

Aire Valley Leeds Area Action Plan

Leeds Local Development Framework



Development Plan Document
Preferred Options Main Report
October 2007

Contact Details

Write to: LDF Consultation (Aire Valley Leeds AAP)
City Development
Leeds City Council
2 Rossington Street
LEEDS LS2 8HD

Telephone: 0113 247 8092

Email: ldf@leeds.gov.uk

Web: www.leeds.gov.uk/ldf

If you do not speak English:

If you do not speak English and need help in understanding this document, please phone: **0113 247 8092** and state the name of your language. We will then contact an interpreter.

We can assist with any language and there is no charge for interpretation.

যদি আপনি ইংরেজীতে কথা বলতে না পারেন এবং এই দলিলটি বুঝতে পারার জন্য সাহায্যের দরকার হয়, তাহলে দয়া করে 0113 247 8092 এই নম্বরে ফোন করে আপনার ভাষাটির নাম বলুন। আমরা তখন আপনাকে লাইনে থাকতে বলে কোন দোভাষীর (ইন্টারপ্রিটার) সাথে যোগাযোগ করব।

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

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

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

اگر آپ انگریزی نہیں بولتے ہیں اور آپ کو یہ دستاویز سمجھنے کیلئے مدد کی ضرورت ہے تو براہ مہربانی اس نمبر 0113 247 8092 پر فون کریں اور ہمیں اپنی زبان کا نام بتائیں۔ اس کے بعد ہم آپ کو لائن پر ہی انتظار کرنے کیلئے کہیں گے اور خود مہربان (انٹرپریٹر) سے رابطہ کریں گے۔

This publication can also be made available in braille or audio cassette. Please call: **0113 247 8092**



Aire Valley Leeds The Window to Leeds

Leeds City Council is consulting on the Preferred Options for Aire Valley Leeds between 5th October and 16th November 2007.

The Aire Valley Leeds Area Action Plan Preferred Options and supporting documents are available for inspection at the Development Enquiry Centre, City Development, Leonardo Building, 2 Rossington Street, Leeds, LS2 8HD (Monday-Friday 8.30am-5pm, except Wednesday 9.30am-5pm), the Central Library and the following libraries and One Stop Centres:

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

The documents are also published on the Council's website.

To download the proposals go to www.leeds.gov.uk/ldf and follow the speed link for the Local Development Framework.

A questionnaire is available to make comments.

Please return your questionnaire to the Aire Valley Leeds team address, on the inside front cover, by 4pm Friday 16th November 2007. Thank you.



Seeking Independent Advice and Support

Planning Aid provides free, independent and professional advice on planning issues to community groups and individuals who cannot afford to pay a planning consultant.

Yorkshire Planning Aid also provides a programme of community planning, training, and education activities.

For independent advice on this plan contact Yorkshire Planning Aid at:

