



EXECUTIVE BOARD

Meeting to be held in Civic Hall, Leeds on
Wednesday, 5th July, 2006 at 1.00 pm

MEMBERSHIP

Councillors

M Harris (Chair)
A Carter
R Harker
D Blackburn
R Brett
J L Carter
P Harrand
J Procter
S Smith

K Wakefield
J Blake

*non voting advisory member

AGENDA

Item No K=Key Decision	Ward	Item Not Open		Page No
11	Kirkstall		<p>THE FUTURE OF ABBEY MILLS AND ST ANN'S MILLS, KIRKSTALL</p> <p>To consider the report of the Director of Development on the latest position in relation to proposals to remodel/refurbish Abbey Mills and St Ann's Mills in Kirkstall.</p>	1 - 92

**REPORT OF THE DEVELOPMENT DEPARTMENT
REPORT TO: EXECUTIVE BOARD
DATE: 15 DECEMBER 2004**

SUBJECT: ABBEY MILLS AND ST ANN'S MILLS KIRKSTALL

Electoral Wards Affected:		Specific Implications for:	
		Ethnic Minorities	<input type="checkbox"/>
		Women	<input type="checkbox"/>
		Disabled People	<input type="checkbox"/>
Executive Board Decision	<input type="checkbox"/> Eligible for call in	<input type="checkbox"/> Not Eligible for call in (details contained in the report)	<input type="checkbox"/>

1.0 PURPOSE OF THE REPORT

- 1.1 The purpose of the report is to make proposals regarding the refurbishment/remodelling of Council property at Abbey Mills and St Ann's Mills, Kirkstall, so as to assist in the regeneration of the Kirkstall Valley.

EXECUTIVE SUMMARY

The report considers the need for capital investment at the Abbey Mills and St Ann's Mills small industrial units. It examines a number of options to achieve the required investment and also considers total cessation of the service. On balance the report concludes, that due to other service pressures, mainline capital is unlikely to be made available to resolve the issues and that the preferred option is to dispose of the more valuable Abbey Mills site and to re-invest the proceeds at St Ann's Mills

2.0 BACKGROUND

- 2.1 Abbey & St Ann's Mills form part of the City Council's Small Industrial Unit (SIU) portfolio. The SIUs consists of 13 industrial estates comprising 248 units which was originally developed in the late seventies/early eighties to provide accommodation for new/small businesses. Most of the estates were developed in inner city areas (within a 3 mile radius of the city centre). The SIUs were originally developed as a way of tackling high unemployment since in the late seventies the private sector was considered to be "risk averse" in developing small units at an affordable price in these areas. The Council with assistance from various Government/EU funding programmes therefore filled the gap in provision by developing it's own portfolio of small units.

Though the investment climate has significantly improved over the last twenty five years there is still a need for the Council to influence the small unit market. Recent research conducted by the Development Department has demonstrated that there is a shortage of small units available in the City on terms which are affordable and sufficiently flexible for new/small businesses particularly in "City Fringe" locations. In fact there is evidence to suggest that the economic success of Leeds is actually driving out lower value uses (such as small industrial units) in favour of higher value developments. A current survey of available industrial premises in the Kirkstall area indicates that only one unit of less than 1000 sq ft is available and only 6 non-Council units of between 1000 and 5000 sq ft. A recent baseline study on the City Growth Area, which includes Armley/Kirkstall, indicates that there is little industrial/commercial accommodation under 5000 sq ft coming forward in these residential communities.

- 2.2 Members will recall that in May 2004 Executive Board received a report about proposals for the creation of a new Kirkstall Valley Park, to be based, in part, upon land owned by the City Council, and that the Board gave its support, in principle, to further feasibility work being carried out on those proposals.
- 2.3 A planning framework is being prepared for the area between the City Centre and the Kirkstall railway viaduct and an overall framework is being considered for the Kirkstall Centre. This will have regard to the proposals from Allders and the Pinnacle Group (Kwik Save site), the LIFT scheme proposed for Kirkstall Hill, and the redevelopment of Abbey Mills and St Ann's Mills. In the interim officers are carrying out a co-ordination role and will produce detailed guidance as required. A framework has been produced for Kirkstall Forge and pre-application discussions are underway.
- 2.4 Notwithstanding the above studies, decisions are needed on some specific issues in the Kirkstall Valley which cannot await the final outcome of the above exercises. In particular, these concern Abbey Mills and St Ann's Mills (marked A and S respectively on the attached plan at Appendix 1) – two SIU sites operated by the Council. Neither of these sites have purpose built industrial units, being, as they are, based in and around old mill buildings which date from the nineteenth century. Consequently the individual units do not generally meet the requirements of modern day small or start-up businesses and they do not meet the specification set by the Development Department for the evolution of the service which is predicated upon the creation of small, ideally purpose built accommodation and/or managed workspace.

The St Ann's Mills site offers the potential to contribute to the proposed Kirkstall Valley Park if sensitively remodelled with associated public realm works (river crossing, riverside walkway etc).

- 2.5 The units at Abbey Mills and St Ann's Mills are 37% and 83% occupied at the present time, with annual rent rolls of £21,520 and £20,500 respectively. In total over the two sites there are 8 small businesses employing 49 people. One major occupier of space at St Ann's Mills is intent upon leaving the site. The empty units are in such a poor condition that it would not be prudent to seek to relet them without first investing significant sums of capital.

- 2.6 Full surveys of the two sites in August 2003 by the Asset Management Service of the Development Department have identified backlog maintenance totalling £626,000 (Abbey Mills) and £433,000 (St Ann's Mills) respectively. These figures need to be updated for inflation and fees added. If the Council was to invest such sums at the two sites on backlog maintenance alone it would be unlikely to improve the functionality of the industrial units since the works identified are of essentially a wind, weather tight and health and safety nature. However, it is acknowledged that the main three storey mill building at St Ann's Mills (see photograph at appendix 3(ii) might, because of its large, uniform floor plates, lend itself well to some kind of remodelling if any additional funding was available.
- 2.7 Neither site is easily upgradeable to meet the requirements of the Disability Discrimination Act. Consequently, Members will appreciate that in order to continue to operate both sites the Council would need to invest something in the order of £2m in capital refurbishment works with no guarantee that the units created would all be appropriate for modern day requirements and as a consequence, therefore, all be lettable. Such a refurbishment is estimated to increase the combined rent rolls by some £70,000 per annum.
- 2.8 There is currently no specific provision within the Capital Programme for expenditure on these two sites, although some general provision for dealing with backlog maintenance across Council departments does exist within the Asset Management Capital Programme.
- 2.9 St Ann's Mills has no specific land use allocation in the UDP. Policy GP3 stresses that on unallocated land the existing land uses will remain the dominant land use of an area. The existing use of the mill is light industrial (B1c). Consequently, employment use would be considered acceptable in principle. Abbey Mills is also used for light industrial but could support residential and/or office use. Accordingly the Council has had independent valuations carried out which value the sites at £375,000 (St Ann's Mills) and £1,650,000 (Abbey Mills).*
- 2.10 The Council is therefore faced with the challenge of creating some high quality, purpose built SIUs in the Kirkstall area to protect those businesses already operating there, and to create some scope for growth, and also, bringing up to standard buildings on the two sites so as to contribute to the regeneration of the Kirkstall community. This report now goes on to examine a number of options for delivering these objectives.

