

KIRKSTALL ROAD RENAISSANCE AREA

PLANNING FRAMEWORK



January 2007

1. INTRODUCTION

- 1.1 This planning framework has been prepared to promote the regeneration of the area between Kirkstall Road and Burley Road at the eastern end of the Kirkstall Valley. It provides guidance to prospective developers and occupiers in formulating their development proposals. It sets out key principles and options for redevelopment of land and buildings and will be used by the City Council as a reference document against which submitted proposals and planning applications will be considered. It may also be used as a basis for preparation of detailed development briefs for phased development as necessary.
- 1.2 Several major landowners have moved or are planning to move out of the area and have been wanting to sell their sites independently. However, this presents a rare opportunity to provide a co-ordinated approach to revitalisation of this area and to create a new exciting city quarter. One of the key opportunities is use of the river and canal as a frontage for new development and to open up the waterfront for public access and recreation with new pedestrian and cycle paths connecting it to neighbouring communities.
- 1.3 This framework should be read in conjunction with the Leeds Unitary Development Plan Review 2006 (UDP), relevant Supplementary Planning Guidance (SPG) and Supplementary Planning Documents. The list of key policies is set out at Appendix A.
- 1.4 The document is laid out as follows: it has a general part (chapter 3), containing the vision - key opportunities for the area and general development principles under the different topics. Chapter 4 highlights development opportunities specific to individual areas. The shaded boxes contain more detailed development principles and design ideas.

2. CONTEXT

2.1 Site Description:

- 2.1.1 The Kirkstall Renaissance Area is located within the main built-up area of Leeds, immediately to the west of the City Centre (see Plan 1). The area extends to approximately 68 ha and is bounded by the Leeds - Liverpool Canal to the south, the Kirkstall Road Railway Viaduct to the west, Burley Road to the north and the Inner Ring Road to the east, (see Plan 2).
- 2.1.2 The area is predominately in employment use, however a number of major employers who occupy key sites are seeking to relocate their operations elsewhere in the City. However, it is important to recognise that there are some established pockets of housing already in the area and new housing developments are being created on the periphery of the framework area, including purpose built student housing.



Burley Road Housing

2.1.3 The River Aire runs from west to east through the area. The river and canal provide an important resource for wildlife within the urban area as well as an attractive corridor visually and for recreation. Currently, there is only limited public access to the riverside.



River Aire

2.1.4 The area comprises of six sub areas (outlined on the area plan 2). However, overlap is expected between sub area boundaries to ensure an appropriate transition from one area to the next. As such, the boundary lines should be viewed as notional. The areas include:

- Area 1 "City West" (adjacent to the western edge of the City Centre);
- Area 2 "Kirkstall Road Riverside" (largest of the character areas, located between Kirkstall Road and the river);
- Area 3 "Island" (land between the river and the canal);
- Area 4 "City Heights" (characterised by rising topography and high buildings);
- Area 5 "Media Village" (home of Yorkshire TV and related activities);
- Area 6 "Willow Housing Estate" (existing housing estate unlikely to redevelop in the near future).

These individual areas are discussed in detail in Section 4.

2.2 Adjacent land use:

2.2.1 Neighbouring areas are varied in character:

- The medium to high-rise office blocks of the City Centre lie immediately to the east
- Medium density housing lies to the north of Burley Road
- Further industrial/commercial activity predominates to the south of the canal

- A mix of industrial/commercial activity lie to the west of the viaduct. The Warner Village multiplex cinema complex and other commercial leisure uses lie approximately 300 metres west of the viaduct.

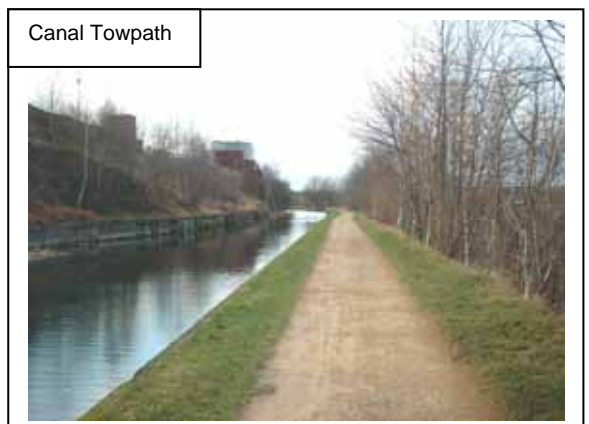


Office blocks in City Centre

2.2.2 Several sites on the area's periphery have had planning briefs prepared or have received planning permission. They include the International Pool site, Westgate (to be developed as part of the City's office quarter) and Concept House on Bellevue Road (9 to 3 storey stepped residential building).

2.3 Access

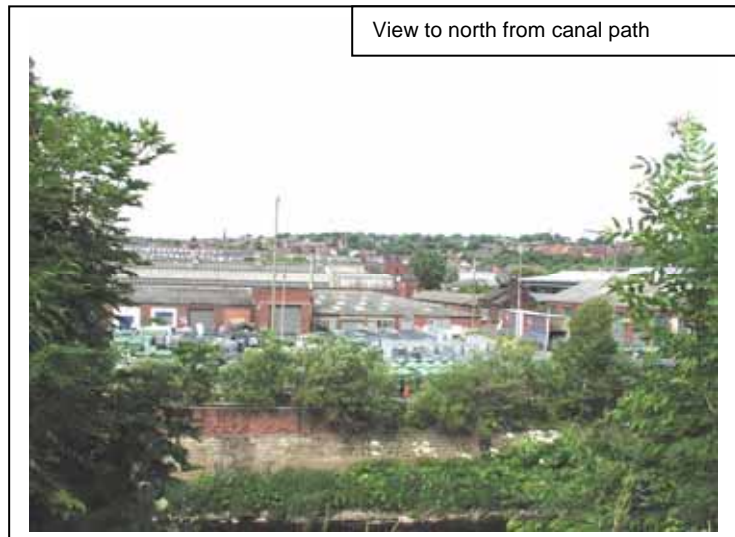
- 2.3.1 Kirkstall Road and, to a lesser extent, Burley Road are major highway routes into the city, which carry a high volume of traffic.
- 2.3.2 The area is currently well served by public transport, with regular, high frequency services along Kirkstall Road and Burley Road. These routes often become congested during the morning and evening peak.
- 2.3.4 The study area has important pedestrian/cycle links to the rest of the Kirkstall Valley, principally the towpath along the Liverpool - Leeds Canal. This canal route also provides a link to the city centre, but there is limited access from within the framework area.



Canal Towpath

2.4 Views

- 2.4.1 As the area lies on the valley floor, there are a number of long distance views to and through the area from neighbouring higher ground - in particular, from public spaces in the residential area to the north (e.g. Belle Vue Road).



View to north from canal path

2.4.2 There are also long distance views along the valley floor which offer potential for improvement.

3. DEVELOPMENT PRINCIPLES - GENERAL

3.1 THE VISION FOR THIS AREA - KEY OPPORTUNITIES

- To ensure the redevelopment of the framework area achieves the aims of Vision for Leeds II.
- To maximise the area's strategic location as a key connector between the city centre, local communities of Burley and Kirkstall and the waterfront.
- To maximise benefits of Quality Bus Initiatives proposed for the A65 (Kirkstall Road) and Burley Road. These schemes will provide significant improvements to public transport provision in the area, and also present an exciting opportunity to create an attractive environment along the western approaches to the city centre.
- To create a new urban character with strong urban form, new frontages to boulevards and river fronts and inner block faces providing an attractive transition between the city centre and the neighbouring areas.
- To create an urban area with its own distinctive identity and sense of place, thus realising the broader vision of Renaissance Leeds and aims of the UDP and Leeds City Centre Urban Design Strategy (CCUDS).
- To improve access to the area particularly for pedestrians, cyclists and public transport users. It is the council's long term aim to provide integrated footpath and cycle links throughout the whole of the Kirkstall Valley to improve access both along and across the valley.
- To create an attractive, safe and vibrant public realm which will:
 - provide amenity and recreational space for local people, residents – workers;
 - enable closer integration with adjoining neighbourhoods; and
 - act as a catalyst for regeneration and link into the adjoining West Leeds Gateway Area Action Plan to the south of the canal.

- To protect and enhance local job opportunities, especially for residents of the adjoining areas of Armley, Burley, Kirkstall and Wortley and to examine the feasibility of introducing new specialised uses eg. education and research associated with the University and new media related industries.
- To maximise benefits of the waterways and 'island' as the city's 'green lung,' providing an attractive working, living and recreation environment and enabling walking and cycling parallel with road arteries to western destinations.
- To plan the area in a co-ordinated and comprehensive manner, avoiding fragmented unrelated development.

3.2 LAND USE

3.2.1 Mixed Use

The aims are to:

- maintain employment opportunities in the area (in accordance with UDP policy E7);
- increase the variety of uses; and
- achieve a mix at both vertical and horizontal level.

The framework area was a major source of employment for both the city and the local area. Whilst mixed use development is desirable, the retention/inclusion of employment uses is essential to any redevelopment of the area. Employment use must continue to be the predominant use.

Within this context, the mix of uses will vary throughout the area:

- Area 1 – opportunity for Prestige Office development.
- Areas 2 & 3 – excellent opportunity for mixed use development with predominance of employment over residential uses.
- Area 4 - the only area where the proportion between employment and housing would be in favour of housing. The current proposals at various stages of progress are all for residential purposes. Remaining sites should be redeveloped for a non-residential use. Possible employment uses here could be those associated with knowledge based industries, education and research and media given the area's proximity to the Universities and Yorkshire Television.
- Area 5 - employment use only. This area provides an excellent opportunity for new businesses and industries, possibly associated with the media industry.
- Area 6 – existing residential and associated greenspace.

Residential development is welcomed but should not dominate. In addition, a dominance of a particular tenure, such as student housing would not be acceptable as it fails to create the mixed and sustainable communities advanced in PPS3. Some residential will be encouraged to locate at the riverside in order to provide natural surveillance and activities, but overall a mix of uses must be achieved. The waterfront is also a suitable location for water-related recreational uses.

Leisure uses are also welcomed but should not conflict with the concentration of such uses in the city centre and other town centres as defined in UDP policy S2 and the guidance in the revised PPS6.

20% of the redeveloped area will be publicly accessible open space.