The Green Sand Foundry
99 Water Lane, Leeds, LS11 5QN

Tel: 0113 237 8486

Email: ykco@planningaid.rtpi.org.uk

Website: www.planningaid.rtpi.org.uk

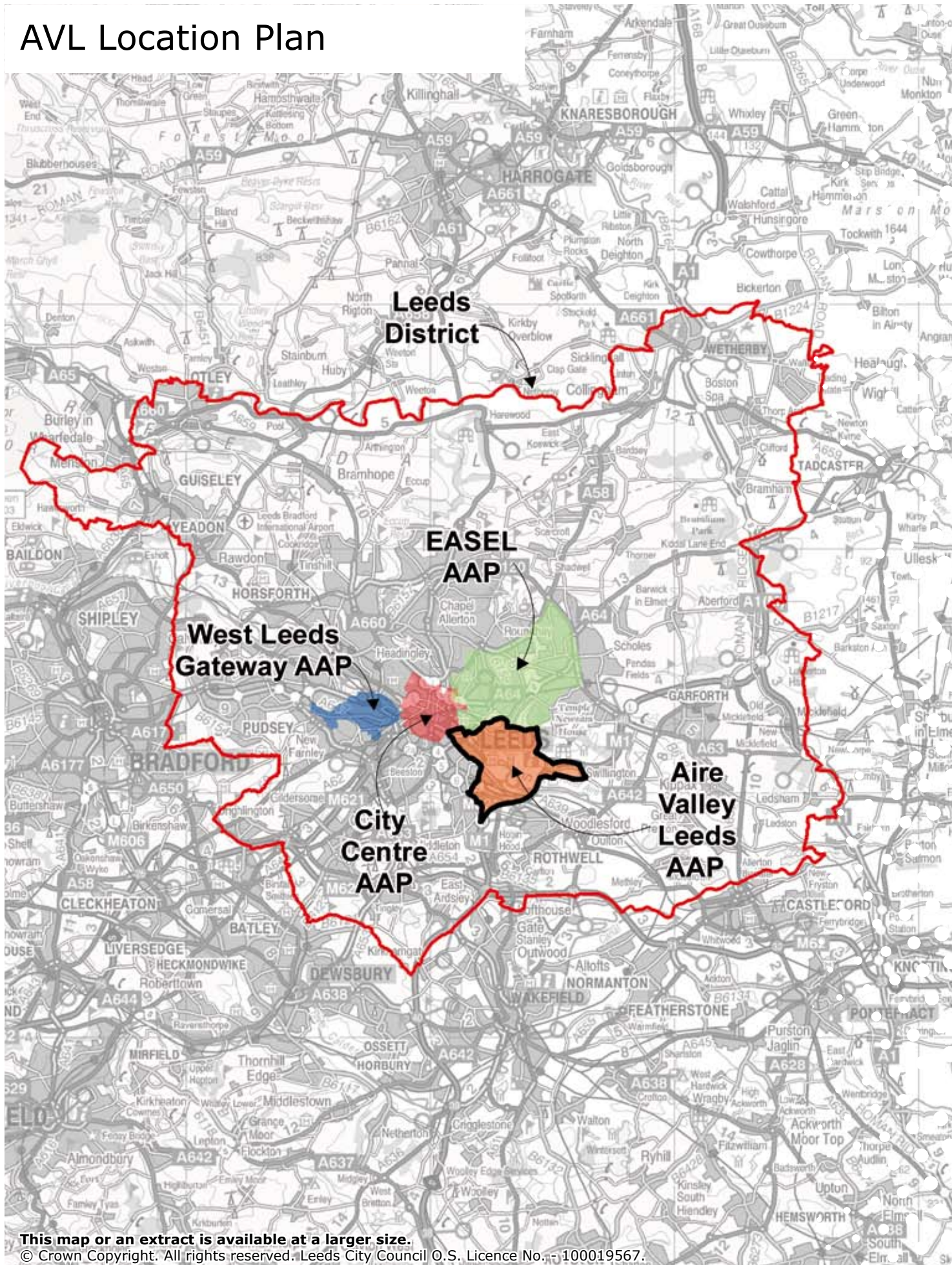
For general planning advice contact Planning Advice Helpline:

