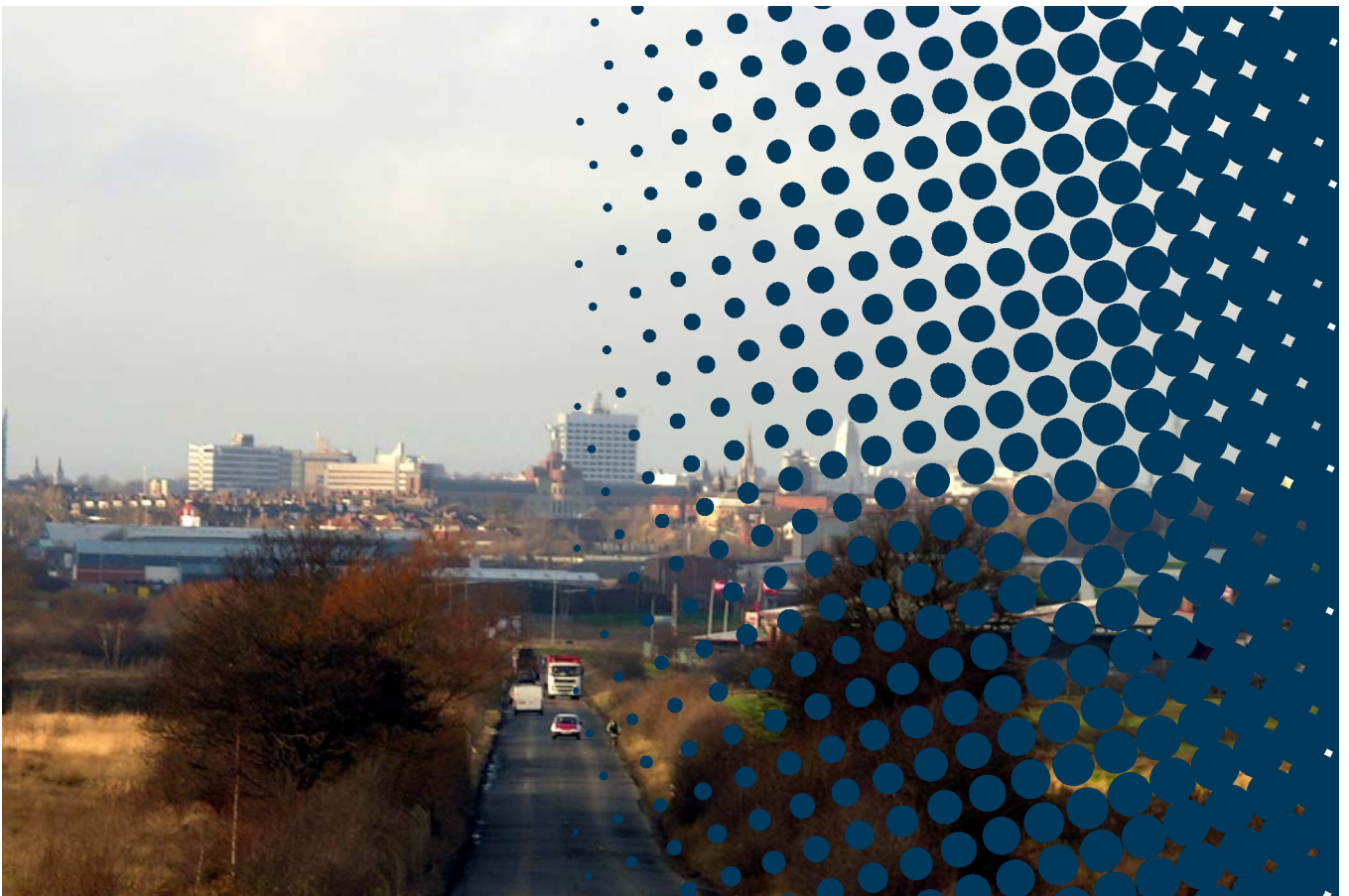


Aire Valley Leeds Area Action Plan

Leeds Local Development Framework



Development Plan Document
Alternative Options
April 2006

AIRE VALLEY LEEDS AREA ACTION PLAN

THE ALTERNATIVE OPTIONS

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1. INTRODUCTION

Background

- 1.1 The City Council is preparing an Area Action Plan (AAP) to provide the future planning framework to guide the regeneration of an area of the Lower Aire Valley which is referred to as Aire Valley Leeds (AVL).
- 1.2 AVL covers an area of approximately 1,000 hectares of land south east of the City Centre from the Royal Armouries Museum eastwards towards the M1 motorway (see location plan). The River Aire and the Aire and Calder Navigation form a central waterways corridor through the area, with the Leeds -York rail line along the northern boundary and the Leeds–Castleford-Wakefield line to the south.
- 1.3 The area was traditionally the centre for manufacturing and heavy industries in Leeds but it is now suffering from its industrial and mining history and the decline of those traditional industries. However, the area does offer huge opportunities, the most significant of these being the availability of large development sites in a location which is accessible to surrounding residential areas, Leeds City Centre and the motorway network. Many of these sites are currently constrained through a lack of basic infrastructure, particularly transport links, and by environmental problems, which are discussed in more detail in the next section. It is overcoming these barriers and opening up the opportunities in AVL that will form the focus of the AAP.

Purpose

- 1.4 This consultation document introduces alternative *options* for regenerating AVL, which is a priority within the Community Strategy – the Vision for Leeds. In supporting the comprehensive regeneration of AVL, the focus of the consultation is to consider what mix of development AVL should provide over the next 15-20 years and, equally importantly, what new transport links and improvements to existing links are needed to deliver new development and support existing businesses and facilities.
- 1.5 This consultation on *options* will draw to a close the first stage of the Area Action Plan preparation. We are hoping to get feedback on how well the *options* address the range of issues identified during the previous consultation period which centred on issues. We are keen to find out which options/choices gain support and which are opposed. The conclusions from this will in turn be used to develop “Preferred” option/s.

What has happened so far

- 1.6 A regeneration programme has been in place in AVL since 2000. During this time a number of important projects have been delivered and others are being progressed. The City Council's Executive Board approved a Strategic Vision for the AVL in April 2002. It identified broad objectives and development principles for the area, including the opportunity for the area to become "the window" to Leeds, strengthening and delivering the City's role as regional capital by diversifying its economic base and offering innovative opportunities for living, working and recreation, bringing maximum benefit to local people and the city as a whole.
- 1.7 It was recognised that the Strategic Vision represented an ambitious strategy and that the timescales associated with bringing forward development on the scale envisaged would be significant - 15 to 20 years. It was also recognised that achieving the Strategic Vision would require significant barriers to regeneration to be overcome and involve:
- development/re-development of a number of key sites within the Aire Valley;
 - diversification of uses away from traditional manufacturing; and
 - A sequential approach to infrastructure provision to release sites for development.

A number of other key documents have also been prepared, including a draft Transport Strategy, housing market assessment and an Employment Land Assessment. AVL also features in the draft Regional Spatial Strategy (RSS).

- 1.8 Work has been progressing on the AAP since early 2005. We have already consulted on the issues that need to be considered in the Area Action Plan (July-September 2005). A wide range of views emerged from the consultations which have, where possible, been taken into account in the preparation of the *options*. Some of the comments received related to detailed matters which will be considered at a later stage of the plan. If you would like to read the early issues consultation document it is available to view on the Council's website at www.leeds.gov.uk/ldf

The Next steps

- 1.9 This next stage of AAP preparation is known as the "preferred options stage" and feedback from this consultation and additional work, such as an Employment Land Review, will assist the City Council in "pulling together" the preferred option/s for the Area Action Plan. There will then be further consultation on the selected preferred option/s early in 2007. At the same time a Sustainability Appraisal Report will identify the likely social, economic and environmental effects of those options.

2. THE KEY OPPORTUNITIES AND CHALLENGES IN AIRE VALLEY LEEDS

- 2.1 AVL presents a series of opportunities and challenges that are unique in Leeds and the wider region. This section briefly sets out some opportunities and challenges which were key to developing the *options* put forward in this consultation. These are mapped out on Plan 2.

The Opportunities

- 2.2 The Aire Valley Strategic Vision looks ahead 20 years and envisages the area as the key employment area and economic heart of Leeds with a diverse range of living, working and recreational opportunities on offer. Although this is a long way from the current situation it is achievable if steps are taken to remove a number of important constraints necessary to unlock the considerable potential of the area.
- 2.3 The area is well located being adjacent to the City Centre at its north western end and the M1 motorway at its south eastern end. The Leeds-Wakefield and Leeds-York railway lines, the River Aire and the Aire & Calder Navigation provide further transport links.
- 2.4 The area has some 400 hectares of development sites with potential to generate an additional 30,000 new jobs. This makes AVL a key employment opportunity for the Leeds City Region and Yorkshire and Humber as a whole. The role of AVL is recognised in the emerging RSS. The value of the job opportunity AVL provides is increased by virtue of its proximity to surrounding communities which have been recognised as suffering signs of deprivation, including access to jobs. If physical barriers, such as a lack of attractive transport links, and social barriers, such as a lack of skills and training are removed or minimised the successful regeneration of AVL could make a real difference to these communities.
- 2.5 The scale of development land available means there may be potential to accommodate other uses, alongside traditional employment uses. One possibility is a residential village which would be large enough to provide and support its own neighbourhood centre, including small scale shopping and other local facilities.
- 2.6 There is also potential for AVL to become an attractive destination for recreational activities taking advantage of the river/canal corridor running through the heart of the area. The corridor includes the historic listed buildings at Hunslet Mills and Thwaite Mills and close proximity to Temple Newsam House and Park and Rothwell Country Park is a further benefit.

