout of new development on the site should respond to this context. Buildings and landscaping should be orientated to front onto the A63.

### LCREZ Site 3 – Logic Leeds (Skelton Moor Farm)

- 4.5.42 The Logic Leeds site is a 49.1 hectare site. The site is bounded by Thornes Farm to the west, A63 to the south, the Temple Newsam Estate to the east and the Halton Moor estate to the north. The site is allocated for employment uses in the UDP and has outline planning permission for 143,500 sqm of office, industrial and distribution uses plus ancillary and hotel development. The permission limits new office floorspace to a maximum of 43,000 sqm. The site is one of the largest employment and economic development opportunities in the Leeds portfolio and is geared towards providing units of 3,000 sqm and above to attract medium and large scale businesses. It is identified on the Policies Map for general employment uses (AV63)

- 4.5.43 The green corridor situated along the northern edge of the site includes the Core Cycle Network and links into the wider green space network in Halton Moor. A landscape transition zone is required to provide a buffer to the adjacent residential area and enhance the function of the green corridor. The eastern edge of the site adjoins Temple Newsam. This boundary is defined by the protected green space of Halton Moor Wood and Bell Wood. A limited landscape transition zone will be required between development areas and woodland areas in order to protect trees.
- 4.5.44 A new spine road from the Bellwood Roundabout to Halton Moor Road / Cartmell Drive will provide vehicle access to the site. The road includes a segregated cycle route linking to the existing cycle network at the north and south of the site. It will enable buses to access the site via a bus gate from Halton Moor housing estate, allowing services to be extended in the Aire Valley providing direct access to new job opportunities for local people.

#### **LCREZ Site 4: Temple Green**

- 4.5.45 Temple Green is the largest of the four LCREZ sites at 63.1 hectares and the only one located to the south of the A63. The site is bounded by the A63 to the north, the Knostrop WWTW to the west and the M1 motorway to the east. There are further areas of employment land to the south of the site, located outside the LCREZ. The site is mainly in agricultural use, but also includes the former Knostrop filter beds.
- 4.5.46 The site has outline planning permission for up to 275,000 sqm of storage and distribution (Class B8) uses including some land which lies outside the LCREZ boundary. Part of the site has a further permission for 152,500 sqm of industrial and B8 uses. It is identified on the Policies Map for general employment uses (AV64), except for part of the site allocated for strategic waste uses in the NRWLP (Site 202 on the area map).
- 4.5.47 The primary access to the site is from the Bellwood roundabout, off the A63. The site will need to link into the wider transport network and plays a crucial role in creating a north to south public transport link via Skelton Grange bridge which is set out in the transport strategy (Section 3.5). There is also potential to link to the Skelton Gate site to the east of the M1, along Knowsthorpe Lane via an existing underpass.
- 4.5.48 A number of green corridors run through and along the boundary of the site. These include the Wyke Beck which runs through the site in the form of a man-made channel. To improve the biodiversity habitat and maximize opportunities to enhance green infrastructure at this site, it is proposed to naturalise the channel. The site's prominent boundaries along the M1 and A63 offer potential to enhance green corridors to help frame and screen large scale buildings on the site.

#### **Skelton Grange**

- 4.5.49 The Skelton Grange area includes over 30 hectares of potential brownfield development land on the site of the former power station. The sites are accessed via the privately owned Skelton Grange Bridge which is currently restricted to one-way traffic.

- 4.5.50 The NRWLP allocates 11 hectares of the western portion of the site as a strategic waste site (shown as NRW Site 200 on the Policies Map). An ERF (incinerator) with capacity to accept up to 300,000 tonnes of non-hazardous waste per annum was approved in 2013 within the strategic waste site.
- 4.5.51 A greater area of land (which includes the NRWLP site and the land shown as site AV67 on the Policies Map) has outline planning permission for a mix of industrial and storage and distribution uses which allows development up to a maximum floorspace limit of approximately 80,000 sqm. As this permission overlaps with the ERF, it could not be implemented in full alongside construction of the ERF.
- 4.5.52 A further 7.8 hectares of land to the south (AV68) is also carried forward from the UDP and identified as a general employment site.
- 4.5.53 The improved bridge access to the site required by the above permissions will not provide the specification and capacity required to support site AV68 or the longer term development of the wider area such as the aspiration to provide a public transport link across the river to improve connections between communities in east and south Leeds to job opportunities provided in AVL.
- 4.5.54 A proposal to provide a new bridge (see Section 3.5) to replace the existing crossing forms part of the proposed Pontefract Road – A63 link road. Feasibility work has been undertaken to examine options for providing the bridge, with or without removing the existing structure which carries the electricity supply from the substation located next to the Skelton Grange site. The new bridge would be multi-modal, catering for buses, pedestrians and cyclists, as well as general traffic. It could also form part of a potential NGT trolleybus scheme expansion into this part of the area. It would require public funding (alongside potential developer contributions) and is included within the West Yorkshire Plus Transport Fund.
- 4.5.55 The layout of development on sites AV67 and AV68 will need to enable provision of a direct road link between the bridge crossing and the Temple Green development sites to the north, providing direct access from south Leeds communities to the LCRES.
- 4.5.56 These sites have an important role to play in enhancing the River Aire green corridor which runs along the southern edge of the site. The northern river bank offers the potential to provide an alternative route for the Trans Pennine Trail which would utilise the river crossing at Skelton Gate and link to the proposed pedestrian/cycle bridge crossing next to Skelton Lake. This would enhance the recreational value of this area opening it up to public access for the first time.