3.2.2 Ancillary Uses

Where acceptable in policy terms, ancillary uses such as retail, food and drink, or recreational uses of an appropriate scale will be acceptable and be particularly encouraged on the waterfront in order to create a sense of place and increase public use. Such uses could also be appropriate at other 'activity nodes' (refer to Plan 4 - Public Realm). Any such uses should be accommodated in ground floors adjacent to public paths and squares.

3.2.3 Affordable Housing

Affordable Housing must be provided on site in accordance with SPG3 *Affordable Housing Policy Guidance Notes*, including Annex (January 2005) and updated guidance provided in PPS3 (2007).

3.3 DESIGN AND LAYOUT

3.3.1 Buildings

The design and layout of any new development will vary throughout the framework area. All new development and additions should be high quality, promoting sustainable building techniques and principles, use of renewable energy and green buildings. A range of high quality 'background buildings' and, where appropriate, carefully integrated in their context, 'landmark buildings,' are envisaged.

To create an attractive transition between the city centre and the neighbouring areas, the height and massing of proposed new buildings will gradually increase at the eastern end of the area adjacent to the city centre and will lower towards the west (refer to sections AA and BB at Figure 1). At the city centre gateway locations, the buildings will be large in scale and of high quality design to act as landmarks. The largest of the proposed buildings (14+ storeys) should be concentrated closest to the Inner Ring Road (refer to individual area maps for appropriate heights).

To respect the area's topography, the heights should generally step down from the north towards the waterfront (refer to sections CC and DD at Figure 2). Any proposed in-fill buildings should be designed to ensure that they are properly integrated with neighbouring existing buildings in terms of height and massing.

In areas 2 and 3, new buildings are to be laid out in a flexible configuration on a grid-based block with clear forms. Development sites/blocks and building envelopes will be determined by the requirements of the public realm (eg. a requirement to maintain an attractive view, important corridors or good natural lighting to a public square) and safe and attractive pedestrian movement.

New buildings must contribute to formation of new attractive public streets/spaces by:

- appropriate height, scale and massing,
- siting and orientation,
- landscaped settings,
- emphasising corners,
- locating entrances on public access streets/paths,
- making sure buildings and window details are attractive and interesting,
- facilitating pedestrian access through the area and avoid potential conflict with traffic.

Further guidance is available in *Leeds-City Centre Urban Design Strategy, Neighbourhoods for Living and Sustainable Development Design Guide*.

3.3.2 Public Realm

PUBLIC REALM – KEY PRINCIPLES PLAN

New public open spaces, new streets and footpath network will be created as part of the development. The main aims will be to:

- a) improve access along and across the valley and, particularly, to and along the waterfront (whilst retaining important habitats and refuge areas for wildlife);
- b) create a sense of community by providing spaces which people will want to use; and
- c) attract further investment and activity into the area.

New public open space should be concentrated along the river/canal corridor, consisting of riverside paths and a series of focal points/activity nodes¹. Other potential public realm improvements include new bridges, key pedestrian (green access) routes and spaces incidental to the key buildings. Key 'green' access routes will link the neighbouring areas and existing greenspace (such as Rosebank Millennium Green) to the waterfront. Green nodes of varying sizes will be required to highlight cross roads.

This public realm should also provide a high quality setting for buildings, especially those with conservation value identified on Plan 4 Public Realm - Key Principles .

Spaces should be a mix of formal, informal, soft or hard landscapes, some of which will be active (where any recreation or local focal attractions should be concentrated) but some quiet spaces should also be provided. For guidance on materials, public art, planting, lighting and furniture refer to the Waterfront Strategy.

Improvements to the public realm, including the provision of new public open space will normally be provided on each site and maintained as part of any new development. However, off-site contributions in lieu of individual sites may be considered in order to create quality public spaces nearby which would serve the area as a whole. In this context, it would be particularly beneficial for adjoining landowners to work together to deliver public realm projects on a meaningful shared scale. Appendix B – Developers Contribution Methodology outlines the general approach to seeking contributions to ensure the delivery of the public realm.

Visual and physical connectivity

Visual and physical connectivity is facilitated through provision of new spatial and visual links. These links should be incorporated within any new development proposals through:

- leaving the gaps between buildings to allow establishment of pedestrian links;
- providing pedestrian links through the large buildings;
- providing new pedestrian/cycle bridges over waterways and pedestrian/cycle crossings across roads;
- improved links with existing greenspace, such as Rosebank Millennium Green
- protection and creation of views/view corridors;
- taking account of landmarks, vistas and focal points when laying out the access network.

In particular, direct north-south linkages to the waterfront will be a priority, together with improvements to the east-west linkages along the waterfront, Kirkstall Road and Burley Road.

Key Design Corridors

Canal/River (Waterways Corridor)

The land between the waterways forms part of the green corridor linking the city centre with the countryside further out along the Aire Valley. In accordance with aims and objectives of the Waterfront Strategy, it is proposed to protect and enhance this corridor, through the creation of a linear park and to open up the waterfront to public access.

¹ Activity nodes, are public open space areas around which the development will be located.

A corridor approximately 10 metres wide (more and less in places) will be required to allow for good spaces and pedestrian/cycle routes adjacent to the river². The southern riverbank west of Area 3 development sites will be retained for ecology work and will not be publicly accessible.

The canal tow path is part of the Sustrans National Cycle Network and, at present it provides the most direct and attractive pedestrian/cycle link to the City Centre. Its identity and qualities should be reinforced with a softer semi-rural treatment between nodes of activity.

The design of any riverside buildings must address the river. It may be desirable to consider varied siting (at an angle) of the waterfront buildings, especially where this would improve sun light to the public open spaces and the riverside path.



Existing Waterways Corridor

Kirkstall Road Corridor (boulevard concept)

It is the council's aspiration, in conjunction with the proposed A65 Quality Bus Initiative, to improve Kirkstall Road creating a central boulevard. This is to provide an attractive western gateway to the city.



Poor environment along Kirkstall Road

² The Waterfront Strategy sets a minimum 6 metres and maximum 10 metres. It provides further detailed design guidance for the waterfront public realm and identifies a series of specific access, environmental and boundary improvements.

Kirkstall Road Boulevard Development Principles

A boulevard should be urban in character and consistent in function and appearance (no 'kinks'). It will have wide areas on either side of the carriageway devoted to non-vehicular uses, eg. pedestrian activity and landscaping, and a 3m wide central reservation.

The boulevard verges will be landscaped with trees, grass and low shrubs at accent points, the central reservation will feature public art.

Redevelopment along Kirkstall Road on the south side of the road is expected to contribute land to provide sufficient space for a landscaped verge. It is envisaged that some 8-10 metres could be sought as 'in kind' contribution (mainly Area 2). The northern verge will utilise the existing green space in front of Yorkshire TV.

The boulevard will be enclosed by new high quality buildings built to a consistent line/edge of footpath. There will be no permanent vehicular access to buildings from Kirkstall Road.

In the interest of consistency, the landscaped 'island' in front of the Holiday Inn and First Bus should be reduced and the corresponding land gain added to the northern verge of the road. (The existing layout provided for a U-turn in front of the First Bus depot will not be required if they relocate elsewhere).

Design of junctions with Washington and Wellington Bridge Streets will be consistent with the overall design of these north-south links. They will be signalised.

Consolidation of the Willow Road junction is desirable to improve the visual and spatial connectivity at the western end of the boulevard.

Design of street furniture, paving, lighting and planting should be consistent with other areas of the public realm.

Figure 1 cross section illustrates some of these principles



Burley Road (south side)

Burley Road which forms the northern boundary of the area carries a high volume of traffic and provides a relatively poor pedestrian environment. The QBI is already designed and construction is to begin shortly.

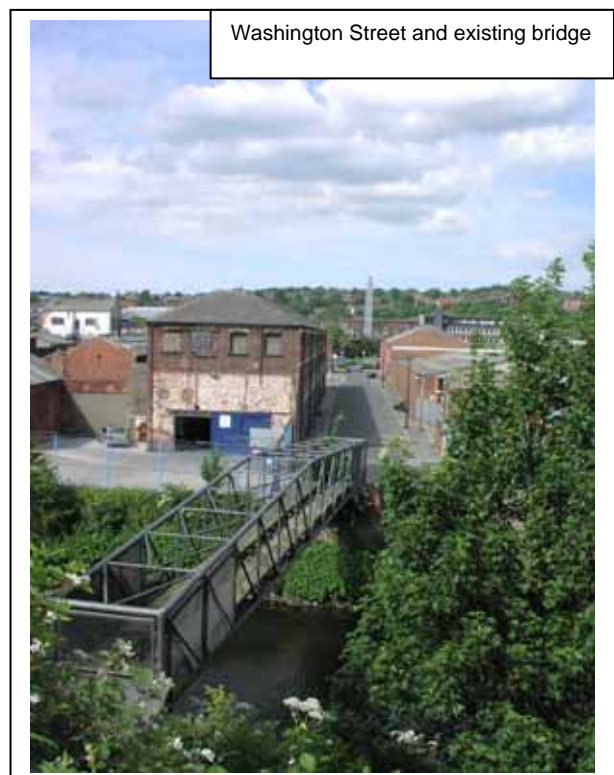
Any development along Burley Road will be required to enhance the pedestrian environment and cycle facilities on the southern side, e.g. footpath widening, landscaping and a cycleway.



Burley Road

North to south links

Washington Street/Studio Road (Areas 2 and 5)



Washington Street and existing bridge

This existing route will be improved to provide one of two main north-south routes linking the adjacent area to the waterfront. It will be laid out as a wide pedestrian dominated space, consistent in width, design and landscaping for its full length between the river and Burley Road, including pedestrian / cycle crossing points on Kirkstall Road and Burley Road.

Washington Street/Studio Road Link Elements

- a narrow vehicular carriage way
- mandatory cycle lanes in each direction (connected to adjacent routes at either end)
- generous pedestrian spaces,
- landscaping on both sides
- well designed pedestrian/cycle bridge across the river (with 1.4m high parapets) to provide a link to the canal path
- views from the top of Rutland Mount (upper sections of the route) towards the valley (obtained through removal of the disused hoarding)

Wellington Bridge Street and Bingley Street (Areas 1 and 4)

This will provide the second of the two principal north-south links. The section of the route between Kirkstall Road and the river will be laid out in a similar style to that required for the Washington Street/Studio Road link. A new, well designed pedestrian/cycle bridge is required to provide access over the river to link to the canal towpath and beyond. The existing pedestrian route linking Kirkstall Road to Burley Road at this point which uses the existing streets and a flight of steps will also be enhanced where possible.