The Challenges

- 2.7 Successfully regenerating AVL will require a number of key issues to be addressed. These are set out briefly below:

The transport network

- 2.8 The area requires massive improvement to its transport infrastructure if it is to support major new development. There is a need to provide a new transport infrastructure grid. This should comprise a series of roads, public transport routes, railway lines, footpaths and cycle ways, the river and the canal and green corridors connecting AVL with the City Centre, the Motorway network and surrounding areas. December 2005 saw some good news with approval from Government Office for the additional funds to deliver the East Leeds Link Road, which will provide access to many of the major development sites and link Junction 45 of the M1 with the Leeds Inner Ring Road. Construction of the road will start in Autumn 2006 and it is programmed to open in late 2008.
- 2.9 The area is currently very difficult to cross from north to south because of the lack of river crossings between Richmond Bridge, close to the City Centre and the M1. A new bridge crossing is therefore an essential component of regenerating the area.
- 2.10 Significant investment in public transport is also needed to ensure the area delivers sustainable development. Offering people a choice of transport reduces reliance on the car and helps those without access to a car to gain access to jobs and other facilities. What the new public transport package might include has yet to be determined and is discussed in more detail in the Transport Options section.

Utilities

- 2.11 Many of the major development sites in AVL lack basic utilities including water supply and electricity. Providing these will add to the cost of developing sites for all types of land uses.

Knostrop Wastewater Treatment Works (WWTW)

- 2.12 The Knostrop WWTW lie at the heart of AVL and are one of the largest treatment works in the UK serving the Leeds conurbation. The current treatment process meets the minimum requirements set out in environmental legislation and further investment is being made by Yorkshire Water to meet stricter environmental standards that are being introduced. However, even with these improvements the environmental impact of the works, in terms of odours and nuisance created by flies, means that development of the surrounding area for uses other than general industry or warehousing is not possible. This is clearly at odds with ambitions to regenerate the area and introduce a wider range of uses, particularly housing, offices and leisure/recreational facilities.
- 2.13 Major improvements would be needed at Knostrop, including a new treatment plant (effectively replacing the filter beds), to significantly reduce the environmental impact and allow new uses to be introduced to appropriate surrounding areas. These improvements would have to be financed from the enhanced land values of the new and more profitable forms of development. The estimated cost of the new plant is in excess of £100million.

2.14 It is therefore a fundamental challenge for the AAP to identify which forms of development can generate sufficient values to pay for a new treatment plant as well as contribute to the other major infrastructure costs identified in this section. There are key issues in unlocking the future potential of AVL and the wider regeneration ambitions.

Contaminated land

2.15 AVL has large areas of land which are heavily contaminated by current and past activity. The extent to which land will need to be 'cleaned up' before development can take place depends to some degree on what uses are proposed. A site for housing would need to be cleaned up to a much higher standard than one to be used for a new factory or warehouse and consequently would be more expensive to develop. Contamination issues relating to some of the major development opportunities in the area are discussed in more detail in Section 3.

Flood Risk

2.16 A key emphasis of government policy for all types of development is upon the re-use of brownfield land within urban areas. Whilst most of the land within AVL is brownfield some of this coincides with flood risk zones associated with the River Aire. Managing and mitigating against such risks at a local and strategic level is therefore an important issue. The flood risk zones in Aire Valley Leeds are identified on Plan 2.

Overcoming the constraints

2.17 The overall costs of providing additional infrastructure and a new treatment plant at Knostrop and cleaning up contaminated land has been estimated at £250 million. These costs will need to be paid for by the new development. This will influence which land uses might be selected in AVL. Bringing uses such as housing into the area is likely to generate higher values, but will also incur further costs because of the additional work required to create a pleasant living environment for future residents.

2.18 Overcoming the constraints and realising the opportunities of AVL is therefore a complicated process because of the knock on effect of any one decision. There is only so much land available for development and there is a need to ensure that the level of employment land developed and jobs created does not fall below what is needed to support the continuing economic growth of Leeds and the sub-region.

2.19 Above all, there is a need for the regeneration of the area and the package of options to be sustainable, bringing forward long term economic, social and environmental benefits to AVL and to surrounding communities.

3. HOW THE OPTIONS HAVE BEEN DEVELOPED

3.1 The options for the Area Action Plan are focused on providing answers to the following two questions:

- **What land uses (housing, offices, industry etc) are most appropriate for AVL and where are they best located in the area?**
- **What infrastructure, particularly transport, does AVL require to deliver the sustainable regeneration of the area?**

3.2 The link between land uses and transport is crucial because key pieces of transport infrastructure, such as the East Leeds Link Road, a bridge crossing of the river/canal corridor, railway lines and waterway links will help to determine the location, type, scale, timing and delivery of new development in the area. The transport strategy for AVL, will be a vital element in the comprehensive planning and sustainable development of the area.

3.3 At this informal stage of producing the Area Action Plan, the *options* have been kept wide ranging to encourage a full discussion about the future of the area. The *options* represent different degrees of change in the area from minimal change (a 'business as usual' approach) to those which would potentially bring about transformational change, maximising the regeneration opportunities available in AVL.

3.4 A number of considerations have been used to help frame the options, of which the following have been particularly important:

- **the objectives of the Area Action Plan as set out in the Issues consultation paper, these were:**
 - to enhance Leeds as a regional economic centre and a regional capital
 - to make the Aire Valley an economic driver for the city and region by increasing and diversifying employment opportunities
 - to create a sustainable mixed use area
 - to bring maximum economic benefit to local people
 - to overcome the constraints and barriers to regeneration
 - to improve access to and movement through the area
 - to improve public transport
 - to improve and enhance the image of the area
 - to fully utilise the river/canal
 - to improve the quality of the environment
- **the findings of previous studies undertaken in the area, particularly:**
 - the Aire Valley Strategic Vision and its 'Universal Principles';
 - the Aire Valley Housing Market Assessment;
 - the Aire Valley Leeds Transportation Strategy;
 - Creating the Place: A Design Guide for Aire Valley Leeds;
 - The Leeds Waterfront Strategy; and
 - the emerging findings of the Leeds Employment Land Review.

- **feedback from consultation on the issues, briefly:**
 - The objective to improve public transport should be broadened
 - A wider range of land uses should be promoted, particularly in locations close to the City Centre
 - Yorkshire Forward support the view that the regeneration of the area will play a significant role in securing Leeds' position as the regional economic centre, in line with the emerging RSS.
 - Priority should be given to creating new jobs
 - Highways Agency has concerns over 29,000 jobs concentrated in one sector of the city
 - Yorkshire Forward – Employment in the Aire Valley should not be solely reliant on traditional industries and the AAP should make provision for a range of uses,
 - Support for development of affordable housing in the area
 - Yorkshire Water – Possibility of housing development in or near that area of the existing filter beds should be regarded as very unlikely
 - Housing agenda good in principle but will proposals yield the values required to fund infrastructure.
 - Yorkshire Forward – priority should be to create mixed, balanced sustainable communities.
 - Mix of size, tenure and price important.
 - Areas close to the City Centre services and facilities and which maximise the opportunities of the waterfront are considered the best in Aire Valley.
 - Highways Agency - Residential development should not be located close to the M1 corridor as this could encourage outward commuting by car.
 - Small scale retail development would be useful
 - assessment of retail needs should cover the same period as the AAP
 - Retail should be excluded as it is detrimental to other towns in the Leeds region.
 - Should seek to introduce leisure/cultural uses in the area.
 - New industrial units should provide jobs for local residents in deprived communities but they must have access to work experience training and skills
 - East Leeds Link Road is a key priority
 - New river crossing desirable but not essential for a number of years
 - Yorkshire Forward – development must be accessible by sustainable forms of transport.
 - Create an effective infrastructure grid to strengthen south to north links.
 - Provision of high quality public transport, cycle and pedestrian routes.
 - New railway station
 - Extensive cycle-path network throughout whole area
 - Need more work on removal of filter beds at Knostrop
 - Needs to promote better design, improved landscaping and open spaces.
 - how are flood risk and contaminated land issues are to be mitigated
 - sustainable waste management solutions.
 - Image of area needs to be improved.
 - A creative, innovative and effective delivery vehicle will be essential

- **the continued development of the evidence base**
 - **national and regional planning policies and their implications for potential land uses in the area**
 - **other regional and local plans and strategies, such as the Regional Spatial Strategy, the Regional Economy Strategy and the Vision for Leeds 2004-2020.**
- 3.5 The options have been designed to offer a “bandwidth” of realistic choice. Key to establishing the appropriate “bandwidth” of options was the need to consider the impact certain types of development may have beyond AVL itself. In particular, this was a significant factor in deciding whether major retail development should be considered as an option for the AAP.
- 3.6 The continuing financial success of Leeds City Centre is vital to maintaining the economic growth of Leeds and the wider region. The range of shops on offer is a key attraction which encourages people to visit the City Centre and supports the needs of people who work and live in the City. The need to protect the shopping role of the City Centre through planning policies is therefore paramount. Equally important, is the need to maintain and enhance the viability of smaller town and district centres within Leeds. These centres help to meet the everyday shopping needs of people who live close by. Out of centre retail development competes directly with existing centres, particularly where it is offering the same type of products and provides free parking facilities.
- 3.7 A detailed retail study was carried out as part of developing the Aire Valley Strategic Vision which assessed the market capacity for new retail development in Leeds and the impact that a major retail development in AVL would have on the City Centre. It was concluded that there is no capacity or at best limited capacity for major retail development within AVL and it would be contrary to national planning policy it was no longer considered feasible to pursue the idea of introducing significant retail uses into AVL. Proposals for major new developments in the Eastgate and Harewood quarter of the City Centre, which will enhance the City Centre's shopping offer, would be undermined by the possibility of competing out-of-centre retail development. It has therefore been decided to exclude major retail development from this consultation on basis that it is not a realistic option. You may tell us now whether you agree or disagree with this approach by filling in the questionnaire

Key Development Opportunities and Areas of Significant Change

- 3.8 The options put forward recognise that we are not dealing with a blank canvas. AVL already has existing uses and some industrial areas which will stay for the foreseeable future. It is home to businesses employing 15,000 people, whose jobs we need to sustain, in addition to the prospect of creating many more new jobs. For this reason we have chosen to focus the options on 8 broad locations within AVL. These are the areas that have been identified as key development opportunities or areas of significant change. This is not to say that the AAP will not apply to other areas or have detailed policies which relate to them. If you do not agree with this approach or think that other locations should have been included, **please tell us by filling in the questionnaire provided.** It is perhaps self evident that the in options being considered different uses are being considered for the same site – clearly a decision has to be made as to which use should be carried forward into the preferred option. One should also bear in mind that some uses do not sit alongside each other very well e.g. industry and housing and

that whilst considering “non-employment” uses we still need to maintain an appropriate supply of employment land and aim to generate some 30,000 new jobs.