## **Leeds Valley Park**

- 4.5.57 Leeds Valley Park is an established office development located in the triangle of land between the M1 and M621 motorways and is a gateway location into the main urban area of Leeds. The land is allocated for employment use in the UDP.
- 4.5.58 The first phase of the park is home to national companies, such as Arla and BAE Systems and includes an on-site café and supporting services. The remainder of the site has potential for up to 46,000 sqm of additional office floorspace based on the earlier planning permission. The undeveloped part of the site alone offers potential for a further 3,000 new jobs making it one of the most significant employment

opportunities in the area. This existing commitment is to be carried forward in the AAP and shown as an office site on the Policies Map. Other employment uses are also likely to be acceptable subject to detailed design considerations.

4.5.59 Improved public transport access to the site is important given the expected number of jobs to be created and the limited number of existing services, serving the site. Green travel planning has a vital role to play in reducing the number of car trips to the site by employees and increasing take up of measures such as car sharing, shuttle buses, greater use of public transport, and walking and cycling to work where appropriate. There is an opportunity to provide a pedestrian/cycle link from the site to the proposed NGT stop and park and ride at Stourton using an existing pedestrian bridge over the M621. This would offer a connection to frequent public transport services from the city centre once the NGT scheme is operational. It would be dependent on improvements to walking routes in the Belle Isle area to complete the route, which is part of proposals set out in the Belle Isle and Middleton Neighbourhood Framework.

## **New employment opportunities in Cross Green & Stourton**

4.5.60 Both Cross Green and Stourton are well-established business areas, providing jobs in the manufacturing, distribution and office sectors.

4.5.61 Opportunities for new employment infill developments have been identified in the area, offering the potential to extend the range and number of local jobs. Allocations of land to provide general employment development in Cross Green and Stourton are set out in Policy AVL2 and are shown on the Policies Map. These are subject to any site requirements set out below

### **Former playing fields, Skelton Grange Road**

**Under Policy AVL4, Former playing fields, Skelton Grange Road (AV74) is allocated for general employment.**

#### **Site requirements**

- **An Ecological Assessment is required and, where appropriate, mitigation measures will need to be provided including a buffer to the south east boundary of the site.**

### **Stocks Bros, Pontefract Road**

**Under Policy AVL4, Stock Bros, Pontefract Road (AV80) is allocated for general employment.**

#### **Site requirements**

- **An Ecological Assessment is required and where appropriate, mitigation measures will need to be provided.**

## **Skelton Grange Road (East site)**

**Under Policy AVL4, Skelton Grange Road, East site (AV83) is allocated for general employment**

### **Site requirements**

- **An Ecological Assessment is required and where appropriate, mitigation measures will need to be provided including a buffer to the waterfront on the northern boundary.**



## 4.6 SKELTON GATE AREA PLAN

- 4.6.1 This area plan covers the land to the east of the M1, between the Temple Newsam Estate and the River Aire. The area includes an existing development site and Green Belt land, which includes Skelton Lake and the north bank of the River Aire. The plan shows how the spatial strategy and plan wide policies will be applied in this area.

### SPATIAL VISION

*Skelton Gate will be a sustainable, healthy, and vibrant community (with potential for 2,619 new homes), within a landscaped parkland setting which has Skelton Lake as its centrepiece. The layout will be walkable, supported by key local facilities, such as a through school, local shops and services, health services and green spaces.*

*A mix of housing, in terms of type, tenure and cost will provide opportunities for different households to live at Skelton Gate including families, single person households and older people. The development will be child friendly and promote healthy lifestyles and will maximise opportunities to generate and distribute low carbon energy to new homes and businesses.*

*The area will be well connected into the LCREZ, city centre and neighbouring communities by frequent public transport services and pedestrian and cycle routes providing access to jobs, education and leisure opportunities.*

*Skelton Lake will have become an important visitor destination and gateway to the Lower Aire Valley nature reserves, linked to other attractions along the River Aire and accessible from the waterways network. Improvements to the pedestrian and cycle network, including completion of the final phase of the Wyke Beck Way between Temple Newsam and Rothwell Country Park, will link to a network of leisure routes in east Leeds and along the River Aire corridor.*

### OBJECTIVES

1. Deliver a high quality, sustainable housing development of 2,619 homes supported by local facilities and services.
2. Secure improvements to the transport network in order to support new development and to enhance the recreational and tourism offer of the area, including improved public transport and walking and cycling connections.
3. Integrate new development within an enhanced green infrastructure network with good links into the wider network.
4. Promote an opportunity for a visitor destination in the area, based around Skelton Lake and linked to other visitor attractions via the river corridor and strategic walking and cycling routes.

## THE LOCAL AREA

- 4.6.3 The boundary of the Skelton Gate area is formed by the M1, the River Aire and Pontefract Lane and the Skelton Grange landfill.
- 4.6.4 Most of the site has been mined, filled and restored to agricultural use. Skelton Lake, was created as part of the restoration of the site. The lake is an attractive landmark which lies within the south west of the area. The area is entirely undeveloped and has no existing residents.
- 4.6.5 The area lies in an attractive green setting between the Temple Newsam estate to the north of the motorway and the River Aire corridor. Both Temple Newsam and the land to the south of the river, including Rothwell Country Park, rise steeply above the area framing its setting.
- 4.6.6 The planning history of the area can be divided into two separate areas:
- an existing employment allocation in the north of the area; and
  - land to the south of the allocation, which is Green Belt.