3.3.3 Landscape

A soft landscape structure that defines and creates a hierarchy of spaces is required as part of any redevelopment proposals. Trees and shrubs and other soft landscape elements must be considered as an integral part of designing the new spaces, streets and paths.

They can be used together with other devices such as walls, falling water, level changes, surface treatment to define edges of spaces, provide setting for the buildings and provide visual and environmental buffer. Existing landscape and greenspace with quality trees and hedgerows are to be incorporated into the new design and layout.

3.3.4 Nature Conservation

Existing trees and mature vegetation will be protected and integrated into new development and the public realm.

New development at the waterside needs to be consistent with the council's new Biodiversity and Waterfront Development SPD. It is acknowledged that development may have a positive impact on bio-diversity by providing an opportunity for enhancement of waterfront habitats and creation of new wildlife habitats .

Particular attention should be given to development on Area 3, the 'Island' site and along the embankments of the river and canal because of their importance for nature conservation and enhanced bio-diversity. Naturally occurring vegetation and habitats are present along parts of the riverbanks, as well as in the canal and river water bodies. These will need to be surveyed, protected during construction, retained and enhanced by habitat design. Appropriate long-term monitoring and management mechanisms will also need to be established.

3.4 CONSERVATION

The existing historic buildings and structures contribute to the character of the area. The railway viaduct which forms the western boundary of the area is a Grade II listed structure and a

significant landmark in this area. Consequently, views of the viaduct from within the framework area and the surrounding area (as identified on Plan 2) need to be incorporated into any redevelopment proposals.



The area has not been examined in detail for archaeological purposes. Development proposals between the river and Kirkstall Road will require further archaeological investigation. A desk based assessment of the areas potential archaeological and building fabric value will be necessary.

The area North of the canal, and East of Viaduct Road is thought to be the site of a former medieval castle. Development proposals in this area will require an archaeological evaluation.

Given the likely archaeological significance of the area, there may be potential to incorporate site interpretation and information on the historical development of the area as part redevelopment proposals..

3.5 TRANSPORT, ACCESS AND PARKING

The transport and access principles are interdependent and mutually supportive:

- Supporting the proposed public transport initiatives (QBIs), e.g. by promoting development opportunities in conjunction with QBIs
- New and improved facilities for people on foot and bicycles
- Application of the reduced parking standards in new developments
- Traffic calmed streets
- Implementation of green travel plans and
- Potential consolidation of major vehicular nodes.

A programme is underway for a major bus initiative along Kirkstall Road. This must be fully incorporated into any proposals. In view of the likely scale of development proposals and the bus initiative, a planning obligation will be required to help fund the public transport infrastructure.

The highway network in the area has limited capacity to accommodate the traffic generated by new development. The introduction of QBIs at Kirkstall and Burley Roads and provision of walking and cycling facilities will provide viable alternatives to accessing the area by private cars. However, it will be crucial to carefully manage the traffic and how it relates to Kirkstall Road, a major artery to the city centre. An extensive traffic modelling exercise may be necessary to develop a solution to accommodating the existing traffic and traffic generated by new development.

Proposals should give careful consideration to parking and servicing requirements, and carry out a transport assessment for any proposals likely to generate significant travel demand. This should take into account the planning aim and initiatives to discourage travel by a private car and to prioritise travel by alternative modes.

3.5.1 A65 Quality Bus Initiative

The Development Department has prepared Plans and Designs for the **Quality Bus Initiative** utilising the existing Kirkstall Road carriageway. The anticipated start of construction is 2008. The staged redevelopment of adjacent lands presents a challenge to detailed planning, design and construction of the QBI corridor/boulevard.

Three access points are proposed along the stretch between the Inner Ring Road and the railway viaduct. Whilst the design of the QBI is being advanced, a number of detailed design matters are yet to be finalised. These include the appearance of the central reservation, cycleway details, design and location of bus stops and pedestrian crossings. The final plans and designs for the QBI will need to reflect the planning principles in this framework.

Developer contributions will be required to complement and further enhance improvements provided by the QBI as part of the overall aim of enhancing this gateway location (see the Boulevard section).

3.5.2 Pedestrian/Cycling Networks/Permeability

The aim will be for all areas to be fully accessible by a series of well designed, well lit and safe public pedestrian and cycle routes. The aim will be to ensure that all new streets, such as a 'spine road' will be traffic calmed and safe to walk and cycle. Implementing this proposal will be achieved through developer contributions on individual sites, with the funds 'pooled' until there are sufficient resources to provide the infrastructure.

The existing commuter cycle route on Kirkstall Road is a key east-west longer distance route. As speeds at Kirkstall Road are up to 50 mph and traffic volume high at 22,000 vehicles a day, it is proposed to separate the cycles from motor vehicles. The preferred solution is a marked cycle lane separate from the bus lane. If it cannot be achieved, a marked cycle lane within the bus lane should be provided as a minimum. This is to make the cycle route safer and also to reduce perceived risk for potential new users.



Cyclist on Kirkstall Road footpath



Cyclist on Studio Road

It is proposed to open up a new east-west cycle route along the riverbank. Redevelopment provides an opportunity for this route to be properly integrated into the network, existing and proposed. Recreational routes along the river and canal will be shared with pedestrians. Where it is not possible to accommodate both cyclists and pedestrians due to insufficient width, a cycle route should be sign-posted through the adjacent street network. Separation of cyclists from pedestrians (by way of the path design and signage) may also be appropriate along the busy sections, e.g. through the activity nodes.

3.5.3 Parking

The UDP City Centre Fringe Parking Guidelines will apply over the entire area. These are maximums and parking provision below this level will be encouraged as the site will have access to quality public transport and quality pedestrian and cycle networks. Residential parking can be waived or provided below the maximum guideline.

Short stay car parking is currently provided by the Council car park at West Street. However, its future as a car park is being reviewed. Long stay commuter parking will not be allowed in accordance with UDP policy T28.

Parking must be located so that it is not visible externally (basement or multi-storey). Surface car parking will not be permitted.

Public bicycle parking is to be provided at activity nodes. Appropriate bicycle parking will be required in all new buildings.

3.5.4 Vehicular Access

In the longer term vehicular access to the area south of Kirkstall Road (Area 2) will be limited to three points between the inner ring road and the railway viaduct. Until this desired access solution can be realised, the council recognises that sites may come forward independently and, therefore, temporary access solutions may be required. These may be in the form of left-in, left-out access points shared between neighbouring landowners.

Two of the longer term access locations should be provided as part of the main north-south links at Wellington Bridge Street and at Washington Street and the third should be located between Washington Street and Viaduct Road.

Provision of new access road(s) and associated links to Kirkstall Road is particularly relevant to Area 2. Formation of new roads is to be in accordance with the *Sustainable Development Design Guide* ("Private vehicles") and should take into account needs of all users, not just motor traffic. Examples of pedestrian-friendly designs are minimal crossing distances, favourable traffic light phasing, location of crossings at pedestrian desire lines and reduced speed limits. Redevelopment provides an opportunity to also improve the existing roads and their immediate environment.

An opportunity exists to reduce/consolidate the space dedicated to vehicular traffic at two locations. These locations are the Wellington Street/A65 junction and the Kirkstall Road/Willow Road intersection. Consolidation of these junctions could create additional development opportunities, would radically improve the environment in these locations and help integration with adjoining urban areas. Whilst these potential opportunities have been identified further research into the feasibility of altering these junctions would be required. Any development proposals for these locations will need to undertake such studies at an early stage.

3.5.5 Green Travel Plans

To support all development proposals, the developer will be required to produce a travel plan which is tailored to the specific needs of the intended uses and future operation of the city.

The implementation and development of this travel plan is a responsibility which will fall upon the occupier and not the developer.

3.6 LAND CONTAMINATION

The majority of areas 1, 2 and 3 and parts of areas 4, 5 and 6 are known to have accommodated potentially contaminating uses. In accordance with the Government's Planning Policy Statement 23 (PPS 23)³, an appropriate level of site investigation and risk assessment should be carried out *prior* to submission of planning applications for sites which are potentially contaminated and/or which are being proposed for a sensitive end use (i.e. residential, educational or child care establishments, play and sports grounds). The scope of investigation should reflect the previous uses, size and complexity of the site, as well as the likely contamination risks.

Where unacceptable risks have been identified (as defined in Annex 2 of PPS 23) the council will require that a viable remediation scheme reduces risks to an acceptable level (as defined in Annex 2 of PPS 23) is implemented. Further, a validation report will be required to provide evidence that the approved remedial works have been carried out on site and that the site is safe and suitable for the intended use.

It is the owner's/developer's responsibility to provide information on whether the site is contaminated and to submit remediation proposals and validation information where necessary. Investigations should be carried out by appropriately qualified professionals.

Further guidance on the content of reports provided in support of planning applications is outlined in Leeds City Council's leaflet entitled "The Development of Contaminated Sites, Reports in Support of Planning Applications".

3.7 DRAINAGE AND FLOODING

In accordance with Supplementary Planning Guidance (SPG) 22 *Sustainable Drainage in Leeds*, an Indicative Drainage Strategy will be required as part of each development proposal. For significant developments a Drainage Impact Assessment will also be required at the pre-planning application or outline application (development brief) stage. Guidance contained in PPS25, Development and Flood Risk must be followed, including submission of a Flood Risk Assessment.

3.8 SUSTAINABILITY

SPG 10, *Sustainable Development Design Guide*, and SPG 22 outline the range of issues and measures to be considered in preparing development proposals/briefs. Planning applications should include a statement explaining how sustainable development principles have been addressed.

³ PPS 23 has been updated to reflect the principles and concepts advocated by Part IIA of the Environmental Protection Act 1990

3.9 PLANNING AGREEMENTS AND DEVELOPER CONTRIBUTIONS/OBLIGATIONS

Planning agreements will be required to cover the following matters:

- Financial contributions towards:
 - ❑ off-site public realm/greenspace provision (including bridges over waterways)
 - ❑ public transport provision
 - ❑ educational provision
 - ❑ off-site highway infrastructure work where required
- Management of on-site landscape/public realm/greenspace including the provision of riverside walkways (where required)
- Affordable housing provision
- Involvement with Leeds City Council's Training Department to provide short term (i.e. construction) and long term employment opportunities for local people
- Phasing
- Other matters subject to negotiation

4. DEVELOPMENT OPPORTUNITIES - AREAS 1-6

Area 1 to 6 plans/diagrams highlight the key opportunities and development principles.