- 3.9 The key development opportunities or areas of major change are shown on plan 3 and described below:

1. The Armouries

This area is bounded by the River Aire, South Accommodation Road, Hunslet Road and Crown Point Road in the north west of Aire Valley Leeds. Half the area is within the existing boundary of the City Centre. Formerly a largely industrial area, it has undergone major changes over recent years with the completion of the Royal Armouries Museum, new student accommodation and the ongoing development of a mixed use scheme at Clarence Dock. There is pressure for more change, particularly for residential, office, leisure and retail uses, as the influence of the City Centre continues south east, downstream, along the Aire Valley.

2. Hunslet Riverside

This area, located to the south of South Accommodation Road, has been allocated as a strategic housing and mixed use development site in the review of the UDP. It spans the Riverside, incorporating the historic Hunslet Mills complex and British Waterways land at Yarn Street south of the river, with the “EWS” site and the former Copperfield College campus to the north. The area is also interrupted by a branch railway line serving the Tarmac site and other aggregate operations. It has previously been anticipated that the area could accommodate around 2,500 new homes as well as some employment development. The Hunslet Mills site already has planning permission for 700 new apartments and an application for 335 flats and 12,455 sq m of offices has been submitted on the adjacent site between the Mills and Richmond Bridge.

3. Skelton Moor Farm / Thornes Farm (65 Hectares)

This area lies immediately to the south of housing estates at Halton Moor and Osmondthorpe, to the west of the Temple Newsam Park and to the north of Pontefract Lane/East Leeds Link Road (ELLR). The area is currently used for agricultural purposes.

The land is allocated for general employment uses in the UDP which cannot be occupied before the East Leeds Link Road is opened. A key issue for development of the site will be securing the appropriate linkages, particularly public transport between Aire Valley Leeds and surrounding communities.

4. Bellwood and Skelton Grange (152 Hectares)

The northern boundary of this area is formed by Pontefract Lane/ELLR, the M1 motorway to the east, the River Aire corridor to the south and the edge of the Cross Green industrial estate to the west. The area is at the heart of Aire Valley Leeds and dealing with its issues is key to the successful regeneration of the entire area. It is very prominent when viewed from the M1 motorway, a prominence that will be increased when the East Leeds Link Road and Junction 45 of the M1 are opened.

The area is dominated by the Knostrop Waste Water Treatment Works. The land around the treatment works is allocated for employment uses in the UDP. Replacing the filter beds at the treatment works with a new plant that will effectively house the filter bed operation within a building, would release the existing filter beds land for development and most importantly open up the surrounding development sites for a much wider range of new uses. Land to the south-east of the treatment works has been used as sludge lagoons and is believed to be heavily contaminated. Effective

remediation of this lagoon area would be required in order to allow development to take place and this is a key issue.

Skelton Grange to the south-west of the area contains the former power station site, which has potential for development and a major electricity sub-station which needs to be retained as it serves much of Leeds. Linkages with areas to the south of the river corridor are poor. There is a privately owned bridge on Skelton Grange Road but this is considered inadequate for carrying significant amounts of traffic or public transport services. The need for a replacement bridge to facilitate access across the valley for all modes of transport and residents of South and East Leeds to the whole of Aire Valley Leeds is paramount.

5. Skelton Business Park (72 Hectares)

This area lies to the south east of the M1 motorway which separates it from the rest of AVL. The open cast mine workings have been restored. A landfill site operates on the eastern edge of the area with a licence which runs until 2012. The area is allocated for a prestige business park in the UDP to consist of offices within a heavily landscaped setting.

It is a particularly sensitive, prominent site given its location on the edge of the green belt and proximity to Temple Newsam Park.

6. Haigh Park Road area

This area is located to the south of the River Aire corridor, immediately opposite the Bellwood / Skelton Grange site (Area 4). The other boundaries are formed by Pontefract Road and the Leeds-Wakefield railway line. There are a number of existing industrial uses in the area together with several large development sites.

7. Leeds Valley Park (21 Hectares)

This site consists of a triangle of development land located between the M1, M621 and Wakefield Road in the south of Aire Valley Leeds. Allocated for employment uses in the UDP the whole site now has consent for an office development, phase 1 of which is complete and phase 2 is under construction, like phase 1 as a speculative development.

8. Stourton North (17 Hectares)

This site is an area of open land located to the west of Junction 7 of the M621 motorway. The UDP proposed the site as a terminus for Supertram incorporating a park and ride facility, an office development and a major leisure opportunity. With the cancellation of Supertram the future of the site will need to be reconsidered by the AAP, within the context of alternative arrangements for public transport investment.

Format of the options

3.10 The options outlined in Section 4 relate to the possible land uses and transport proposals for AVL. These are grouped under the following headings:

1. Employment uses (office, industrial and distribution uses)
2. Alternative uses (housing, leisure, recreation and waste management,)
3. Transport

3.11 For each land use and for the transport *options* the following is provided:

- Some background information which briefly sets out the context that helped to define the *options*
- A broad set of *options* aimed at defining the scale and type of development required for each land use and for transport solutions
- Further *options* where there is a choice of location for a certain type of proposal within the area

Appraising the options

3.12 All the options have been subject to an options appraisal. This is set out in the tables provided in Section 4. It is intended to provide more detail on *options* to help inform your views on which option you may prefer.

3.13 In the case of each *option* the appraisal table sets out:

- the key issues for each *option*
- the requirements necessary to deliver the *option*; e.g. new infrastructure and
- the broad advantages and disadvantages

3.14 A sustainability appraisal of plan objectives and each of the *options* set out in this document has also been undertaken. The appraisal seeks to assess the likely beneficial and/or negative economic, social and environmental effects of the *options*. A commentary setting out the results of the sustainability appraisal is being prepared.

4. THE OPTIONS

A. EMPLOYMENT USES

INTRODUCTION AND CONTEXT

- 4.1 This section sets out the *options* for the scale and location of employment uses in AVL. Employment uses (offices, industry and distribution/warehousing) are currently the predominant land use in the area and nearly all of the land currently allocated for future development is for more employment uses. Determining the amount of land required for employment uses over the next 20 years and deciding where it is located is therefore of key importance to the AAP. If other land uses, such as residential, are to be brought into AVL it will mean that some land which is currently proposed for employment uses in the UDP will have to be reallocated.
- 4.2 The options for office development are discussed separately from industrial and distribution uses because they have different requirements in terms of where they are best located and are subject to different government planning policies.

Employment Land Review

- 4.3 The Leeds Employment Land Review will forecast the need for land to accommodate new employment development in Leeds over the next 15 years. The AAP will need to be informed by its conclusions.

Leeds City Growth

- 4.4 AVL sits within the Leeds City Growth Area which includes the area of central Leeds surrounding the City Centre. A strategy has been prepared for the Leeds City Growth Area which aims to improve business performance through establishing additional and better links between business in and across business clusters. Clusters are concentrations of inter-connected companies, suppliers and service providers that compete with each other but also co-operate.
- 4.5 A number of clusters have been identified in the following manufacturing sectors:
- Life Science/Medical Technology
 - Food Processing
 - Environmental Technology
 - Pharmaceuticals
 - Aerospace, Vehicles and Defence
 - Printing and Publishing
- 4.6 Local employment in each of these activities is proportionately higher than regional or national averages.
- 4.7 If the manufacturing clusters concept is to be supported and further developed, land has to be made available to allow businesses to expand. The AAP needs to be mindful of this when decisions are taken as to the amount of land required for employment uses, particularly as AVL contains by far the largest concentration of allocated employment land in the Leeds City Growth Area and sub-region.

OFFICES

INTRODUCTION

- 4.8 The growth in office employment in Leeds has played a major role in the economic success of the city over recent years. The main focus of this growth has been the City Centre but there has also been significant development of 'out-of-centre' office business parks.
- 4.9 AVL is an important location for office development. Large, quality sites are available in locations which are accessible to the motorway network and it has close links with the City Centre. The AAP will need to determine how much office development should be accommodated in AVL over the next 15-20 years and where it is best located.
- 4.10 These decisions will need to be underpinned by the need to ensure that new offices are provided in locations which:
- meet the requirements of the business community;
 - maximise the opportunity to create a new image for the Aire Valley;
 - encourage sustainable patterns of development;
 - are well connected to surrounding residential communities by a range of transport modes
 - are consistent with planning policies at the national and regional level which define offices as a main town centre use to be located in town centres (or on the edge of them) in preference to out of centre locations. The national planning policies in respect of office development are set out in Planning Policy Statement 6 (PPS6).

POTENTIAL FOR OFFICES

- 4.11 The following section looks at the potential for offices across different areas of AVL.