### ***The allocated development site***

- 4.6.7 A 72 hectare site off M1 J45 to the north of the area was allocated for a business park in the UDPR.
- 4.6.8 This land is mainly in agricultural use, sloping downwards from the motorway before rising to a plateau of land to the south, creating a natural bowl. Colton Beck runs through the centre of the site towards Skelton Lake. Wyke Beck, contained within a concrete channel, runs under the motorway and along the western boundary of the site southwards to join the River Aire.
- 4.6.9 Pontefract Lane runs between the northern boundary of the site and the M1. The road provides access from J45 to the hamlet of Newsam Green to the east of the area and to the Skelton Grange landfill site. The road has been made access only at Newsam Green. Knowsthorpe Lane is a private road which runs westwards from J45 under the motorway and through to the former Skelton Grange Power Station site.
- 4.6.10 An overhead power line and pylons from the electricity substation at Skelton Grange runs across the southern part of the development site.
- 4.6.11 The central part of the allocation (44 hectares) was granted outline planning permission for a business park with 100,000 square metres of office floorspace and ancillary development including retail uses and a hotel in 2006. The scheme has not been progressed. A planning permission is also in place for the laying out of access roads to link to J45 and a landscaping scheme which covers an area of 65 hectares in the central and eastern part of the site.

### ***Green Belt land***

- 4.6.12 The area to the south of the allocated development site all lies within the designated Green Belt.
- 4.6.13 Skelton Lake is a large water body covering an area of approximately 17 hectares. The lake acts as a flood storage area for the River Aire and provides an important habitat for many bird species and other wildlife. There are public rights of way around the lake which provide access.

4.6.14 The land to the east of the lake and south of the allocated site is raised on a plateau created from material deposited on the site. There is a steep bank separating the raised area from land to the north, west and south. At the top of the bank the land is flat and mainly in agricultural use with some small areas of woodland.

## **MAJOR HOUSING DEVELOPMENT OPPORTUNITY AT SKELTON GATE**

4.6.15 The plan proposes a major new housing development at Skelton Gate. The scale of the opportunity at the site is such that this represents one of the largest proposed housing schemes in the district, with potential for 2,619 new homes, making a critical contribution to meeting the identified needs of the district for new housing set out in the Core Strategy.

4.6.16 Skelton Gate has potential to become a sustainable, attractive and popular area to live if the following key opportunities are maximised:

- An attractive setting within an area of existing and new areas of parkland, access to Temple Newsam, the Wyke Beck Way and the Trans Pennine Trail and with potential links further down to the river to the lower Aire Valley nature reserves (St Aidan's and Fairburn Ings).
- Development is of sufficient scale to support frequent public transport services to the city centre, initially via the Temple Green Park and Ride and in the longer term through the potential extension of the NGT trolleybus network.
- Close proximity and access to new jobs created in the LCREZ and other parts of AVL.
- Ability to provide a scale of development which can support key local facilities and services such as food store, public transport services, a through school, access to key health services including GPs, pharmacies and dentists and green space.

4.6.17 Achieving sustainable development at Skelton Gate will require a comprehensive masterplanning approach which encompasses all the land within the area plan, including the existing development site and the Green Belt land to the south. It will need to address how this development is integrated and deliver improvement to the areas of parkland and recreation opportunities surrounding the site of which Skelton Lake is the most notable.

4.6.18 To deliver sufficient scale of development to support key local facilities, housing and supporting uses must be the principle use on all parts of the site deemed to be suitable. As an area that will potentially be home to over 5,000 people in the future, the development needs to be designed and laid out to look and feel like a residential community and this approach should apply from the entrances to the site and permeate throughout the development.

4.6.19 Some areas within the site will not be suitable for building new homes because there are constraints, set out in more detail below, which cannot be easily addressed. This provides an opportunity to integrate other uses within the development and provide new areas of green infrastructure connecting into the wider network.

## Securing a sustainable housing development

### *Key Principles for Design*

4.6.20 To deliver a new sustainable residential community, the details of the development's design will need to be consistent with the urban design principles set out below:

1. Establish the residential character of the area by creating a distinctive gateway at the entrance off the access road to the J45 roundabout, which provides a marked departure from the motorway environment. This should include appropriate detailing to highways, verges and signage to slow speeds, and use of landscape to influence perceptions back to the human and pedestrian scale.
2. Create layouts which are clearly anchored within the wider character and rural context, through use of borrowed landscapes, deliberately created key views and vistas, and retention and enhancement of existing green infrastructure corridors. including the waterway corridors.
3. Provide distinctive and attractive streets and public spaces, including high quality green spaces and use of street tree planting to create boulevards, to encourage community/neighbourhood identity and ownership.
4. Locate key facilities, such as the school, local centre and park centrally within the development, within walking distance of all parts of the site.
5. Create a child friendly environment which provides safe, easy and direct pedestrian /cycle routes to the school, shops and green spaces and incorporate road safety measures, such as 20 mph zones.
6. Seek opportunities to provide housing types and other services, specifically catering for the needs of older people in accessible locations, close to the local centre.
7. Create a suitable residential environment by mitigating proximity to the motorway as far as possible through provision of buffer areas of mixed use development, landscaping or other sound attenuation measures where necessary.
8. Maximise connectivity of the site to the wider cycle and pedestrian networks and points of interest, including Temple Newsam, Skelton Lake, Wyke Beck Valley, Trans Pennine Trail, Rothwell Country Park and the wider river corridor.
9. Encourage low-impact uses of Skelton Lake for recreation or leisure compatible with its wider habitat value.

4.6.21 The design, layout and phasing of the development will also need to into account the following issues:

### *Noise*

4.6.22 Traffic noise from the nearby motorway impacts on the northern and western parts of the site. Noise can be mitigated through the design of the development, for example, by optimising the layout and design of buildings, locating less noise-sensitive commercial uses closest to the motorway and through the construction of dedicated acoustic barriers and bunds. A combination of these measures will be required to reduce noise levels in proposed residential areas to acceptable levels.