4.1 AREA 1 "CITY WEST"

4.1.1 Character/issues:

Area 1 (8.5 hectares) is in the key location on the western fringe of the City Centre to become a gateway to the City Centre, as well as a connector between the centre and Kirkstall Valley. As part of the UDP Prestige Development Area (PDA), it offers significant development opportunities. It is affected by major roads including an elevated motorway which presents a major barrier to its closer integration, visual and spatial, with the City Centre. Other constraints include: contamination; potential flooding and industrial/commercial uses some of which may stay in the short-to-medium term. Wellington Bridge is a Grade II listed structure.

The area comprises 3 distinct sites: 1) largely developed north of Kirkstall Road; 2) Council surface car park and adjacent greenspace and 3) largely vacant riverside.



4.1.2 Opportunities

With regard to land use, Area 1 is suitable for prestige office development. Any residential and recreational uses may only complement the predominant employment use.

Council owned surface car park at Wellington Street forms part of a major vehicular node associated with the Inner Ring Road. Major roads present a barrier to efficient pedestrian movement to and through this site. Surface car parks are an inappropriate land use in this valuable PDA location. The apparent under-utilisation of the car parks and adjacent greenspace

is also an issue. SPG 14 'Leeds City Centre Urban Design Strategy' proposes 'an improved gateway' and 'gateway feature' on this site. It is suggested to carry out a feasibility study to investigate potential consolidation of this vehicular node with a view to joining up the car park site and the riverside site.

4.2 AREA 2 "KIRKSTALL ROAD RIVERSIDE"

4.2.1 Character/issues:

This is a large industrial and warehouse area of approximately 20 ha between the River Aire and Kirkstall Road, with varied built form and frontage to the main road. Some large buildings form a barrier to access the river. All buildings turn their back to the river. All buildings turn their back to the river.



Several major land owners have vacated their sites.



The railway viaduct which forms a distinctive edge of the area is a Grade II listed structure. There are redevelopment and access improvement opportunities immediately adjacent to the area boundary, e.g. the Private Hire taxi firm west of the viaduct.

4.2.2 Opportunities

It is to be developed primarily as an employment precinct mainly with uses within the B1 & B2 classes. Some of the media-related uses from area 5 may wish to locate at the waterfront in this area. Offices, including government and subsidised (cultural) uses, will be encouraged towards the eastern end and quality light industrial units towards the western end.

Redevelopment along Kirkstall Road is critical for realising a fundamental change along Kirkstall Road (the concept of a boulevard / City gateway) and along the river. The most interesting historic buildings are: no 155 Kirkstall Road, former Valley Woollen Mill at Washington Street and Arla Foods office building on Kirkstall Road.



4.3 AREA 3 “ISLAND”

4.3.1 Character/issues:

This is an industrial area in a unique location between the river Aire and Leeds-to-Liverpool canal, comprising 8.6 hectares. It is linear in shape and comprises a narrow and steep bank (west) and flat land (east). The buildings are low rise turning their back onto the canal. There are two Grade II listed locks on the canal (Oddy’s and Spring Garden) in this area. The canal tow path on its northern side is part of the national long distance trail system. There are good views from the path to the City skyline and towards the Woodhouse ridge. The site constraints include flood risk and contamination and the shortage of physical space to accommodate a riverside path under Wellington Road.



4.3.2 Opportunities

This should be ‘the greenest’ of the 6 areas and serve as a green buffer between the employment areas of Kirkstall Road and Armley. The unique location should be exploited through appropriate land uses. Area 3 is suitable for mixed use development with predominance of employment over residential uses. The southern riverbank west of the Washington Street link bridge is to be retained for wildlife habitat and ecology.

The western part of the island is expected to redevelop in the short term, while the businesses on the eastern part are expected to remain for some time.

4.4 AREA 4 “CITY HEIGHTS”

4.4.1 Character/issues:

This area (6.6 hectares) is on the western fringe of the City Centre and in relative proximity to the University. It is largely developed with established retail and leisure uses, a Fire Station and

recent housing developments, but contains several older former industrial sites. Sentinel Towers are identified in SPG 14 as a local landmark. Further residential developments are under construction or undergoing development assessment. The built form is varied, ranging from low - to more recent high-rise buildings. The Grade II listed structure at 67-67A Burley Street, now a Solicitors' office was formerly St Andrew's Vicarage.



4.4.2 Opportunities

Part of the area is within the 'City Centre', as defined in the Unitary Development Plan. The current proposals at various stages of progress are all for residential purposes: high density cluster⁴ flats, including purpose built student accommodation. Therefore, the remaining potential redevelopment sites should only be developed for a non-residential purpose. In addition, further applications which create dominance of a particular tenure, such as student accommodation would not be acceptable as it fails to create the mixed and sustainable communities advanced in PPS3. The employment uses here could be those associated with the University, i.e. knowledge based industries, education and research.

Cavendish Street links to the new bridge proposed as part of redevelopment of the International Pool site on the western periphery of Area 4. Cavendish Street is likely to be enhanced as part of the proposed redevelopment of several adjacent sites in this area. If Area 5 is redeveloped, an extension of Cavendish Street (similar to the 'spine' road through Area 2) could be achieved, thus completing a new east-to-west link to the City Centre.

⁴ Cluster flats have shared or communal facilities

4.5 AREA 5“MEDIA VILLAGE”

4.5.1 Character/issues:

Area 5 (14.4 hectares) is primarily an employment area dominated by media and related employment uses which are concentrated around Yorkshire Television. Minor roads intersect the area. Extensive surface car parks mostly serve the employees. There is a generous green verge along Kirkstall Road; mature trees and fine views through the area to the rail viaduct (from Burley Road).



4.5.2 Opportunities

Area 5 is suitable for employment use only. This area will be promoted as suitable for new businesses and industries associated with media.

In terms of built form, the eastern part of the area will be redeveloped as to form a transition between the medium-high rise/density Area 4 and low rise/low density Area 5. Any new buildings that may come forward will not obstruct views of the viaduct from Burley Road and other public spaces, e.g. the adjacent higher ground (Bellevue Road).

Any redevelopment opportunities that arise should open up the area by creating the new and improved links illustrated on Plan 9.

4.6 AREA 6 “WILLOW HOUSING ESTATE”

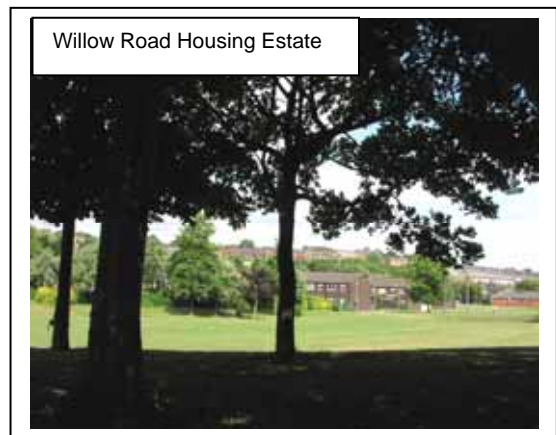
4.6.1 Character/issues

Area 6 is 10 hectares. Its dominant land use is residential and green space. The existing greenspace provides a valuable buffer from the surrounding heavily trafficked roads. The housing estate comprises mainly two storey terraced and semi-detached houses. The railway viaduct and mature trees within the green space/road side verge provide distinctive edges to the site. The heritage listed viaduct is a significant landmark. Adjacent to the viaduct is the rugby youth training facility. The green space surrounding the estate does not appear to be well used, providing no formal recreation facilities. It may be due to its limited function or its segregation from other uses.

4.6.2 Opportunities

The current residential use is unlikely to change.

The council will exploit opportunities, possibly as a result of surrounding redevelopment, to encourage investment in the existing greenspace. The long term aim is to enhance the range of facilities on offer to encourage increased use and benefit for new and existing residents. Any detailed plans to improve this area will be prepared in consultation with the local community and users.



LIST OF APPENDICES

- A Planning Policy Framework
- B Developers Contributions – Methodology

LIST OF MAPS

- Plan 1 Context Plan
- Plan 2 6 Character Areas
- Plan 3 Transport Routes
- Plan 4 Public Realm – Key Principles

Character Areas

- Plan 5 Area 1 City West
- Plan 6 Area 2 Kirkstall Road Riverside
- Plan 7 Area 3 Island
- Plan 8 Area 4 City Heights
- Plan 9 Area 5 Media Village
- Plan 10 Area 6 The Willows

LIST OF FIGURES

- Figure 1 Cross Sections AA and BB – Relates to Plan 5
- Figure 2 Cross Sections CC and DD – Relates to Plan 6

PLANNING POLICY OR GUIDANCE

Summarises key policy / planning documents that relate to this Framework.

NATIONAL AND REGIONAL:

PPS 1 Delivering Sustainable Development
 PPS 3 Housing
 PPS 6 Planning for Town Centres
 PPG 9 Nature Conservation
 PPG 13 Transport
 PPG 15 Planning and The Historic Environment
 PPG16 Archaeology and Planning
 PPG 17 Sport and Recreation
 PPG 21 Tourism
 PPS 23 Planning and Pollution Control
 CLR11 Model Procedures for the Management of Contaminated Land
 PPS 25 Development and Flood Risk

Regional Spatial Strategy for Yorkshire and Humber Region up to 2016 (2004)

Draft RSS for Yorkshire and Humber Region up to 2024

Draft Provisional Local Transport Plan

Unitary Development Plan (Review 2006)

Land Use

CC27, E7 Significant employment retention; LT6.

A large part of the area along Kirkstall Road is unallocated in the UDP and lies within the City Centre fringe.

N2, N3, N4,

SPG 2 Leisure Developments and Other Key Town Centre Uses

SPG 3 Affordable Housing Policy Guidance Notes

Design and Layout

CC3-4, CC8, (CC9-12), CC13, BD2-6;

Landscape: N23-N25, LDi

SPG 10 Sustainable Development Design Guide

SPG 13 Neighbourhoods for Living, a guide for residential design in Leeds

SPG14 Leeds - City Centre Urban Design Strategy

SPD Draft City Centre Public Realm Contributions

Historic Environment

N13, N29

Appendix 4, Volume 2

Transport, Access & Parking

N12, T1-7A, T9, T15 and T23, (T26?), Appendix 9A and 9B

Transport

SPD 5 Draft Public Transport Contributions (Estimated publication June 2006)

SPG 10 Sustainable Development Design Guide

SPG21 Leeds Waterfront Strategy

Draft Highway Design Guide

Parking

Appendix 9A and 9B.

