

LRI & DMU Character Area Townscape Analysis & Design Guidance

Evidence Document

Draft v.17

**Urban Design Team
February 2020**

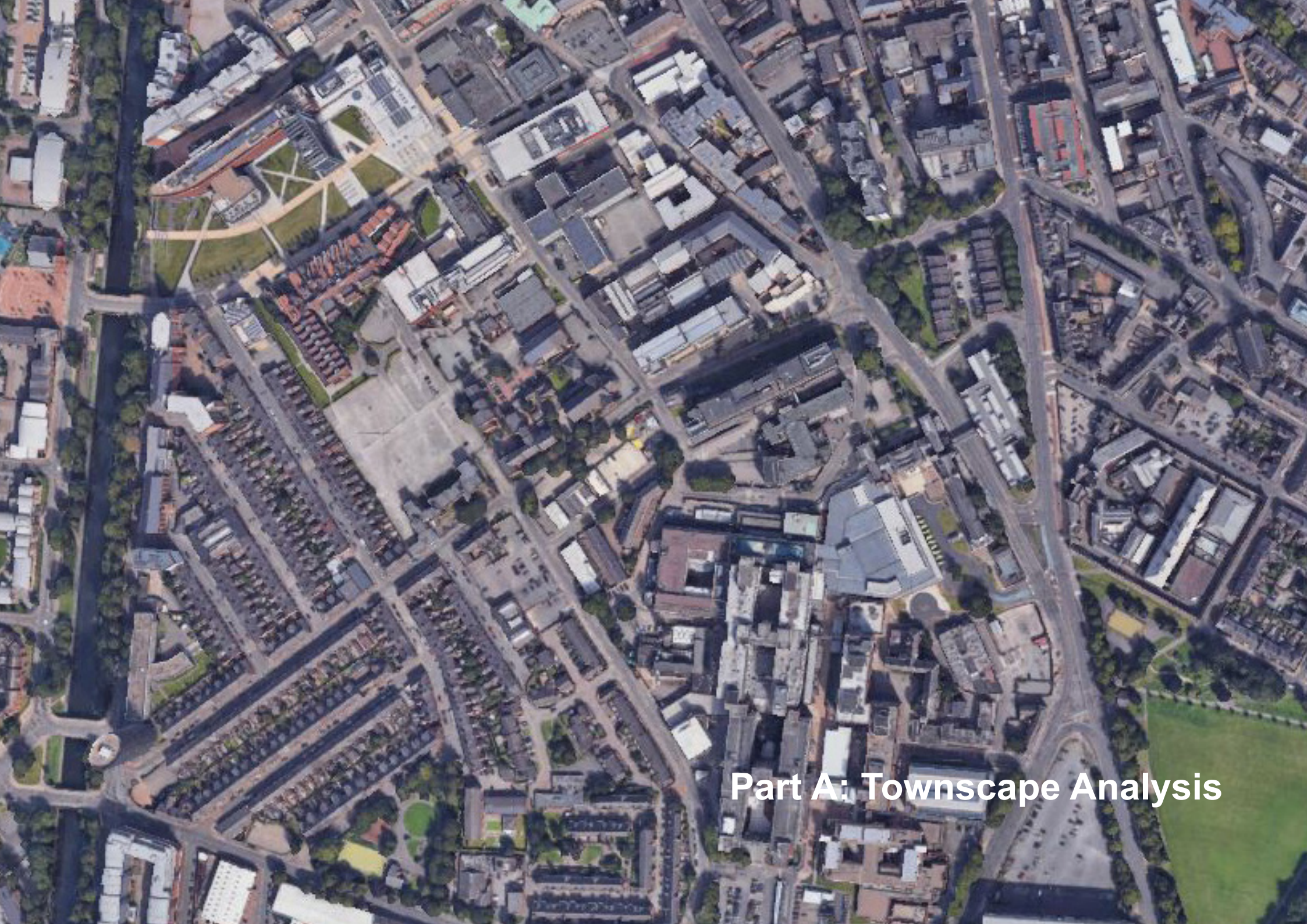
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Part A: Townscape Analysis

1. Introduction: The Central Development Area (CDA) and Character Areas

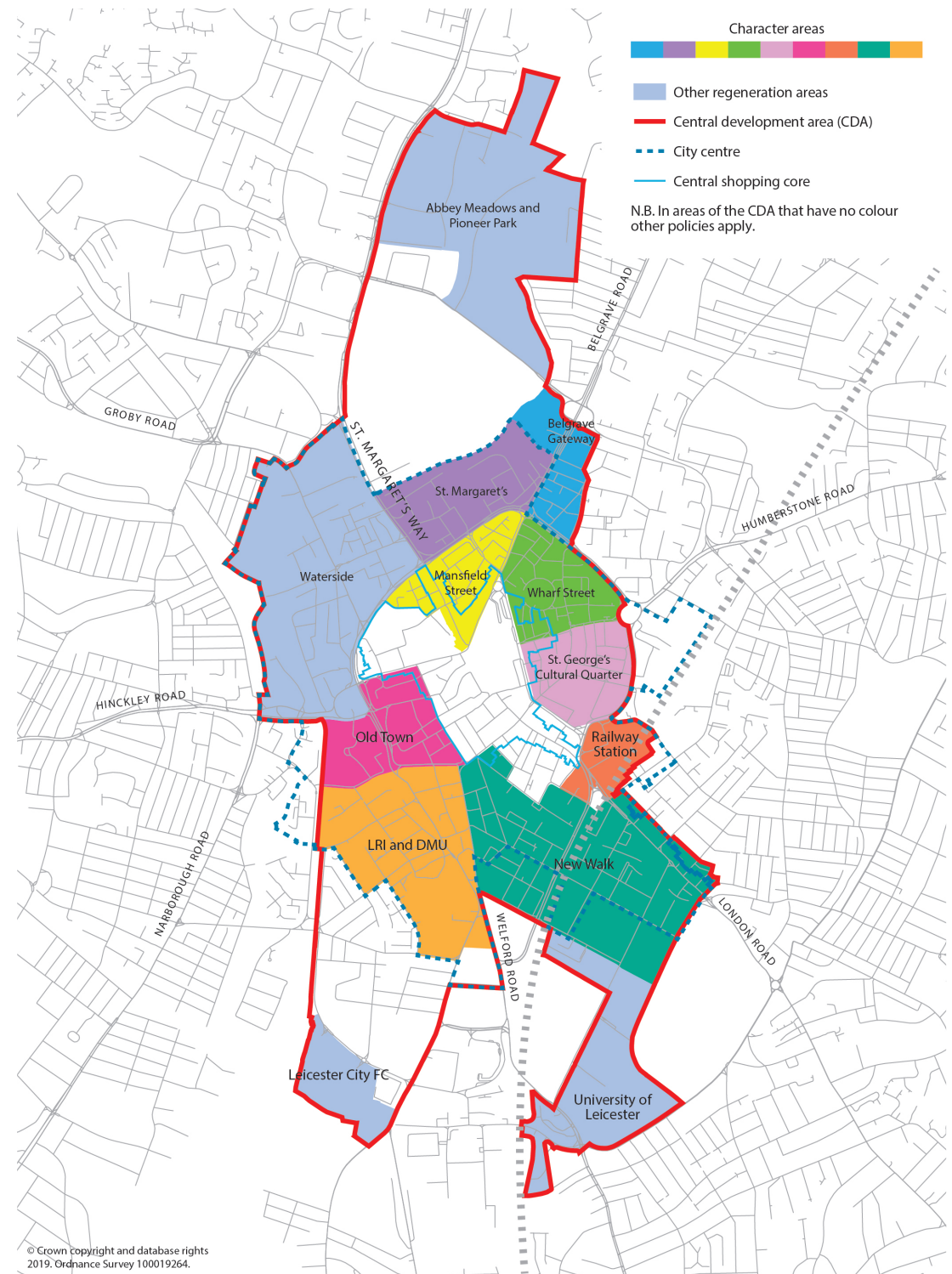
The regeneration of Leicester is a key theme of Leicester's development plan. In considering the central area of Leicester, areas have been identified which have distinctive characters and context, identity, opportunities and challenges and therefore different development objectives. These areas will also make a very important contribution to addressing the city's future housing needs.

Much of the development activity needed to enable restructuring of the economy will occur in the area within and around the City Centre, within the Central Development Area (CDA). Leicester's future economic prosperity will depend on making sure that it has the right appeal to a skilled and mobile workforce as well as being an attractive place to live and work. The quality of life, environment, housing, jobs and the cultural, leisure and retail offer of the city and central area in particular, will play a major role in this. The aim of the Central Development Area is to enable the City Council to direct, optimise and encourage investment, whilst managing development appropriately within a local context, so that they deliver high quality development, which in turn creates certainty and developer confidence.

The City Council has divided the Central Development Area (CDA) into 13 distinct areas, including 9 Character Areas and 4 other Regeneration Areas to recognise the individual context of each area and for future policy to be based on the area's defining characteristics.

There are 9 Character Areas :-

1. Railway Station;
2. Mansfield Street;
3. St. Margaret's;
4. Wharf Street;
5. Belgrave Gateway;
6. LRI and DMU;
7. St. Georges Cultural Quarter;
8. Old Town;
9. New Walk and



Four Other Regeneration Areas:-

- Abbey Meadows and Pioneer Park;
- Waterside;
- Leicester City Football Club;
- University of Leicester.

Policy basis:

The revised NPPF (February 2019) in paragraphs 124 – 126 under Section 12. Achieving Well-designed Places states the importance of plans creating a clear design vision and expectations, at an early stage, tailored to the context and an areas defining characteristics. This will support the creation of high quality buildings and spaces and give applicants some certainty on what is likely to be acceptable. This is being achieved currently through the Waterside SPD which was adopted in 2015 which is successfully promoting and delivering regeneration, managing development to deliver high quality design which, in turn, creates certainty and developer confidence.

The 9 Character Areas have been comprehensively assessed by the City Council. A detailed 'Townscape Analysis and Design Guidance' evidence document has been prepared for each character area to respond to the requirements of the NPPF, build on the success of the Waterside SPD, and develop policies and clear guidance for development that is tailored to the circumstances and context of each character area.

It is expected that in time this guidance will be adopted as Supplementary Planning Guidance, including proposed building heights, which will also focus on directing and prioritising pro-active interventions which may include public realm, transport, heritage, streetscapes etc. and objectives and townscape guidance specific to each character area.

12. Achieving well-designed places

124. The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this. So too is effective engagement between applicants, communities, local planning authorities and other interests throughout the process.

125. Plans should, at the most appropriate level, set out a clear design vision and expectations, so that applicants have as much certainty as possible about what is likely to be acceptable. Design policies should be developed with local communities so they reflect local aspirations, and are grounded in an understanding and evaluation of each area's defining characteristics. Neighbourhood plans can play an important role in identifying the special qualities of each area and explaining how this should be reflected in development.

126. To provide maximum clarity about design expectations at an early stage, plans or supplementary planning documents should use visual tools such as design guides and codes. These provide a framework for creating distinctive places, with a consistent and high quality standard of design. However their level of detail and degree of prescription should be tailored to the circumstances in each place, and should allow a suitable degree of variety where this would be justified.

Extract from the NPPF (February 2019): Paragraphs 124 - 126

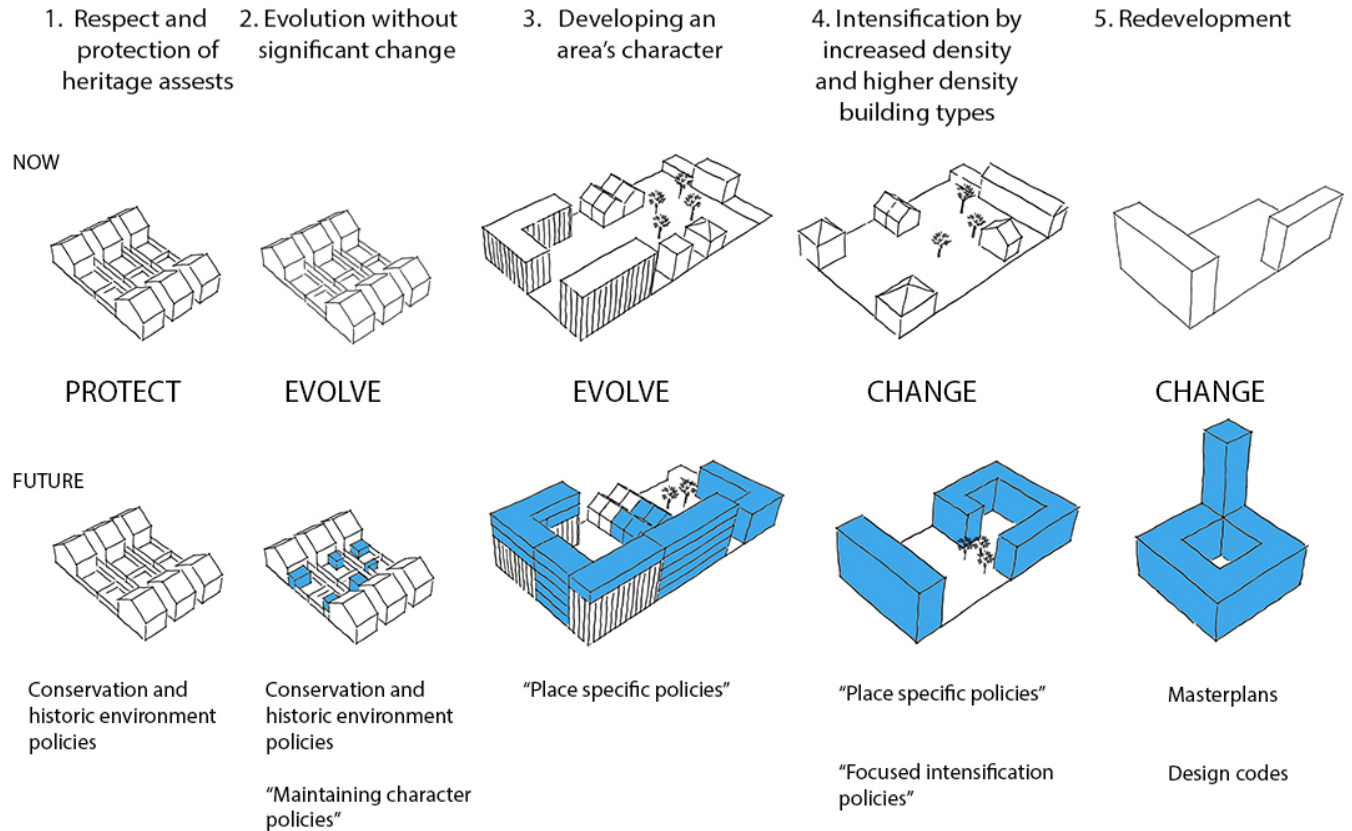
Townscape Character Management:

To inform and guide policy it is helpful to understand the level and scope of change the distinct character areas are likely to undergo during the plan period and beyond. Some character areas will be predominantly heritage assets, with few development opportunities and require protection to conserve their very distinct character. Others may undergo significant residential growth and intensification and require guidance to manage this growth cohesively and comprehensively, also considering the need for new infrastructure as residential neighbourhoods grow.