3.0 **OPTION APPRAISAL**

- 3.1 The Council has no other sites available in the Kirkstall area which are suitable for the reprovisioning of these SIUs.

Consequently the following options are now examined:-

- (i) Make available £2m of Capital Programme resources and retain/refurbish both sites for SIUs.

* Abbey Mills existing use value (light industrial) is only £300,000. A mixed use 'living over the shop' valuation of Abbey Mills produces a value of only £450,000.

- (ii) Dispose of both sites and use the receipts to support the mainline Capital Programme.
- (iii) Dispose of St Ann's Mills and re-invest the capital receipts in Abbey Mills.
- (iv) Dispose of Abbey Mills and re-invest the capital receipts in St Ann's Mills.

3.2 The options are assessed against the following criteria:-

- (i) Ability to create and protect jobs in the Kirkstall area through the provision of appropriate, modern small industrial units.
- (ii) Extent of call upon the existing Capital Programme resources or the enhancement thereof.
- (iii) Ability to address backlog maintenance on both sites.
- (iv) Ability to support/fund public realm works on both sites.
- (v) Extent to which the proposals are complementary to the Kirkstall Valley proposals.
- (vi) Extent to which the rent roll is protected/enhanced.
- (vii) Extent to which the Council retains control.

3.3 **Option 1** – make available £2m of Capital Programme resources and retain/refurbish both sites for SIUs.

3.3.1 As previously stated, no specific Capital Programme provision exists for the required works. The Council's Asset Management Group does have available some £3m through to 2006/07 for backlog maintenance works but given the other pressures on this budget is able to recommend only that a maximum of £200,000 be released for these purposes.

The advantages and disadvantages of this option are therefore:-

3.3.2 Advantages:-

- (i) Retains both sites in full Council control
- (ii) Maximises, in the short term, the square footage available for letting as SIUs.
- (iii) Protects existing Kirkstall businesses, albeit, in somewhat inappropriate buildings.

3.3.3 Disadvantages:-

- (i) Requires an unfunded injection of at least £1.8m into the Capital Programme.
- (ii) Little visible investment in the two sites as a result of incurring this expenditure, and hence little impact upon local physical regeneration, with the buildings continuing to appear tired.
- (iii) The expenditure includes no remodelling and therefore would leave the Council with a collection of inappropriately sized/shaped units, which would continue to be difficult to let.

- (iv) No budget available for public realm works (river crossings/riverside walkways etc. at the two sites).
- (v) The extra rent roll generated (£69,670pa) would not justify the net £2m capital investment.

3.4 Option 2 – Dispose of both sites and use the capital receipts to support the mainline Capital Programme.

3.4.1 Sale of the two sites might realise a figure in the region of £2,025,000 (£1,650,000 for Abbey Mills, £375,000 for St Ann’s Mills).

3.4.2 Advantages:-

- (i) Contribution to Capital Programme resources.
- (ii) Likely improvement of Abbey Mills site for residential, along with some associated public realm works.
- (iii) Possible private sector improvement of St Ann’s Mills as industrial units.

3.4.3 Disadvantages:-

- (i) Loss of all Council operated SIUs in this area of Kirkstall. Paragraph 2.1 of this report explains the rationale for Council intervention in this aspect of the local economy.
- (ii) No guarantee of protection for existing businesses operating from the two sites.
- (iii) Loss of current rent roll of £42,000 per annum
- (iv) No guarantee of significant improvement of St Ann’s Mills or associated public realm works (eg river crossing, riverside walk).

3.5 Option 3 - Dispose of St Ann’s Mills and re-invest the capital receipts in Abbey Mills.

3.5.1 Advantages:-

- (i) Retains sufficient square footage at Abbey Mills to accommodate existing tenants from both sites
- (ii) May help to protect current rent roll
- (iii) Would result in some improvements to Abbey Mills although these would not be significant due to the low value of the capital receipt receivable for the St Ann’s Mills site.
- (iv) Possible private sector investment in St Ann’s Mills

3.5.2 Disadvantages:-

- (i) Lower site value of St Ann’s Mills limits scale of investment at Abbey Mills.
- (ii) Nature of works at Abbey Mills would be essentially dealing with backlog maintenance with no ability to consider the remodelling/refurbishment of the site or to deal properly with DDA issues. Consequently, the Council would be left with units which would continue to be inappropriate for their use.

- (iii) There would be no visible improvement of the Abbey Mills site, and no budget for public realm works. As such there would be little contribution to the physical regeneration of the valley.
- (iv) No guarantee of any investment or public realm works at St Ann's Mills once in private hands.
- (v) Reduction in total square footage available for Council run SIU sites in Kirkstall.
- (vi) Abbey Mills is a grade II listed building which will never lend itself well to industrial use (eg difficulty in incorporating an industrial goods lift).

3.6 **Option 4** - Dispose of Abbey Mills and re-invest the capital receipts in St Ann's Mills.

3.6.1 Advantages:-

- (i) Maximises capital receipts available for re-investment in small industrial units in Kirkstall.
- (ii) Eliminates backlog maintenance at St Ann's Mills and also allows significant remodelling/refurbishment leaving the Council with modern, appropriate units.
- (iii) Facilitates the complete refurbishment of the 3 storey stone building on the St Ann's Mills site with the opportunity to also replace the fourth storey and pitched roof lost in a fire some years ago, if viable. The value of the spare development land at St Ann's Mills would increase as a result of the upgrading of the site.
- (iv) Retained site can accommodate all tenants intending to remain on the two current sites.
- (v) Rent roll protected and enhanced.
- (vi) Budget would support Council funded public realm works at both St Ann's Mills and Abbey Mills.
- (vii) Likely major private sector refurbishment of Abbey Mills for either residential or office use. There have already been unsolicited approaches from prospective buyers for Abbey Mills.
- (viii) More appropriate use (residential and/or office) of the key Abbey Mills site adjacent to Kirkstall Abbey

3.6.2 Disadvantages:-

- (i) Loss of control of Abbey Mills site
- (ii) Initial reduction in total square footage available for Council run SIUs in Kirkstall, although the supply could be replenished through development of spare land at St Ann's Mills.