Nature Conservation

N39A

N49, N50 & N51

N54, BD5A

SPG 22 Sustainable Drainage in Leeds

Biodiversity Waterfront Development SPD (2006)

OTHER LOCAL POLICY DOCUMENTS

Leeds Community Plan - Vision for Leeds II

Leeds Transport Strategy

Leeds Walking and Cycling Strategies

Draft Parks and Greenspace Strategy

DEVELOPERS CONTRIBUTIONS TOWARDS THE PUBLIC REALM

General Methodology

The developer contribution may be 'in kind', ie. in form of land dedicated and/or improved for public purposes. Each developer will be asked to make an on-site contribution as well as to contribute to a pool of money to be used for provision or improvements to off-site public realm works.

The level of contribution from individual developments and the proportion between the on-site and off-site element will vary depending on the type, scale and location of a development in relation to key improvement sites⁵. The phasing of such provision should be tied into the phasing of any development scheme. The dedicated space must be publicly accessible and useable.

The council is currently preparing a City Centre Public Realm Contributions SPD. Once adopted this document will form the basis of negotiations with applicants.

Public Realm Works

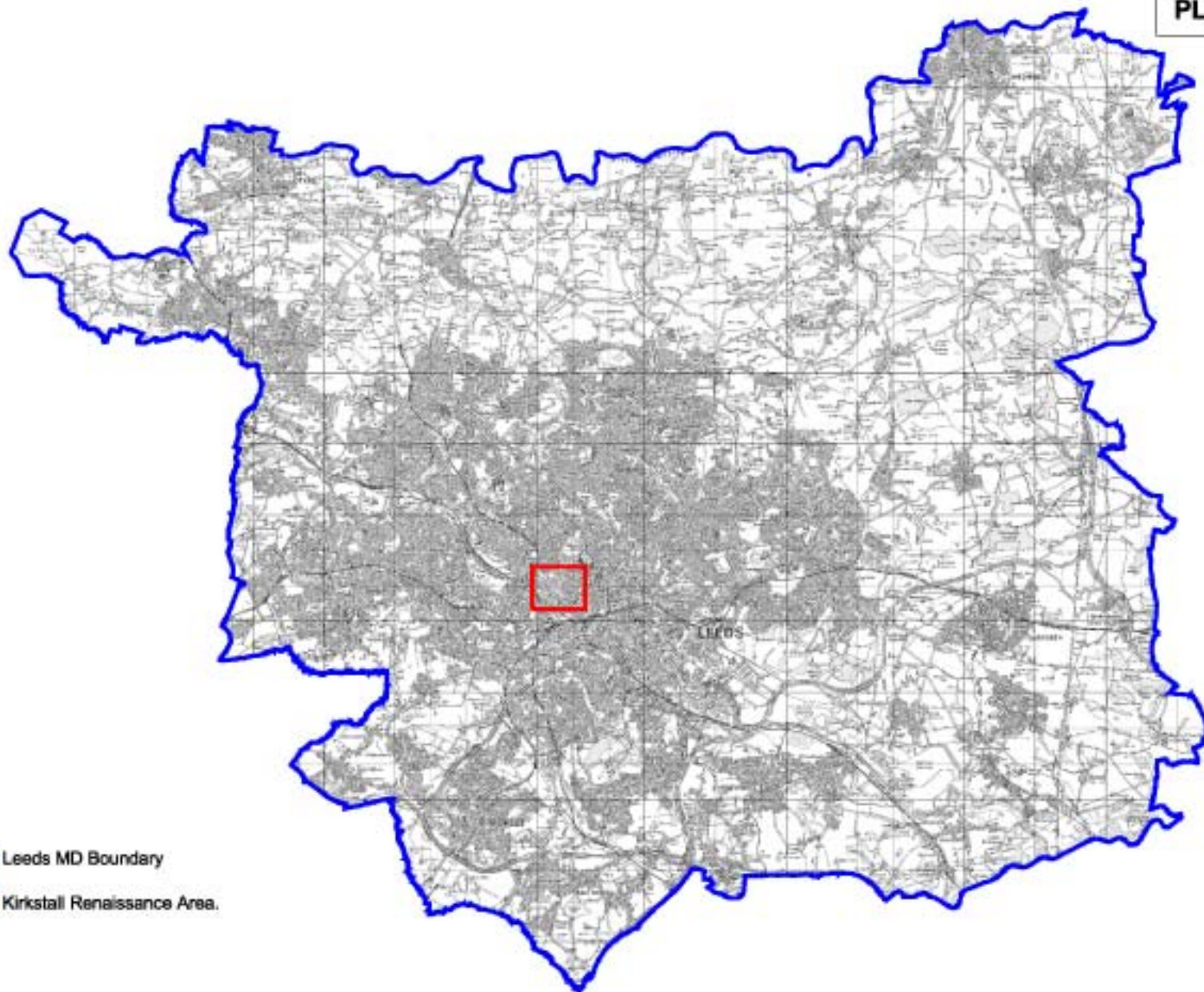
The implementation of the public realm principles will increase the attractiveness and accessibility of the area. As new developments, including changes of use, will directly benefit from this, it is considered that the most appropriate means of securing this funding is through developer contributions. In accordance with Circular 5/05, these contributions will normally be secured through Section 106 Agreements or other appropriate methods.

Contributions will be sought towards the provision, enhancement and maintenance of the public realm. The key proposals are identified under 3.3.2 Public Realm and shown on the plan of Public Realm – Key Principles and on individual Area Plans.

The subject area lies within the city centre fringe and will form a transition between the city centre and the suburban areas to the west. Within the city centre, UDP policy CC 10 requires 20% of development sites to provide publicly accessible space. It is considered that in Kirkstall Road Renaissance Area 20% of development sites is an appropriate requirement for any comprehensive redevelopment.

The 20% requirement does not include the riverside/canal walkway, grass verges or other incidental landscape provision to buildings, highway or car parking.

⁵ Eg. a development on Burley Road is likely to be of a lesser scale than development on Kirkstall Road and located further away from the waterfront. Therefore, it would be unfair for such a development to be contributing towards public spaces at the waterfront.



- Leeds MD Boundary
- Kirkstall Renaissance Area.