The Townscape Management Options (right) used by London Borough of Croydon in their Local Plan 2018 outlines five options to categorise and understand this level of change and how it will be managed through planning policy.

1. Respect and protection of heritage assets
2. Evolution without significant change
3. Developing an area's character
4. Intensification by increased density and higher density building types
5. Redevelopment.

The Townscape Analysis and Design Guidance for each character area will establish the relevant Townscape Management Option(s) attributed to that area to develop policies and clear guidance for development that is tailored to the circumstances and context of each character area.



Reference: Local Plan 2018, London Borough of Croydon

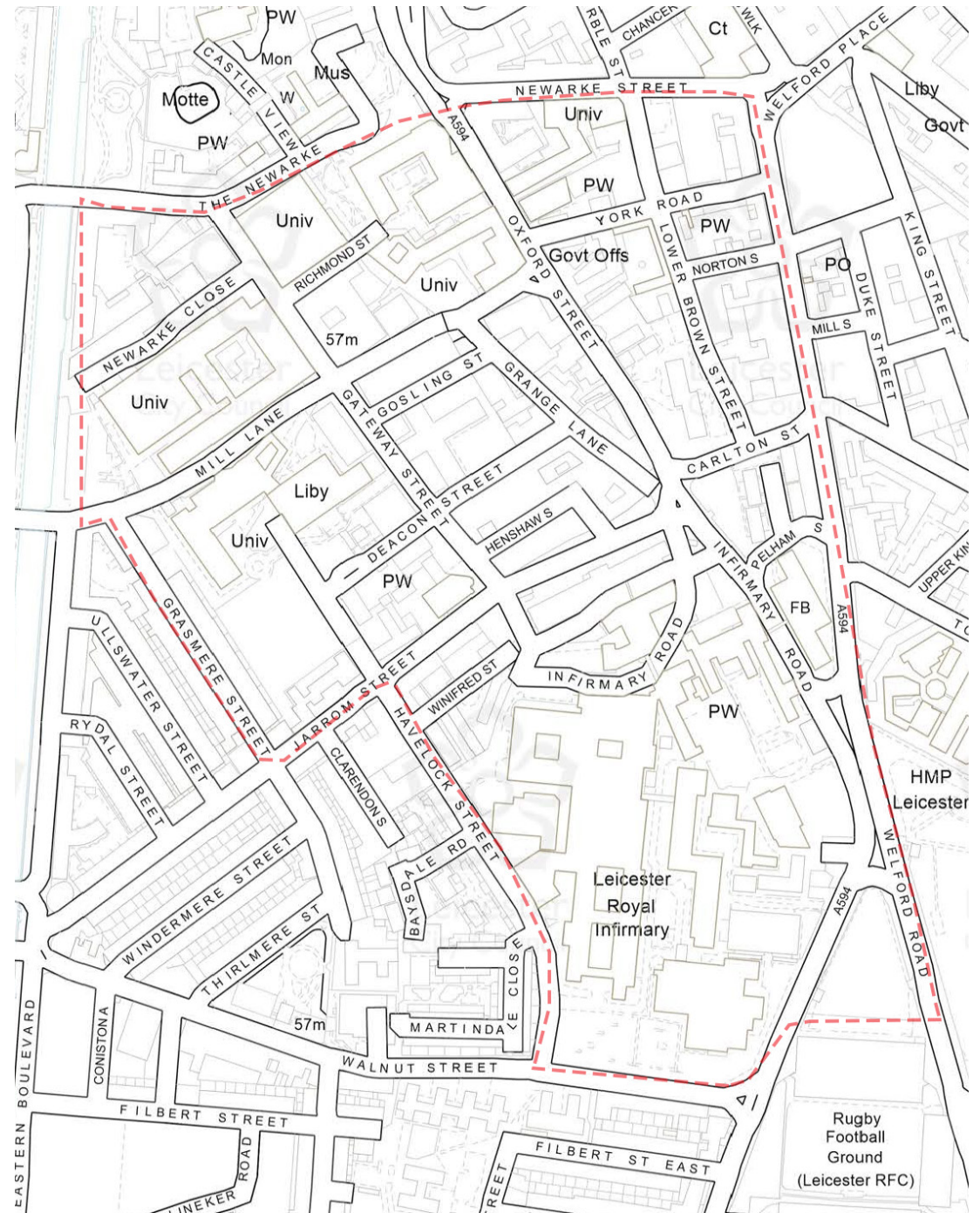
Leicester Royal Infirmary & De Montfort University (LRI & DMU) Character Area

The LRI and DMU Character Area is located in the south-west of the city centre. As its name suggests, the Character Area is the home of two major campuses in the city centre, De Montfort University in the north and the Leicester Royal Infirmary in the south. In addition, immediately beyond the south-eastern boundary of the area is the Leicester Tiger's stadium on Welford Road.


The Character Area is varied and includes (but is not limited to) the two campuses, the Castle and Market Street conservation areas in the north and more residential areas such as Grasmere Street.

The LRI and DMU Character Area has seen major improvements to the public realm along Mill Lane, in the DMU Campus. These have improved pedestrian connectivity in the campus, and the area as a whole, as well as enhancing the setting of heritage assets such as the Queen's Building.

Leicester City Council has undertaken this townscape analysis to inform a comprehensive but sympathetic approach to development in this area, rather than considering sites in isolation. The eventual aim is to create a Character Area with a distinctive identity that is successful, sustainable and attractive.



Plan of the character area and boundary.

 Boundary of the Character Area.

2. History of the area

- Key North-South Route
- Key East-West Route
- Path of River/Canal
- Listed building
- Locally listed building

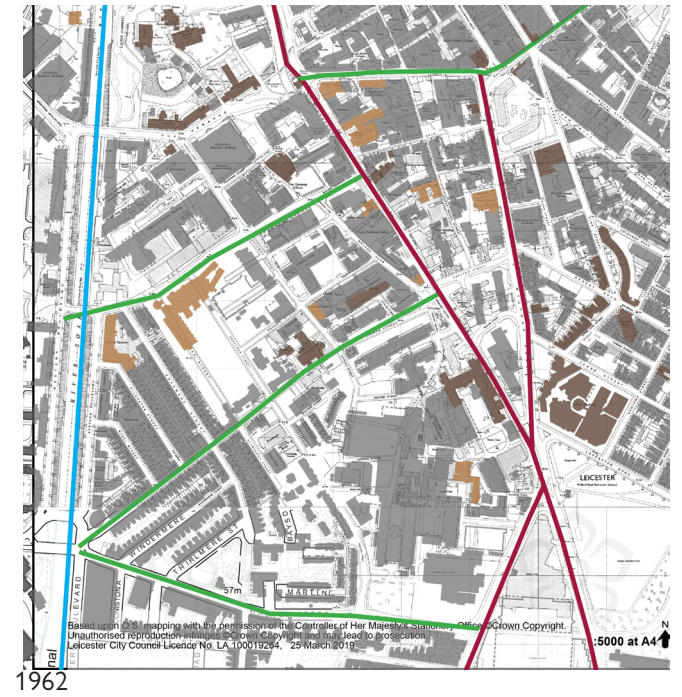
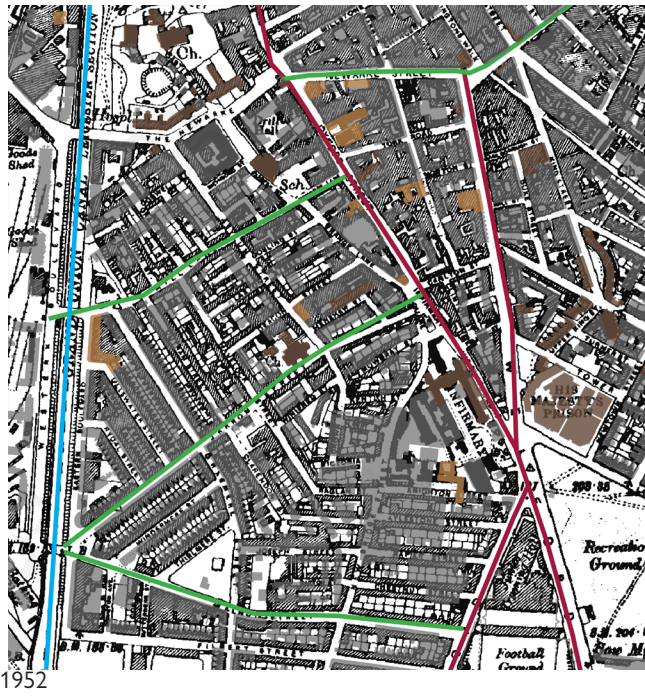
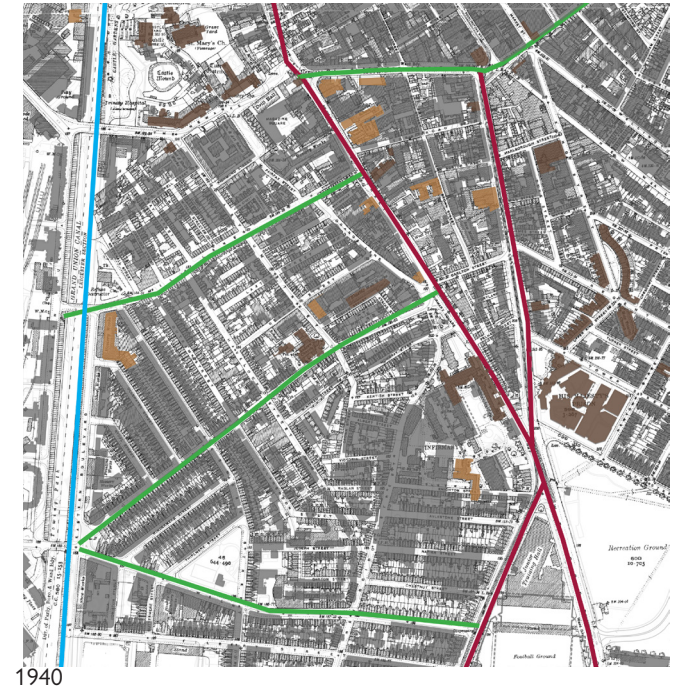
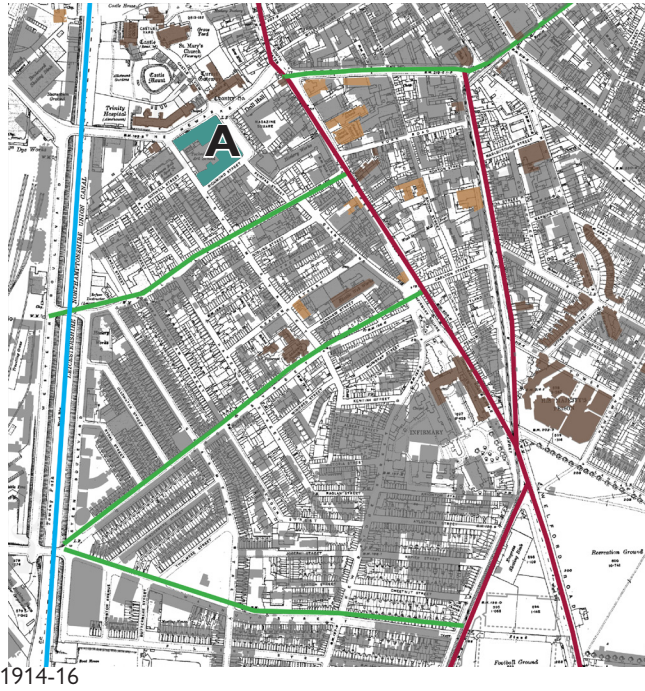




Figure 1. Map of Leicester Slum Clearances with character area boundary shown.

Historic plans are shown underneath the figure ground of present day development. The heritage assets are highlighted showing their relationship to the historic plans.

In 1886-87 Aylestone Road, Welford Road and Oxford Street were the main connections through the Area when travelling north and south. Again, much like the present day, Newarke Street provides a key east to west route and a termination for Welford Road. Newarke Street, Oxford Street and Welford Road frame the central block and give the Character Area the distinctive inverted triangular street and block layout. Mill Lane, Walnut Street and Jarrom Street have historically been the main east west connections in the Character Area. All these streets are clearly identifiable and legible on the map as they are in 2019. The Grand Union Canal and River Soar has always formed a natural barrier between the Character Area and the west of the city.

The Infirmary was opened in September 1771 and was founded by Rev. William Watts. He held fund raising events to raise over £200 to build the hospital (then 40 beds). The infirmary was a voluntary hospital and relied on subscriptions from the city's wealthiest residents. Patients who were admitted paid a deposit which was then refunded to them when the patients were discharged and went home. The burying of patients was expensive for the hospital. So, if the patient died, the deposit was used to fund their burial. "The new Infirmary, like the rest of Leicester, had no running water but did boast its own brewery. Alcohol was used as treatments for a whole range of conditions. In 1808 the then 60 bedded hospital recorded that patients consumed 946 pints of wine, 987 gallons of ale, 38 pints of brandy and 14 pints of gin." (Historic England). In 1948 the Infirmary joined the National Health Service.

There are buildings with larger footprints on blocks between Oxford Street, Welford Road and Lower Brown Street. The area was well defined by strong, consistent building lines and a clear urban grain.

Historically, the Infirmary terminated the view when looking south along Oxford Street. Moreover, the Infirmary square was more of a space with the building set back. This was an example of the Infirmary Campus positively contributing to the adjacent townscape. This relationship has been lost as the decades passed. In addition, the land around St Andrew's Church was landscaped.

By 1914 The Technical Art School (A) opened on The Newarke. At this time De Montfort University was Leicester School of Art. There was no formal campus. The site of the current campus consisted of two storey (mostly residential buildings) in perimeter blocks. The rugby stadium and Granby Halls were both built by this time.



Figure 2. View South showing The Newarke, Oxford Street, the James Went Building in 1974. (Leicester Mercury)

In 1940 the only major change was that the middle of the Character Area had seen the clearing of buildings with smaller footprints to be replaced with larger buildings. By 1952, the Infirmary was expanding and the early formations of a campus were taking place. Between 1952 and 1962 a significant amount of change takes place.

Many changes were influenced by the growth of both the hospital and university campuses in the Character Area. The decision to create a polytechnic in Leicester (now De Montfort University), and the need to expand Leicester Royal Infirmary coincided with the slum clearance programs of the 1950s. Figure 1 is from Leicester Council Planning Office archives. The plan is dated from June 1974 and by the time of plan most of the slum clearance in the LRI/DMU Area had taken place. Certified compulsory purchase orders were obtained in order to clear the housing on Mill Lane. The housing around Mill Lane had been built before the building regulations of the 1870s, and were of poor quality; few of the people who moved to the modern housing estates on the outskirts of the city mourned their passing, although many missed the close communities which had evolved.