Tel: 0870 850 9808

Email: ykcw@planningaid.rtpi.org.uk

1. Introduction	Pg. 7
<i>What is an Area Action Plan?</i>	Pg. 7
<i>What are Preferred Options?</i>	Pg. 7
<i>What is a Sustainability Appraisal?</i>	Pg. 7
2. Location & Characteristics of the Area	Pg. 8
3. How the Preferred Options Have Been Developed	Pg. 13
<i>Influences</i>	Pg. 13
<i>AAP Boundary Changes</i>	Pg. 14
<i>Format of the Preferred Options</i>	Pg. 14
<i>Alternative Scenarios</i>	Pg. 14
4. The Objectives of the Area Action Plan	Pg. 17
5. Preferred Options: Strategic Themes	Pg. 18
<i>Employment Uses</i>	Pg. 20
<i>Housing</i>	Pg. 22
<i>Town Centres Uses</i>	Pg. 24
<i>Transport</i>	Pg. 26
<i>Waste Management</i>	Pg. 32
<i>Recreation</i>	Pg. 34
<i>Design and Environment</i>	Pg. 36
6. Character Area Framework	Pg. 41
<i>Clarence Road</i>	Pg. 42
<i>Hunslet Riverside</i>	Pg. 44
<i>Cross Green Industrial Park</i>	Pg. 48
<i>Knothrop</i>	Pg. 50
<i>Thornes Farm / Skelton Moor Farm</i>	Pg. 52
<i>Bellwood / Skelton Grange / Stourton Riverside</i>	Pg. 54
<i>Thwaite Mills</i>	Pg. 58
<i>Stourton Corridor</i>	Pg. 60
<i>Stourton North</i>	Pg. 62
<i>Leeds Valley Park</i>	Pg. 64
<i>Skelton Business Park</i>	Pg. 66
7. Delivery & Implementation	Pg. 68
<i>Introduction</i>	Pg. 68
<i>Physical Infrastructure</i>	Pg. 68
<i>Social Infrastructure</i>	Pg. 68
<i>Environmental Improvements</i>	Pg. 68
<i>Training & Employment</i>	Pg. 70
<i>Urban Design & Landscape</i>	Pg. 71
<i>Planning & Highways Obligations</i>	Pg. 72
<i>Delivery & Phasing</i>	Pg. 73
<i>Monitoring</i>	Pg. 73
8. The Next Steps	Pg. 84
<i>Appendix A. Links To Regional And Local Strategies</i>	Pg. 85
<i>Appendix B. Justification for Selecting Preferred Options and Rejecting Alternatives</i>	Pg. 87
Plans	
<i>Plan 1 – Context Plan</i>	Pg. 9
<i>Plan 2 – Character Areas</i>	Pg. 12
<i>Plan 3 – Core Transport Infrastructure</i>	Pg. 29
<i>Plan 4 – Public Transport Route Options</i>	Pg. 31
<i>Plan 5 – Proposals Map</i>	Pg. 39

AVL Location Plan



This map or an extract is available at a larger size.
© Crown Copyright. All rights reserved. Leeds City Council O.S. Licence No. 100019567.



River Aire Corridor



Industrial development, Stourton

1. Introduction

1.1 What is an Area Action Plan?

An Area Action Plan (AAP) establishes the planning framework for an area of major change. AAPs set out the distribution of land uses in an area. They also focus upon the implementation of development proposals and provide an important mechanism for ensuring development is of an appropriate scale, mix and quality.

The Aire Valley Leeds AAP will become one of the key documents in the Local Development Framework (LDF) for Leeds. The LDF will replace the existing Unitary Development Plan. It will provide a strategic planning framework for the city, guiding change over the next 15 to 20 years. When adopted, the LDF will form the statutory Development Plan for Leeds.

The LDF is made up of a number of documents. This includes a Core Strategy and Local Development Documents (LDDs). Some of these LDDs, known as Development Plan Documents (DPDs), will have the legal status of a development plan. Documents with this status will guide decisions on planning applications within the area they cover. The Aire Valley Leeds AAP is one of these DPDs. Early work undertaken to inform the forthcoming consultation on issues and options for the Core Strategy has helped to provide a frame of reference for the emerging AAP.

1.2 What are Preferred Options?

Work started on the Aire Valley Leeds Area Action Plan in 2005. Two periods of consultation have been undertaken on “Issues”, in Summer 2005, and “Alternative Options” (April to June 2006). This gave the local community, businesses and stakeholders an opportunity to comment on the key issues facing the area and on alternative options presented by the Council for the area’s future. These comments have been used to help prepare the City Council’s Preferred Options for the Aire Valley Leeds area.

The Preferred Options set out the City Council’s proposed policy direction for Aire Valley Leeds together with relevant proposals and details. This document provides an opportunity for communities and stakeholders to respond to the Preferred Options. Following a 6 week consultation period, the Council will take into account the comments received and produce the draft Area Action Plan which will go through a second period of consultation. Any unresolved issues will then be considered by an independent Government Inspector, who will make recommendations that the Council will be required to accept.