### *Skelton Grange landfill site*

4.6.23 An operational landfill site lies immediately to the south west of Skelton Gate with permission to operate until 2016. The permission includes a condition for the site to

be restored within five years after the end of landfilling operations, or by 2021. Restoration works will incorporate the existing lagoon to the west of the landfill site and include landscape works such as habitat creation, tree planting and provision of gates, stiles and paths to allow public access. The operation of the landfill site will affect the phasing of development at Skelton Gate but also provides a longer term opportunity to create linked areas of parkland and green infrastructure.

#### *Geotechnical issues*

- 4.6.24 The developers of the site have undertaken a Phase 1 Geo-technical and Geo-environmental Study. This identifies that ground remediation will be required, including ground gas protection measures.
- 4.6.25 The principal geotechnical hazards relate to the thickness and variability of the made ground backfill which poses a significant risk relating to differential settlement. Special foundations are likely to be required which may include ground improvement over a large area and/or constructing all structures on a raft or piled foundations. The extent of remediation and land stabilisation work will need to be informed by further site investigations.

#### *Green Infrastructure, landscape and ecology*

- 4.6.26 The Skelton Gate site is located within the Strategic Green Infrastructure Network identified on Map 15 of the Core Strategy and includes woodland, wetland and grassland habitats. The AVL Green Infrastructure Network identifies green infrastructure within the site that should be retained, improved and integrated within new development wherever possible. The area map also indicates potential to link the site into proposed new areas of green infrastructure, such as the restored Skelton Gate landfill site.

#### *Access to facilities and services*

- 4.6.27 The site is not currently accessible to existing local facilities and services, such as schools, health services and local shops according to the Core Strategy accessibility standards. Consequently, unlocking the potential of the site will require provision of supporting facilities within the early phases of development to avoid creating a car-dependent community.
- 4.6.28 Some facilities, including a school, local centre (including local shops and other services) and health centre / doctor's surgery, will need to be provided on the site, within walking distance of homes to satisfy the accessibility standard. The scale of housing development proposed is considered to be large enough to provide and sustain these important services in the longer term. As one of the largest housing allocations in the district, which will mainly take the form of family-sized homes, a through school consisting of a two form entry primary school to serve the development and a four form entry secondary school to both serve the development and help to address the wider needs of the district is justified.

#### *Highway access*

- 4.6.29 The principal highway access to the site will be taken directly from an access road linking to J45. The first stage of the access road has planning permission. The options for alternative vehicle access could be via Pontefract Lane (which leads to the M1, J45) or Knowsthorpe Lane allowing access under the M1 from the west.

4.6.30 More detailed work is needed to assess the trip generation from the site onto the strategic highway network, during peak morning and evening periods. In principle the development can utilise the trips assumed for the existing business park proposal although the overall position will depend on the exact mix of uses proposed. The impact will be considered cumulatively in order to ensure that any commercial development proposed in early phases does not prejudice the long term delivery of the housing proposals.

### **Sustainable transport**

4.6.31 Securing frequent public transport services to the site is a key priority for creating a sustainable and inclusive housing development and to serve other facilities proposed at the site. This needs to be delivered as early as possible in the phasing of development to provide access for residents to the city centre and town centres and other employment areas and to reduce dependency on the car.

4.6.32 There are a number of potential options for securing public transport services to the development. These are:

- Extend services from the Temple Green Park & Ride to provide access from the city centre into the development site. A shuttle service between the Skelton Gate site and the park and ride is also a possible option.
- Use the Knowsthorpe Lane underpass under the M1 as an additional access point for bus services to create a circular route to the park & ride or, in the longer term, to provide a direct service to Pontefract Road using proposed link road and bridge to Skelton Grange Road.
- The potential to bring services through the site which would continue eastwards via Pontefract Lane. For example, a route linking to Colton via Bullerthorpe Lane which may offer a quicker service than using existing congested routes to the city centre. This option, which would require Pontefract Lane to be opened up for buses.

4.6.33 Within the site, services should be available within walking distance of all homes. From the outset, support services need to be integrated within the design of the development, with new access arrangements to the local walking and cycling network offering a convenient alternative to the private car.

## **AREA SPECIFIC POLICIES & PROPOSALS**

4.6.34 This section sets out area specific policies and proposals for the Skelton Gate Local Area to deliver the vision and objectives for the area. Specific proposals and designations which apply in the area are shown on the accompanying area map (Map 12).

### **Proposed land uses, scale and phasing of development at Skelton Gate**

4.6.35 A comprehensive masterplan to indicate the location of specific uses and key services and facilities will need to be prepared before development commences. The masterplan should demonstrate how the site requirements have been addressed.

Under policy AVL7, the Skelton Gate site (AV 111) is allocated for housing:

### Site requirements

- Preparation of a masterplan for the whole site (including Green Belt land to the south and the Skelton Lake area) that considers and identifies land for the site requirements.
- Provision of local facilities, to be located centrally within the site or within walking distance from all residential areas:
  - A local centre to include the following:
    - local shops (500 – 1,000 sq. m. total floorspace),
    - financial & professional services, cafés/restaurants, a pub (500 – 1,000 sq. m. total floorspace)
    - health services including GPs, pharmacies and dentists,
    - other community facilities including provision for older people, where appropriate;
  - A through school consisting of a two-form entry primary school and four form entry secondary school;
  - Green space, including a community park, children’s play facilities, allotments and amenity space.
- An Ecological Assessment is required and where appropriate, mitigation measures will need to be provided including retention and improvement of the AVL Green Infrastructure Network within and adjoining the development, wherever possible.
- Provision of a second primary access to the site at one of the two locations indicated on the area map to provide a separate access to the site to complement the access taken from the J45 roundabout. A secondary access is also required off Pontefract Lane.
- The site layout is designed ensuring that, wherever practicable, there are no homes located more than 400m walking distance to a bus stop.
- Ensuring that the pedestrian/cycle routes shown on the Area Map are incorporated within the development and are linked to all parts of the development by safe and direct routes.
- Housing development (or any other type of development classified as ‘more vulnerable’ according to the NPPG) should not be developed in any part of the site lying within Flood Zone 3, as indicated in the Leeds Strategic Flood Risk Assessment or the Environment Agency Flood Risk Maps, whichever is the most up to date.
- No housing development within 250 metres of the boundary of Skelton Grange landfill until later phases following cessation of the operational use and substantial completion of the restoration works.
- Inclusion of noise mitigation measures where appropriate.
- An Ecological Assessment is required and where appropriate, mitigation measures will need to be provided.

- **The site is located within Phase 3 of the indicative heat network shown on Map 6.**
- 4.6.36 Due to constraints, some parts of the site are not be suitable or viable for housing. Some of these areas can be incorporated within the green infrastructure requirements of the development, or incorporate specific commercial uses where this would be consistent with and help to facilitate housing development. Accommodating other uses could assist viability, thereby funding new infrastructure and facilities required in the early development phases.
- 4.6.37 Proposals for other uses would need to be incorporated within the overall masterplan for the site, help facilitate the delivery of the housing scheme and be phased alongside new housing. Proposals which would lead to the creation of a destination serving a wide catchment such as a retail/leisure park, motorway service area or other format which provides large areas of car parking and attracts significant trips to the site from the motorway network would not be consistent with this approach.
- 4.6.38 A food store is an acceptable use providing the scale is limited to that normally permitted within a local centre (up to 2,000 sqm gross floorspace). The location of the store should be linked into the local centre to allow people to walk between the two along a safe and direct route. This size of store would help to serve the weekly shopping needs of future residents of Skelton Gate, but it should not be of a scale which would attract trips to the site from long distances.
- 4.6.39 Office or other business units could also act as a buffer between the motorway and housing development along the western boundary of the site within the area indicated on the area map and could also help sustain local employment.

## **POLICY SG1: SKELTON GATE – NON-HOUSING USES**

**Within the framework established in the overall masterplan, the following additional uses will be permitted with preference given to locations within the site which have been identified as most constrained for housing development and subject to compatibility with the following requirements:**

- 1. A food store up to a maximum gross internal floorspace of 2,000 sq. m. to be located within or integrated with the local centre and connected to the rest of the centre by safe and direct pedestrian routes.**
- 2. Offices and/or other business uses (Class B1) along the western boundary of the site within the broad area indicated on the area plan, up to maximum total gross internal floorspace of 10,000 square metres.**
- 3. Other commercial uses not specified above or by other policies in this plan, providing they can be integrated with the wider housing site and would enhance the viability and deliverability of the overall development and help to deliver a sustainable housing development in accordance with Policy AVL7.**

**The development of the alternative commercial uses should be phased alongside delivery of new housing and other facilities.**



## Walking and cycling connections

- 4.6.40 Completion of the Wyke Beck Valley Way cycle route is an important priority. The Wyke Beck Valley Way currently provides a route between Roundhay Park and Temple Newsam which is mainly off-road and is part of the city's core cycle network. The final phase of the route is proposed to run through Skelton Gate site, past Skelton Lake over the river and navigation, where it would link with the Trans Pennine Trail and onto Rothwell Country Park (as shown on the area plan). This requires the construction of two new bridge crossings over the waterways. Funding has been secured for the construction of a bridge over the River Aire and over 200 metres of cycleway and the other elements of the scheme are part of the Fresh Aire Pilot Project for Skelton Lake and Wyke Beck.
- 4.6.41 This proposal is also part of a much wider scheme to link Roundhay Park (at the northern end of the Wyke Beck Valley Way) into a network of walking /cycling routes along the eastern edge of the Leeds urban area to be implemented through the construction of the East Leeds extension (including a new country park) and the Thorpe Park business park, including the creation of Green Park. This will eventually provide a circular network of routes linking back into Temple Newsam and the Wyke Beck Way and the Trans Pennine Trail. Rothwell would also be connected into this network from the south.

## SG2 - WALKING & CYCLING CONNECTIONS AT SKELTON GATE

The following improvements to the walking and cycling network in the Skelton Gate area will be required as part of new development where appropriate or sought through the delivery of other initiatives led by the Council and other partners:

1. Completion of the final phase of the Wyke Beck Valley Way Strategic Cycle Route between Temple Newsam and Bullough Lane (Rothwell Country Park), including bridge crossings over the River Aire and Aire & Calder Navigation as shown on the area proposals map.
2. Retention and improvement of bridleways and other public rights of way identified on the area map, including links to the restored site to be created following the closure of the Skelton Grange landfill site.
3. A new route under the motorway along the alignment of Knowsthorpe Lane linking Skelton Gate as part of a wider network of improvements providing links through to Skelton Grange Bridge and Pontefract Road to the south and the Temple Green and other LCREZ sites to the north.
4. Provision of a new route under the motorway along the north bank of the River Aire, linking the Trans Pennine Trail at Skelton Lake with Skelton Grange Bridge.