3.7.1 In terms of their ability to meet key objectives the merits of the four options can be summarised in the table below.

Options Budgets/Objectives	1	2	3	4
	Retain both sites	Sell both sites	Sell St Ann's Mills, retain Abbey Mills	Sell Abbey Mills, retain St Ann's Mills
Asset Management budget available (£000s)	200	-	200	200
Capital receipts available (£000s)	-	2,025	375	1,650
Contribution to capital programme (£000s)	-	2,025	-	-
Backlog maintenance to be addressed (£000s)	1,060	-	626	433
Sufficient budget to cover backlog maintenance on retained properties.	N	Y	N	Y
Sufficient budget to cover remodelling/refurbishment and DDA issues on retained properties	N	Y	N	Y
Sufficient budget to cover public realm works at St Ann's Mills	N	Y	N	Y
Sufficient budget to provide public realm works at Abbey Mills	N	Y	N	Y
Likely that both sites will contribute to physical regeneration of Kirkstall	N	Y	N	Y
Retention of sufficient quantity of Council SIU space in Kirkstall	Y	N	Y	Y
Retention of sufficient quality of Council SIU space in Kirkstall	N	N	N	Y
Rent roll protected	Y(?)	N	Y(?)	Y(?)
Guaranteed protection of existing tenants	Y	N	Y	Y
Retains both sites in Council control	Y	N	N	N

capital receipts at St Ann's Mills - would appear to be the best option. In summary, this would leave the private sector to completely refurbish Abbey Mills (with associated section 106 contributions for public realm works, supplemented by Council funded works). The capital receipts generated, when taken with the Asset Management contribution to backlog maintenance, would allow a major refurbishment of St Ann's Mills, bringing these units up to modern day standards. There would also be sufficient monies remaining for public realm works at St Ann's Mills. With the impending departure of one of the St Ann's Mills tenants there would be sufficient space at St Ann's Mills, under the proposals, to accommodate all other tenants who currently occupy the two sites. The proposals provide the opportunity to make a significant contribution to the physical regeneration of the Kirkstall Valley and would be consistent with the proposals to create the new Kirkstall Valley Park adjacent to the St Ann's Mills site.

- 3.9 The Director of Corporate Services has carried out a discounted cash flow exercise for each of the four options and the net present values produced are as follows:-

		NPV (£m)
Option 1	- Retain both sites	1.37
Option 2	- Sell both sites	2.04
Option 3	- Sell St Ann's, retain Abbey	2.20
Option 4	- Sell Abbey, retain St Ann's	2.91

This analysis therefore also supports the choice of option 4 as the way forward. Option 4 is, therefore, the one recommended to Executive Board.

4.0 **THE PROPOSALS IN PRINCIPLE (subject to consultation and planning)**

- 4.1 Planning officers and the Civic Architect continue to be consulted about the proposals. A scheme on the following lines could form the basis of consultation with the Kirkstall community.

4.2 **Abbey Mills**

Refurbishment for residential and/or offices.

Some limited demolition of later, poor quality additions to the property.

Some new build adjacent to the river.

New egress from the site further from the main signalled crossroads than the current access/egress.

New publicly accessible spaces within the site thus helping to re-establish the heart of the Kirkstall Village.

Riverside walkways as appropriate.

Complete refurbishment of the 3 storey stone building, possibly re-instating the former 4th storey and pitched roof. Remodelling of the same to provide smaller floor plate managed workspace more appropriate to the needs of small businesses and the aspirations of the Development Department.

Demolition/rebuilding/relocation of some of the smaller stand alone units to facilitate a later, more strategic redevelopment of the site.

Strengthening of the existing bridge over the goit.

New pedestrian footbridge over the river to the site proposed for the nature reserve element of the new Kirkstall Valley Park.

Riverside walkways as appropriate.

5.0 ISSUES

5.1 Tenant Holding Over

5.1.1 One tenant at St Ann's Mills is liable for dilapidation costs under the terms of his lease. An estimate of these costs is given in the confidential section of this agenda. It is not believed that the tenant has the means to meet such costs and any attempt to pursue him for them would be likely to result in the winding up of his business which employs 12 people. The tenant is currently holding over. Given that the departure of this tenant would facilitate the proposal above, and that he intends to relocate to alternative premises in the Kirkstall environs, thus protecting the existing jobs, it is necessary to consider whether he should be allowed to surrender his lease, without meeting his dilapidations obligations. This issue is discussed further in the confidential section of this agenda.

5.2 Vesting of Land

5.2.1 Some of the land at Abbey Mills is vested in the Neighbourhoods and Housing Department (see plan at appendix 2(i)). Ideally to achieve the optimum redevelopment solution on this site this land would be included in the proposals. Agreement will therefore be required with the Department of Neighbourhoods and Housing and the North West ALMO. Initial discussions indicate that both are supportive in principle of the proposals, subject to a satisfactory apportionment of the capital receipts generated by the site.

5.3 649 Kirkstall Road

5.3.1 649 Kirkstall Road is a small Council owned, stone built, detached house on two storeys totalling some 1,260 sq ft (see plan at Appendix 1, site K). The building dates from the late nineteenth century and is of some local historic interest. Unfortunately, because of its remote location and the fact that it has been unoccupied now for 13 years the building has been severely vandalised. Estimates suggest that it would cost in the order of £150,000 to restore the house (which is relatively small in terms of floor area) back to a habitable form. There is very poor vehicular access to this property from Kirkstall Road and this makes the property unattractive to potential buyers. There is, therefore, a strong possibility that even if the Council was to restore this building it would find it extremely difficult to protect it from further vandalism pending any disposal. The building is currently secured but continues to represent a health and safety risk and continued inaction is not an option.

is any requirement for a building in this location (eg visitor centre) and no demand has been identified. Similarly, there is no sponsoring department for any third party/voluntary sector use. In reality, the building is unsuitable, because of its design and the lack of parking space, for anything other than residential use.

5.3.3 As a result of the above – that is, the health and safety position, the risk of investing over £150,000 in the property with no guarantee of a future disposal, and the associated risk of further vandalism, officers are of the view that the property should be demolished. The Civic Architect, who has visited the site, supports this view, and has proposed that the materials could be re-used on the St Ann’s Mills or the Abbey Mills site. Demolition is estimated to cost in the region of £15,000 and would be the subject of a report to the Council’s Asset Management Group seeking support for the allocation of funding.