1.3 What is a Sustainability Appraisal?

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



Hunslet Mills & Neighbouring industrial uses



Knostrop WWTW

2. Location & Characteristics of the Area

2.1 Location

Aire Valley Leeds (AVL), situated within the Lower Aire Valley to the south east of Leeds City Centre, covers an area of approximately 1,000 hectares of land from the Royal Armouries Museum eastwards to the M1 motorway and beyond (see Plan 1). The River Aire and the Aire and Calder Navigation form a central waterways corridor through the area, with the Leeds-York/Selby rail line along the northern boundary and the Leeds-Castleford line to the south.

The area has over 400 hectares of land with potential for development. This potential combined with the area's proximity to Leeds City Centre, the communities of south and east Leeds and major transport routes such as the M1 make it a regeneration opportunity of regional and sub-regional importance. This is recognised in a number of plans and strategies at the regional, sub-regional and local level (see Appendix A, page 85).

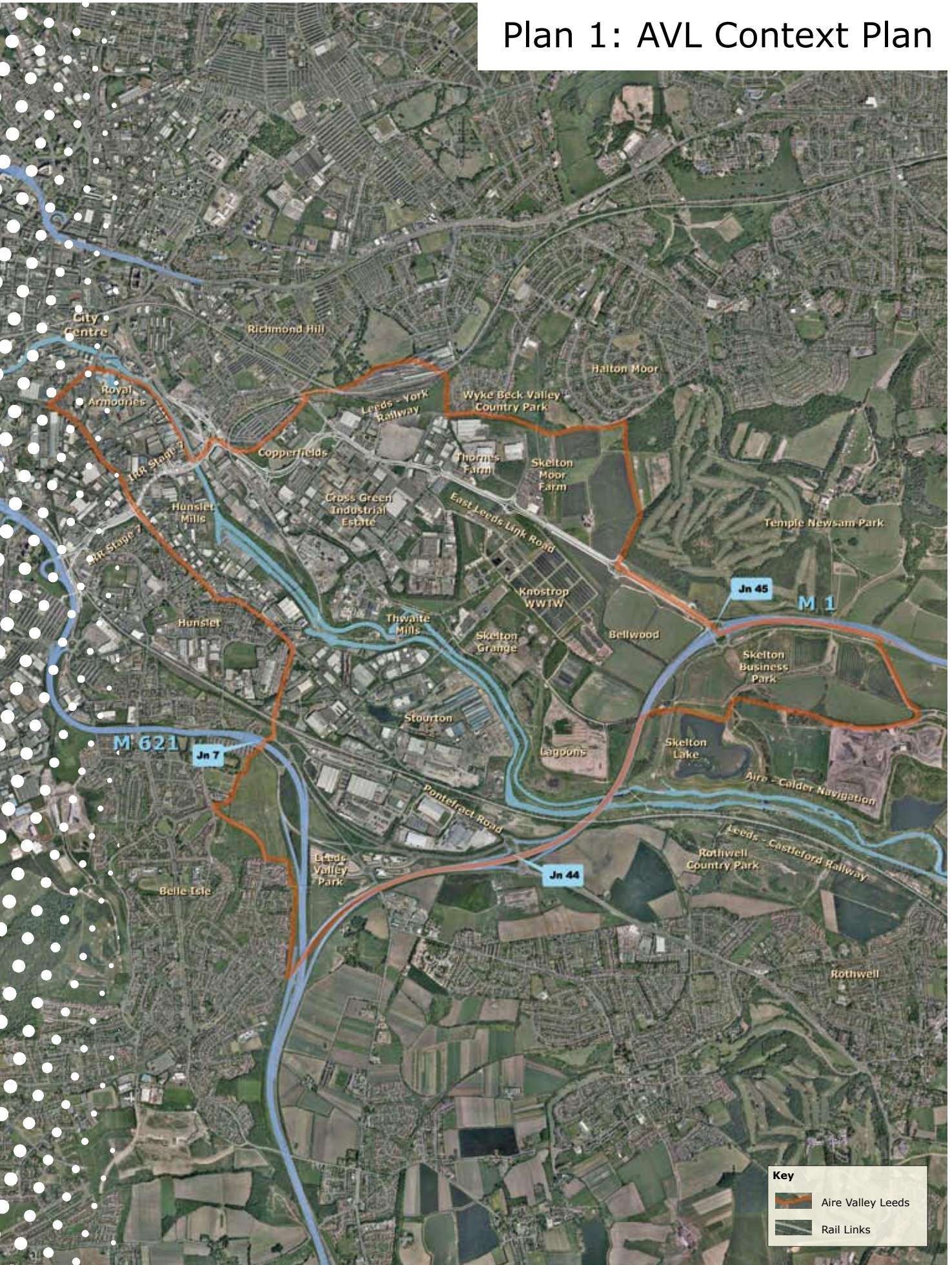
2.2 Characteristics

The area has traditionally been a focus for manufacturing and heavy industry in Leeds. The Cross Green Industrial Estate to the north of the river corridor and the Hunslet to Stourton corridor to the south are long established industrial areas. The area offers huge opportunities, most significantly, the availability of large development sites which are accessible to the City Centre, motorway network and to residential areas of Leeds and adjoining towns. In the past, many of the sites have been constrained by inadequate vehicular access. These problems will be substantially addressed by the construction of the East Leeds Link Road (ELLR). The ELLR, due to open towards the end of 2008, will link Junction 45 of the M1 with the Inner Ring Road east of the City Centre.

The ELLR will provide significant access improvements but further improvements are needed to the transport infrastructure. A new transport infrastructure grid is required made up of an integrated network of new roads, public transport routes, footpaths and cycleways. There is also potential to link with the rail network and river corridor. The north-south linkages through the area are particularly poor at present, hampered by the lack of a modern bridge across the river/canal between the Inner Ring Road and the M1 motorway. This makes it difficult for people living in surrounding areas to readily access the job opportunities available in AVL.

AVL is also an important strategic location for utilities infrastructure. The Knostrop Waste Water Treatment Works (WWTW) is one of the largest treatment works in the UK, covering 136 hectares of land to the north of the river corridor. Significant investment is being made by Yorkshire Water to improve the process and reduce the environmental impact of the works. This will result in further land being released for development. However, a major operational facility on the WWTW site is a long term commitment and consequently local amenity issues will be an important consideration for future development.