Between 1952 and 1962 the blocks between Oxford Street, Welford Road, Infirmary Road, as well as the blocks adjacent to Carlton Street and Pelham Street had seen a breakdown of the perimeter blocks. This led to a more fragmented urban grain in comparison to the blocks in the north of the Character Area. Characteristic of the time, the streets that surrounded these blocks (e.g. Pelham and Carlton Street) prioritised vehicular movements rather than pedestrian use.

During the 1970s, some dramatic changes took place. The north of the Character Area was also affected by the construction of the ring road and the Southgates Underpass. The Newarke branched off from an elevated road for motor vehicles - much different from today. Pedestrian access to the university campus was via a subway. In addition, the James Went Building was a major building on the DMU campus (see Figure 2). The area now is much different, there is no longer a subway and The Newarke and the campus are landscaped with more green space and, in place of the James Went Building, there is the Hugh Aston Building. The setting for the Magazine Gateway is also much improved now than it was in 1974.

The tallest building within the Character Area, De Montfort House, was constructed in the 1980s on the site of the former J.E. Pickard's Wool Spinning Mill, on Oxford Street.

By the 1990s the two campuses were the most dominant aspects of the area.

In 1966, one of the tallest buildings in the city had been constructed on the DMU campus, Fletcher Building (now the Vijay Patel Building). The Queen's Building was constructed on Mill Lane in 1993. Also in 1993, the Windsor Building was opened in the south of the LRI campus.

3. Heritage and Townscape Assets

This section does not seek to reproduce the Conservation Area Appraisals which are relevant to this Character Area, although they have informed the content. For more detail the Conservation Area Appraisals and Conservation Area Management Plans should be referred to.

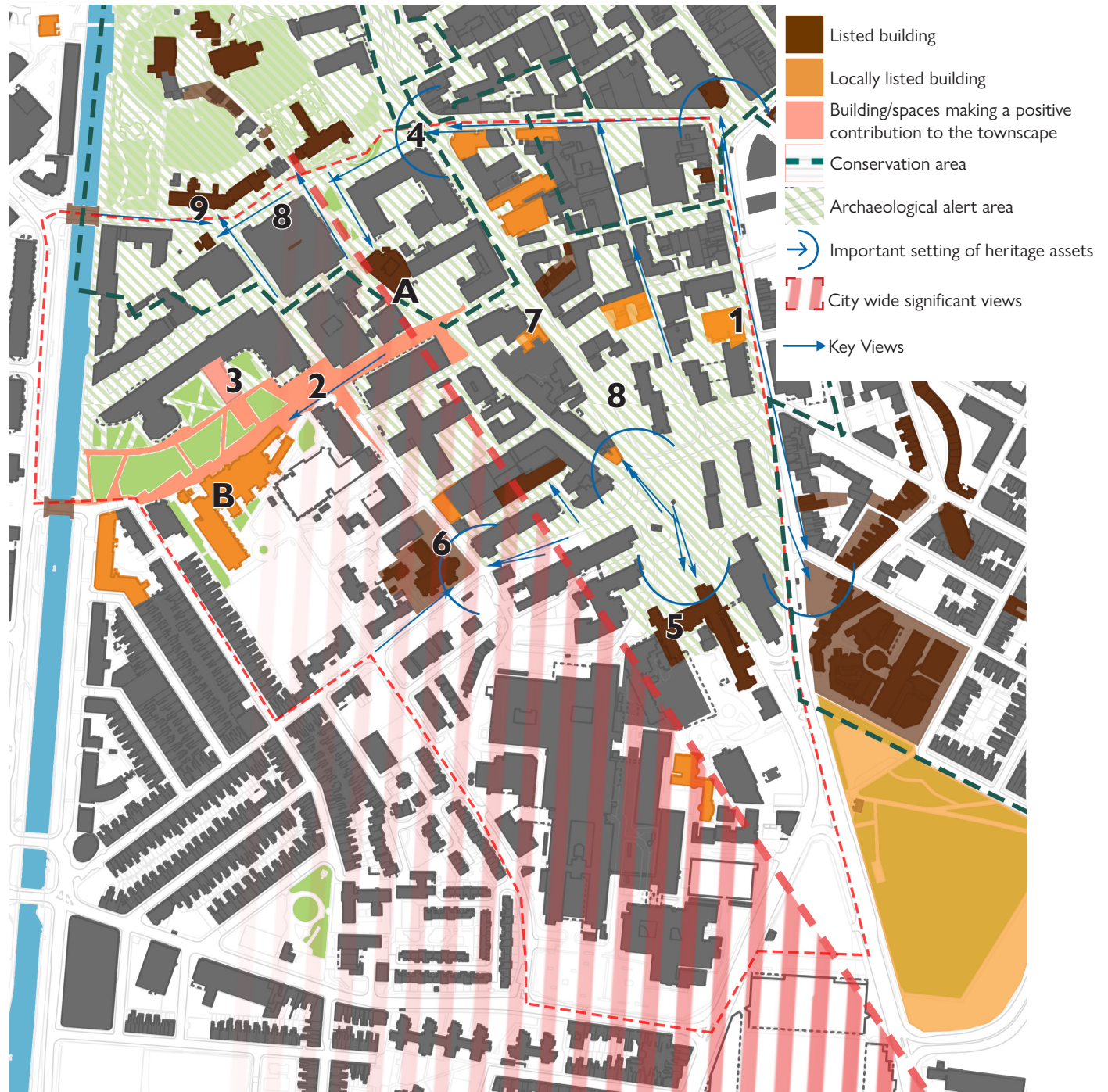
Additional buildings which make a positive contribution are identified. They are buildings which are not listed, locally listed or within Conservation Areas, however, this classification reflects their importance as part of the townscape of the character area. As such there is a general presumption against the demolition of these buildings.

The Character Area consists of numerous heritage assets that are nationally designated and locally listed. The north-west of the Character Area falls under the Castle Conservation Area and the very north-east of the Character Area (between Welford Road, Newarke Road and York Road) is situated in the Market Street Conservation Area. A significant portion of the De Montfort University campus is within the Castle Conservation Area. New buildings and spaces must provide a positive contribution to the townscape. Mill Lane (2) and the Vijay Patel Building (3) are not locally listed but are captured in this analysis due to the positive contribution, to the Character Area, they provide. Both the LRI and DMU campuses include listed and locally listed buildings such as the Grade II Listed DMU International College Building (A), the original Leicester Infirmary (as it was then called) building (5) and the locally listed Queen's Building at DMU (B).

Outside of the campuses there are heritage assets mostly in the north-east of the Character Area, within the blocks bordered by Welford Road and Oxford Street. The former arched entrance (8) to J.E. Pickard's Wool Spinning Mill was retained following demolition of the Mill and construction of De Montfort House.

The Grade II* listed St Andrew's Church and its grounds were significantly more prominent in the area during the late 19th Century and first half of the 20th Century. Great care must be taken to not exacerbate the loss of legibility the Church has suffered in recent decades and to protect the setting of this heritage asset.

An important consideration is that development on campuses that are adjacent to conservation areas must not be to the detriment of the conservation area. Certainly, following recent improvements and landscaping, Mill Lane is now a public space and key pedestrian



3. Heritage and Townscape Assets

connection that provides a positive contribution to the campus and wider townscape. Likewise, the adjacent Vijay Patel Building, following refurbishment in 2014, also provides a positive contribution to the townscape.

Scheduled Monuments:

Scheduled Monuments are the most notable historic sites in Leicester and are protected by a regime administered by Historic England. The Magazine Gateway has been designated as a scheduled monument

Archaeological Alert:

Leicester has a clearly defined historic core. The historic core formed part of the town's defences, first established in the Roman era and re-adopted in the medieval period. The historic core of the city centre is defined as an archaeological alert area and indicates where development is most likely to have an impact upon archaeological remains. Approximately half of the Character Area (predominantly in the north and east) lies within the archaeological alert area.



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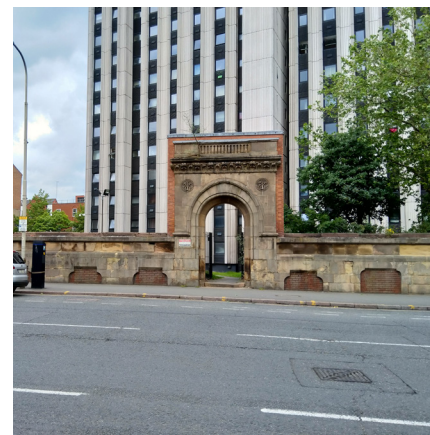
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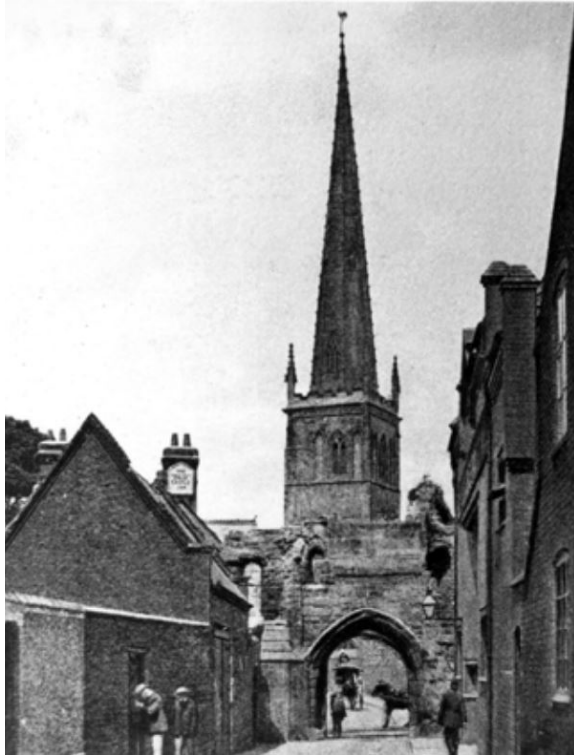
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1. Former Jemsox Shoe and Boot Factory
2. Mill Lane, DMU
3. Vijay Patel Building, DMU
4. The Magazine Gateway
5. The Royal Infirmary (1771 Block)
6. St. Andrew's Church
7. 22 Grange Lane
8. Former entrance to J.E. Pickard's Wool Spinning Mill
9. The Trinity Building

Please see plan on Page 8 for location of key building frontages



Turret Gateway and St Mary De Castro, c.1900 (Leicester City Council)



Leicestershire Club on Welford Road, 1895. (Images of England, Central Leicester, 2005)



Mill Lane c.1950s (Records Office for Leicester, Leicestershire and Rutland)



Original Leicester Infirmary Building c.1915. (University of Leicester Hospitals NHS Trust)



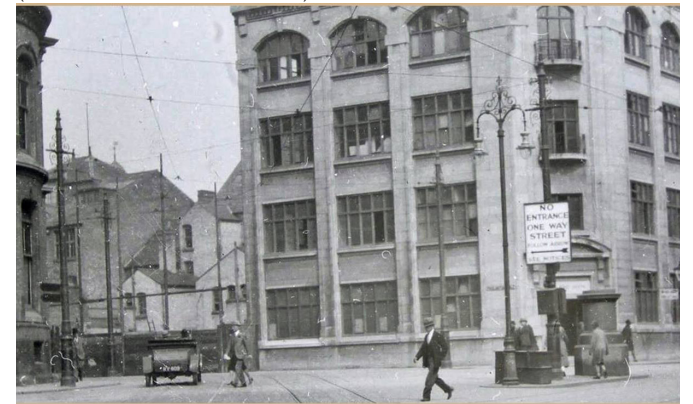
J.E. Pickard's Wool Spinning Mill viewed on Oxford Street in February 1972, (Leicestershire County Council)



View of the Magazine Gateway along Newark Street, c.1910, (Leicestershire Records Office).



Granby Halls (1970s) at the junction between Aylestone Road/Welford Road. The site is presently a car park. (Leicester City Council)



Welford Place, 1931 (Leicester City Council)

4. Key Views

Key Views:

The plan on the right and next page shows the location of some of the key views within the LRI & DMU Character Area. Some of the views have been captured in the Market Street and Castle Conservation Area Appraisals.

Additionally, the LRI/DMU Character Area falls within a city wide significant view looking west across the city, originating from Welford Road Cemetery.



1. The former Luke Turner Factory when looking north along Atkins Street

2. St Martin's Cathedral when looking north along Upper Brown Street

3. St Martin's Cathedral's Spire when looking north along Lower Brown Street.

4. The view west along Newarke Street terminated by the Magazine Gateway.

5. The view south across Oxford Street towards the frontage of the original Infirmary building.

6. The view west along Jarrom Street towards the bell tower of St Andrew's Church

7. The view north through the 15th century Turret Gateway towards St Mary De Castro

8. The view towards the former Gateway Boys School on the DMU Campus.

9. The view north-west along Oxford Street towards the locally listed Swan and Rushes pub.



1



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10. The view east along Jarrom Street past St. Andrew's Church.

11. The view north from The Gateway towards the frontage of Trinity House

Many of the listed key views are important in terms of providing legibility when within the Character Area.



10



11

5. Streets and Spaces

Successful places have well enclosed, active and connected streets, well defined perimeter blocks and well designed public spaces. Strong frontages, local markers, nodes, gateways and public spaces are elements of the townscape that together contribute to the familiarity of a place, making it easily understandable to find your way. They also contribute to the character of a place, its story, its distinctiveness, which forges a sense of belonging and pride.