6.0 FINANCIAL IMPLICATIONS OF THE PREFERRED OPTION

6.1 The capital cost of the works proposed are estimated as:-

	£000's		
	St Ann’s Mills	Abbey Mills	Total
Refurbish Mill building	1,200		1,200
Extra storey and pitched roof to Mill building	420		420
Other buildings	200		200
Landscaping/Riverside walkways	250	250 *	500
Pedestrian bridge over river	<u>50</u>		<u>50</u>
Subtotal	2,120	250	2,370
Fees at 12%	255	30	285
Removal costs/compensation/cost of voids	—	<u>200</u>	<u>200</u>
Total	<u>2,375</u>	<u>480</u>	<u>2,855</u>

*City Council allowance over and above any developer S106 contribution

6.2 The capital receipt from the disposal of Abbey Mills is expected to be in the region of £1.65m.

6.3 A contribution towards backlog maintenance of £0.2m could be made available from the Asset Management priority major maintenance budget.

6.4 A fully refurbished St Ann’s Mills with an additional floor added to the main mill building is estimated to produce a rent roll of £271,000 per annum - £229,000 in excess of the current rent roll from the two sites and £159,000 in excess of that which could be delivered by carrying out the more basic upgrading of both sites if they were to be retained. This latter sum would support prudential borrowing of £1.67m.

£000's

Capital receipts	1.65
Asset Management priority major maintenance	0.20
Prudential borrowing	<u>1.67</u>
Total	<u>3.52</u>

6.6 Members will note therefore that potential total funding of £3.52m exceeds capital required of £2.85 by some £0.67m. This surplus will be needed to cover any capital payment to NW ALMO to reflect its interest in the Abbey Mills site and to enable it to declare the site surplus to its requirements (see paragraph 5.2).

6.7 **Capital Value of the Completed Development** - The current value of St Ann's Mills is £375,000. The total capital invested in the Mills under the preferred option (paragraph 6.1) excluding public realm works is £2.04m. The value of the completed development is estimated to be £3.25m. It will be noted, therefore, that the capital value of the completed development does justify the financial investment if the proposal was to be appraised on a purely commercial basis.

7.0 RISK ANALYSIS

7.1 The main risk associated with the two sites in question is that if no capital investment is made then the sites will:-

- (i) Remain non DDA compliant.
- (ii) Increasingly become a health and safety risk.
- (iii) Become increasingly difficult to let, with the consequent impact upon rent roll.
- (iv) Not contribute to the regeneration of the Kirkstall area.

To avoid these risks this report proposes the pursuance of option 4 – sell Abbey Mills and re-invest the proceeds in St Ann's Mills.

7.2 The risks associated with this option are:-

- (i) Failure to secure a buyer for Abbey Mills – from the unsolicited enquiries received for these premises to date officers are confident that there will be significant market interest in this site.
- (ii) Capital cost over-runs at St Ann's Mills. The estimates provided in this report allow for the usual provision of contingency sums. However, should tenders exceed the estimates then the specification would be reviewed to identify potential cost savings. In particular, the provision of the fourth storey in the old mill building would be tested again against rent roll assumptions.
- (iii) Failure to be able to re-let the new accommodation created at St Ann's Mills. Officers are confident that significant demand exists for the right type of units. However, it is also possible that the risk on re-letting could be passed to a private sector partner and this is discussed further at Section 9.

8.1 The three Kirkstall Ward Members have been briefed on the proposals and their views are as follows:

- (i) Two Members are supportive of the broad thrust of the proposals. That is, to dispose of Abbey Mills and to reinvest the proceeds at St Ann's Mills. These two Members also reluctantly support the demolition of 649 Kirkstall Road but expressed regret that this had become inevitable as a result of previous inaction by the Council.

With regard to the disposal of Abbey Mills, one of these two Members did have a preference for a mixed use 'living over the shop' solution for the site but acknowledged that the lower disposal value (£450,000) this would attract made delivery of the overall proposals much more difficult.

The support of these two Members for the broad proposals was caveated as follows:

- (a) That there would be ample time for Ward Members to comment upon the detailed planning briefs as they emerge. This is not a problem.
 - (b) That there should not be intensive development on the Neighbourhoods and Housing land at Abbey Mills. One Member expressed a desire for a sizeable part of this land to be incorporated into the adjacent Kirkstall Abbey Park grounds. The merits of this will be addressed at the planning brief stage and after consultation with the Parks and Countryside Service. This will ultimately be a decision for Executive Board since it may affect the value of the disposal and also increase future revenue maintenance costs.
 - (c) That there should be no new through road created between the Allders site and the Abbey Mills site (by bridging the river). Such a new road is not currently envisaged.
 - (d) That officers revisit the defined boundary for the Abbey Mills disposal and consider, in consultation with Ward Members, whether this should be extended slightly to include the pocket park and one other small problem building on the site. Officers can comply with this request.
 - (e) Maintaining public access to the river on both sites is of paramount importance and a pedestrian bridge at St Ann's Mills, connecting the site to the proposed Kirkstall Valley Park, is essential.
 - (f) The public realm works are an essential part of the proposal in that they seek to address the key issue of community regeneration.
- (ii) One Member did not support the proposals, objecting to both the Abbey Mills\St Ann's Mills elements and also to the demolition of 649 Kirkstall Road. He put forward an alternative proposal as follows:
 - (a) Retain both Abbey Mills and St Ann's Mills
 - (b) Consider some disposals to existing tenants at Abbey Mills to generate some (small) capital receipts and to develop a mixed economy solution on that site. He was advised that officers could not, from a property management perspective, support adhoc disposals within the greater Abbey Mills site.

house local community groups, perhaps paying a market rent.

- (d) Retain No 649 Kirkstall Road for community use.

Officers' general view on the alternative proposal for the three sites is that it does not address the pressing issue of the condition of the buildings. It raises very little capital and could significantly increase the demand for revenue support from community groups. When viewed in the context of the ongoing community centre review it would exacerbate the problem of community groups with limited funding of their own being moved into poorly maintained and inappropriate buildings.

- 8.2 Overall then, there is support in principle from two Ward Members, subject to the caveats at 8.1 (a) to (f), with the other Ward Member being opposed to the proposals. This Ward Member has made a counter proposal which is not supported by officers because it is not believed to provide a deliverable route to solving the main problem, ie the poor condition of the buildings.
- 8.3 It is proposed that there should be full consultation with the Kirkstall community upon the preferred public realm works at Abbey Mills and St Ann's Mills (budget allowed £530,000 plus fees) and any S106 monies from the developer of Abbey Mills. Any proposals would be consistent with those emerging from the Kirkstall Valley Park consultation.