The City Centre

- 4.12 The City Centre has traditionally been a major location for office development. As the regional capital it offers a prestige location for businesses in the legal and financial sectors, has close proximity to complementary services and is highly accessible to public transport. Maintaining a thriving office sector in the City Centre is vital to the economic success of the city.
- 4.13 A location within walking distance of the main city railway station is considered essential for Prime City Centre offices. This is normally taken to mean a walking distance of 8 minutes or less (about 600 metres). Part of the Aire Valley is within 8 minutes walk of the railway station (illustrated by the "contour" shown on plan). It therefore has potential to accommodate city centre type office development, providing there are suitable sites available.

The City Centre fringe

- 4.14 The areas around the edge of the City Centre are increasingly becoming the focus for new development as the City Centre and its area of influence expands. Traditional industrial and warehouse sites are being redeveloped for higher value uses, including residential apartments, hotels and offices. New development has an important role to play in creating better linkages between the City Centre and surrounding communities
- 4.15 The market for offices in this location tends to be slightly different to that in the City Centre because it is arguably located too far away from the railway station to attract prime office development.
- 4.16 In the Aire Valley, Areas 1 and 2 have been identified as a possible location for this type of office development. It is suggested that “mixed use” development is located in these areas (offices alongside housing and supporting facilities).

'Out of centre' offices

- 4.17 A third distinctive market for offices, that has potential in the Aire Valley, is for 'out of centre' offices. This market caters for demand from businesses which do not wish to locate in the City Centre, prefer good access to the principal road network, quality landscape setting, car parking and choose not to pay the higher rents.
- 4.18 Within the overall strategic context of the regeneration and sustainable development of AVL, out of centre offices could potentially be developed in two forms. Firstly, on large business parks and secondly along prominent road frontages, such as the East Leeds Link Road. Both have major advantages in urban design terms but the frontage offices can also help to 'mask' the visual impact of very large industrial units or warehouse 'sheds' and create a positive image/profile for the area.
- 4.19 Offices could help to form a buffer between different uses such as industry and housing for example, which generally do not make good neighbours.
- 4.20 The issue for the AAP is to establish whether there is a need/role for more out of centre offices in the Aire Valley, above that which is already being developed or is in the pipeline. If the decision is taken that there is a need to allocate more, the AAP will also have to determine: how much, what form it should take and where it should be located.

THE OPTIONS

- 4.21 The options for office development in Aire Valley Leeds are based around the three types of office development identified:

Option O1: Promote new office development in those areas in AVL that are within easy walking distance of the main railway station

This option would see new office development concentrated within or close to the City Centre.

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

This option would widen suitable locations to include additional sites on the fringe of the city centre, as part of mixed use developments.

Option O3: Promote office development on ‘out-of-centre’ sites in AVL (in addition to locations identified in Options 1 and 2) This option proposes ‘out of centre’ office developments either in the form of business parks or in mixed employment developments with offices built on important road frontages. The option includes one or more of the following sites:

- A. Skelton Moor Farm (Area 3) – frontage development**
- B. Bellwood (Area 4) – frontage development**
- C. Skelton Business Park (Area 5) – business park**
- D. Leeds Valley Park (Area 7) – business park**
- E. Stourton North (Area 8) - business park or frontage development**

4.22 A brief appraisal of each option is set out in Table 1.

TABLE 1: APPRAISAL OF OPTIONS – OFFICES

	OPTION O1	OPTION O2	OPTION O3
Description	Promote new office development in those areas in AVL that are within easy walking distance of the main railway station	Promote some office development in mixed use developments on the fringe of the City Centre (in addition to locations identified in Option 1)	Promote office development on 'out-of-centre' sites in AVL (in addition to locations identified in Options 1 and 2)
Potential locations (see plan)	Area 1 (within 8 mins walk of railway station)	(A) Area 1 (more than 8 mins walk from railway station) (B) Area 2	(A) Area 3 (B) Area 4 (C) Area 5 (D) Area 7 (E) Area 8
Key issues	<ul style="list-style-type: none"> • Will demand for City Centre offices continue to grow outside the office quarter? • What scale of provision is likely to be needed? • Are there sufficient sites available? • What are the competing demands from other uses to locate in the City Centre, in particular residential development? • How far away from the railway station can high density offices be located? • Should land be allocated for offices or zones designated with a policy for a minimum proportion of office floorspace within developments? 	<ul style="list-style-type: none"> • What demand is there for mixed office / residential development on the fringe of the City Centre? • Are these locations close enough to the City Centre to facilitate linked trips and encourage use of public transport 	<ul style="list-style-type: none"> • Is there a distinctive market for out-of-centre offices? • Is there need for further 'out-of-centre' offices in addition to sites which are currently or likely to be developed? • What will be the impact of additional car trips on the highway network? • What is the potential for linkages between out-of-centre offices and new residential communities? i.e. using shared facilities such as a new local centres and public transport
What needs to be in place to deliver this option	<ul style="list-style-type: none"> • Safe and direct pedestrian and cycle routes to the railway station and the rest of the City Centre 	<ul style="list-style-type: none"> • Improved public transport linkages • Safe and direct pedestrian and cycling routes to the City Centre and surrounding communities 	<ul style="list-style-type: none"> • The East Leeds Link Road (Areas 3, 4 and 5) • New public transport linkages • Improved road network • Safe and direct pedestrian and cycling links to surrounding communities • New bridge crossing (Area 4) • New waste water treatment plant at Knostrop (Area 4)
What are the potential advantages?	<ul style="list-style-type: none"> • Consistent with government planning policy (PPS6) • Focuses new office development in the 	<ul style="list-style-type: none"> • Offers opportunity to create attractive frontages on major routes to uplift the image of the area 	<ul style="list-style-type: none"> • Provides a higher value use (than industrial and warehousing / distribution uses) which could help pay for new

TABLE 1: APPRAISAL OF OPTIONS – OFFICES			
	OPTION O1	OPTION O2	OPTION O3
	<p>most accessible location by non-car means of transport</p> <ul style="list-style-type: none"> • Supports growth and focus of the City Centre • Helps to facilitate linked trips i.e people working, living and shopping in the City Centre 	<ul style="list-style-type: none"> • Can benefit from proximity to City Centre 	<p>infrastructure</p> <ul style="list-style-type: none"> • Offers opportunity to create attractive mixed development to uplift the image of the area • Helps to make public transport more viable throughout the area • Likely to offer lower rents (than City Centre offices) which are attractive to a wider range of businesses
What are the potential disadvantages?	<ul style="list-style-type: none"> • Would not cater for the demand for offices in 'business park' type locations • Higher rents may price out some businesses 	<ul style="list-style-type: none"> • May be contrary to PPS6 (if sufficient sites within existing centres) • Could hinder development of sites for other uses if office use is a required as part of developments 	<ul style="list-style-type: none"> • May be contrary to PPS6 if sufficient sites in centres are available • Insufficient demand to take up large amounts of this form of office floorspace in such locations • Likely to encourage a greater number of car journeys compared to more centrally located sites

INDUSTRY AND DISTRIBUTION

INTRODUCTION

4.23 This section discusses the options for the scale and location of industrial and distribution (warehousing) uses in the Aire Valley. Industry and distribution is currently the predominant land use in the Aire Valley, focused particularly on the Cross Green Industrial Estate and the Hunslet to Stourton corridor to the south of the river/canal. For the purposes of this consultation this category of development is taken to include all employment uses except offices which are considered separately. These uses can be sub-divided into the following categories:

1. Light Industry (in the B1 use class for planning purposes)
2. General Industry (B2 use class)
3. Warehousing and Distribution (B8 use class)

4.24 Although these uses have been grouped together one important distinction to note is that B1 uses can normally be developed within or alongside residential areas whereas B2 and B8 uses generally require a buffer zone to be provided to maintain the amenity of residents.

KEY CONSIDERATIONS FOR INDUSTRIAL AND WAREHOUSING USES

4.25 The Aire Valley has a number of advantages as a location for industrial and distribution development in Leeds. These include:

- its existing focus for these uses;
- availability of very large sites which are not found elsewhere in Leeds;
- close proximity to the motorway and principal road network; and
- separation from existing residential areas.

4.26 However, the development of the majority of current sites is heavily constrained by inadequate infrastructure; including the highway network, public transport services and facilities and the utilities grid. Major investment is required to overcome these problems and to allow development of sites to proceed. The development values generated by industrial and distribution uses may not be sufficient to pay for these additional infrastructure costs and public sector resources are limited.

THE OPTIONS

4.27 Two options are proposed for industry and distribution uses in the AAP, these are:

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

This option represents the 'business as usual' approach largely continuing the allocations set out in the Leeds UDP and UDP Review.

Option IW2 - Allocate sufficient land for industrial and warehousing uses to meet the longer term needs of Leeds and re-allocate remaining areas for other land uses

This is the approach set out in the Strategic Vision for the Aire Valley. It is the *option* that will allow the introduction of a wider range of land uses in the Aire Valley, which would help bring about the regeneration of the area and provide the 'step change' envisaged in the Strategic Vision.