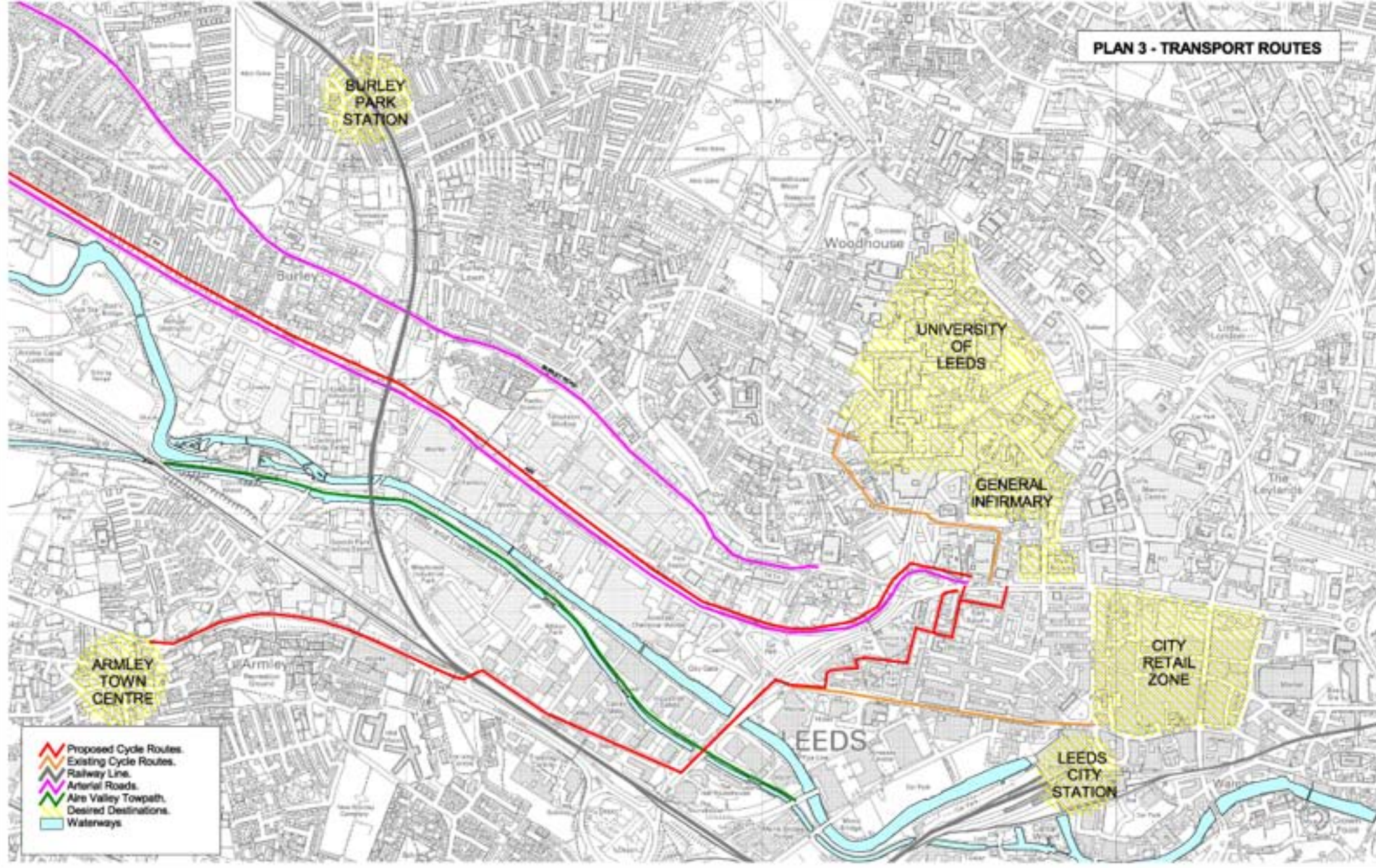
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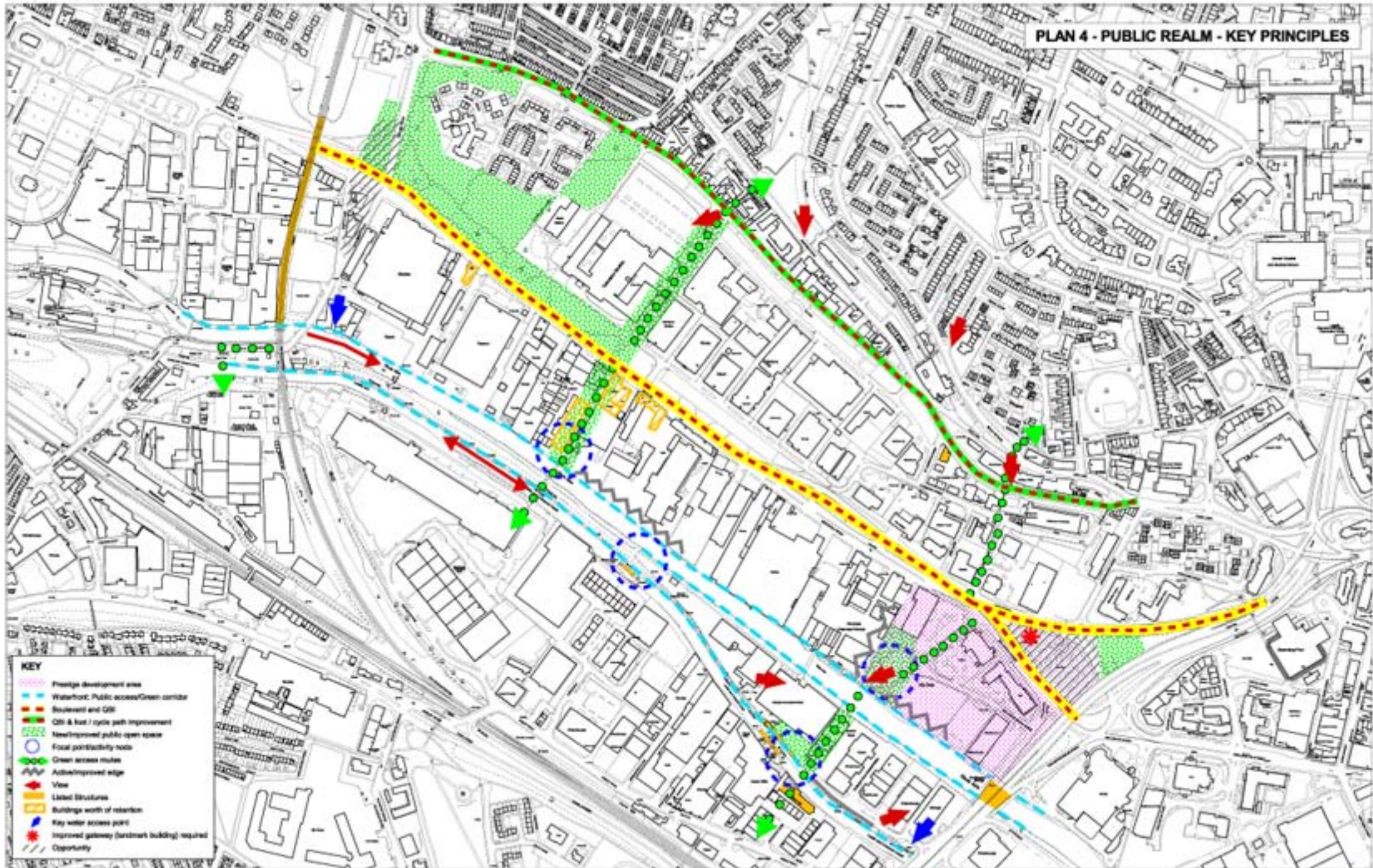
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PLAN 3 - TRANSPORT ROUTES

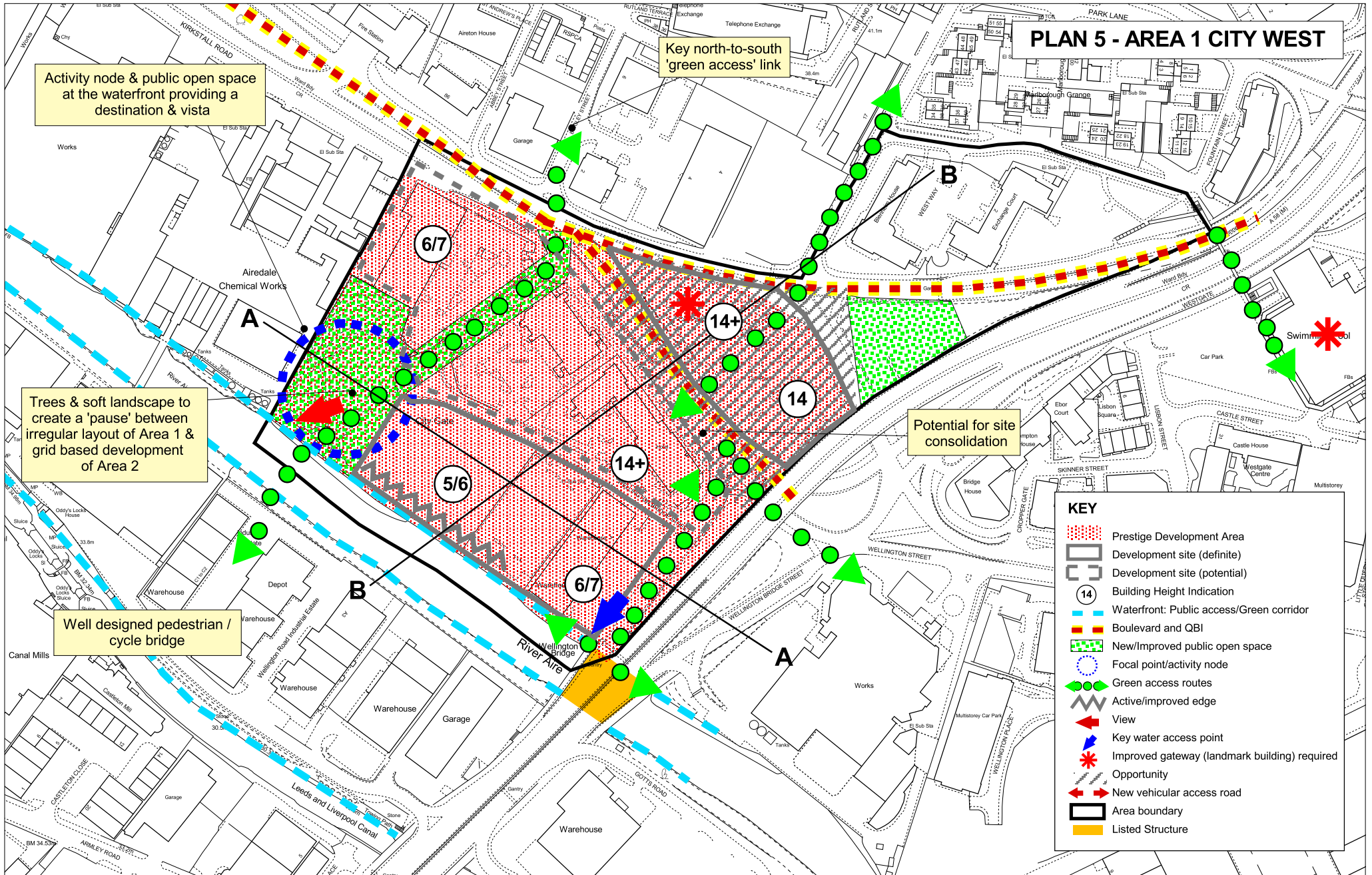




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PLAN 6 - AREA 2 KIRKSTALL ROAD RIVERSIDE

Potential to create a new development site

Wide paved & landscaped frontage along the tree-lined boulevard

Buildings to be built to a consistent building line and to be set back 10m from Kirkstall Road carriageway

Occasional variations in height, eg. at the 'corner' buildings

New layout to reduce the 'island' & increase the northern verge

A new road entering the area

New building to provide a definite 'clean face' to Area 1.

Well designed pedestrian & cycle bridge

KEY

- Development site (definite)
- Development site (potential)
- Building Height Indication
- Waterfront: Public access/Green corridor
- Boulevard and QBI
- New/Improved public open space
- Focal point/activity node
- Green access routes
- Active/Improved edge
- View
- Listed Structures
- Buildings worth of retention
- Key water access point
- Opportunity
- New vehicular access road
- Area Boundary