Plan 1: AVL Context Plan





For example, if uses other than industry and distribution, such as housing, are to be considered in the vicinity of Knostrop then future investment will be needed to remove any odour problem.

The land to the south and east of Knostrop at Skelton Grange contains a large electricity sub-station, which is another long term commitment. The cooling towers of the former power station on the adjacent land have been demolished and the land released for potential development.

Large areas of development land in AVL are heavily contaminated by current and past activity and will need to be cleaned up before development can take place. Other land in the area was formerly mined and some coal reserves remain but much of this land is now back in agricultural use.

Some of the land within AVL, alongside the River Aire, is at risk of flooding and this includes some of the major development sites. Managing these risks through adaptation and mitigation is therefore an important issue along with satisfying the Planning Policy Statement 25: Development and Flood Risk exceptions test.

Despite the industrial nature of the area, the river/canal corridor provides an attractive green route through the area which already includes the Trans Pennine Trail and has great potential for further enhancement. The corridor also includes historic listed buildings, such as Hunslet Mills, which has planning consent for conversion into apartments, and Thwaite Mills, which operates as a museum. Temple Newsam House and Park and Rothwell Country Park are located just beyond the boundaries of AVL to the east of the area. Skelton Lake immediately to the east of AVL, and further wetlands stretching down the valley, are to be managed by the RSPB.

2.3 Neighbouring Communities

There are important linkages between the community based regeneration initiatives taking place in East and South Leeds and the regeneration opportunities available in AVL. The area is surrounded by a number of housing areas including Richmond Hill, Osmondthorpe and Halton Moor to the north and Beeston Hill & Holbeck, Hunslet, Belle Isle and Middleton to the south and west.

These communities exhibit higher than average levels of deprivation across a range of indicators including income, employment, education, health, living environment and crime. Consequently, enabling local people to take up some of the new jobs created in AVL is important and one way of helping to address some of these problems. Improving physical access by providing attractive transport links, particularly high quality public transport, walking and cycling is vital. Equally important is the need to provide training opportunities, helping to match local skills with the requirements of employers, and to provide childcare facilities.