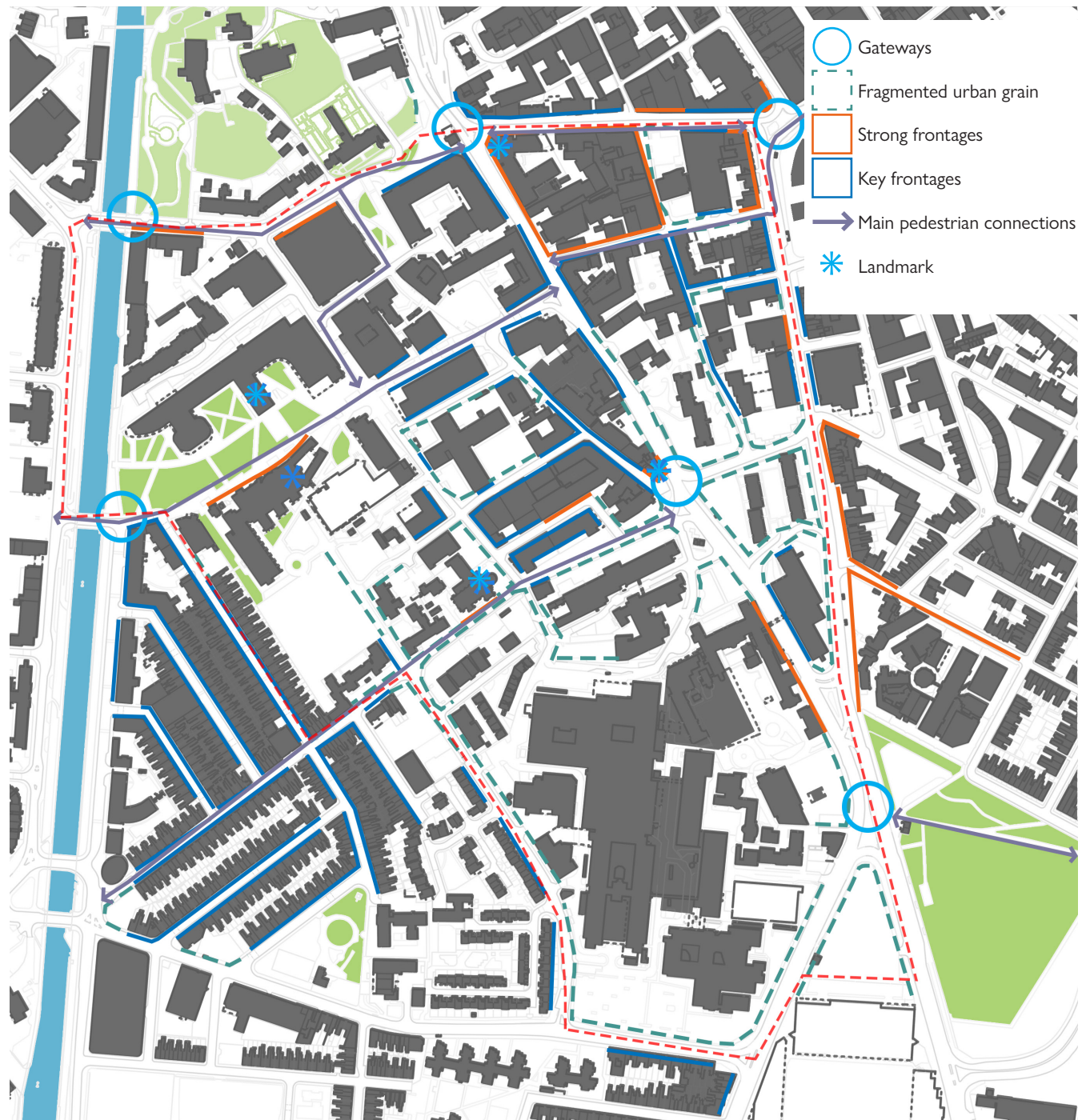
Fragmented urban grain identifies locations where perimeter blocks have been lost over time to the detriment of the townscape. Strong frontages are those frontages where both the building line and the building are important to the townscape. Key frontages are those frontages which provide a well defined edge to streets and spaces and so the building line is important but not the building.

There is a divide between north and south of blocks, adjacent to primary routes, within LRI and DMU Character Area. The blocks in the north have a greater number of well defined building lines. There is more fragmentation of the urban grain in the south of the Character Area, due to surface level car parks, buildings set back from the road, and isolated buildings e.g. De Montfort House. As has previously been written in this document, the street design that defines the blocks in the south of the area is dominated by the need to accommodate motor vehicles.

The residential terraced streets (e.g. Grasmere Street) in the south-west and of the Character Area have a well defined building line that has been a part of the area's urban grain since the early 19th Century.

Mill Lane is the main green space (and key pedestrian route) within the Character Area with both Mandela Park in the south and Castle Gardens in the north the nearest adjacent green spaces to the area. The proposed York Street improvements (see the "Connecting Leicester" section of Part A) will allow for a strong well defined east to west key pedestrian route. Conversely, there is little to no connectivity through the LRI campus. This results in the campus acting as a barrier in the south of the area. As the historical maps have shown the river forms a natural barrier between the Character Area and the west of the city.

Most of the gateways into the area are legible but there is also legibility provided at key points within the area such as the Swan and Rushes



Pub (located where Grange Lane meets Oxford Road). The orientation and frontage of the pub helps bring legibility, in amongst a fragmented urban grain, when entering the area from the south.

The streets adjacent to the LRI campus (Havelock Street and Jarrom Street) would help pedestrian connectivity if they were to be improved.

Whilst Mill Lane is currently the key primary east to west connection through the Character Area, Jarrom Street is a well used east to west pedestrian connection in the south. Given this importance for Jarrom Street, the connection should be strengthened and enhanced for pedestrian use.

5a. Streets and Spaces (St Andrew's Church)

There are landmarks within the Character Area that help provide legibility. Along with the Swan and Rushes pub, the Magazine Gateway, Queen's Building and Vijay Patel Building all assist with legibility. On Lower Brown and Upper Brown Street, the northward views of the Cathedral also aid legibility (see the Key Views section of Part A).

From photograph 1, the Summit is the building that terminates the view looking west along Jarrom Street. St Andrew's Church does not become visible along Jarrom Street until the viewer is adjacent with the LRI building on the left of Photograph 2. The bell tower of the church only becomes visible (photograph 4) when the viewer walks approximately 100 metres west along Jarrom Street.

While there is potential for St Andrew's Church to be landmark it is lost amongst its existing surrounding context. Despite being a Grade II* listed heritage asset, St Andrew's Church it is somewhat compromised by its existing surrounding context when looking west along Jarrom Street from Infirmary Square. It only becomes visible again when one is further along Jarrom Street. This suggests that development sites which come forward within the church's context need to respond to and respect the setting of this heritage asset, in order for the church to maintain its townscape prominence on Jarrom Street.



1 View west from Carlton Street



2 View west along Jarrom Street from the crossing on Oxford Street. Outline of the visible part of the church shown by the wire frame.



3 View west as one enters Jarrom Street



4 View west approximately 65m further west along Jarrom Street. The bell tower of the Church is now visible

The view east along Jarrom Street towards St Andrew's Church (travelling towards to the city centre) is one of the key views noted in Chapter 4. On this route, St. Andrew's Church is more prominent than it appeared from the reverse direction.

Photograph 1, shows that the ridge of the east facing gable end is visible. From photograph 2, some the ground floor frontage of the Church is partially visible. In photograph 3, approximately 45 metres east from the Havelock Street Jarrom Street junction, the church's frontage is even more visible. The visibility of the church's frontage in photographs 2 and 3, is aided by the layout of Jarrom Court with its building line being set back.

Further evidence of adjacent buildings to the church respecting the setting of this Grade II* heritage asset is evident in photograph 4. The Gateway Street elevation of Primus Place is stepped down from 7 to 5 storeys.



1 View east along Jarrom Street, approaching the junction with Havelock Street.



2 View east at the junction of Jarrom Street and Havelock Street



3 Approximately 45m further along Jarrom Street, the frontage of church is visible along with the outline of the bell tower.



4. View of the Church's frontage when looking east along Jarrom Street.

6. Existing Building Heights and Planning History

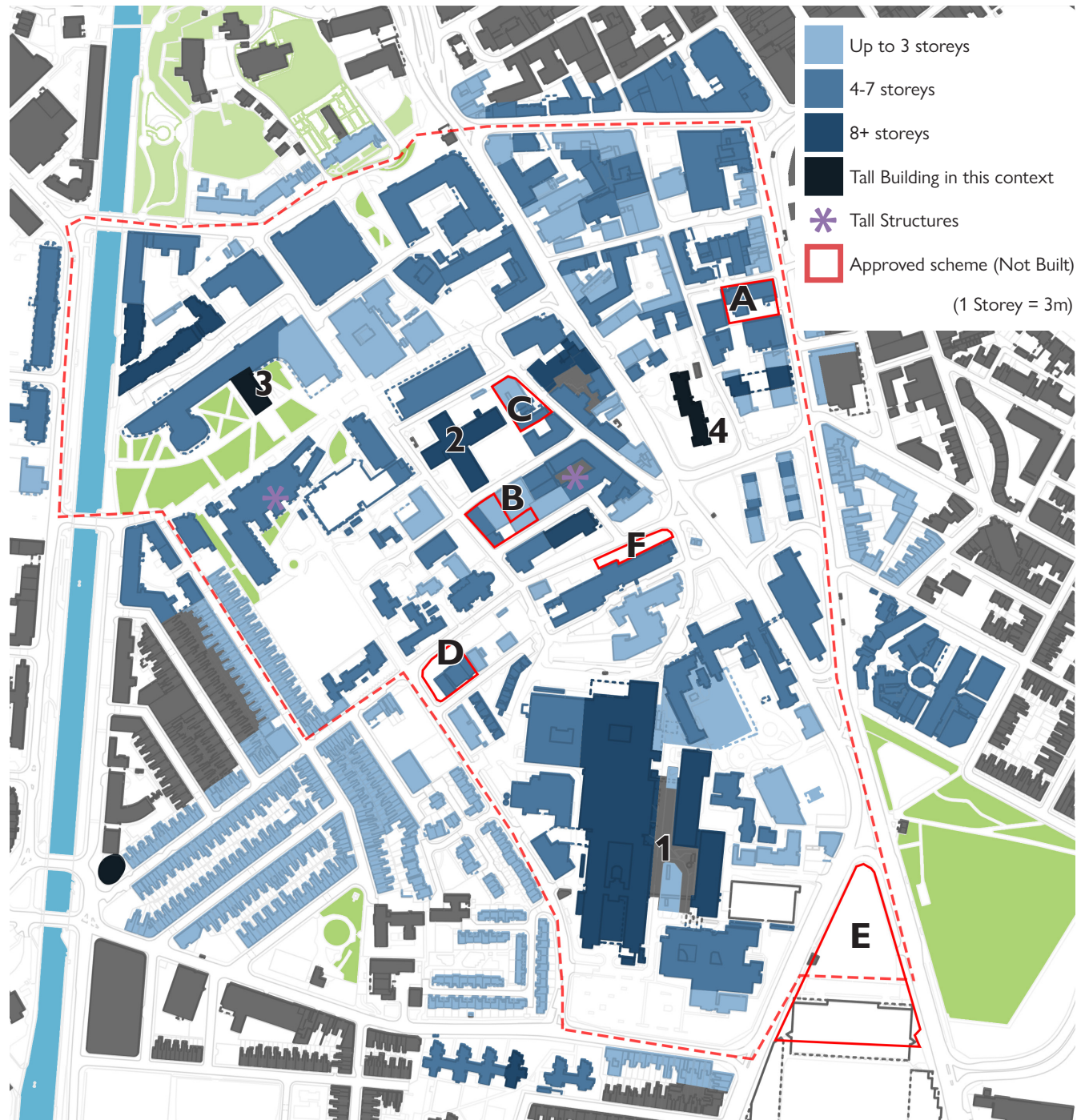
Context:

The heights shown are based on 1 storey at 3m. Given the variety of storey heights that is possible within a character area it was necessary to calibrate across the city centre. Therefore, a heritage asset of 4 storeys may be shown at 5 or 6 storeys to reflect the higher floor to ceiling heights and there may be differences between residential and commercial uses.

The existing heights in the Character Area are mostly consistent with the uses and the street hierarchy. The main north-south routes through the area, Oxford Street and Welford Road, are fronted by buildings that generally range in height from 4-7 storeys. In contrast the lower order neighbourhood streets that flank the south western border of the Character Area are fronted by two storey terraced houses.

The two campuses in the Character Area have the greatest concentration of buildings that are greater than 7 storeys. Examples include the Balmoral and Windsor Buildings (1) at Leicester Royal Infirmary and Gateway House (2) on the DMU campus.

Within the Character Area, the Vijay Patel Building (3) (at 15 storeys) and De Montfort House (4) (at 14 Storeys) are the tallest buildings within their immediate context. Within the Character Area's wider context, The Summit (22 storeys) is also a tall building within its context and is adjacent to the 2 storey terraced housing along Jarrom Street. Considering the prevailing height along Jarrom Street is less than 4 storeys, the Summit (5) is not consistent with its context.



6. Existing Building Heights and Planning History

Planning History:

The planning history within this section reflects the most up to date information at the time of publishing.

In considering the planning history of approved/determined applications in the area:

A. 20172367 at 37 Welford Road for the change of use from Class B1 (a) to 79 Flats at Class C3 (43 x 1 bed, 31 x 2 bed and 5 X 3 bed). This application proposed a 3 storey extension to the roof and a 6 storey extension to the site taking the overall height of the building to 7 storeys.

B. 20160270 at 22 Deacon Street was for the construction of 2 six storey buildings to accommodate 50 Student flats (Sui Generis)

C. 20172146 at 11-19 Grange Lane, Gosling Court was for the construction of a single storey extension for a portion of the building on the existing building to take the height from 1 storey to 2 storeys.

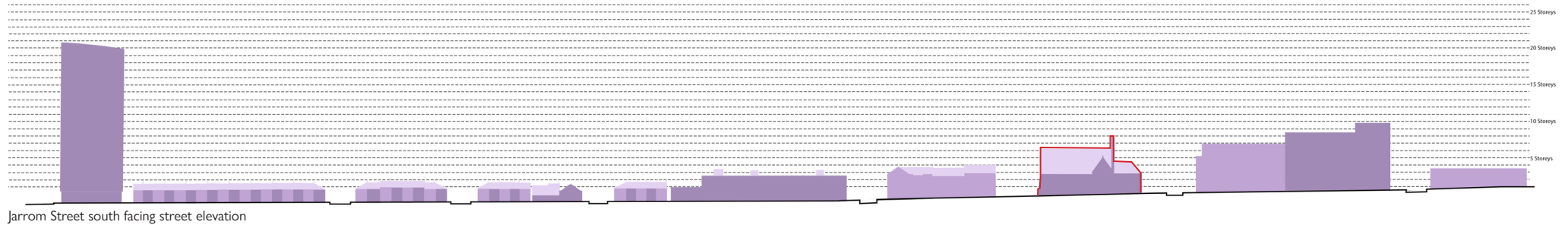
D. 20180801 at 96 Jarrom Street was for the demolition of existing building; construction of 5 and 8 storey mixed use building comprising of 159 residential studio flats (Class C3) and ground floor unit for nursery/retail/restaurant (Class D1/A1/A3)

E. 20182477 at Aylestone Road, Former Granby Halls Site was for the construction of a new hotel (Class C1) with three commercial units (Class A1 or A3) and bridge link to the rugby stadium; public open space. The new hotel will have a height of 5,6 and 7 storeys.

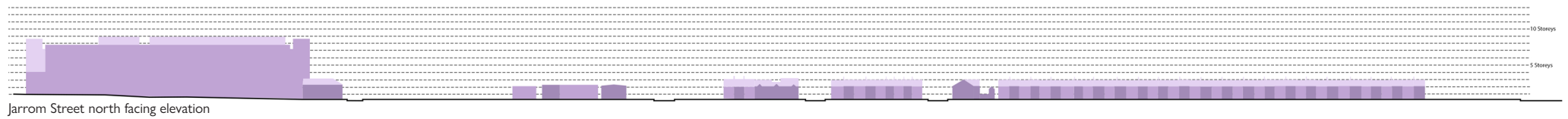
F. 20182199 on Jarrom Street (LRI Campus) Two-storey extension to the Kensington building (facing Jarrom Street). Internal alterations to existing building. (Class D1)

The planning history within this section reflects the most up to date information at the time of publishing.