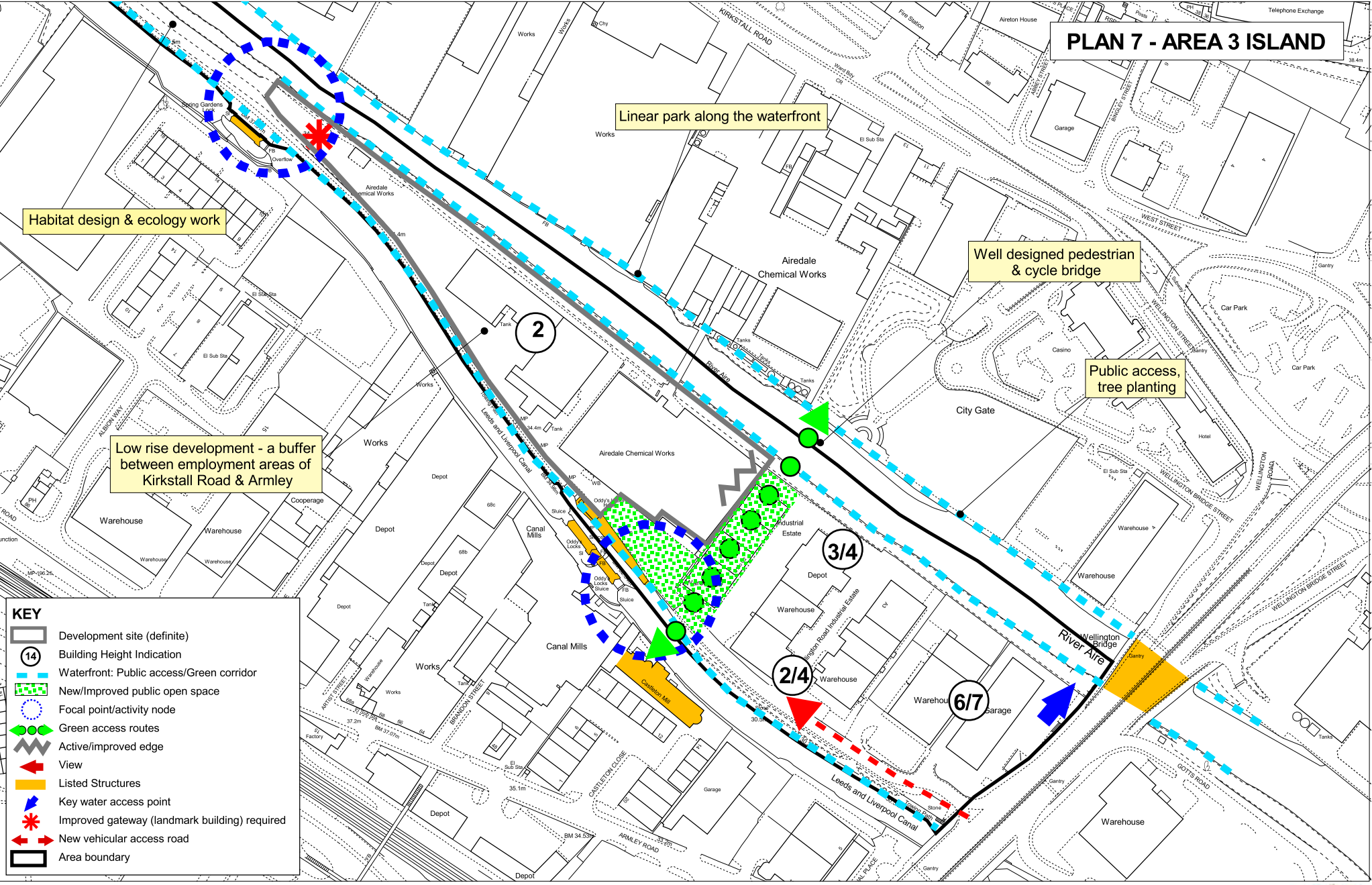
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PLAN 7 - AREA 3 ISLAND



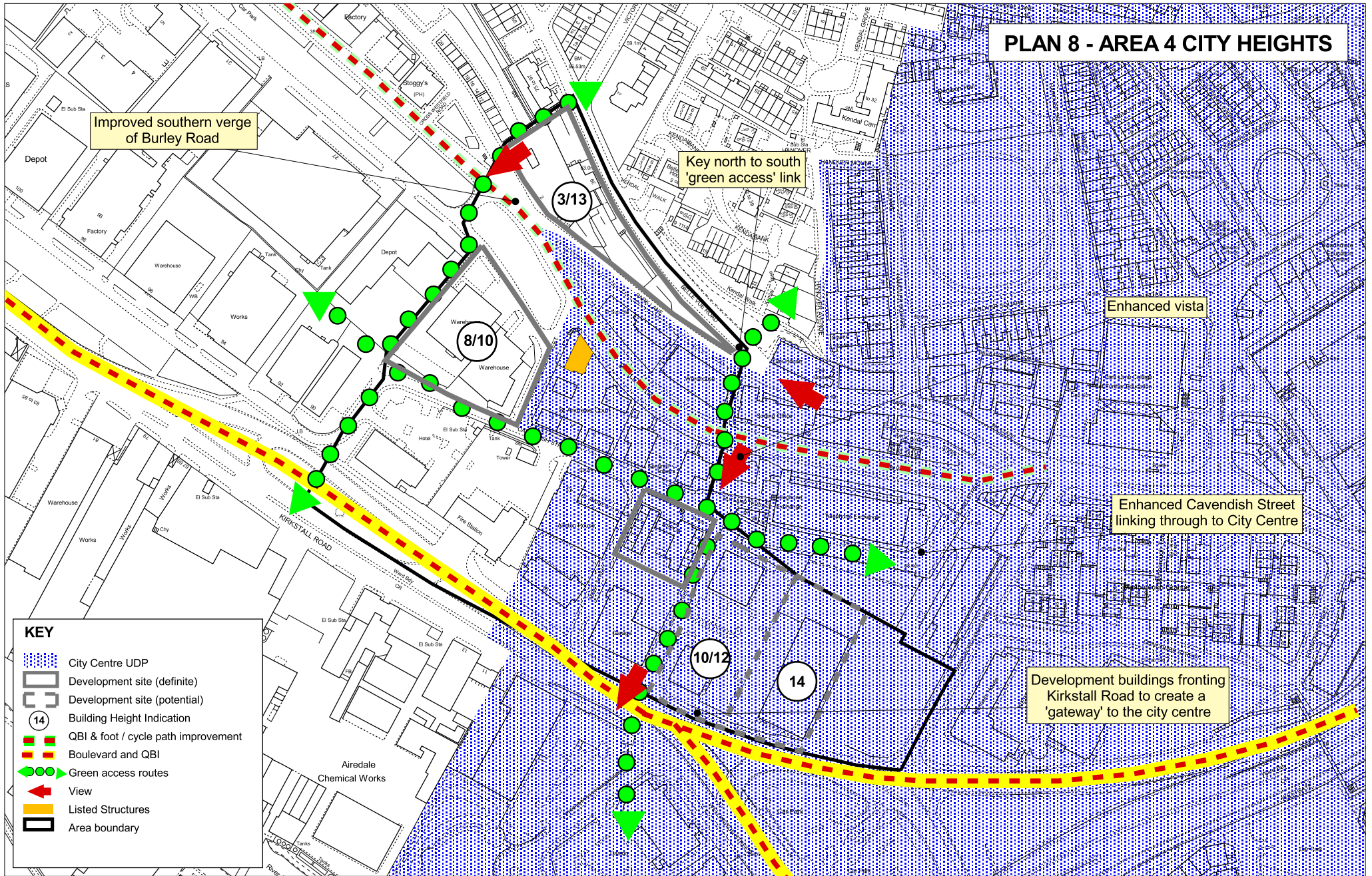
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PLAN 8 - AREA 4 CITY HEIGHTS



KEY

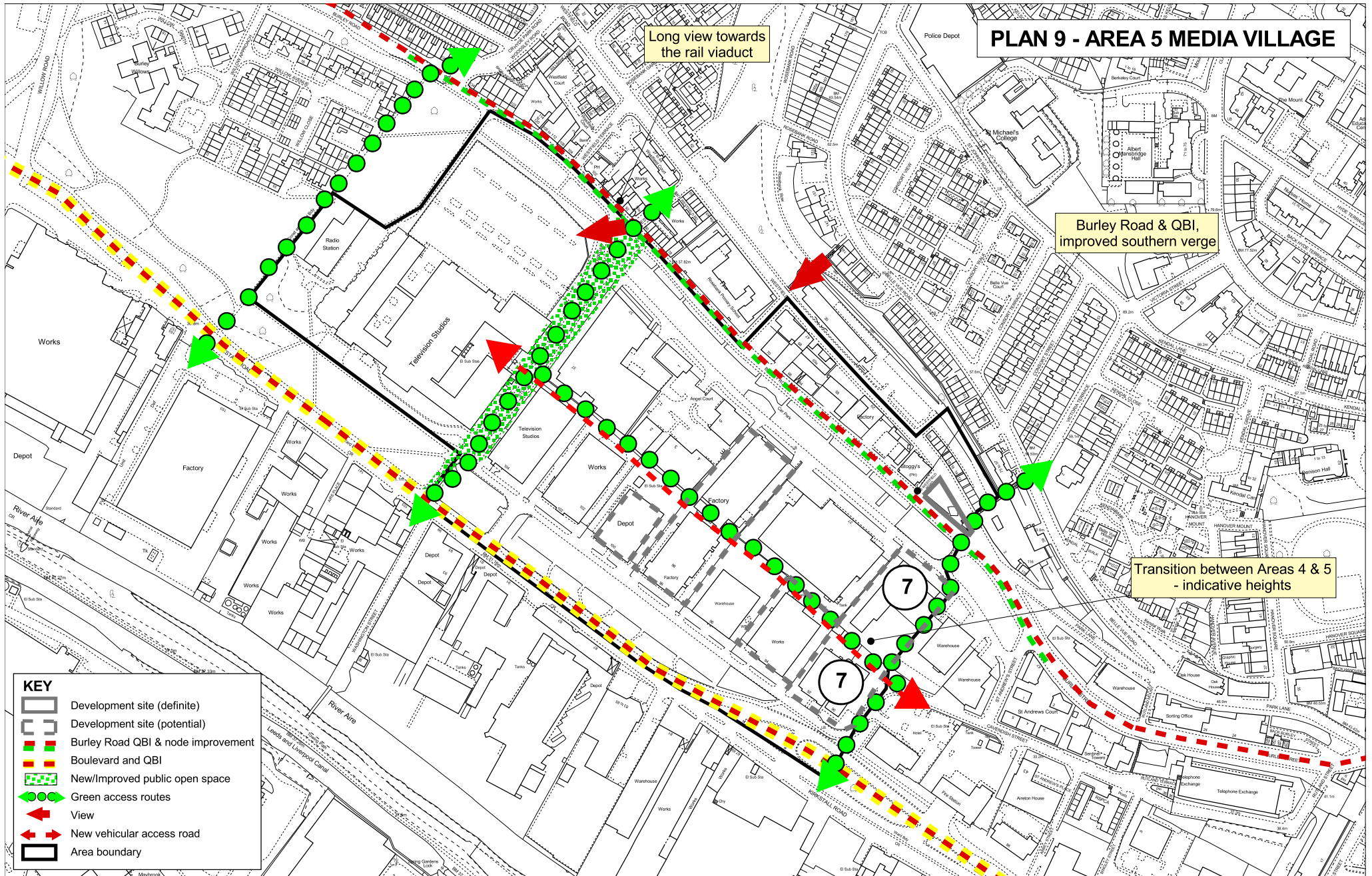
- City Centre UDP
- Development site (definite)
- Development site (potential)
- Building Height Indication
- QBI & foot / cycle path improvement
- Boulevard and QBI
- Green access routes
- View
- Listed Structures
- Area boundary