4.28 A brief appraisal of each *option* is set out in Table 2.

TABLE 2: APPRAISAL OF OPTIONS - INDUSTRY AND DISTRIBUTION		
	OPTION IW1	OPTION IW2
Description	Allocate most of the development land in AVL for industrial and warehousing uses	Allocate sufficient land for industrial and warehousing uses to meet forecasted needs and re-allocate remaining areas for other land uses
Potential locations (see plan)	Retention of the following areas for industrial and warehousing uses: (A) AREA 3 (B) AREA 4 (C) AREA 6	Re-allocating some or all of the available development land currently allocated for employment within the following areas for other uses: (A) AREA 3 (B) AREA 4 (C) AREA 6
Key issues	<ul style="list-style-type: none"> How much land is required over the next 15-20 years for development of industrial and warehousing uses, including the relocation of existing firms to new premises? How can the AAP support the concept of business cluster development in the Leeds City Growth Area? Can all the land currently allocated for employment uses be realistically developed bearing in mind the cost of providing the necessary infrastructure? 	<ul style="list-style-type: none"> How much land is required over the next 15-20 years for development of industrial and warehousing uses, including the relocation of existing firms to new premises? Which sites currently allocated for employment uses are most suitable for reallocated to other uses?
What needs to be in place to deliver this option	<ul style="list-style-type: none"> The East Leeds Link Road (Areas 3 and 4) New public transport linkages Improved road network Safe and direct pedestrian and cycling links to surrounding communities New bridge crossing (Area 4) 	<ul style="list-style-type: none"> The East Leeds Link Road (Areas 3 and 4) New public transport linkages Improved road network Safe and direct pedestrian and cycling links to surrounding communities New bridge crossing (Area 4) New waste water treatment plant at Knostrop (depending on the alternative use) Remediation of contaminated land
What are the potential advantages?	<ul style="list-style-type: none"> Ensures that sufficient land is available (subject to infrastructure improvements) Could support the development of business clusters in the manufacturing sector 	<ul style="list-style-type: none"> The approach accords with government planning policies which encourage local authorities to reallocate employment land which is not likely to come forward for development for other uses such as housing Potentially more flexible to market conditions in that it is less likely to lead to an over-supply of employment land Higher value uses can help to fund necessary improvement to the infrastructure unlocking the development potential of sites Offers opportunity to create mixed use communities, helping to regenerate the area and significantly enhancing its image
What are the potential	<ul style="list-style-type: none"> The funding gap created by infrastructure costs could result in 	<ul style="list-style-type: none"> Land may be required to meet long term employment needs

TABLE 2: APPRAISAL OF OPTIONS - INDUSTRY AND DISTRIBUTION		
	OPTION IW1	OPTION IW2
disadvantages?	no development of certain sites, limiting the employment opportunities created below the potential of the area <ul style="list-style-type: none"> • May do little to enhance the image of the area and attract investment • Environmental problems such as the impact of the filter beds at the Knostrop WWTW and contamination will not be addressed 	beyond the period of the AAP <ul style="list-style-type: none"> • Potential loss of some of the largest employment sites in Leeds to other uses

B. ALTERNATIVE USES

4.29 This section introduces the *options* for alternative uses in AVL. The uses put forward have been considered in order to assess their potential to help:

- Facilitate the regeneration of AVL; and/or
- Meet the identified needs of Leeds in the most appropriate location.

4.30 Bringing these uses (or extending the scale of what is there already) to AVL by identifying new sites in the AAP, would bring about significant changes to the character of the area. The *options* presented for each use range from little change to the current situation to bringing forward development which would transform the area and its current function.

HOUSING

INTRODUCTION

4.31 Recent years have seen a significant growth in apartments in Leeds City Centre and its fringes, including parts of AVL. There are several planned housing and mixed use developments in the north west sector (Area 1) of AVL; including Royal Armouries, Clarence Road and Hunslet Mills and further development is anticipated within the Hunslet Riverside Strategic Housing and Mixed use development site. In putting forward the *options* we estimate that such developments will deliver some 2500 housing units.

4.32 The question for the future is where and how much housing should or could be developed in the rest of AVL over the next 15-20 years. To answer this question we need to understand what impact housing in AVL would have on the Leeds Housing Strategy and maintaining an adequate supply of employment land. A Housing Market Assessment has been carried out for Aire Valley Leeds, concentrating on market demand and viability issues and on the impact that new housing would be likely to have on surrounding housing markets. It concluded that new housing was viable in AVL and that it could also deliver the higher values necessary to bridge the identified funding gap and that this could be achieved without adversely impacting on the surrounding housing markets.

4.33 Decisions will need to be underpinned by the need to ensure that new housing is provided in a form and in a location which promotes sustainable patterns of development, in particular that it:

- meets the service and facility requirements of any new community;
- maximises the opportunity to create a new image for the Aire Valley;
- is well connected to surrounding employment opportunities;
- is accessible by a range of transport modes;
- creates an attractive and safe environment;
- provides a balanced mix of house types and sizes; and
- creates mixed communities

A NEW 'VILLAGE' IN AIRE VALLEY LEEDS

- 4.34 Any new settlement or village in AVL would need to be of a scale that could function with some degree of self containment. A “critical mass” of sufficient population is needed to support essential service provision such as a primary school, local shops, health facilities and a community centre. It is suggested at this stage that some 4000 homes are needed to create a sustainable, reasonably self sufficient development and as assumption has been made at this early stage that the housing could be developed on the basis of 50 units per ha. (this density ratio is taken from the Housing Market Assessment) A new village could only be developed if some of the key operations at Knostrop WWTW, such as the filter beds, were relocated or contained within a new building.
- 4.35 A new village in AVL would have the advantage of increasing land value within the area which could in turn finance infrastructure, remediation and environmental improvements, encouraging significant overall regeneration within AVL.
- 4.36 The viability of a new village will need to take account of both the marketability of competing sites and development costs, including remediation, new infrastructure and environmental improvements.

OTHER FORMS OF HOUSING DEVELOPMENT

- 4.38 New housing could alternatively be located close to existing residential communities on the edge of AVL. The most likely location in this respect would be a smaller development on the northern part of the Skelton Moor Farm site (Area 3) close to the existing Halton Moor estate and relying on facilities and services shared by new and existing residents.

THE OPTIONS

- 4.39 The options for housing development in AVL are based on a continuation of existing proposals to provide new housing on the fringes of the City Centre and in addition to this, creating a new village elsewhere in the area or extend existing residential communities into AVL. Three alternatives (A, B & C) are put forward for consideration as sites for major new housing development.

Option H1 - Focus new housing development on the fringe of the City Centre, including the Hunslet Riverside site (Areas 1 and 2)

- 4.40 This option represents the 'business as usual' approach and you may wish to comment on the capacity or “boundary” of this *option*.

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

A. Skelton Moor Farm (Area 3)

This site could potentially provide an extension to existing housing at Halton Moor, accommodating up to 1,800 new homes.

Two options are put forward for consideration:

- i A large scale development which includes all or most of the land at Skelton Moor Farm (about 1,800 new homes)
- ii A smaller housing development on the land closest to Halton Moor

B. Bellwood and Haigh Park Road (Areas 4 and 6)

These sites could potentially provide a new 'village' of over 4,000 new homes.

Two locations are put forward for consideration:

- i. A new village spanning both sides of the river corridor (in the Bellwood and Haigh Park Road areas) linked by a new river crossing
- ii. A new village entirely on the Bellwood site

C. Skelton Business Park (Area 5)

This site could potentially provide a new 'village' of up to 3,500 new homes.

4.41 This option (H2) represents a 'step change' from the existing situation which would bring new housing into more peripheral areas of AVL. Crucially, each of these proposals would require a new waste water treatment plant at Knostrop to reduce the environmental impact of the current works.

4.42 A brief appraisal of each option is set out in Table 3

TABLE 3: APPRAISAL OF OPTIONS – HOUSING

	OPTION H1	OPTION H2		
Description	Focus new housing development on the fringe of the City Centre, including the Hunslet Riverside site	In addition to the sites identified in Option H1, allocate one or more of the following sites for new housing development:		
		OPTION H2A	OPTION H2B	OPTION H2C
Potential Locations (see plan)	Areas 1 and 2	Area 3: Skelton Moor Farm	Areas 4 and 6: Bellwood / Haigh Park Road	Area 5: Skelton Business Park
Key issues	<ul style="list-style-type: none"> • Can new housing be integrated with existing industrial uses? • Will the market for city living continue to be buoyant? • Can family housing be brought into this area as well as new apartments? • Should development be mixed use or housing only • How is the regeneration of the rest of Aire Valley Leeds achieved without new housing development? 	<ul style="list-style-type: none"> • Is the site needed for employment development? • How realistic is new housing on this site – is there a market for it? • What land values will new housing generate? • If the development is not large enough to provide its own facilities how will residents access existing facilities? • Is there scope to provide joint facilities with existing communities such as Halton Moor and Osmondthorpe? • What impact would there be on the highway network? • This is a Greenfield site which would currently be phased after brownfield development elsewhere in Leeds • Proximity to Temple Newsam Park 	<ul style="list-style-type: none"> • Is the site needed for employment development? • Is there a market for new housing in this location? • Can the land values generated by housing development fund necessary improvements to the Knostrop WWTW? • The southern half of the Bellwood site (former sludge lagoons) contains high levels of contamination which will need remediating or removing • What type of facilities and services are required to support a new village? • Part of site adjacent to the M1 motorway (noise and air pollution issues) • Can the advantages of a riverside location be enhanced by a development spanning both sides of the river corridor? • Area 6 and parts of Area 4 are within a flood risk zone 	<ul style="list-style-type: none"> • How important is the existing allocation for prestige offices within Leeds' overall employment land supply? • Is the site large enough to support its own facilities and services including schools, local shops and public transport? • What impact would there be on the highway network? • Immediately adjacent to the M1 motorway (noise and air pollution issues) • Former opencast mining site • There is a landfill operation on the adjacent site (to the south-east) which has a licence to operate until 2012. • Proximity to Skelton Lake, and Rothwell Country and Temple Newsam Parks • Is mixed use (housing and employment) development deliverable in accessibility terms?
What needs to be in place to deliver this option	<ul style="list-style-type: none"> • Remediation of contaminated land (on some sites) • Safe and direct pedestrian and cycling links to 	<ul style="list-style-type: none"> • The East Leeds Link Road • New public transport linkages • Improved road network • Safe and direct pedestrian 	<ul style="list-style-type: none"> • The East Leeds Link Road • New public transport linkages • Improved road network • Safe and direct pedestrian 	<ul style="list-style-type: none"> • The East Leeds Link Road • New public transport linkages • Improved road network • Safe and direct pedestrian