6b. Existing Building Heights along Jarrom Street



W E



E W

The diagrams above show the both street elevations of Jarrom Street and the existing storey height of the buildings along this street. St Andrew's Church is outlined in red. As one travels west along Jarrom Street (and away from the Oxford Street) the eaves height reduces from a height of 9 storeys to 2 storeys. The building frontages adjacent to the listed church (such as the Primus student accommodation building) respect the church's setting. The height of The Summit, in relation to the context, is evident.

7. Transport Network / Movement

Cycling routes are taken from the Leicester Cycling Map and includes cycling infrastructure relevant to the city centre; on road cycle lanes, off road routes, bus lanes where cycling is permitted, pedestrian streets and recommended on road routes. Future cycling infrastructure guaranteed to be delivered is also identified. Bus routes are taken from bus operators' information in Leicester.

The main pedestrian connections are identified through a combination of local knowledge, observation, previous research undertaken by Leicester City Council and Space Syntax™ online information.

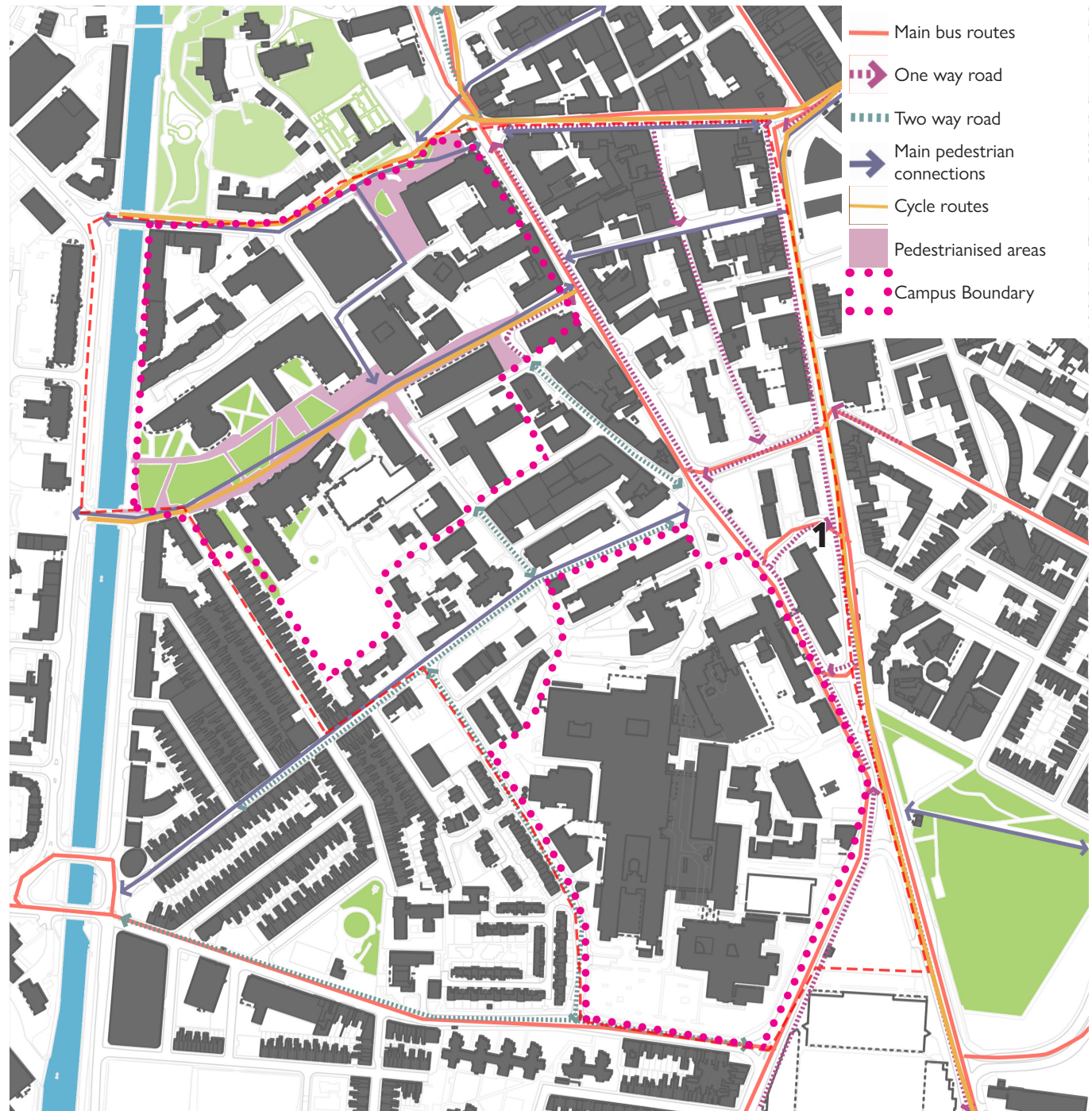
Oxford Street and Welford Road are the principal north-south routes through the LRI & DMU area. Oxford Street connects to the ring road just north of the Character Area and Aylestone Road to the south. The arrangement of both Oxford Street and Welford Road within the Character Area has remained largely consistent from the historical maps.

Currently, Welford Road is the main north-south cycle route, though the Character Area, with a dedicated cycle lane. In addition, a proposed cycle route along the north of Nelson Mandela Park will connect Welford Road to Lancaster Road and Victoria Park.

With the Character Area consisting of two large campuses, there are good bus links that serve both De Montfort University and the LRI. The bus routes run along the main primary streets. Due to the layout of the LRI campus there are no major pedestrian connections that link the east of the Character Area with the west. That link is provided by Jarrom Street.

With the footfall from DMU and the nearby retail streets, in the north of the Character Area, it is unsurprising that the main pedestrian connections through the Area are east and west streets. York Street, Mill Lane and The Newarke connect pedestrians from the city centre to the De Montfort University campus and across the western bank of the River Soar.

The blocks between Welford Road and Oxford Street become significantly less well defined and more fragmented than the blocks in the north. Most notably the block that houses the LRI multi-storey car park has been designed and engineered for motor vehicular movement. As a result, Pelham Street (see photograph on the following page) and Carlton Street provide limited legibility. In conjunction with the



blank frontages and highways for vehicle circulation, this portion of the Area's transport network is not pedestrian friendly.

Walnut Street is the main vehicular route east-west out of the Character Area and is also served by bus routes.

The importance of Jarrom Street as a good pedestrian link is outlined. It should be improved for pedestrian use. While the north of the Character Area does have Mill Lane providing a good pedestrian connection, this connection in isolation is viewed to be insufficient.



1. Pelham Street facing south-west

8. Active Frontages

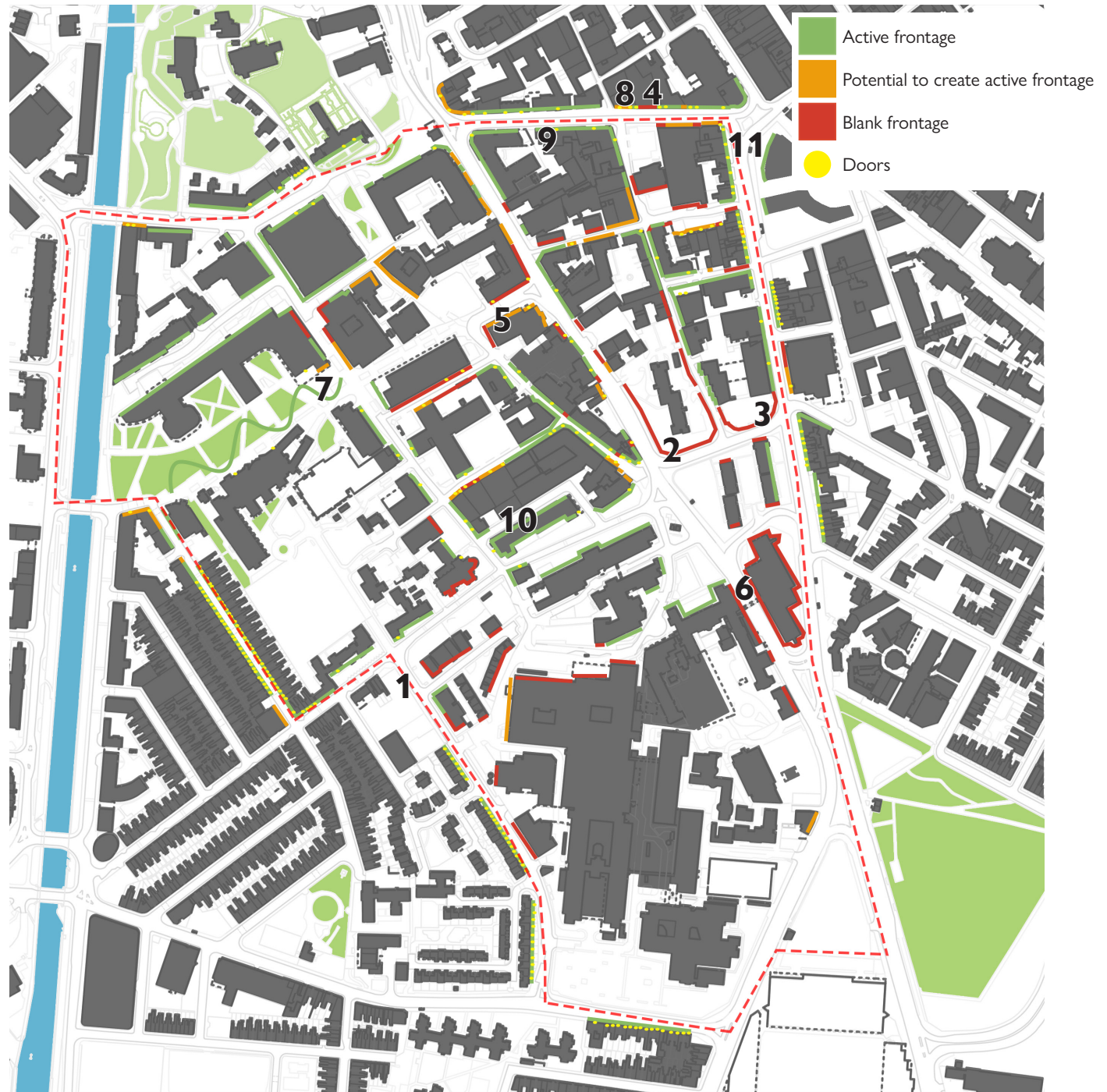
Active frontages are important to creating successful places. They are street frontages where there is an active visual engagement between those in the street and those on the ground floor of buildings. This quality is enhanced where the front façade of buildings, including the main entrance faces and opens towards the street. They are vital to creating activity and vitality to an area and a sense of safety with well overlooked streets. Blank frontages provide no active visual engagement between those in the street and those on the ground floor of buildings. Frontages in existing buildings could contain blocked up or screened windows and doors for various reasons.

Opportunities for reversing these changes and opening up façades have been identified as providing potential active frontages. The frequency of doors also assist in establishing the likely level of activity and interaction within a street.

While overall the Character Area has numerous active frontages, there are a number of blank frontages. Prominent buildings such as De Montfort House provide a significant blank frontage. This is further exacerbated by houses in the block between Carlton Street and Pelham Street, which have blank gables fronting onto those respective streets. Combined with the multi-storey hospital car park this region of the Character Area has a high concentration of blank frontages and limited eyes on the street. The north of Havelock Street suffers from equally poor surveillance. This is due to the high concentration of surface level car parks that provide almost no frontage and fragment the urban grain.

There are parts of the façades of existing buildings that could be opened up with simple interventions such as replacing dummy doors and windows. For example the DMU Innovation Centre on Bonners Lane is an example of building with a frontage that has ground floor windows that have been physically blocked. This combined with the building on the opposite side of the street having a blank ground floor frontage means the decision to block the windows has limited the activity of Bonners Lane.

There are streets in the LRI and DMU Character Area that have relatively high pedestrian movement (e.g. Mill Lane), which results in a public space providing activity and surveillance. This is an important consideration for campuses with specialist buildings.



The images on the right and on the next page are examples of places where there are frontages that are both successful and unsuccessful at providing eyes on the street, within the LRI and DMU Character Area.

1. The north of Havelock Street suffers from limited surveillance due to a combination of surface car parks and blank walls.

2. The blank elevation image 2 detrimentally combines with a car park and the blank frontage at De Montfort House to provide an inactive space along Carlton Street.

3. Blank gable ends from the residential buildings on Pelham Way have a detrimental impact upon the public realm at Carton Street.

4. Car parking being allocated on the ground floor (as shown on Newark Street) providing a blank frontage. This should be avoided on proposed developments. However, the treatment of the ground floor parking shown at Newark Street might be an option to allow visibility between the public realm and activity within the parking court in locations where the ground floor is allocated for parking.

5. The ground floor windows for the DMU Innovation Centre (on the corner of Bonner Lane and Oxford Street) are covered with promotional/advertising posters. As things stand the ground floor is not active. By removing the coverings the windows have the potential to provide an active frontage onto Oxford Street and Bonner Lane.

6. The ground floors, on both sides of Infirmary Road, have a poor relationship with the street. As can be seen on the left of the photo the ground floor of the car park is a long bricked, blank elevation. The opposite side of the street, on the hospital's boundary, also features a long blank elevation with windows that are boarded up and unused doors. This is an example of where a campus and wider townscape meet, with the campus having a detrimental contribution.



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7. Mill Lane is an example of a well connected and designed public space that encourages a higher footfall bringing activity and eyes on the street.

8. When frontages are only a doorway wide, they still maximise the opening and reveal to help bring activity to the street. This example is taken from Newark Street

The following two examples have provided ground floor residential units with windows facing onto the street.

9. The Glassworks Student accommodation building along Newark Street. There is an inconsistent length along the ground floor windows. Furthermore despite there being ground floor windows, they are covered with curtains by the occupants thus limiting surveillance. No threshold has been provided at this site. Conversely, the Primus Student accommodation building (10) at Henshaw Street has provided both ground floor windows and a threshold. Yet, curtains are still drawn by the residents.

11. Transparency from glazed curtain walls (as seen from the Welford Road frontage of New Walk Place) can help bring the sense of an active frontage onto the street below, even when at ground floor level there may be a blank front.

The LRI and DMU Character Area has streets which are key pedestrian connections such as York Road and Havelock Street, which do not have consistently active frontages and thus do not always feel safe. By prioritising active frontages on key routes, and learning from the mistakes of previous schemes, the pedestrian experience would improve.

As has been highlighted above, Havelock Street, Pelham Street and Carlton Street are areas with poor frontages that would need to be improved. Along with Jarrom Street, these are existing well used routes. Improvements that increase pedestrian/cycle movements, would achieve the aim of promoting better connections.