9.0 CASHFLOW IMPLICATIONS

- 9.1 The proposed way forward seeks investment of up to £2.855m of capital resources prior to the delivery of a capital receipt from the disposal of the Abbey Mills site. This would create a cash flow pressure within the existing Capital Programme. The revenue implications of any prudential borrowing might also prove difficult for the Development Department to contain during the period when the newly refurbished units at St Ann's Mills are empty and being remarketed. If a private sector partner could be identified to provide the capital for investment at the St Ann's Mills site, in exchange, for example, for a share of the rent roll, then this might obviate the need for the Council to find the capital required for the works in advance of the disposal of Abbey Mills, and thus also ease any revenue pressures.
- 9.2 Clearly, any such partnership would need to have regard to the objectives set down at paragraph 3.2. If the delivery of these objectives could be safeguarded through the partnership then this is an approach which would be supported by officers. Executive Board is therefore requested to support the exploration of such avenues in parallel with the proposal for a more traditional, Council funded scheme.

10.0 EQUALITY

- 10.1 The proposed works to the retained St Ann's Mills will make these premises completely DDA compliant.
- 10.2 The Development Department continues to seek the views of SIU tenants and non-tenants regarding the preferred form of business support which they require, with the aim of delivering a tenant and employee mix in the SIUs which is representative of the wider Leeds community.

- 11.1 The proposed scheme scored 140 when tested against the Capital Scoring Matrix approved by Executive Board. This matrix assesses schemes in terms of their contribution towards the achievement of corporate objectives. The minimum score for inclusion in the Capital Programme is 110.
- 11.2 In particular, the proposals are relevant to the Vision theme of 'Competing in a Global Economy' with its focus areas of economic competitiveness and access to employment. The proposal is targeted on reducing unemployment which is a key priority associated with this Vision theme.

12.0 SUMMARY AND CONCLUSIONS

- 12.1 Backlog maintenance at St Ann's and Abbey Mills stands at over £1m. Along with required DDA works and the need for major refurbishment the total bill is likely to exceed £2m. Even if such capital investment is made the industrial units on these sites will not meet modern day requirements and the rent roll is not anticipated to increase significantly as a result of the investment. No provision for such capital works currently exists within the Capital Programme.
- 12.2 'Do nothing' is not an option. The units are proving increasingly difficult to let and health and safety and DDA issues are increasingly becoming of concern.
- 12.3 Whilst it is important to retain some small industrial units in the Kirkstall area and to protect the jobs which currently exist on the two sites this report acknowledges that, due to other service pressures, it is unlikely that the Council would seek to fund all of the necessary works from mainline capital. Consequently, this report proposes a solution which, other than for a £200,000 contribution from the Asset Management priority major maintenance capital scheme, is essentially self-financing. Of the options considered only the disposal of Abbey Mills, with the proceeds re-invested in St Ann's Mills, can fulfil this criterium. This is, therefore, the option recommended to Members.

13.0. RECOMMENDATIONS

- 13.1 Executive Board is requested to agree the following principles:-
- (i) The retention of small industrial units in the Kirkstall Valley at the St Ann's Mills site.
 - (ii) The opening of formal negotiations with the tenants of Abbey Mills regarding a relocation to St Ann's Mills.
 - (iii) The marketing and disposal of Abbey Mills.
 - (iv) The ring-fencing of the Council's element of the Abbey Mills capital receipt to the refurbishment of St Ann's Mills.
 - (v) Negotiations with the NW ALMO regarding the entitlement of the ALMO to a share of the capital receipt from the Abbey Mills site.
 - (vi) Consultation with the Kirkstall community regarding the preferred form of public realm works at the sites of Abbey Mills and St Ann's Mills.
 - (vii) The demolition of 649 Kirkstall Road and the re-use of the materials in the new developments.
 - (viii) The injection into the Capital Programme of a sum of £100,000 for feasibility and design work on the preferred option.
 - (ix) The seeking of expressions of interest in a partnership for the redevelopment of the St Ann's Mills site.

more detailed report when designs have been prepared and costed to RIBA stage D and the results of the marketing of the Abbey Mills site are known.

- 13.2 Executive Board is asked to instruct officers regarding the dilapidations issue at St Ann's Mills.

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CONSULTATION

Public Consultation (Jan-March 2006)

The formal public consultation carried out for the proposals took two forms. Firstly, the planning consultation on the planning and development brief for Abbey Mills and secondly a separate consultation on the overall principles for the future management of assets at Abbey Mills and St Ann's Mill.

The consultation referred to in Councillor Illingworth's web-site is the consultation on the overall principles and does not form part of the planning consultation for the brief.

The Public Consultation Process on the Draft Brief:

Planning Board approved the release of the draft brief for public consultation on 10th January 2006. It was initially proposed that a 6 week period should be allowed for consultation, in line with current normal planning practice. However, following requests from Ward Members and the Kirkstall Village Community Association, the consultation period was extended. Consequently, the consultation period ran through to the 31st March 2006.

A City Council press release inviting people to join in the consultation on the brief and the overall proposals was made on 17th January 2006.

Circulation:

The draft brief was placed on the Council's web site and hard copies were widely circulated. The following list of interested parties were supplied with copies of the brief :

- a) Kirkstall Ward Members
- b) Armley Ward Members
- c) Lead Member for Development
- d) Inner North-West Area Committee
- e) Plans Panel (West) Chair
- f) John Battle MP
- g) Kirkstall Village Community Association
- h) Hawksworth Wood Community Association
- i) The residents of Abbey Villas
- j) The existing firms at Abbey Mills
- k) English Heritage
- l) Leeds Civic Trust
- m) Environment Agency
- n) British Trust for Conservation Volunteers (BTCV, Hollybush Farm)
- o) West Yorkshire Archaeological Advisory Service
- p) Leeds North West Homes

Furthermore, hard copies of the draft brief were made available for public inspection at the following locations:

- 1) Kirkstall Library
- 2) Headingley Library
- 3) Leeds Central Library
- 4) Kirkstall Area Housing Office
- 5) The Abbey House Museum

- 6) The Development Enquiry Centre
- 7) Kirkstall Leisure Centre

Officers also attended the Kirkstall Burley Forum on the 27th February 2006 to discuss the main points of the draft brief and the consultation process. Additional copies of the draft brief were circulated at the meeting.

Furthermore, a manned public exhibition on the draft brief was held at Kirkstall Leisure Centre on the evening of Wednesday 15th February (7-9pm) and the morning of Saturday 18th February (10-1pm). A total of ** people attended the exhibition over the two days.