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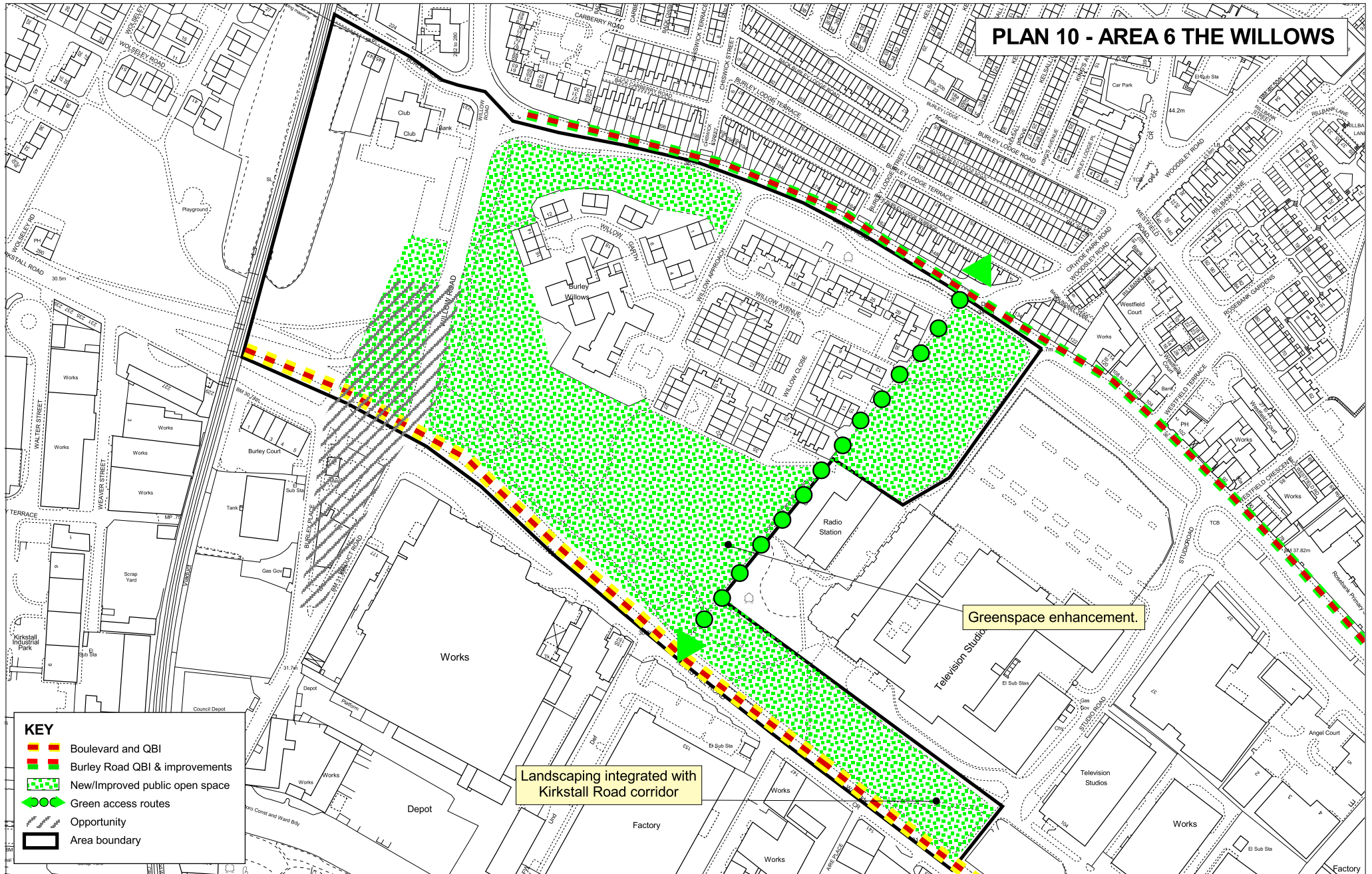
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PLAN 10 - AREA 6 THE WILLOWS



KEY

- Boulevard and QBI
- Burley Road QBI & improvements
- New/Improved public open space
- Green access routes
- Opportunity
- Area boundary

Landscaping integrated with Kirkstall Road corridor

Greenspace enhancement.

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AA

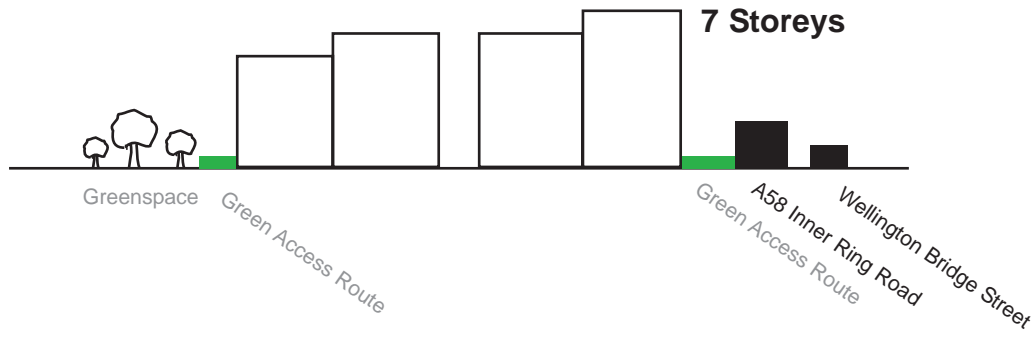
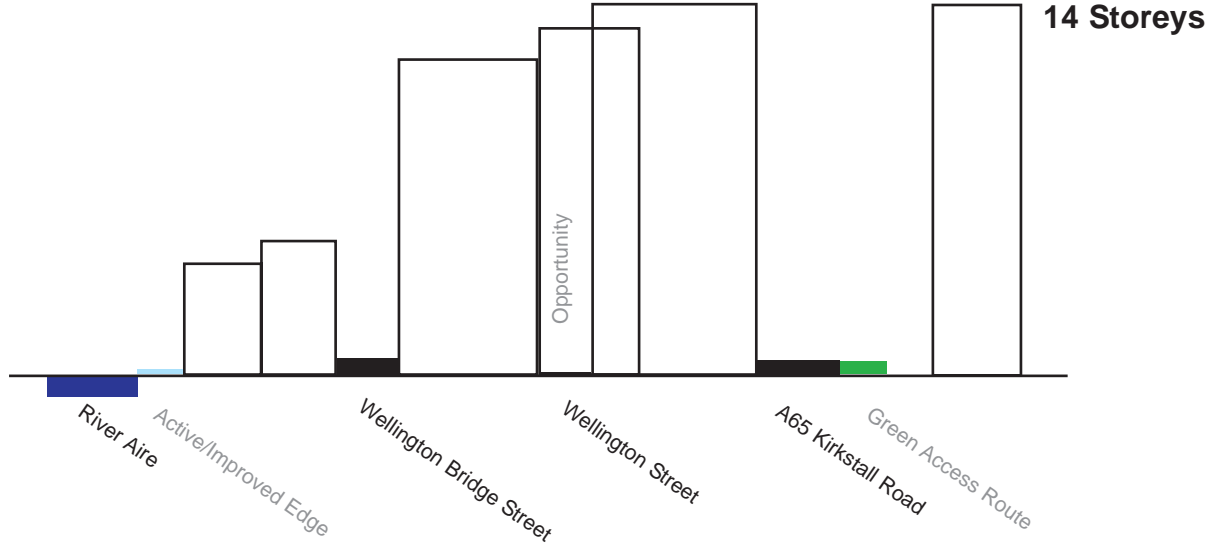


Figure 1

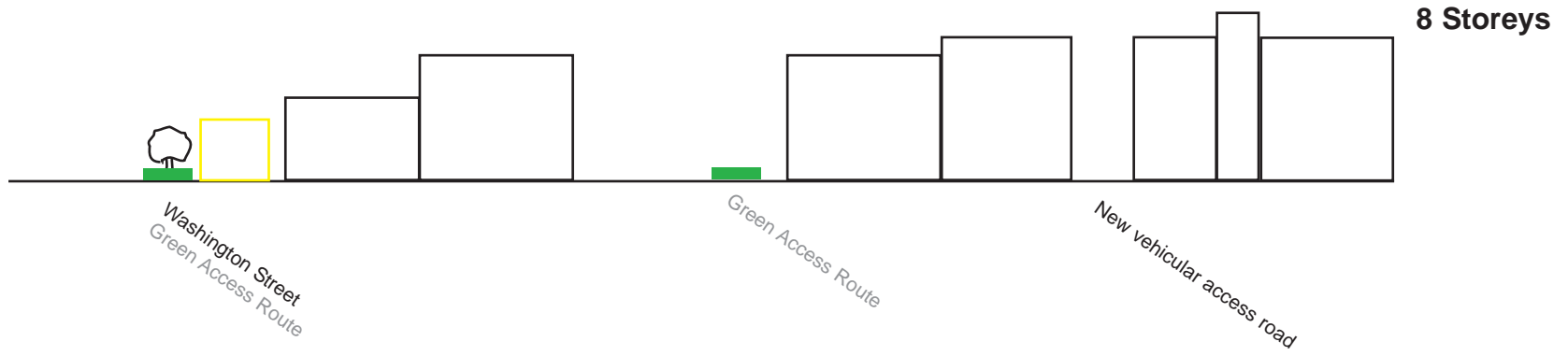
See Plan 5 for location of cross sections

BB



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CC



DD

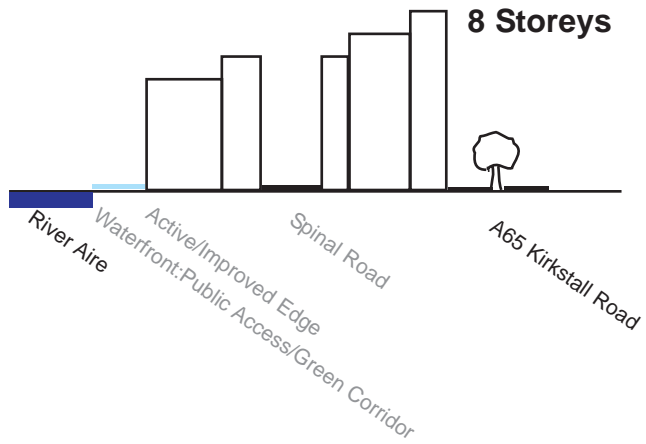


Figure 2

See Plan 6 for location of cross sections

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