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9. Land Uses

Ground floor:

There are a number of land uses within the LRI/DMU Character Area. With the DMU and LRI campuses occupying a large portion of the character area, it's unsurprising that two of the most prevalent land uses in the area are education and medical. The plan on the right shows how the medical and education land uses strongly define the boundaries of both campuses, and above ground floor uses show that some of the buildings on the DMU campus include office use. The LRI campus is designated as site of retail, pubs and cafes in the above ground uses.

Retail and industrial uses are relatively limited in the area. Historically, the area had many buildings with industrial use such as the Jemsox Shoe and Boot Factory, the Luke Turner & Co. Building and J.E. Pickard's Wool Spinning Mill.

The most common land use after education and medical is domestic land use. Streets with the greatest concentration of residential land use include Grasmere Street (with the terraced homes), Jarrom Street and Grange Lane. The blocks bounded by Oxford Street and Newarke Street also have a high number of residential uses. Many of the residential uses are student accommodation and include the Glassworks Building on Newarke Street and Evans Student Living buildings on both Oxford Street and Grange Lane.

The north-east of the Character Area includes a number of office uses. A concern would be that residential uses increase and this may lead to existing established uses leaving the area, reducing the current mix.



9. Land Uses

(Including above ground distribution)



Domestic



Community



Industrial



Land



Leisure



Office



Places of Worship



Retail



Utilities

9. Land Uses

(Including above ground distribution)



Medical



Education



Miscellaneous



Parking and Transport

10 Connecting Leicester Improvements

Connecting Leicester is a vision to create and provide a connected, safe and family friendly city centre. The City Mayor is committed to creating a thriving heart of the city that takes away barriers and greatly improves the connections between key places within the city, including the 'hidden gems' as part of Leicester's story, and shopping, leisure, heritage, housing and transport facilities. Connecting Leicester is a series of key projects bringing together special buildings and places, reducing the dominance of roads and helping to create an attractive, pedestrian friendly environment.

In recent years the LRI and DMU Character Area has seen significant improvements to the public realm. Further improvements are proposed for the coming years.

Completed projects include cycle lane improvements on Welford Road, between Belvoir Street and Welford Road Stadium. On the De Montfort University campus, Mill Lane has been transformed into a pedestrian priority zone. This has improved a key and well used connection between the city centre and the western bank of the River Soar. Moreover, recent improvements to a key east - west pedestrian connection at York Road have been completed. Improvements to York Road include providing priority to pedestrians and cyclists. In conjunction with York Road, Bonners Lane continues the key connection east between the DMU campus and the city centre. Recent enhancements have included the addition of a two way cycle lane. The improvements have seen the widening of existing footpath into the existing carriageway. The crossing at the corner of Bonners Lane and Grange Lane has also been widened, raised and realigned. This has been designed to provide a stronger pedestrian link between the New Walk redevelopment on King Street and the DMU campus and improve activity to the streets and spaces.

Proposed works include continuing the improvements and extensions to the cycle lanes south along Welford Road and north from Aylestone Road. Furthermore, there are proposed improvements at the junction of Oxford Street and Newarke Street. In terms of east to west connections, pedestrian and cycling improvements across the bridge on Mill Lane are proposed. This is part of wider aims to improve the connection between the Great Central Way and the city centre.



Image 1 shows the plan of the improvements between York Street and Bonners Lane. This will enhance the pedestrian connection between King Street in New Walk to the DMU campus and to the west of the city.

Images 2 and 3 show Mill Lane before and after the Connecting Leicester Improvements.

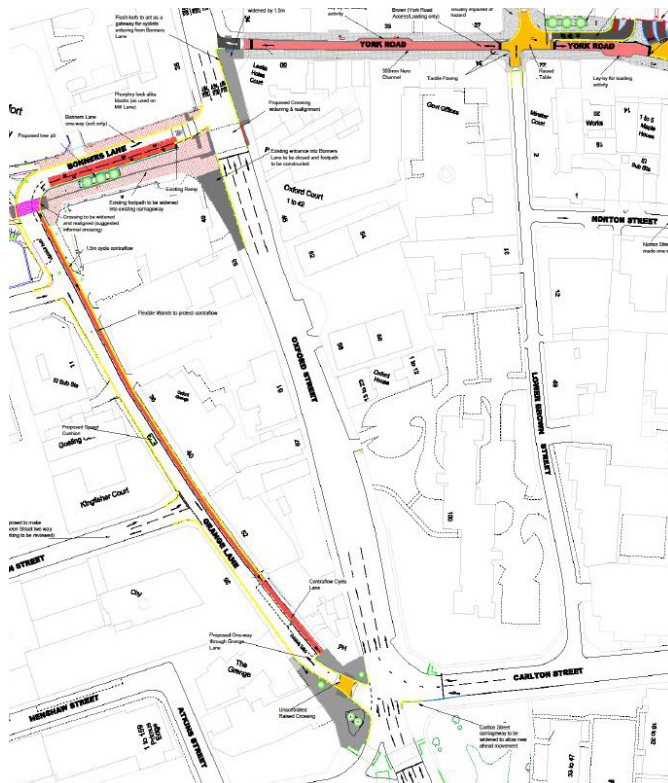
Image 4 shows York Road in its current context with work having commenced and image 5 is a CGI impression of what the York Road will look like following the completion of Connecting Leicester Improvements. The proposed image of York Road consists of shared space with a consistent level and materials that denote vehicular routes.



2. Mill Lane, DMU before Connecting Leicester Improvements c1990s (University of Leicester)



3. Mill Lane, DMU following Connecting Leicester Improvements 2019



1. Plan of the improved connection between York Road and Bonners Lane



4. Existing view west of York Road



5. CGI Image of York Road following Connecting Leicester Improvements (Leicester City Council)

11. Street Hierarchy

The street typologies or street character types are taken from the Leicester Street Design Guide (2019) and are representative of the street types found within the city centre. Although, not all street types will fit perfectly into each category it is useful to understand in each Character Area where priority has been given to vehicle movement, through the higher order roads (ring road, centre connector / hub) and those which are lower order roads (neighbourhood streets, centre calmed streets, pedestrian priority zones) which do and could prioritise their place function and meeting the needs of pedestrians, cyclists and public transport users. As stated on Manual for Streets (DfT 2007) 'streets make up the greatest part of the public realm. Better designed streets therefore contribute significantly to the quality of the built environment and play a key role in the creation of sustainable, inclusive, mixed communities.'

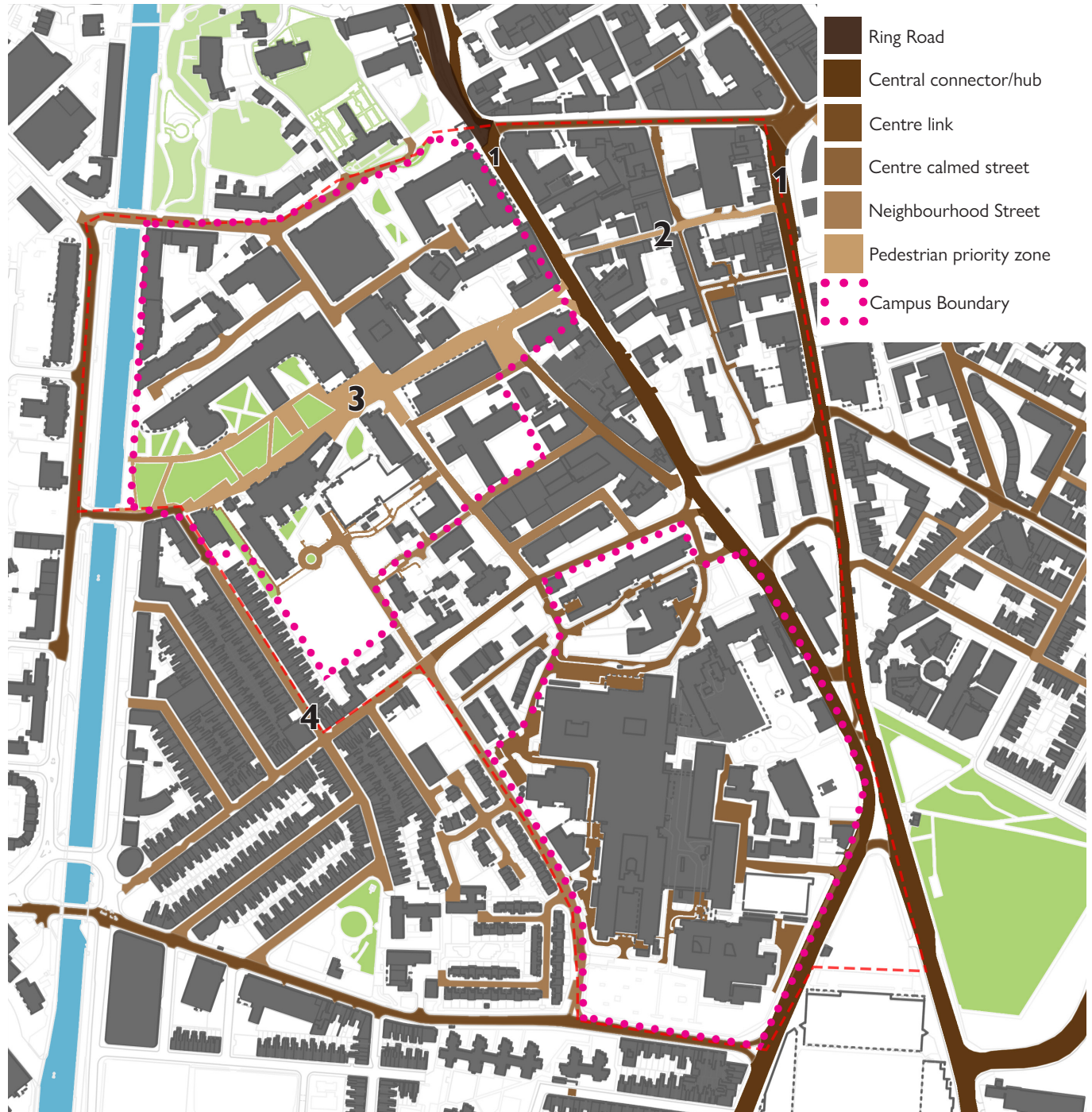
Important for place making is the contribution different street character types within a street hierarchy make to enable people to find their way around and easily understand a place. For example, the informality and lower building heights of a lower order neighbourhood street provides a very different townscape and feel to a formal tree lined boulevard (centre connector).

Oxford Street/Aylestone Road and Welford Road are designated as Centre Connector/hub roads, which is the highest order within the LRI and DMU Character Area. They are the primary north-south routes through the area.

Walnut Street has been designated as a higher order Centre Link road due to being the only key east to west vehicular route out of and into the Character Area. As a result, Walnut Street has a higher usage than most other east-west streets in the area.

As one travels from east to west along Jarrom Street, the street's order gets lower in order as the street becomes more residential. With roads such as Grasmere Street and Havelock Street feeding off Jarrom Street and the west of Jarrom Street being fronted by 2 storey terraced houses, the hierarchy changes from a Centre Calmed Street to a Neighbourhood Street.

With the higher vehicular traffic (in comparison to DMU) from staff and ambulances into and out of the hospital, the LRI campus has been designated as Centre Calmed Street. This contrasts with the mainly



lower order of neighbourhood and pedestrian priority streets within the DMU campus.

On the right hand side, this page shows examples of the existing streets referred to earlier in this section.

The order of Oxford Street suggests that if intensification was to occur anywhere with the LRI/DMU Character Area, it would be most likely to be on the frontages along to the Oxford Street. This will be dependent on other constraints.

Streets are important to the legibility. For example Mill Lane is very distinctive as a key pedestrian route. The landscaping and materials used convey that character and hierarchy clearly. Improvements to other key pedestrian routes should aim to improve the legibility for pedestrians.



1. Centre Connector Hub, Welford Road



2. Pedestrian priority zone. York Road



3. Pedestrian Priority Zone (PPZ), Mill Lane



4. Neighbourhood Street, Grasmere Street



Part B: Guiding Future Development

Part B: Guiding Future Development

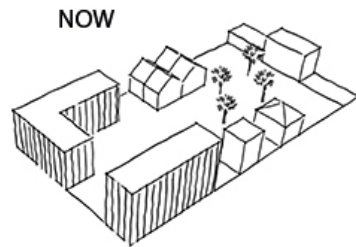
Part A Townscape Analysis outlines the comprehensive townscape assessment undertaken for each of the 9 character areas. Part B Guiding Future Development, is based on the findings of this assessment and identifies criteria to guide and manage development across the whole character area to provide a comprehensive and cohesive plan. The guidance is tailored to the circumstances and context of each character area reinforcing and responding to their unique qualities and opportunities, the level of townscape management required and their individual contributions to the Central Development Area (CDA).