Prior to the formal public consultation process, officers also discussed the proposals and the consultation process for the draft brief at:

- meetings with Kirkstall ward members
- a Kirkstall Village Community Association meeting in July 2005
- and also at Inner North-West Area Committee on 8th September 2005.

Furthermore, officers met with the tenants of Abbey Villas at an early stage in the preparation of the draft brief to discuss the site and the potential new access arrangements.

Comments received:

A total of 4 comments forms have been received from members of the public on the draft planning and development brief. Three objections to the proposals were received and one person expressed support for the proposal in principle.

Five further objections from members of the public were e-mailed to the Chief Executive's Dept. These responses were objections to the consultation on the overall principles for the future management of assets at Abbey Mills and St Ann's Mill and focussed primarily on the sample survey undertaken.

Objections to the proposals were also received from the Kirkstall Ward Members. Extensive comments on the brief were made by Councillor Minkin (on behalf of all three Kirkstall Ward Members), and detailed comments on the proposal were made by Councillor Illingworth.

Comments were also received from the following bodies:

- West Yorkshire Archaeological Advisory Service - expressed support for the content of the brief and have no further comment to make at this time.
- The Environment Agency - have no objection to the proposal, but have provided additional wording to provide increased clarity to the technical section.
- English Heritage - thanked us for the opportunity to comment on the brief but had no comment at this time.

THE EXECUTIVE BOARD

(ACCESS TO INFORMATION APPEALS COMMITTEE)

17TH AND 18TH JANUARY 2006

PRESENT: Councillor D Blackburn in the Chair
Councillors J L Carter, Smith and Wakefield

1 **Access to Information Appeal**

The Committee heard an appeal by Councillor Illingworth following the refusal of the Director of Development to allow him access to the following documents:

Draft plans for the refurbishment of St Ann's Mills.
Draft questionnaire to be used during public consultation.

Written submissions by the Department and the appellant had been provided to the committee in advance of the hearing and each presented their case to the committee.

It was noted that the final printed version of the questionnaire document had been released to the appellant prior to the hearing.

Following the hearing on 17th January the committee reconvened on 18th January to consider their decision.

RESOLVED –

- (a) That the detailed advice presented by the Director of Legal and Democratic Services be noted.
- (b) That, with regard to the draft plans for the refurbishment of St Ann's Mills, the appeal be denied.
- (c) That, with regard to the draft questionnaire, the committee held that the appellant did not have a statutory right of access, however, while supporting the view that the appellant did not have a 'need to know' in relation to the early drafts of the document such a need did exist in relation to the final draft before it was printed to allow that members' comments could be considered and taken account of as appropriate, prior to publication.
- (d) That, arising from discussions in association with the appeal the Director of Legal and Democratic Services be requested:
 - (i) to review the procedure in relation to access to information appeal hearings
 - (ii) to remind all Directors to be clear as to the status of confidential or draft documents when disclosing them to Members and to remind Members that to disclose confidential information without consent would be a breach of the Members Code of Conduct.

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Appendix F

Community Proposals for the Kirkstall Mills

Written By A Kirkstall Ward Member

A consensus could develop from the External Audit report. Community ambitions for the Kirkstall Mills can be achieved without damage to the Council plans by investing similar sums to those proposed in more suitable vacant buildings. This avoids conversion costs and achieves better value for money. We still lack some details of the Council's present scheme, but a more detailed cost comparison could be included in a revised report.

Some areas of agreement:

- 1) **No major call for Council funds.** We are looking for solutions at negligible revenue cost to the Council. Any capital spend must meet "prudential" borrowing requirements.
- 2) We support partnership working with other commercial and public sector organisations, and the local community must be fully engaged in the solution [see note "a"].
- 3) We support sustainable economic development, and the need to protect public safety and the local environment, and maintain our cultural and architectural heritage.
- 4) Evaluation of alternative schemes should be based on option appraisal and discounted cash flow analysis, but should consider a wider range of outcomes [see note "b"].
- 5) We want to see a Kirkstall Valley Park, in the context of a West Leeds Country Park.

Notes

- a) Partnership working must be based on "open book" relationships. We have no problem with people or organisations working for profit, but it is very difficult to protect the Council's public interests, or properly engage with the local communities, when some of the "partners" are working to agendas that the others cannot see.
- b) Discounted cash flow is a powerful analytical technique, which has already revealed features that could easily have been missed. It should not be the sole criterion: a DCF analysis would probably suggest that the Council sell Roundhay Park for residential development, possibly draining the lake to maximise the area of developable land. It is vital to keep track of the cash, but other considerations may also affect the result.

Some problems that we hope to resolve:

These are presently listed in no particular order, but it might assist the decision making process if we could try to agree about their relative importance.

- 1) We face a substantial repair bill, even if there is dispute about exactly how big it is.
- 2) There would be serious road safety problems creating a new road access at Abbey Mills, and the recommended safety measures carry a huge environmental cost. This will severely limit the scale of any redevelopment.

- 3) The cash yield from the sale of Abbey Mills will be much less than originally hoped, and everybody involved in the planning process will feel the pressure to relax planning rules to maximise our capital receipt.
- 4) Redevelopment costs at St Ann's Mills are much larger than originally anticipated.
- 5) It will cost more to move some tenants than the yield from selling their accommodation, and they will not be able to afford the rents required for their new workspace.
- 6) A large net subsidy is needed at St Ann's Mills, the units require ongoing support and the total investment would exceed the industrial value of the units that were created.
- 7) Incubator units on other sites would be more economical and convenient for the clients.

Some opportunities that we might be able to grasp:

- 1) There are potential users for Abbey Mills who have little requirement for private cars.
- 2) St Ann's Mills has significant long-term leisure potential, for canoeing, fishing, walking, cycling and natural history pursuits.
- 3) We are about to redevelop the Kirkstall District Centre, BHS and Kirkstall Forge.
- 4) Parts of the Domestic Street complex are not fully utilised and we must identify suitable uses for a new vacant site at Beckett Park School.
- 5) The UK has one of the largest prison populations in Western Europe, each prisoner costs £27,500 per year, the treatment is miserably ineffective, while criminals who deserve punishment are being "let off" because our jails are full.

Some possible solutions that should be explored

These have not been listed in any particular order, and there is some limited opportunity to "mix and match". I hoped to include scaled drawing showing how existing schemes could be fitted into alternative buildings. I still want to do this, but at present I do not as yet have the full set of existing designs to work from, although the gross floor areas look fine. I first list the options, and then consider each one in greater detail.