## GREEN INFRASTRUCTURE NETWORK

- 4.6.42 Skelton Gate lies at the confluence of the Wyke Beck and River Aire, linking two strategically important corridors, as well as Temple Newsam and Rothwell Country Park. Specific opportunities to improve the network in the area, in addition to provision of walking and cycling routes set out in Policy SG2. include:

- Creation of a visitor destination at Skelton Lake based on a nature reserve and recreational area to include a visitor centre;
- Integration of the restored site at Skelton Grange landfill site into the network;
- Enhancing the tourism potential of the River Aire corridor.

4.6.43 The area map identifies important green infrastructure corridors and sites which will need to be retained and improved within development with the aim of creating continuous, high quality green corridors between Temple Newsam, Skelton Lake, River Aire and along the Wyke Beck corridor.

### **Green space**

4.6.44 Applying the Core Strategy green space standards in policy G4 would require around 21 hectares of new green space for a scheme of 2,619 dwellings. However, it is important to recognise that the site is close to extensive areas of green space and the more efficient and sustainable approach would be to improve the quality of these green spaces and the walking and cycling access between them and the development site in lieu of some of the new on-site green space provision.

4.6.45 Nearby green space includes the natural green space around Skelton Lake and potentially links in to a much wider area of linear green space along the river corridor (see the 'country park' proposal in Section 3.6), ultimately linking to the RSPB nature reserves at St Aidans and Fairburn Ings in the Lower Aire Valley. This area is to be designated as protected green space under Core Strategy Policy G6. The site is also very close to Temple Newsam which is a city park with a broad range of facilities and is connected by a M1 underpass for pedestrians and cyclists.

4.6.46 Notwithstanding improvements to nearby green space, it is important that the Skelton Gate development provides high quality green space to serve future residents and to help create an attractive place to live for people of all ages. This includes parks and gardens, amenity space, allotments and children's play facilities within the types of green space provision required by the Core Strategy including a range of equipped children's play facilities.

4.6.47 Most of the green space should be provided in the form of a community park (as set out under site requirements) which under the definition set out in the Leeds Open Space, Sport and Recreation Assessment should provide for the local community as a whole, with multiple facilities for active and passive recreation with areas of formal landscaping. This should be centrally located within the development site within easy walking for future residents. There is an opportunity to link this new park with the Colton Beck green infrastructure corridor which runs through the centre of the site and into the wider network of green space. The aim would be for the park to be as multifunctional and flexible as possible to meets the needs of the community, including provision of equipped play facilities for young and older children and teenagers. The masterplanning work will determine the location and scale of the park within these parameters. Allotment provision and some amenity space provision and a children's play facility may be located separately within the development. The needs for outdoor sport facilities will be considered through the preparation of the masterplan. This will need to take into account existing and proposed provision with the wider east Leeds area, including that proposed at Green Park in Austhorpe.

## **POLICY SG3: GREEN SPACE AND GREEN INFRASTRUCTURE NETWORK AT SKELTON GATE**

In addition to the site requirements identified for Site AV111, the green space and green infrastructure network in the Skelton Gate area will be protected and improved by:

1. **Designation of the Skelton Lake area (50 hectares) as green space to be protected under Core Strategy Policy G6 and identified as a green space improvement site on the area map.**
2. **Retention and improvement of the green infrastructure network identified on the area map, including, where appropriate, quality improvements to habitats, access and rights of way and better signage and interpretation facilities.**

### **LEISURE & TOURISM**

- 4.6.48 Skelton Lake and its surrounds have the potential to become a new visitor attraction located along the River Aire corridor. The lake is already an important bird habitat, but there is limited recreational use of the area because current access arrangements are inadequate. There is a balance to be struck between managing and protecting habitats at the lake and opening up the surrounds of the lake to visitors.
- 4.6.49 The Council support the creation of a visitor attraction at the northern end of the lake along the southern edge of the housing allocation. The aim would be to build a visitor centre linked to management of the lake as a wildlife habitat. This needs to be a distinctive and sustainable building, exemplifying high standards of architectural and landscape design which is sensitive to its setting. It would act as a gateway into the Lower Aire Valley nature sites and river corridor from the urban area of Leeds.
- 4.6.50 Creation of a visitor centre fits into a larger green space enhancement project, including improvements to the natural habitat, public rights of way signage, interpretation, provision of bird hides and incorporating the area to the west of Wyke Beck. There may also be potential for better recreational use of the lake, for non-motorised water activities such as canoeing or sailing.
- 4.6.51 Attraction to the area could be further improved by creating an access to the site from the waterways network, for example through provision of a water taxi / river boat services and a stop and boat mooring facilities.

## **POLICY SG4 – NEW VISITOR DESTINATION AT SKELTON LAKE**

The following improvements in the Skelton Lake area are promoted and supported to enhance the potential of the area as a visitor attraction linked to other attractions along the River Aire corridor subject to the outcome of further feasibility work and securing funding and long term management arrangements:

1. **Provision of a new visitor centre at the northern edge of Skelton Lake to be integrated with the wider housing led development at Skelton Gate and related to long term management of the lake and surrounding land**

- 2. Support for the provision of river boat / water taxi services and stops and additional boat moorings along the Aire and Calder Navigation to provide access to Skelton Lake as part of a wider scheme to create a network of linked attractions and destinations along the river corridor which can be accessed by boat.**

## SECTION 5 - IMPLEMENTATION AND DELIVERY

5.1 Delivery of the AAP principles and policies requires organisation of various implementation and delivery mechanisms. Core Strategy Policy ID1 provides the overview of implementation and delivery mechanisms, within which the AVLAAP is set. The Council will continue to seek funding from a wide range of sources to help deliver the necessary infrastructure to enable delivery of the AVL vision. For instance funding may be provided by government in the form of supported borrowing and grants (normally for specific purposes, and particularly from the Department for Transport and the Department for Education). General funding sources investigated for LCC services also include retained non-domestic business rates, council tax, CIL, S106, generation of capital receipts, and the new homes bonus. Throughout the plan various mechanisms to ensure delivery of proposals and policies are mentioned. This section provides an overview of the wider delivery framework.