Development guidance includes;

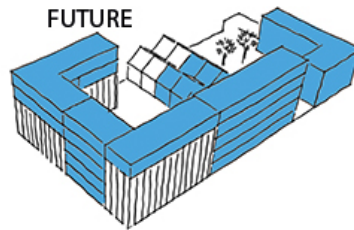
- criteria to guide new development shared across all character areas
 - criteria to guide new development specific to each character area
 - areas of focus for criteria
 - opportunities for improvements
 - recommended interventions to be considered in future policy, plans and infrastructure delivery.
- (future supplementary planning guidance will identify these improvements and interventions to be delivered with associated timescales)
- These will be shown on a 'Future Guidance Plan' within each SPD

The LRI/DMU Character Area falls under category 3 in the Townscape Character Area Management Plan. Widespread redevelopment is not expected. The City Council will work in partnership with the LRI as they undergo expansion and investment within their campus. The emphasis will be on place specific policies to help guide a carefully managed development and evolution of the area's character

3. Developing an area's local character



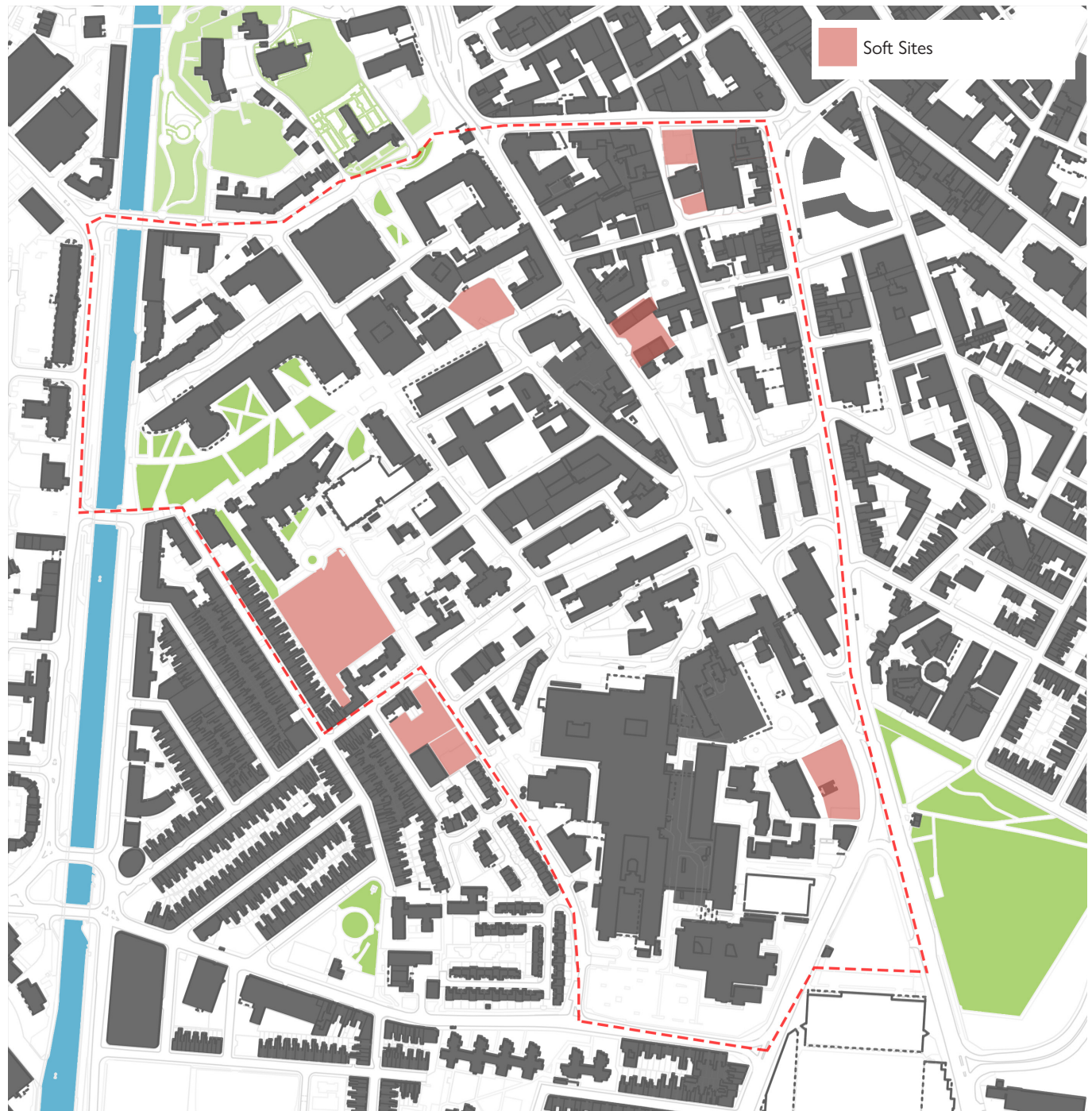
EVOLVE



12. Growth and Development Potential: Potential Development Sites

It is essential to understand the growth and development potential of each Character Area and the likely rate and scale of change for the Local Plan period. This will assist in establishing priorities and the level of townscape management required. To do this we have considered the level of planning activity in the area and the amount of large plots under one or few ownerships and sites with redevelopment potential, also referred to as 'soft sites'. Sites in Leicester City Council ownership are also identified, but their inclusion does not suggest future development or redevelopment. Views on other areas/sites with development potential would be welcomed to inform the progression of the Local Plan and Supporting Guidance.

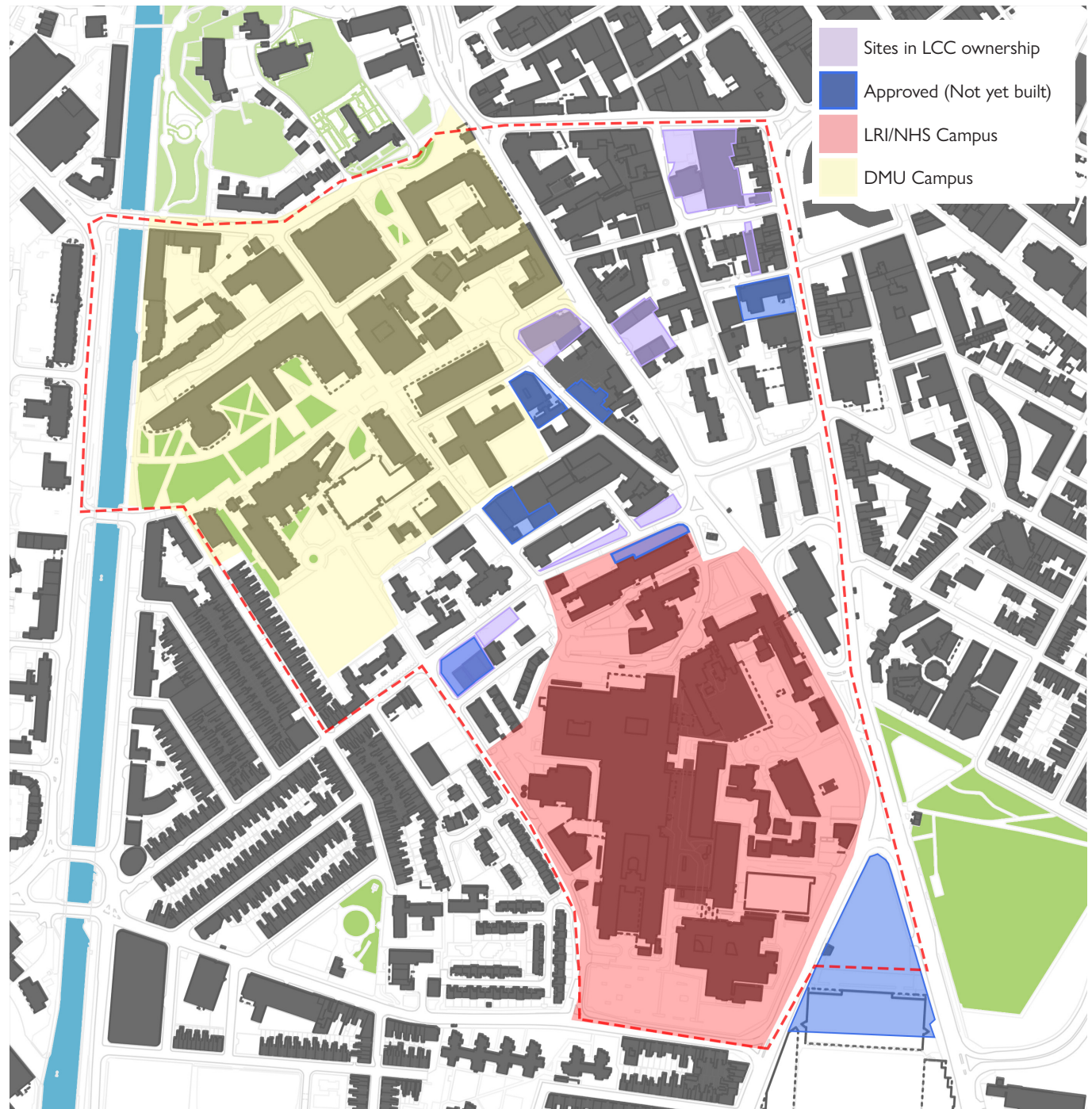
There is limited opportunity for development across the LRI/DMU Character Area as a whole. There is a small number of sites where some development could take place, as shown on the plan. LRI development potential will need to be explored through appropriate pre-application/masterplanning dialogue.



12. Growth and Development Potential

A significant portion of the land within the Character Area is owned by Leicester Royal Infirmary/University Hospitals of Leicester NHS Trust and De Montfort University. There are a number of sites that are under Leicester City Council ownership including the Upper Brown Street and Newarke Street car parks.

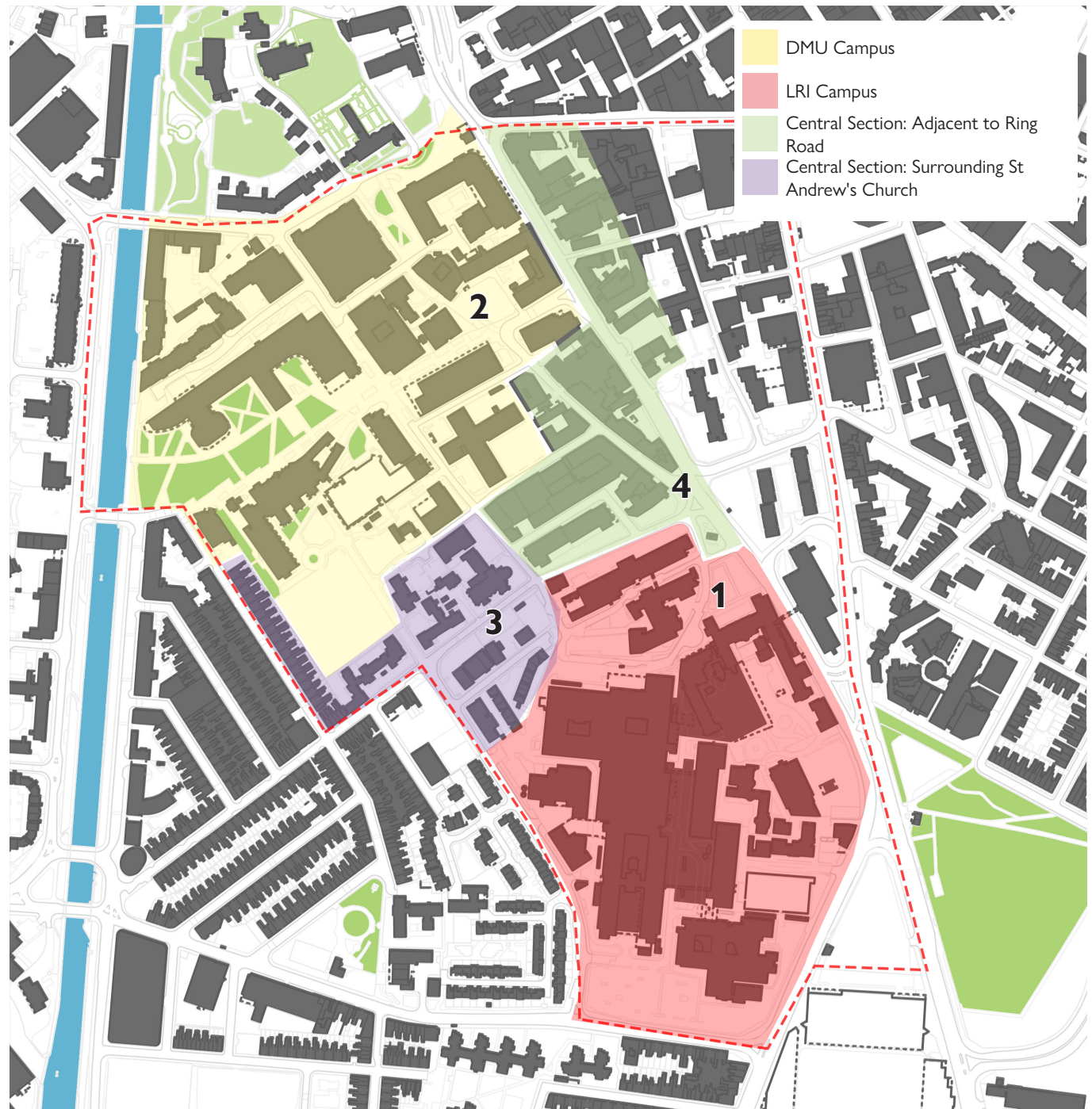
The City Council recognises the aspirations of De Montfort University and the University Hospitals of Leicester NHS Trust to develop their respective campuses. Therefore, the City Council seeks to work collaboratively with the Leicester Royal Infirmary/ University Hospitals of Leicester NHS Trust and De Montfort University on future strategies for their campuses in the context of the Character Area's townscape and design objectives.



12. Growth and Development: Potential - Character Area Management

In considering future development potential there are 4 distinct areas which could have very different objectives. These are the campuses of Leicester Royal Infirmary (1) and De Montfort University (2) which will have their own estate strategies. The other two areas include the area around St Andrew's Church and the west of Jarrom Street (3) and the eastern portion of the area adjacent to the ring road (4).

The City Council will consider further how the townscape management of these distinct areas can be reflected in future policy.



13. Proposed Building Heights

The maximum proposed building heights are based on townscape analysis undertaken in Part A and where required following more detailed site testing, for example, with the city 3D model. The heights shown are based on 1 storey at 3m, as stated in Part A and therefore the parameter to be used should be the overall parameter of height measured in metres and not the storey height. For example, a commercial use requiring an increased floor to ceiling height above 3m within an area identified as 5 storeys (15m) will use the 15m as the guiding height. This may result in a commercial development of 4 storeys. Notwithstanding the proposed heights, each proposal will need to be considered in relation to its context.

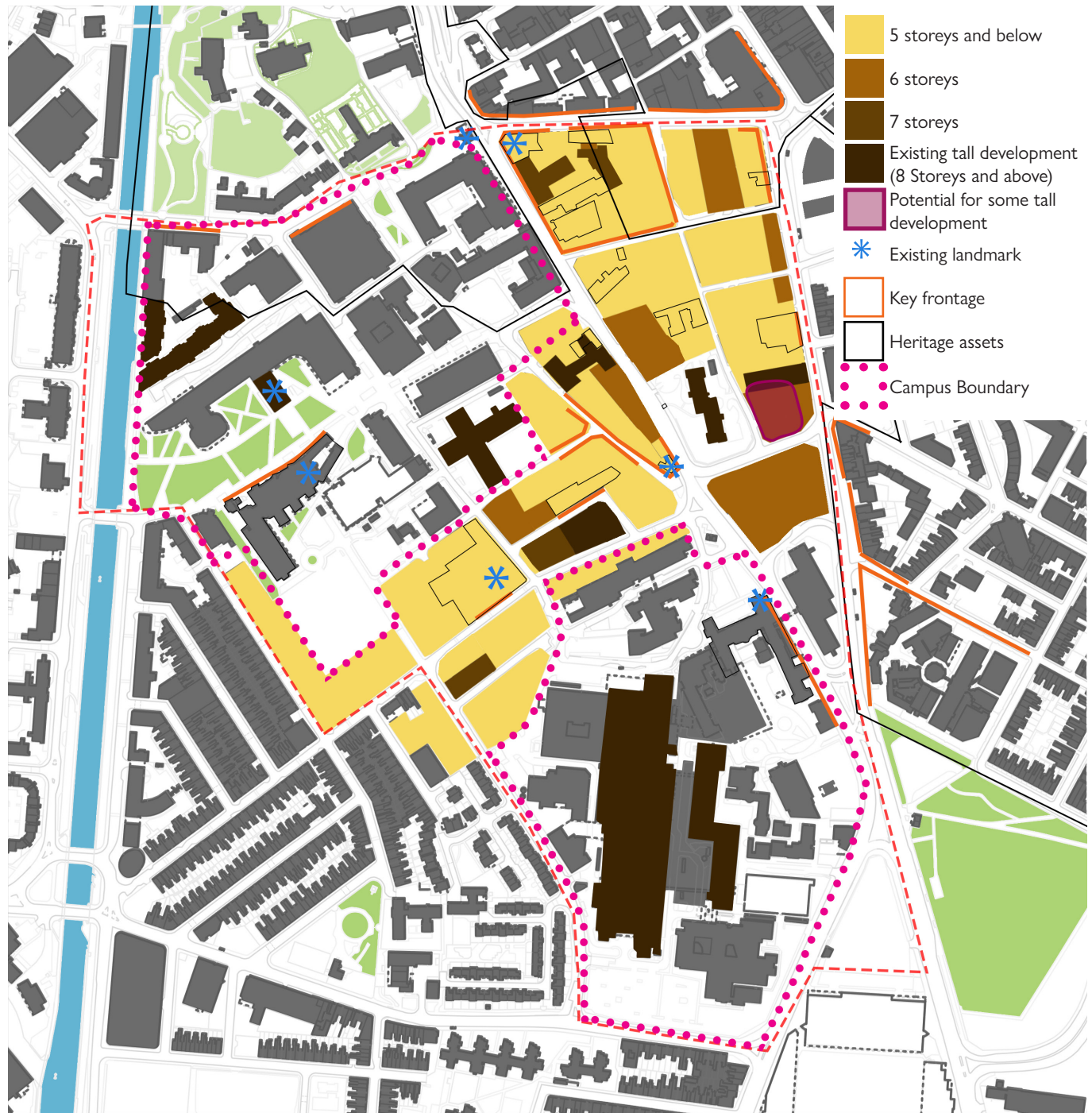
As outlined in the draft Local Plan Tall Development Policy, Where there is an existing tall building within the Character Area it should not be assumed that a replacement tall building on that site, should it come forward, is acceptable. The proposed building heights reflect the Council's up to date view. Taller buildings will only be permitted where exceptional design quality can be demonstrated including a positive ground floor relationship to the street and the surrounding context, including the setting of heritage assets. They should comply with the Local Plan Tall Development Policy and Tall Development SPD.