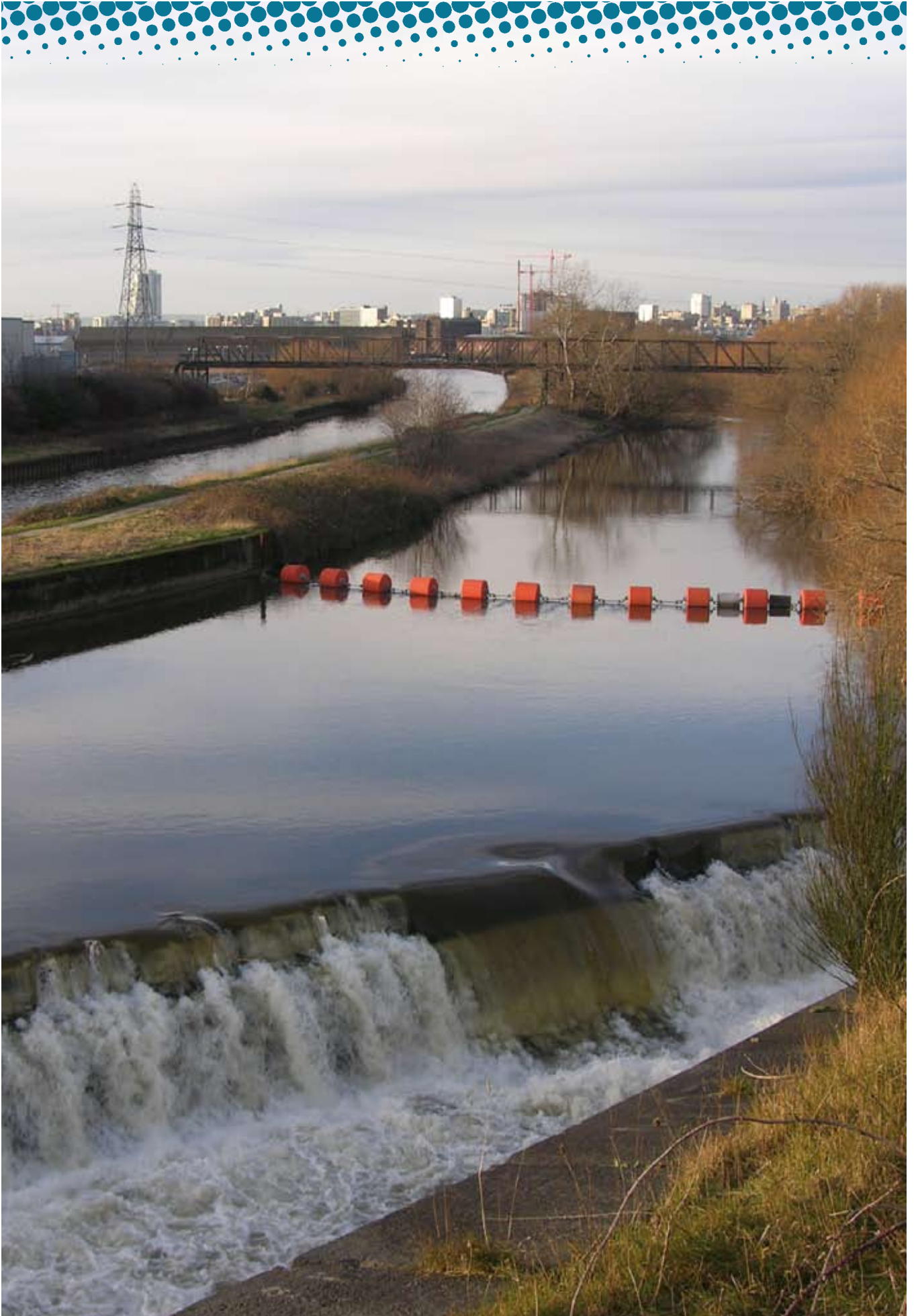
2.4 Recent Development

Some parts of AVL are already undergoing change. The influence of the City Centre has spread to the western part of the area reflected in the construction of the Leeds Museum Discovery Centre at Sayner Lane and the granting of a number of planning consents for high density, mixed use development on sites that previously accommodated industrial uses.