TABLE 3: APPRAISAL OF OPTIONS – HOUSING

	OPTION H1	OPTION H2		
Description	Focus new housing development on the fringe of the City Centre, including the Hunslet Riverside site	In addition to the sites identified in Option H1, allocate one or more of the following sites for new housing development:		
		OPTION H2A	OPTION H2B	OPTION H2C
	surrounding communities	and cycling links to surrounding communities <ul style="list-style-type: none"> Improved waste water treatment plant at Knostrop 	and cycling links to surrounding communities <ul style="list-style-type: none"> New bridge crossing Improved waste water treatment plant at Knostrop Remediation of contaminated land Flood risk mitigation measures 	and cycling links to surrounding communities <ul style="list-style-type: none"> Improved waste water treatment plant at Knostrop
What are the potential advantages?	<ul style="list-style-type: none"> Sustainable location close to the City Centre's employment opportunities, facilities and services Accessible to the public transport network Creates opportunity for mixed use development alongside new office development Realistic based on the trends of recent years 	<ul style="list-style-type: none"> Could assist with regeneration of Halton Moor and Osmondthorpe through provision of joint facilities and services Helps to facilitate linked trips i.e. people living close to job opportunities. Provision of public transport access achievable East of site is next to Temple Newsam Park Potential to generate higher land values to pay for new infrastructure 	<ul style="list-style-type: none"> Major regeneration benefits Mainly brownfield land Opportunity to create a sustainable mixed use community with supporting facilities such as a neighbourhood centre and alongside employment uses Very large flat site Would be a high profile development visible from the M1 Riverside location could help with marketing of site Potential to generate higher land values to pay for environmental improvements and new infrastructure e.g. a new river crossing (compared with industrial uses) Brings about remediation of contaminated land Provision of public transport access achievable 	<ul style="list-style-type: none"> Further away from Knostrop WWTW than sites in options 2A and 2B Attractive surroundings including Temple Newsam Park and Rothwell Country Park
What are the potential disadvantages?	<ul style="list-style-type: none"> Limits regeneration opportunities in the rest of Aire Valley Leeds by 	<ul style="list-style-type: none"> Loss of employment land which should be attractive to developers after the ELLR 	<ul style="list-style-type: none"> Loss of employment land High levels of contamination Promoting housing 	<ul style="list-style-type: none"> Loss of site for a prestige business park with good access to the M1 motorway

TABLE 3: APPRAISAL OF OPTIONS – HOUSING				
	OPTION H1	OPTION H2		
Description	Focus new housing development on the fringe of the City Centre, including the Hunslet Riverside site	In addition to the sites identified in Option H1, allocate one or more of the following sites for new housing development:		
		OPTION H2A	OPTION H2B	OPTION H2C
	<p>removing housing development as an option to create the higher values necessary to provide new infrastructure and enhance the environment</p> <ul style="list-style-type: none"> • The market for 'City Centre living' will be finite and future trends are difficult to predict • Some services needed to support residents are still inadequate within and on the edge of the City Centre 	<p>opens</p> <ul style="list-style-type: none"> • Greenfield land • Existing facilities in Halton Moor and Osmondthorpe are poor • Difficulty in achieving linkages with existing communities • Area may have a poor image which limits land values generated by new housing • May be stability issues relating to previous mining activities • Landowner may choose to develop site for industrial and distribution uses in line with its current allocation 	<p>development in a flood risk zone (particularly area 6)</p> <ul style="list-style-type: none"> • Questions over viability of new housing with high abnormal costs of development e.g. remediation of contaminated land, provision of new infrastructure, need for improvements to Knostrop WWTW. • Proximity to waste incinerators, Knostrop WWTW and heavy industry • Only deliverable in the long term 	<ul style="list-style-type: none"> • Most isolated site from the main urban area and existing facilities • Development may not be large enough to support a full range of facilities. Would possibly become a commuter village • Proximity of site to operational landfill site and M1 motorway • Land would require further remediation to accommodate new housing • Relatively less difference in land values between prestige office and housing

LEISURE AND RECREATION

INTRODUCTION

4.43 This section examines the *options* for providing leisure and recreational facilities in AVL. These are facilities that would make the area into a destination that people would want to visit. They include:

- Commercial developments such as cinemas, health clubs, hotels, restaurants, casinos, bars and cafes;
- Cultural facilities such as museums, galleries, an Arena or a conference centre;
- Outdoor recreational facilities which encourage activities such as walking, cycling and water-based activities

POTENTIAL FOR LEISURE

4.44 Commercial leisure developments and cultural facilities are subject to the same government planning policies (PPS6) as retail or office developments. There is an expectation that they should be located in or at the edge of centres in preference to out of centre locations. Depending on the size and type of leisure facilities there may be difficulty in finding sufficient land to locate them within or adjacent to existing centres therefore AVL could provide an alternative location.

4.45 The Leeds Initiative has commissioned a study to consider the potential for an Arena/concert hall/conference/exhibition facility within the Leeds district. Some of the sites under consideration lie within AVL. In addition, the Government are currently considering the location of major casino facilities nationwide, so there may be a realistic prospect of a major leisure facility within AVL.

The City Centre

4.46 Leeds City Centre is a major centre for leisure activities, such as art galleries, museum, hotels, restaurants and bars. It is becoming a 24 hour city and recently the “Live it, Love it” campaign has reflected its attractions and its competitive advantage. All this lies next to Aire Valley Leeds and one of the City’s major attractions, the Royal Armouries is located within the area.

4.47 The areas around the edge of the City Centre are increasingly becoming the focus for new development as the City Centre and its area of influence expands. There may be potential for leisure activities on the fringes of the City Centre, including Aire Valley Leeds, which cannot be located in the City Centre.

Out of centre leisure

4.48 Within national planning policies on leisure development there may still be scope for smaller scale facilities, serving the needs of future residents or employees of local businesses. Redevelopment schemes along the waterfront could include some café/bar uses which can add ‘life’ to the area and provide a local service to those walking or cycling along the waterfront. In addition, there may be demand for larger scale leisure facilities which cannot be located in or adjacent to the City Centre.

RECREATIONAL OPPORTUNITIES

- 4.49 There is potential for AVL to become an attractive destination for outdoor recreational activities, such as walking, cycling and water based activities taking advantage of the river/canal corridor running through the heart of the area and good connections to nearby attractions such as Temple Newsam Park and Rothwell Country Park.
- 4.50 New recreational uses of the water corridor need to be explored, such as rowing, canoeing and canal boats, in addition to enhancing existing uses such as walking and fishing. New pedestrian and cycle bridge crossings are planned and needed to enhance the attractiveness of such uses.
- 4.51 There may also be the opportunity to create a new park in AVL, particularly along the waterfront. The financial viability of such proposals needs to be explored further given that it is likely to lead to the loss of land currently allocated for development.

THE OPTIONS

Leisure Development

- 4.52 The options for leisure developments reflect national planning policies. Clearly the delivery of Option L3 depends on there being a viable major leisure development opportunity. Decisions taken outside the AAP process such as an updated position on a site for a Leeds Arena and a government decision on the location of casino sites will be heavily influential. The AAP would need to reflect this by identifying a suitable site in Aire Valley Leeds. The options are as follows:

Option L1: Focus new leisure development in locations within or on the edge of the City Centre

This option would see new leisure development concentrated within or close to the City Centre.

Option L2: Provide small-scale leisure facilities as part of larger developments in the wider AVL area (in addition the locations identified in Option 1)

This option would allow for the development of small-scale leisure facilities within larger developments, for example health clubs, cafes and hotels in new business parks.

Option L3: Identify a site or sites to accommodate major new leisure development in the wider AVL area (in addition the locations identified in Option 1)

This option would see the wider AVL area become a destination in itself. A major leisure development could include a new arena/conference/exhibition facilities or a major casino if local and national decisions on the location of such facilities were to favour AVL. This may include affirming Stourton North (Area 8) as a major leisure opportunity site/location.

Recreational Facilities

4.53 The options for recreational facilities represent different levels of provision ranging from protecting and enhancing what is there already to creating new facilities to make AVL a more attractive destination.

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

This option would ensure that existing recreational facilities and routes are safeguarded in the AAP.

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

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

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

This option would go further than option 2 by creating a larger riverside park which could provide facilities for a wider range of recreational uses. The most likely location is somewhere along the stretch of the river and canal between Richmond Bridge and the M1 motorway. This could be associated with major new housing.