### **Assisted Areas Status**

5.2 Several wards within AVL are classified as assisted areas; Burmantofts & Richmond Hill, Temple Newsam and City & Hunslet. Assisted areas are those places where regional aid can be offered to undertakings, typically businesses, under state aid rules. This means that funding available through the Regional Growth Fund (RGF) can be awarded to companies who might not qualify under normal EU state aid controls. This is especially true of large companies who would normally be excluded from such funding schemes.

5.3 Identification of assisted areas is aimed at geographic and sectoral rebalancing of the economy, primarily by promoting manufacturing growth in traditional industrial heartlands. The existing assisted areas agreement with the EU runs to 2020. The Enhanced Capital Allowances (ECAs) available at LCREZ rely on assisted area status.

### **Leeds City Region Enterprise Zone (LCREZ)**

5.4 The LCREZ benefits from designation as an assisted area and in the March 2015 budget, the chancellor confirmed the two larger sites at Temple Green and Logic Leeds will be able to offer ECAs as part of their package of incentives to encourage manufacturing investment in the area. Consistent with assisted area status, ECAs will be available in the zone up to 2020.

5.5 The SEP identifies delivery of the EZ as the top priority for job creation in the LCR. In demonstrating their commitment, both the Council and the LCR have created programs to offer financial assistance to underwrite installation of core infrastructure and incentivise site take up. For example, substantial grants are available to business creating additional new job opportunities locating within the EZ. The Council has underwritten the construction cost of the Logic Leeds spine road.

5.6 In addition to the above incentives, businesses locating within the EZ before April 2018 will benefit from a non-domestic (business) rates discount up to a maximum of £55,000 per annum, aggregating at £275,000 over the five years.

- 5.7 Designation of an EZ also allows the LCR to retain any new business rates that become payable following the EZ designation in 2012. Estimates of plot development forecast this income at approximately £130M. This will be retained by the LCR for reinvestment within the city region and could further facilitate delivery of the EZ.
- 5.8 The Council have had previous success in securing £8.57M under the Building Foundations for Growth fund from central government. This kick started development at three sites by financing the remediation and infrastructure works.

### **HS2 and Transport for the North**

- 5.9 At an estimated £50 billion, HS2 is the largest national transport infrastructure project of a generation. Primarily financed from central government, its implementation is being managed by HS2 Ltd, a government owned company. The anticipated operational delivery date for trains carrying passengers on the new route between London and Leeds, via Birmingham, is 2033. Various delivery mechanisms are being established, such as a regional programme board for regional engagement, creation of a joint venture between London and Continental Railways and the Council to plan and deliver regeneration associated with HS2 Leeds, preparation of a planning framework and a master plan for the anticipated new station location.
- 5.10 HS2 will bring new capacity, as well as relieving congestion on existing rail routes, freeing them up for local and regional rail services. Leeds city station is already the busiest in the north of England and it is projected that passenger numbers will continue to grow. The eastern leg combines the economies of Leeds, Sheffield, Nottingham, Derby and Birmingham into a closer, more powerful coherent economic zone, linking the four main manufacturing centres in the UK. The eastern route has the highest benefit cost ratio for any section of the HS2 network. The HS2 station location provides an exciting new focus for aspirations and emerging plans for the South Bank area.
- 5.11 The Transport for the North (TfN) Strategy established a number of objectives across rail, highways, smart ticketing and freight that TfN will now work in partnership with Government to develop. Part of the proposals within the TfN strategy will increase frequency and speed of rail services between these two cities Leeds and Manchester.

### **Leeds Flood Alleviation Scheme (FAS)**

- 5.12 The £45M scheme will provide at least 1 in 75 year flood protection for the city centre and other communities along the river corridor to the east. The project extends 4.3km from the railway station to Thwaite Mills. This scheme replaced fixed weirs with adjustable weirs, removed Knostrop Cut to allow the river and canal to merge and installed linear flood defences in the form of walls and hard landscaping in the city centre. This scheme provides the city centre; over 3,000 homes and 500 businesses with flood protection from the River Aire and Hol Beck. The FAS will complete in early 2017, thereby reducing the flood risk at several identified and allocated sites in this plan.
- 5.13 The project funding is provided from a combination of public sector sources. The private business contributions will be generated through the Leeds Business Improvement District (BID) which covers the majority of Leeds City Centre.

- 5.14 There are two further phases planned; phase 2 to extend the scheme upstream of Leeds City Centre, to Newlay Weir, and phase 3 to increase the standard of protection to 1 in 200 years.

### **Local Growth Deal 2014**

- 5.15 In July 2014, the LCR agreed a £1bn Local Growth Deal with government to finance regional priorities with the purpose of creating thousands of new jobs and accelerating economic growth across the entire city region. The deal includes:
- £627m between 2015 – 2021 from the government’s Local Growth Fund to deliver the economic agenda outlined in the LEP’s [Strategic Economic Plan](#) – with £73m of new funding confirmed for 2015/16
  - £420m between 2015 – 2035 to deliver the West Yorkshire plus Transport Fund
- 5.16 Alongside other new funding streams, the Growth Deal provides £1bn of government investment and new freedoms and flexibilities to direct investment where it will be of maximum benefit to the regional economy.
- 5.17 As well as benefitting the whole Leeds City Region, the Growth Deal will enable delivery across the four strategic priorities identified in the SEP:
1. Supporting growing businesses
  2. Developing a skilled and flexible workforce
  3. Building a resource smart City Region
  4. Delivering the infrastructure for growth
- 5.18 The devolution of these powers and creation of the fund will directly benefit proposals within this plan. Recent approval has been given for the Temple Green park and ride to be financed through the West Yorkshire plus Transport Fund as the first phase of the Aire Valley Integrated Transport Package. The subsequent phases include a new, north south link road, a new river bridge and capacity works at M1 junction 45. There is also the potential for securing future growth deal funding for other proposals in this plan.