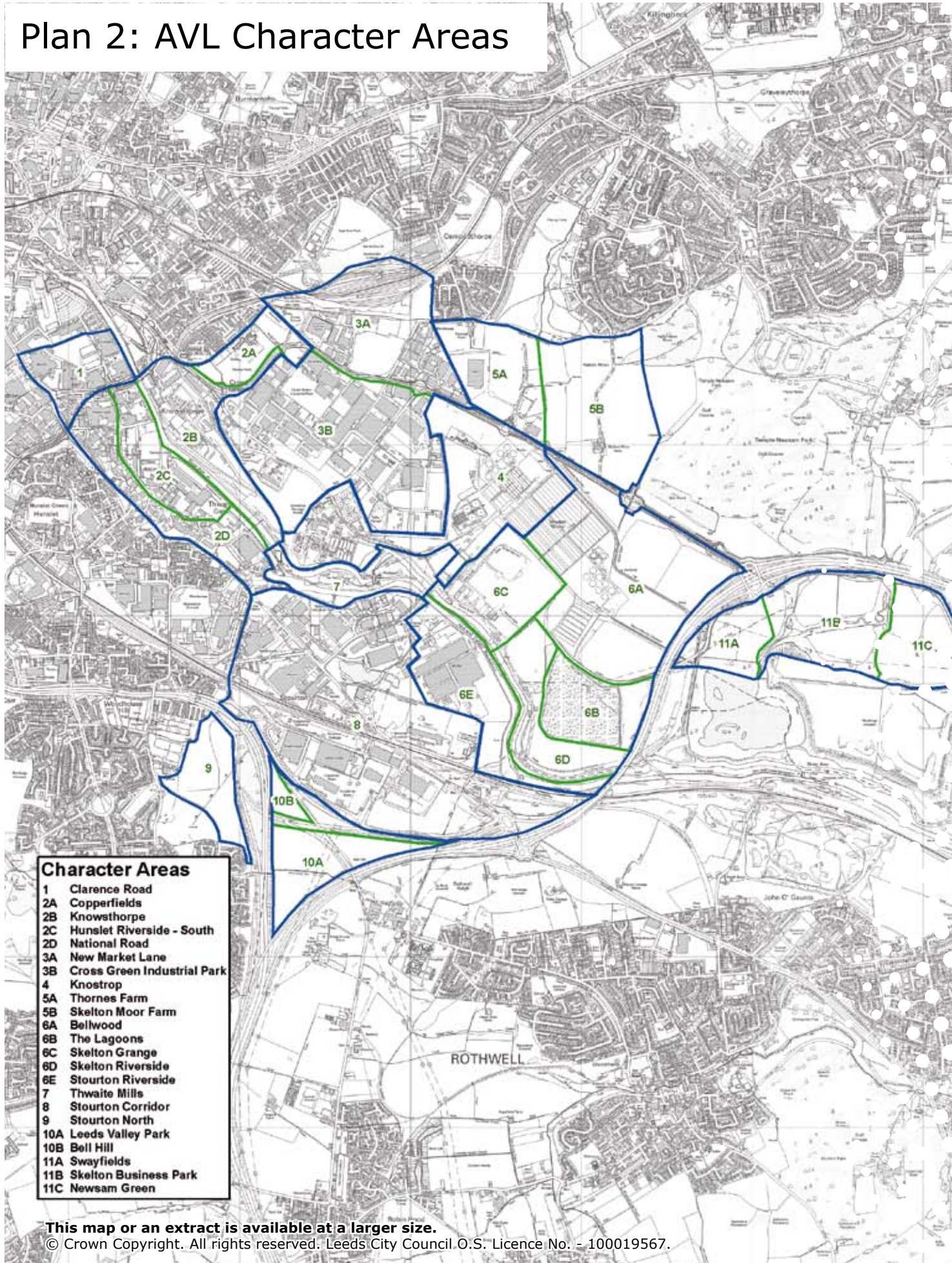
There have also been some important employment developments along Low Road and Pontefract Road to the south of the river corridor including the Arla dairy building close to junction 44 of the M1 and three new distribution units on part of the land formerly occupied by Bisons concrete works. A business park is also being developed in the south of AVL, at Leeds Valley Park. The first phase of units in the scheme is occupied and the second stage has now been constructed.