TABLE 4: APPRAISAL OF OPTIONS – LEISURE

LEISURE	OPTION L1	OPTION L2	OPTION L3
Description	Focus new leisure development in locations within or on the edge of the City Centre	Provide smaller-scale leisure facilities as part of larger developments in the wider Aire Valley Leeds area	Identify a site or sites to accommodate major new leisure development in the wider Aire Valley Leeds area
Key issues	<ul style="list-style-type: none"> • How is the regeneration of the rest of Aire Valley Leeds achieved without new leisure development? • Are there large enough site available within or close to the City Centre? 	<ul style="list-style-type: none"> • What is the definition of smaller-scale facilities? Should these be purely ancillary to the development or opened out to serve a wider market? • Should leisure facilities be provided within each large development or joint facilities to be shared by several e.g. cafes, hotels and health clubs 	<ul style="list-style-type: none"> • What impact would creating an alternative leisure destination have on Leeds City Centre? • What regeneration benefits could a major new leisure development provide and to what extent would it create an uplift in land values? • Is the area a sustainable location for a major leisure development? • What impact would there be on the highway network, particularly the M1 motorway? • How can public transport be incorporated?
What are the potential advantages?	<ul style="list-style-type: none"> • Supports the role and focus of the City Centre as a visitor and economic centre • Promotes sustainable patterns of development by facilitating linked trips and encouraging use of public transport • Consistent with national, regional and local planning policies 	<ul style="list-style-type: none"> • Promotes mixed use development 	<ul style="list-style-type: none"> • Ability to provide uplift in terms of image, sense of place and identity • Introduces a wider range of evening uses into the area • Higher value use (depending on the type of development) could contribute significantly to overall infrastructure costs of AVL – enabling its regeneration
What are the potential disadvantages?	<ul style="list-style-type: none"> • May deter potential major investment if larger sites are not available • Limits regeneration opportunities in the rest of Aire Valley Leeds by removing leisure development as an option to create the higher values necessary to provide new infrastructure and enhance the environment 	<ul style="list-style-type: none"> • May deter potential major investment if policies are restrictive towards large-scale leisure facilities • May promote more car journeys if most visitors to facilities come from outside the area. 	<ul style="list-style-type: none"> • Loss of employment land • May be high remediation costs (depending on the site identified) • Location not likely to be in close proximity to a major public transport hub • Likely to encourage car journeys from outside the area and increase traffic congestion

TABLE 5: APPRAISAL OF OPTIONS – RECREATION

RECREATION	OPTION REC1	OPTION REC2	OPTION REC3
Description	Protect, maintain and promote existing recreational facilities and routes	Open up the entire length of the river corridor for recreational uses and improve access to the river corridor from the City Centre and surrounding communities	Create a new riverside park in Aire Valley Leeds (in addition to proposals identified in Option 2)
Key issues	<ul style="list-style-type: none"> Do existing facilities and routes make the most of the area's assets? 	<ul style="list-style-type: none"> What facilities are needed to make better use of the waterfront for recreation? What are the main barriers to accessing and moving along the waterfront and how can these be overcome? 	<ul style="list-style-type: none"> Where is the most suitable location along the waterfront? Who would pay for a new park (including future maintenance) and is it viable? How would a park be integrated with surrounding development? Is it only achievable alongside new housing development or could it work in an employment area? How would people get to the park? Who would use it? What recreational facilities could the park provide?
What needs to be in place to deliver this option	<ul style="list-style-type: none"> No specific requirements 	<ul style="list-style-type: none"> Funding (either through contributions from surrounding development or public sector sources) 	<ul style="list-style-type: none"> Funding (either through contributions from surrounding development or public sector sources) An appropriate site needs to be identified
What are the potential advantages?	<ul style="list-style-type: none"> Ensures that existing recreational assets are maintained and promoted 	<ul style="list-style-type: none"> Helps to create a more attractive environment and to improve the image of the area Enhances recreational opportunities for surrounding communities and a future Aire Valley Leeds community. Improves linkages between existing recreational assets such as Thwaite Mills, Rothwell Country Park and Temple Newsam Possibility to create linkages with waterfront development 	<ul style="list-style-type: none"> Helps to create a more attractive environment and to improve the image of the area Enhances recreational opportunities for surrounding communities and a future Aire Valley Leeds community. Provides a beneficial use of land which may not be suitable for development Possibility to create linkages with waterfront development Could help to reduce surface run-off and flooding problems
What are the potential disadvantages?	<ul style="list-style-type: none"> Waterfront recreational opportunities will still be difficult to access and barriers to moving along it will remain The type of recreational facilities available will be limited 	<ul style="list-style-type: none"> The focus of improvements is on the waterfront rather than the wider area. 	<ul style="list-style-type: none"> Loss of development land May divert funding away from paying for other necessary infrastructure and environmental improvements

WASTE MANAGEMENT

Background

- 4.54 A report outlining a draft Integrated Waste Strategy for Leeds was recently approved by the City Council's Executive Board for public consultation (December 2005). This gave approval for the proposals contained within the Strategy to be subject to public consultation for 5 months commencing January 2006.
- 4.55 The Waste Strategy sets out a vision of a *zero waste* city, where the policy is to reduce, reuse, recycle and recover value from all waste, and in which waste becomes a resource. The aim is to achieve this goal by exploiting every practicable opportunity to drive waste management up the 'waste hierarchy', with the reduction of growth in waste being a primary focus for the Strategy.
- 4.56 The Strategy highlights work undertaken to identify a waste treatment solution for the City, and recommends the development of a 'Sustainable Energy Park' which would include a materials recycling facility, in-vessel composting facilities, an energy from waste facility and business incubation units for the development of marketable products from recycled materials.
- 4.57 The timetable to deliver this approach has become of immediate concern to the Council and under these circumstances the Council's Executive Board has agreed to support a submission in the form of an Expression of Interest to the Department of Environment Food and Rural Affairs (DEFRA) for Private Finance Initiative (PFI) credits of £110m to fund the development of a Sustainable Energy Park (SEP).
- 4.58 The Council's Executive Board approval also contained support for consultation on service improvements which would enable the Council to manage the financial impact of the Landfill Allowance Trading Scheme (LATS) between 2008/9 and 2012/13 whilst the Sustainable Energy Park is being developed, and to enable the Authority to move towards its future, statutory recycling targets.
- 4.59 It is estimated that the Council will have to divert almost 1.5 million tonnes of biodegradable municipal waste between 2005 and 2020, and that, if action is not taken to address this situation, the Council will face penalties of over £217m by 2020. It is clear that a long-term, sustainable solution is required. It is therefore acknowledged that, without a change in public attitudes, major changes in legislation and/or significant financial inputs, education and awareness that recycling alone will not enable the Council to achieve its LATS targets and avoid the massive subsequent financial penalties.
- 4.60 A financial analysis in the Waste Strategy document indicated that the most cost effective solution is one which promotes energy from Waste. The clear recommendation for the Council emerging from the options appraisal is to pursue a waste solution which includes a 'materials recycling facility' (MRF) and an 'energy from waste' facility. From this a Sustainable Energy Park should be developed to incorporate both of the above elements, but also an education centre and business incubation units. The Energy from Waste facility could also have the potential to provide combined heat and power, and to link into district heating schemes.
- 4.61 A detailed financial appraisal indicates that the cost of the recommended option would be around £456m.

- 4.62 The value of PFI credit would need to reflect the capital within the contract so that the revenue support matches the cost of capital. The estimated capital outlay for the Energy from Waste (EfW) facility is £125m.
- 4.63 The Sustainable Energy Park could require an estimated 14ha of land. This amount of land take would be subject to detailed considerations depending on the size of the principal plant buildings and the number of linked business processes. However it will be necessary to identify land that can provide a one site solution or a number of sites which can be used for the different elements of the Park.
- 4.64 The location of the Sustainable Energy Park has yet to be agreed.

THE OPTIONS

Option W1 - AVL should not be considered exclusively as the most suitable location for a Sustainable Energy Park. The potential for other sites outside the area should be thoroughly evaluated.

Option W2 - AVL is the most appropriate area for the Sustainable Energy Park to be located and appropriate site/s should be identified.

TABLE 5: APPRAISAL OF OPTIONS – WASTE

	OPTION W1	OPTION W2
Description	Aire Valley Leeds should not be considered exclusively as the most suitable location for a Sustainable Energy Park. The potential for other sites outside the area should be thoroughly evaluated.	The AV represents the logical choice for a Sustainable Energy Park (SEP). Its location in the Aire Valley is to be encouraged. Suitable site should be identified.
Potential locations (see plan)	To be determined	To be determined
Key issues	<ul style="list-style-type: none"> • Are there more suitable sites in better locations of sufficient size (minimum 7-10 ha) in better locations than that provided by sites in the Aire Valley • If no suitable sites are identified what options remain to deliver the Waste Strategy 	<ul style="list-style-type: none"> • Should the Sustainable Energy Park (SEP) be located in the Aire Valley, is this the most sustainable location? • Are there inherent advantages arising from the proximity of existing recycling facilities at Cross Green? • Would the Aire Valley (AV) be suitable because it benefits or will benefit from improved road and water access? • Will the SEP provide employment opportunities in the AV? • Would it be capable of accommodating waste disposal need of surrounding development, in a sustainable way? • Is the potential to provide Community Heating Power (CHP) location in the Aire Valley a serious advantage? • Can the above be linked to the sewage and waste resource of the existing Waste treatment Works which could provide additional thermal material for a CHP scheme? • Could an integrated CHP contribute to reduction in carbon emissions? • Will removal of part of the existing filter beds and the housing of the remainder release land for the SEP? • Is there synergies between this proposed use and the 2 exiting incinerator plants in the AV?
What needs to be in place to deliver this option	<ul style="list-style-type: none"> • Identify suitable sites • Finance • Good transport infrastructure 	<ul style="list-style-type: none"> • Improved transport linkages i.e. ELL • Planning consent • Finance • Land swap
What are the potential advantages?	<ul style="list-style-type: none"> • Will not prejudice more 'neighbourly' development in the AV • Will allow greater flexibility over land use choices in the AV 	<ul style="list-style-type: none"> • Will deliver a long term solutions to dealing with municipal waste in an environmental friendly way in a sustainable location well served by transport infrastructure. • Strong transport linkages may mean waste could be 'imported' resulting in revenue benefits for the City • Would provide an alternative source of energy which could be harnessed by

TABLE 5: APPRAISAL OF OPTIONS – WASTE		
	OPTION W1	OPTION W2
		businesses in the area.
What are the potential disadvantages?	<ul style="list-style-type: none"> • Loss of employment generating potential for Aire Valley Leeds • Other sites are likely to be in less sustainable locations than those in AV 	<ul style="list-style-type: none"> • May stigmatise adjoining areas from development by perception of poor environmental /health effects

C. TRANSPORT OPTIONS

INTRODUCTION

4.65 Good transport links and connections into the wider urban area of Leeds and beyond will be essential to the development of the AVL area to its full potential. In developing what is effectively a new quadrant of the city it will be vital that this area is merged seamlessly into the wider transport network of the city in terms of both roads, public transport and routes for people who walk and cycle in the same ways that the built form will need to integrate with the surrounding communities.