Given their specific characteristics, the LRI and DMU campuses have not been included in the proposed building height plan. The Council understands that the University and Hospital Trust Estates Strategies will inform the campuses' development. Therefore the campuses have not been included in the proposed building heights plan at this time.

The main focus is areas where there is the potential for intensification (adjacent to Oxford Street leading into the ring road) and where there is a clear need for preservation and protection (the blocks adjacent to St Andrew's Church).

LRI & DMU will have an average proposed height of 4-5 storeys. This is very much in keeping with the ambient height of central Leicester. As the plan on the right shows, there is the potential for some intensification and buildings of 6 storeys along Oxford Street towards the ring road. In comparison, within the blocks adjacent to St Andrew's Church and along Jarrom Street, the proposed height will be between 5 storeys and below.

The proposed height along Oxford Street reflects the higher order of this portion of Oxford Street (a centre connector/hub) and its



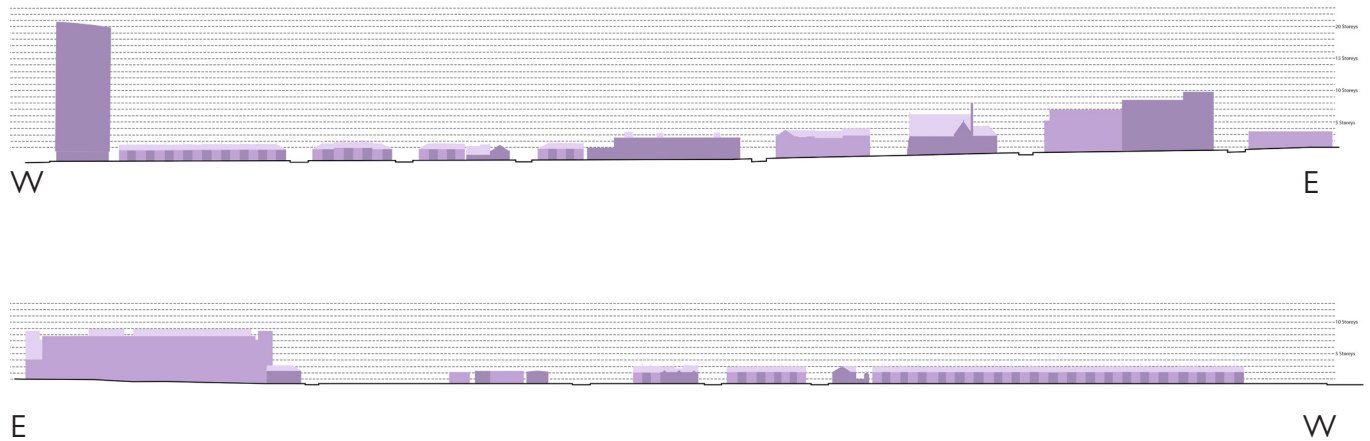
13. Proposed Building Heights

importance as a major connection into and out of the Character Area. Conversely, the proposed height in the frontages adjacent to St Andrew's Church are reflective of the desire to create a place that will respect the setting of the heritage asset and the ambient height along Grange Lane.

As outlined in Part A there are townscape markers, existing landmarks and key frontages that will assist legibility. Given this and the heritage constraints there is no townscape justification for tall developments to provide local landmarks and improve legibility in the LRI/DMU Character Area.

The site of James House on Welford Road has been identified as a location where there is potential for some tall development (defined as 8 storeys (24m) and above). The height, massing and layout of the existing development would not be appropriate for a new development and would need to be reconsidered. Permission for a tall development would be dependent on the proposal demonstrating exceptional design quality, a positive ground floor relationship to the street and the surrounding context and not having a detrimental impact upon the setting of heritage assets (such as the locally listed former Shoe and Boot Factory on the adjacent site).

Part A also presented north and south street sections along Jarrom Street, in section 6. There is a change in height and character as one travels west along the street. In addition, building frontages adjacent to the Grade II* listed St Andrew's Church respect the setting of the church. The would be expected to be continued for any development that does come forward adjacent to the church.



Thumbnail of the Jarrom Street street section from Part A

14. Future Planning

The vision for the LRI/DMU Character Area is for an area based on an evolutionary approach to new development based around primarily residential development whilst allowing the important existing developments in the area, namely De Montfort University, Leicester Royal Infirmary & Leicester Tigers Rugby Club to delivery their long-term development strategies. Development will also be expected to improve connectivity between the west end of Leicester and the east of the city to enhance movement to the city centre.

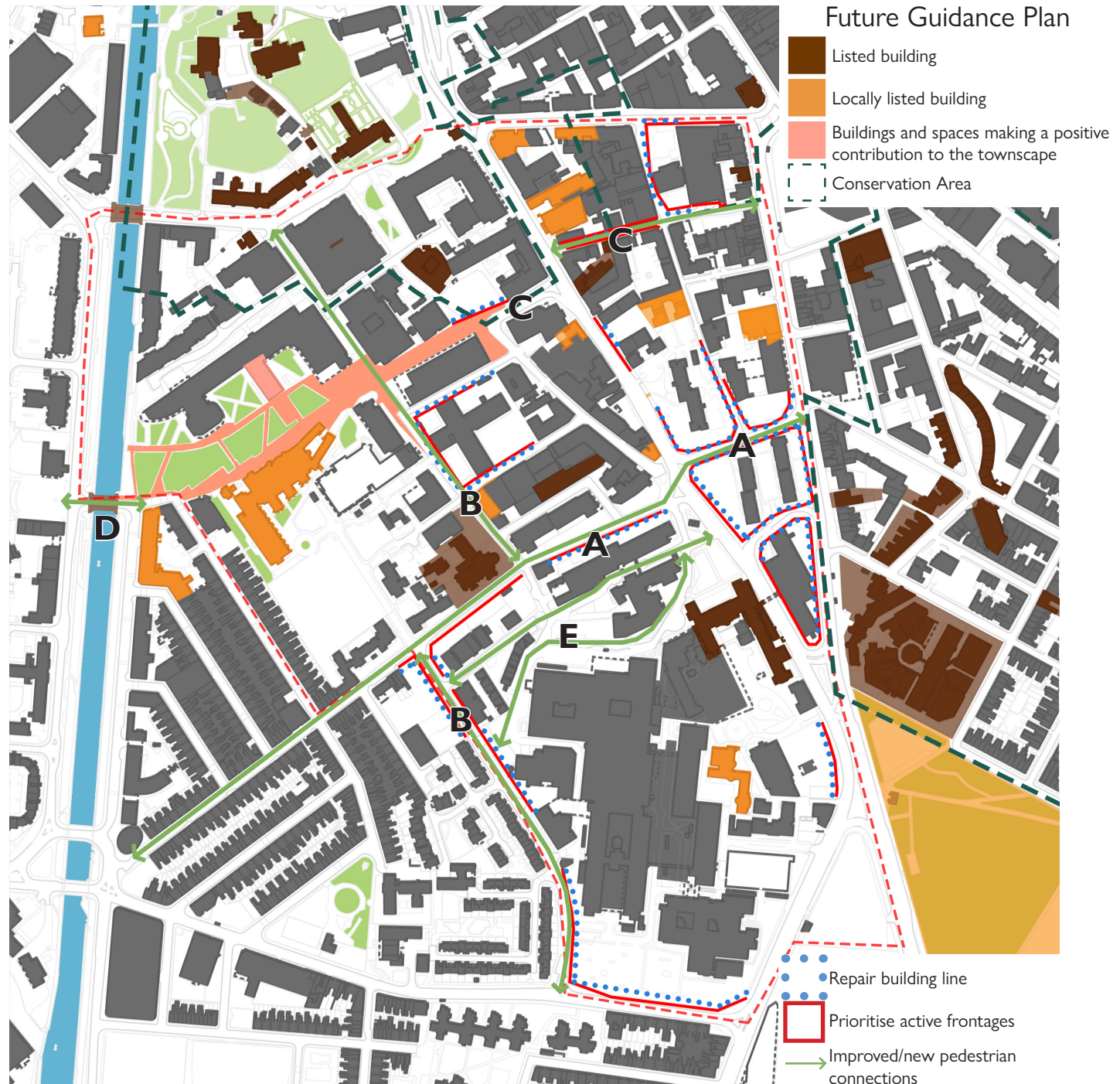
The LRI/DMU Character Area is divided between the blocks adjacent to Oxford Street and the remainder of the Character Area. This results in LRI/DMU falling under sections number 3 “Developing an area’s character” of the Townscape Character Area Management Options. Thus, the LRI/DMU Character Area requires a carefully limited and selective intervention in order to develop the area’s character. Development sites should not be considered in isolation of the wider Character Area. The Castle and Market Street Conservation Area Appraisals will inform guidance in the north of the Character Area.

Leicester City Council intends to work in partnership with University Hospitals of Leicester NHS Trust (LRI) and De Montfort University on future strategies for their campuses. This is to ensure that development on the periphery of the campuses is in keeping with the townscape and design aims of the Character Area, as well as provide opportunities for improved connection and integration of the campuses.

The number of heritage assets within the LRI/DMU Character Area, in conjunction with the buildings and spaces that make a positive townscape contribution, help with the area’s legibility and help the area retain a strong identity. The frontages of potential development sites adjacent to St Andrew’s Church need to respond in scale sympathetically to the church. There is also opportunity to improve the space around the church’s building and, at the very least, aim to landscape the car park.

Given that there is a fragmented urban grain in the southern blocks, development sites that do come forward on these blocks must aim to repair the building line and prioritise active frontages.

There is the opportunity for a strengthened east-west pedestrian connection that runs along Carlton Street and Jarrom Street. Furthermore, there is also opportunity for an improved north-south pedestrian connection along Havelock Street and further onto Gateway Street. Active frontages should be prioritised along these improved pedestrian connections.



Criteria to Guide New Development:

Future development

Development sites should not be considered in isolation of the wider objectives for the area.

Building heights

Proposed heights (in metres) will be outlined in the Townscape Analysis and Design Guidance for each area. The proposed heights are based on the contextual and townscape analysis undertaken.

Improving streetscape, pedestrian and cycle connectivity

New development will be expected to improve connectivity both within the character area and to surrounding areas, by contributing to the opening of new connections and improving the streetscape. This includes improving the quality of existing connections for pedestrians and cyclists.

Areas of focus: see Future Guidance Plan - green arrows

(A) east – west connection of Jarrom Street and Carlton Street prioritising pedestrians and reducing the impact of vehicle dominated environment, including the junction of Havelock Street and Jarrom Street

(B) north – south connection along Havelock Street and Gateway Street

(C) improvements to York Road and Bonners Lane

(D) Improving pedestrian and cycling connections across the bridge on Mill Lane. This is part of wider aims to improve the connection between the Great Central Way and the City Centre.

Working in partnership with LRI and DMU:

The council will (seek to)work in partnership with the Leicester Royal Infirmary/ University Hospitals of Leicester NHS Trust and De Montfort University on future strategies for their campuses ensuring that development to the periphery is in keeping with the Character Area townscape and design objectives and opportunities for improved connection and integration of the campuses are delivered.

For example, delivery of improved connections through the LRI campus (E)

Buildings and Structures Making a Positive Contribution to the Townscape

Buildings which make a positive contribution, but are not locally listed, are identified in the Future Guidance Plan. There should be a general presumption against their demolition, due to their importance as part of the townscape and appearance of the character area.

Heritage Led Development

All development must enhance the setting of the heritage assets and other buildings which make a positive contribution to the townscape, ensuring that they continue to make a significant contribution to the distinctiveness of the area as it undergoes change. Development must be designed to recognise their importance in contributing to the legibility of that character area, ensuring they remain the dominant 'markers' and frontages in the area.

Creation of Active Frontages and the Design of Ground Floors

Proposed development will be expected to present active frontages to the street, to maximise natural surveillance over the public realm. It is expected that particular attention will need to be given to ground floors, where there is a need to balance privacy with surveillance and provide appropriate design solutions. Specific streets and spaces where new active frontages are needed and the reinstatement of active frontages are of vital importance to the character area are identified. Areas of focus: see Future Guidance Plan - red line

This document has identified the location of poor frontages. Such locations include the north of Havelock Street, Carlton Street, Pelham Street, the south of Oxford Street, Aylestone Road adjacent to the hospital campus and Lower Brown Street. Clear design codes to maximise surveillance and address problems in the areas highlighted should be provided.

Repairing the streets

Development is expected to repair the street frontages and fragmented urban grain to reinstate perimeter blocks and recreate well defined and enclosed streets. Identified on the future guidance plan.

The areas of focus are in the south of the Character Area, such as along Lower Brown Street, Carlton Street, Pelham Street and along Havelock Street.

Green Infrastructure

Provision of new green infrastructure will be expected, which makes a significant contribution to the character of a place and how it feels. This is needed particularly in building dominated urban environments, where the relief of trees, landscaping and planting provision is important.

Areas of focus: tbc