### **Development Management**

- 5.19 An element of development management is recognising that schemes need to be deliverable, and planning applications where viability is a concern may be submitted with a viability assessment which should contain sufficient evidence to enable officers to assess a scheme.

### **Delivery frameworks and masterplans and policies**

- 5.20 Site specific policies within this AAP are necessary to allocate the sites for land uses and establishing the minimum key requirements that will need to be delivered to ensure the site can be successfully developed. In relation to larger, more complex proposals and sites, wider consideration of issues and requirements is needed to deliver sites. The plan confirms that the sites at Skelton Gate and Copperfields require a more joined up approach through the preparation of a masterplan, involving all the necessary stakeholders. These masterplans will establish the blue print for the

comprehensive development of the sites. Other masterplans include consideration of the HS2 station and its links with the existing city station.

- 5.21 Masterplans can be prepared by land owners, developers or the Council working together, in consultation with other stakeholders, delivery agencies and infrastructure providers. To ensure consistency, masterplans will need to reflect the policy requirements presented in this plan.
- 5.22 Where an area is undergoing considerable change with many sites available for development over a similar timeframe then a framework would be prepared to ensure development of individual sites takes account of the wider issues. Frameworks are usually prepared by the local planning authority following consultation with stakeholders. The Council adopted South Bank Planning Framework in October 2011. To ensure consistency, this plan reflects much of the content presented in the South Bank framework.

### **Partnership working**

- 5.23 The Council will continue to work with partners, stakeholders, local communities, landowners, businesses, and developers in order to create joint visions for the future delivery of the plan and specific sites. This will ensure that development occurs in a planned way aligned with the Core Strategy and is viable and deliverable. The Council will take a positive and cooperative approach to potential investors to promote and support development and the economy across Leeds. Throughout the development of the AVLAAP, the Council has worked in partnership with infrastructure providers to identify the infrastructure required to enable new development on the sites identified and allocated in the AVLAAP.

### **Contingency**

- 5.24 There is inevitably an element of uncertainty in delivery when plans and strategies are drawn up and circumstances can change over time. The AAP has been developed over a number of years throughout various changing circumstances and has embedded a degree of flexibility for the future. Across the evidence base realistic market scenarios and viability considerations have been used. Some of the infrastructure planned is essential whereas other infrastructure is less critical and funding streams will be prioritised accordingly. Should key projects not receive funding, then the Council can respond and adapt as necessary through other existing or new mechanisms. Monitoring is an important aspect of contingency planning as it provides up to date evidence and feedback to enable review of the policies and progress towards delivery of the AAP's vision.

### **Monitoring**

- 5.25 Within the context of the Core Strategy monitoring framework, the Council will measure the performance of the AVLAAP by assessing how effective its policies and proposals are in delivering its vision and objectives. Monitoring of the AAP policies will be undertaken through the production of the annual Authority Monitoring Report (AMR). The AMR also allows early identification of issues that may require intervention.



## **Planning obligations and the Community Infrastructure Levy**

- 5.26 The Council reaches decisions on planning applications based on whether they accord with the relevant policies. However, it may be possible to make development proposals acceptable which might otherwise be unacceptable in planning terms, through the use of planning obligations, also referred to as S106 (section 106) agreements. These agreements can be used to prescribe, compensate, and/or mitigate the impact of a development. For a number of years the Council has pooled financial contributions from individual development's section 106 agreements to fund necessary improvements to public transport, green space, the road network, school expansion. Many of the projects for which the Council sought planning obligations have been superseded by the Community Infrastructure Levy (CIL). However, affordable housing provision will continue to be sought via a S106 Agreement as outlined in Core Strategy policy H5, and section 106s still have an important role for mitigating on site specific issues such as greenspace, flood defences and drainage, access and nearby junction improvements (also undertaken through Section 278 highways agreements).
- 5.27 Core strategy policy ID2 sets out the Council's proposal to use planning obligations, developer contributions, and the Community Infrastructure Levy in order to help fund infrastructure needed as result of new development. Planning obligations are also to be used to ensure non-physical measures such as training/skills initiatives and local labour agreements (Core Strategy policy SP8) and travel plans (Core Strategy policy T2 and the Leeds Travel Plans SPD).
- 5.28 The Council adopted its CIL on the 6<sup>th</sup> April 2015. The CIL is levied on new floorspace with a range of charges for different uses based on £ per square metre. It does not apply to affordable housing floorspace or where there are existing buildings to have a change of use or to be demolished. The residential rate for the city centre and the inner area is £5 psm and the remainder is £23 psm. Offices within the city centre boundary will be charged £35 psm, and supermarkets and comparison retail are subject to different charges depending on where they are located. All other uses are charged £5 psm. For more information and the full categories of the different rates see the charging schedule on the CIL webpage via [www.leeds.gov.uk/ldf](http://www.leeds.gov.uk/ldf).

# GLOSSARY

*[To follow]*

# APPENDICES

**Appendix 1: Schedule of Leeds Unitary Development Plan Saved Policies (at adoption of the Leeds Core Strategy – November 2014) to be revised/superseded by the Publication Draft AVLAAP**

*See separate document*