- 1) Low car uses for vacant space at Abbey Mills, leaving the existing tenants in place.
- 2) Locate the new incubator units either at Beckett Park School, or at Abbey Mills, or within the Domestic Street complex.
- 3) Use St Ann's Mills initially as a Community Punishment Centre for the West Leeds Country Park, gradually vacating the site for leisure uses as redevelopment proceeds. Prefer community punishment for non-violent offenders instead of custodial care.
- 4) Exploit the leisure opportunities created by major local redevelopment schemes.

Detailed consideration of the available options:

- 1) **Low car uses:** There will always be problems getting significant numbers of vehicles into and out of the Abbey Mills site. We do not want a repetition of the Kirkstall Brewery fiasco where the "no car" agreement is widely flouted, to the great inconvenience of

residential neighbours. Abbey Mills already enjoys excellent public transport, shopping and leisure facilities that may improve further, so we should identify inherently low-car uses, where there is absolutely no temptation for the occupants to "keep a vehicle round the back".

Industrial users generate very little traffic. Even when this site was fully occupied it operated with only minor problems. The difficulty with most residential conversions is that occupation levels tend to rise as people try to reduce their rents through informal sharing. We have already seen this process in privately rented properties throughout Headingley, Kirkstall and similar wards. It is very difficult to stop it happening, and it is also difficult to prevent each group of tenants from keeping several cars.

The central problem is that removal and relocation costs for existing Abbey Mills tenants wipe out almost all of the capital receipt. These tenants wish to remain and it is more economical to leave them in place. Unless the Council are making a small fortune from a residential disposal, then a mixed use development represents a more sustainable solution.

Part of the site may be suitable for some forms of sheltered accommodation, for frail, elderly or mentally or physically disabled people who do not drive cars. It will need passenger lifts and DDA adaptations whatever use we envisage, so these costs cannot be avoided. On this basis the site might be expected to "wash its own face" but it will not generate any significant profits to subsidise the remainder of the scheme.

Vacant parts of Abbey Mills may also be suitable for some types of incubator units. This would be *slightly* more expensive than St Ann's Mills, but there will not be a big difference, and the scheme would not be saddled with the £1.6 million overhead for accommodating displaced tenants, so it could be better value for money overall. Abbey Mills is closer to the Kirkstall Brewery / Beckett Park axis than St Ann's Mill, and might be marginally more convenient for Leeds Metropolitan University.

In the short term, we should do only **basic repairs** to Abbey Mills that can be contained within the existing revenue budget to protect our asset and meet our legal obligations, while leaving all our existing tenants in place. The key areas are highlighted in grey in the table below, which is taken from the ADS surveyors' report. It is necessary to look in slightly more detail than this because of the convoluted way that these costs were calculated, but total expenditure would be **well within the allocated revenue budget**. There is no point in embarking on major improvements and refurbishments until the future of this complex has been decided, but it is necessary to comply with fire safety regulations, and to mend the leaking roof. It is entirely feasible to operate a mixed use development on this site, and this might be seen as a more sustainable, fine-grained solution. We do not want inactivity, but there is no desperate need to rush.

ABBEY MILLS	Imminent	Essential	Desirable	Long-Term
Wind & Weather Items	£4,000	£80,760	£300	£46,000
Health & Safety Items	£3,150	£40,830	£13,800	£0
DDA Upgrades	£0	£39,200	£20,250	£0
Asbestos Removal	£0	£1,000	£0	£0
Improvements/ Refurbishments	£38,000	£150,580	£71,500	£67,450

Electrical Services	£150	£4,200	£15,236	£0
Mechanical Services	£2,639	£23,890	£4,075	£75
Total £'s	£47,939	£340,460	£124,161	£113,525

2) **Incubator units:** the Domestic Street complex including Barkston House and Croydon House in Beeston and Holbeck is an obvious location for incubator units. These 1960's industrial buildings have good motorway access, site security, and are largely DDA compliant. There is also a huge vacancy factor, and low repair costs (see table). It would be misleading to claim that there are no problems at Domestic Street, but these are substantially smaller problems than those encountered at the Kirkstall Mills.

Another possible location that deserves serious consideration is the soon to be vacant Beckett Park School. This would be very convenient for Leeds Metropolitan University, and rather than trying to do the entire conversion in one go, it would be possible to organise a phased hand-over that maintained a continuous presence on the site. It would also be possible to construct incubator units at Abbey Mills. The present bid to Yorkshire Forward is for £3 million to produce only 16,000 sq ft of incubation space in St Ann's Mills. The Council's contribution would be £2.2 million land and buildings. Comparable injections at Domestic Street or Beckett Park could yield much better value for money in fundamentally more satisfactory locations.

Now that electronic communication is so economical, there is less need to construct all the incubators in one place. While accepting the basic philosophy of "tenant churn" there is no need for all the units to be identical, and it is possible to envisage a system whereby tenants graduate from closely supported small units on or near the University campus to larger, more distant, slightly longer-term leases with better transport links. We should give particularly favourable treatment to new manufacturing start-ups.

3) **Home office:** A community punishment scheme has operated in Kirkstall for many years on the Burley Mills Allotments, and since 2002 we have wanted to expand this onto the wider Kirkstall Valley site. Essential requirements include toilets, hand-washing, eating, record-keeping, the sort of basic service that a good employer would provide. At present most community service orders are relatively short, but there are encouraging signs from the recent Parliamentary select committee report (1) that the Home Office will move towards a longer term strategy, which includes much larger social, educational and training components. Many offenders lead disordered lives and lack a variety of skills.

We hope to teach basic literacy and numeracy as well as specific employment skills. Some of this training could be done on site, particularly during the winter months, when it would be useful to have some dry workshops indoors for when the weather is really bad. It is important that the project does not "steal" work from law-abiding citizens. In this respect the valley park is almost ideal: it is a genuinely new project that generates a very wide spectrum of tasks, and it would not happen any other way. St Ann's Mill is almost the ideal location: it is in the middle of the target area, it does not need converting, it is a very simple, vandal-resistant building, relatively easy to maintain and improve using reluctant, unskilled labour. The building is fireproof brick arch construction. The only fire in the last 170 years was the wooden roof in 1975, and that has gone. The building is far enough away from the nearest houses, but not so remote as to make it inaccessible.

St Ann's Mills could provide continuity, which is lacking in current punishment schemes. For some offenders it is important to get used to the idea of getting up in the morning and going to work for a substantial part of each day. Our intention is that much of the repair and maintenance would eventually be done by the trainees themselves. Clearly there are skilled, safety critical tasks that require qualified staff, but even here some of the unskilled preparatory work could be done by trainees.