BACKGROUND

4.66 The area has distinct advantages in terms of proximity to the M1 and M621 motorway, but it is also presently disadvantaged by the lack of through routes into the urban heart of Leeds and in particular the local communities. This proximity to the main residential areas however offers the potential for much higher levels of cycling and walking to be planned for.

4.67 Whilst the East Leeds Link road when completed later in 2008 provides the key highway link through the area, public transport provision is less well developed. Work has focussed on how improvements might be made to ensure that public transport improvements can be co-ordinated with development. If new development is “up and running” before good public transport is available there is less likelihood that it will be seen as a viable alternative to the car and materially affecting “modal share” will become more difficult. The full development of 400 ha will place pressures on the transport system that will be needed, delivered and managed.

4.68 Analytical work to assess the traffic and travel generating impacts of development has shown that as the area becomes fully developed out to its potential - pressure points develop on the road network, especially the M1. This also shows that the effectiveness of any strategy will be sensitive to the level and quality of public transport provision and to the complementary soft measures used to influence travel choice through travel planning and the standards adopted for car parking within the area.

KEY CONSIDERATIONS

4.69 The key transport considerations for the action plan are:

- Integration with the wider transport network
- Timely delivery of public transport services to be in place ahead of developments as they come into use
- Need to establish a virtuous circle in which the more sustainable modes of travel are realistic options for the widest possible groups of workers (or residents)
- Well designed road network that integrates the area into the surrounding established communities without at the same time creating adverse impacts such as rat running.
- Ensuring a high level of connectivity into the South Leeds communities and northwards into East Leeds to maximise the benefits from and to the EASEL regeneration project

- To ensure that a broadly based package of measures is developed to ensure the long term resilience of the area for development by ensuring that undue reliance is not placed on access by car in the long term
- A recognition that the benefits of well designed transport improvements and services can only be maximised by supporting measures to ensure informed decision making and travel choices
- An effective and durable delivery mechanism within the overall planning process to ensure that the necessary resources are provided to meet the costs of the required transport measures

OPTIONS

4.70 Three possible options are presented for transport. These are based on a “dominimum” incremental change; an unconstrained highway based strategy; and a planned and managed strategy to maximise the use of public transport matched with the planned and managed provision of highway capacity.

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

This option represents the ‘business as usual’ approach to the further provision of transport infrastructure and services. The basis for this is that such improvements will be brought forward with their associated development on an incremental basis as and when necessary. Effectively this would treat the area as a series of discrete independent sites or developments with improvements brought forward as and when required.

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

At the core of this approach is an essentially unconstrained ability to provide the necessary transport capacity for both road and public transport based access from the outset. It assumes that all services can be expanded to meet all forecast demand for both public and private transport. It is implicit in this approach that any constraints on the ability to plan and build new infrastructure whether it be roads or railways can be overcome.

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

This approach is underpinned by the principle that infrastructure will be planned in a structured manner from the outset to deliver clearly identified goals in terms of travel mode share and transport impacts and outcomes. It will be specifically designed to balance transport impacts with wider impacts on the environment and community.

TABLE 6: APPRAISAL OF OPTIONS – TRANSPORT			
	OPTION T1	OPTION T2	OPTION T3
Description	Constrained, do-minimum incremental improvement programme taken forward as development sites come on stream.	Unconstrained development of highway capacity to meet the maximum predicted levels of traffic demand from all land use options.	Planned and balanced approach to new infrastructure and services designed to provide greater transport flexibility and options.
Proposed measures	<ul style="list-style-type: none"> • East Leeds Link • Highway network/ grid provided through incremental development outwards from East Leeds Link • Bus services provided into the area on largely commercial basis with primary link to City Centre for interchange • Metro Connect local bus network sustained with limited incremental improvements as required. • Network of cycle / pedestrian paths developed incrementally as development proceeds. • Improvements to M1 restricted to those required through existing obligations or otherwise negotiated with Highways Agency through the planning process. • Basic travel planning and smarter choices package as at present. • Parking managed in line with present UDP policies • Additional road links or river crossing only brought forward where required by specific development proposals. 	<ul style="list-style-type: none"> • East Leeds Link • Skelton Grange Link and other highway links and routes to meet forecast traffic demand • Fully interconnecting internal road network within core development area, with through links north to south, east to west • Upgrade and improvements to the M1 motorway to meet all full forecast demand including widening to meet all potential demand J45-46 • Development of public transport routes and priorities where required. • Provision of pedestrian and cycling links where justified by forecast usage. • Parking managed in line with present UDP policies. • Basic travel planning and smarter choices package as at present. 	<ul style="list-style-type: none"> • East Leeds Link • Skelton Grange Link (all purpose road with option for dedicated public transport priority) • Fully interconnecting internal road network within core development area, with through links north to south, east to west • Targeted improvements to M1 motorway up to Highways Agency agreed service standard J44-45 • Dedicated rapid transit link into area using fully segregated alignment for all or most of its route. • Access control measures to manage flows and congestion on M1 • Core network of cycle / pedestrian paths through the area including links across river. • New rail station provision, may be long term but aspiration to serve Leeds-York and Leeds-Castleford-Wakefield routes • Local bus network into all adjacent areas by extension of Metro Connect concept • Through bus links to City Centre with most routes extended into the Leeds hinterland plus external links into South Leeds/ North Wakefield • Integrated demand management package with best practice travel planning, smarter choices and co-ordinated parking policies and standards • Development of a transport interchange
Key issues	<ul style="list-style-type: none"> • Designed to facilitate a more piecemeal approach to development • Provides for the basic incremental development of the area • Assumed that funding would be brought forward on the basis of planned development as either single or groups of sites. 	<ul style="list-style-type: none"> • Adopts a planned approach to delivering capacity against an agreed vision • Takes an unconstrained approach to the provision of the necessary transport capacity. • Funding could be on basis of incremental or alternatively as a collaborative planned public/private approach. 	<ul style="list-style-type: none"> • Adopts a planned approach to delivering against an agreed vision. • Assumes a coherent land use strategy with clearly established objectives and desired outcomes. • Delivery would be on the basis of a firm delivery and funding mechanism involving land owners and public bodies. • Assumes that it will be necessary to strike a balance between transport , development and environmental outcomes
What are the potential advantages?	<ul style="list-style-type: none"> • Low budget approach based on incremental development of present measures • Could potentially be delivered by developer led incremental change within present planning framework • Deliverable, can be flexible to variety of stakeholder interests. • Potentially consistent with 	<ul style="list-style-type: none"> • Provides a clear forward strategy to support an agreed land use framework. • Would meet all road based access needs • Offers potential for good public transport access if the demand exists. • Maximises road user choice. • Lack of robust travel demand management may be attractive for some 	<ul style="list-style-type: none"> • Provides a clear forward strategy to support an agreed land use framework. • Maximises the role of public transport and sustainable travel options. • Consensus based approach designed to satisfy other transport providers such as the Highways Agency • Capable of allowing development of the entire area on a sustainable

TABLE 6: APPRAISAL OF OPTIONS – TRANSPORT			
	OPTION T1	OPTION T2	OPTION T3
	local and regional transport policy	development options	basis <ul style="list-style-type: none"> • Flexibility for various development options • In accordance with local and regional transport policy • Provides the basis for an environmentally sustainable approach by reducing wider transport impacts in the area • Demand management measures at regional or national level possible through choice of travel mode and flexibility of alternatives built into the strategy. • Should maximise the choice and travel options available for local communities.
What are the potential disadvantages?	<ul style="list-style-type: none"> • Could constrain level of development • Potential congestion and traffic issues • Lack of a coherent solution to M1 traffic issues • Limited choices for public transport users • Does not pump prime proactive travel choice • Unlikely to support visionary change for a new community • Unlikely to affect step change in public transport use • Lack of clearly defined delivery mechanism may impede the early completion of north to south routes through the area 	<ul style="list-style-type: none"> • Unlikely to maximise the potential an use of public transport • Lack of robust travel demand management could to hinder some development options and impede rate of development. • Potential for improvements to M1 motorway is likely to be constrained • Potentially may induce long trip patterns rather than more local journeys • Likely to conflict with local and regional transport policies • Unconstrained road capacity would reduce the demand for public transport • High transport environmental impacts • Potential for extensive highway measures being needed to provide capacity elsewhere on motorways and local roads. • May contradict with the aspirations for modern mixed community especially if higher levels of residential are preferred. • If traffic forecasts are too high could hinder or cap the scale or extent of development. 	<ul style="list-style-type: none"> • Requires high level buy in across all stakeholders • Requires advance planning in terms of potential road and public transport route alignments • Places limits on highway and parking capacity • Rail options could have capacity implications • Development layouts need to be planned around the public transport network to achieve maximum impact

5. HAVE YOUR SAY

We would like to hear your views on the AVL AAP Options. You can tell us what you think by filling in the questionnaire provided or by writing to the address below:

Returned questionnaires should be sent to the following address no later than **23 May 2006**.

LDF Consultation (Aire Valley Leeds AAP)
Development Department
Leeds City Council
Leonardo Building
2 Rossington Street
Leeds LS2 8HD.

or you can fill in the on-line comments form which can be found on the Council's website at www.leeds.gov.uk/ldf

If you would like any further information telephone us on (0113) 2478184 or 2478203 or e-mail us at: ldf@leeds.gov.uk

Consultation documents relating to the Aire Valley Leeds AAP Options are available for viewing or downloading at www.leeds.gov.uk/ldf