Planning consents were granted in 2006 for almost 180 hectares of mixed office, industrial and warehousing development on three large development sites to the north of the river in anticipation of the opening of the ELLR in late 2008.

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



Plan 2: AVL Character Areas



This map or an extract is available at a larger size.

© Crown Copyright. All rights reserved. Leeds City Council O.S. Licence No. - 100019567.



Brownfield development site



Public art, Leeds Valley Park

3. How the Preferred Options have been developed

3.1 Influences

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

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

i. Feedback from informal consultation on issues and alternative options

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

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

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

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

iii. Continued development of the evidence base

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

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

- a contaminated land review (to be completed);
- a partial update of the Leeds Waterfront Strategy (July 2006);
- an AVL Transportation Strategy (Halcrow, July 2004) ;
- a Review of Public Transport Provision in AVL (Halcrow, December 2006);
- a bus link study looking at linkages between AVL and surrounding communities (to be completed);
- a new bridge crossing feasibility study (LCC & Mouchel Parkman);
- a Housing Market Assessment for Leeds (Outside Research & Development, May 2007 – available on the Council’s website);
- a Strategic Flood Risk Assessment for Leeds (Jacobs - to be completed).

iv. Results of the sustainability appraisal

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

3.2 AAP Boundary Changes

The boundaries of the area covered by this AAP have been amended since consultation took place on issues and alternative options. An area to the north west of AVL, which includes the Royal Armouries Museum and Clarence Dock, has been deleted from consideration in this AAP.

The deleted area, which lies within the defined City Centre boundary, will be covered by the City Centre Area Action Plan. It would potentially be confusing for an area to be covered by two different AAPs. Given the existing City Centre boundary it was considered more appropriate for it be included within the City Centre AAP.

The north western boundary of the area covered by this AAP is now formed by Sayner Road and Carlisle Road.

3.3 Format of the Preferred Options

The Preferred Options are set out in four sections:

1. **AAP objectives (section 4):** This section establishes the objectives that define the overall strategy for the area and guide more detailed proposals.
2. **Strategic Themes (section 5):** This section sets out the Preferred Options for seven strategic themes which will guide the approach to future development within AVL. The strategic themes are: employment, housing, town centre uses (offices, commercial leisure and retail), waste management, recreation, transport and design & environment. The Preferred Options relate back to the alternative options consultation which identified a number of possible options in relation to the strategic themes.

3. **Character Area Frameworks (section 6):** 11 distinct ‘character areas’ have been identified in the area (see Plan 2). These areas are defined by a combination of physical barriers, land ownerships, existing land uses, and potential for new uses. Within some of the larger character areas a number of smaller areas have also been identified based on the same principles. For each character area, a broad development framework sets out the proposals for the area. These focus on development sites, areas of likely change and areas in need of special protection and environmental enhancement. Major transport proposals are also included. The framework is presented in the form of outline policies and a proposals plan for each area. For some of the areas more than one alternative is presented (see Section 3.4 below).

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

3.4 Alternative Scenarios

There are restrictions on the type and location of land uses within some areas of AVL as a result of the current operation and environmental issues at Knostrop WWTW. This will be reviewed on the basis of the current improvement works being undertaken and their anticipated impact. Further



work will also be undertaken to examine future scenarios regarding land uses and their proximity to Knostrop and what further amelioration works would need to be carried out at the works to enable the uses to be acceptable neighbours.

In view of the above, the AAP cannot realistically guarantee delivery of the works

at Knostrop WWTW that are necessary to allow development of a wider range of uses on neighbouring sites. Where the delivery of preferred options or proposals for character areas are dependent on resolving odour issues at Knostrop an alternative scenario is presented. This is to ensure that the AAP is sufficiently flexible to adapt to different circumstances.





Aire & Calder Navigation



Poor environment

4. The Objectives of the Area Action Plan

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

The revised AAP objectives are set out in Table 4.1 below:

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