Refurbishment of the Council's small industrial units

industrial estate	budget costs				site totals	floor areas (square metres)						price per sqm
	imminent	essential	desirable	long-term		vacant area	% total	net area	% total	gross area	% total	
Abbey Mills	£47,939	£340,460	£124,161	£113,525	£626,085	1503	21	2505	9	2661	8	£250
Ashton Road	£10,400	£5,790	£7,821	£0	£24,011	83	1	495	2	541	2	£48
Barkston House	£1,175	£93,635	£13,150	£15,000	£122,960	1673	24	6804	25	8879	28	£18
Cross Lane	£2,185	£787	£19,310	£0	£22,282	99	1	462	2	513	2	£48
Croydon House	£11,700	£89,050	£24,372	£35,000	£160,122	1652	23	2636	10	3066	10	£61
Domestic Street	£0	£14,110	£105,160	£0	£119,270	501	7	2891	10	3035	10	£41
Kildare Terrace	£3,600	£14,232	£101,049	£0	£118,881	92	1	876	3	961	3	£136
Ledston Luck	£0	£14,710	£184,068	£0	£198,778	255	4	1503	5	1555	5	£132
Moorside Maltings	£2,560	£7,520	£31,465	£0	£41,545	167	2	1210	4	1345	4	£34
Penraevons	£1,985	£46,082	£151,652	£1,900	£201,619	525	7	3782	14	3947	13	£53
Seacroft	£0	£36,281	£226,572	£0	£262,853	0	0	1839	7	2061	7	£143
St Ann's Mills	£28,800	£277,967	£87,688	£39,200	£433,655	343	5	1820	7	1933	6	£238
The Idas	£660	£6,840	£27,079	£0	£34,579	213	3	870	3	995	3	£40
TOTALS	£111,004	£947,464	£1,103,547	£204,625	£2,366,640	7106	100	27,693	100	31,493	100	£85

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The table above shows the original surveyors' estimates, although DDA and long term maintenance costs were not apportioned on a consistent basis. The December 2004 proposal at St Ann's Mills was to spend £1.2 million on the main mill building, £200,000 on the outbuildings and £420,000 restoring the pitched roof and the fire-damaged fourth floor, plus £255,000 fees, which equates to about £917 per sqm. The net floor area would be increased to 2263 sqm by the new works. The price per square metre is almost the same if the new floor and pitched roof were omitted, but the building would be smaller. This does not include landscaping (£500,000) and relocation costs for our existing tenants (£200,000). The total cost was estimated as £2.85 million.

These are the base figures, just for ongoing repairs, and do NOT include the conversion costs to create incubator units.

The economics of this enterprise are almost the reverse of normal working: capital is scarce but labour is virtually free. The Home Office normally pays for supervision and consumables on community punishment schemes, but they do not have a capital pot. This is why we need a partnership where each participant brings to the table those ingredients that the others are unable to supply: NOMS can provide labour and supervision, the FE colleges can provide training, the Council has land and buildings in need of improvement, while the voluntary / charitable sector can provide community involvement, and qualifies for grants that no other partner can tap.

The skill in managing this project is to exploit the abundant (albeit reluctant) labour and devise new ways of working that reduce the capital cost. This should be constantly in mind, but at the end of this appendix I describe one unique opportunity to achieve this that may not be repeated for a very long time.

The most attractive feature of St Ann's Mills is its need for improvement. In its present condition it is valued at only £75,000 and it is generating no income for the Council. We seek a long-term full repairing lease, for the lowest possible rent, especially in the early stages. The worst that can happen is that the scheme fails so the land and building reverts to the Council. We would be no worse off than we are at present. Money should be less of a problem in the longer term, because every offender who can be treated in this way saves the government £27,500 per year for custodial care.

In the longer term, as the park is completed, Community Punishment would undertake a phased withdrawal from St Ann's Mills to leave the refurbished building predominantly for leisure uses. This site is in the flood plain and was originally purchased by the Council for public open space. We do not want to be excessively prescriptive because we want to consult the public about this. The mill could provide canoe storage and repair (see section 4 below), changing accommodation, refreshment, garaging for maintenance vehicles and a wildlife visitor / interpretation centre for the Kirkstall Valley Park. [This is not a new idea. The concept was previously agreed between the Council and the Leeds Development Corporation in 1993.] There could be some space for community groups. The model developed at St Ann's Mills could be repeated at other locations in Leeds. It may be possible for some offenders (depending on the individuals and the nature of their offences) to continue to perform maintenance work after the construction phase of the park has finished.

This would be a pilot scheme that would explore new methods for treating offenders. The Criminology section from Leeds University Law Department would be involved, as would local magistrates and councillors. There is an opportunity here to do something original that could put Leeds on the map, instead of using a run-down 170-year old industrial building to perform an incubation function it was never designed to do.

- 4) **Redevelopment:** A new public park has an almost limitless capacity to absorb surplus unskilled labour: clearing, planting, and laying out paths and cycle tracks. Labour costs would be modest if this formed part of a community punishment scheme. Funds to meet the capital costs could come from planning agreements with local developers who need to demonstrate off-site greenspace and / or implement green travel plans. It will also need park furniture of various kinds that could be constructed and assembled indoors at St Ann's Mills during the winter months. The nature of this work is almost ideally suited to an offender training program. However, there is *one specific project* that we want to run that is very directly linked to local redevelopment schemes:

The Kirkstall Valley is the site of a former glacial moraine, and the River Aire falls about 10 metres through Kirkstall ward. For this reason it was the obvious place to construct a series of goits, weirs and water mills during the industrial revolution. The same topography creates the possibility for a **"white water" canoe training course** close to the city centre. In the next few years there will be a unique opportunity for an extraordinary project that might otherwise slip away from us. The developer of the Kirkstall District Centre is about to excavate an underground car park about 300 metres away, and it would not require tremendous organisation to obtain large blocks of matching strata that could be used to build such a canoe course, for a tiny fraction of the normal construction costs. The stones could be craned into position, and the Council owns the overlooking site.

It happens that the River Aire at St Ann's Mills, *and nowhere else*, already has a bypass channel that enormously simplifies the flooding issues that would otherwise arise. It is difficult to imagine any other location, among the major UK cities, that is so uniquely favourable. The site has already been visited by the Environment Agency and the British Canoe Union, and pronounced basically suitable, subject of course to a professional flood modelling exercise, and a full environmental assessment. Instead of getting on with this, which could put Leeds in the top flight for this type of activity, we are enmeshed in a sterile debate about small industrial units for which there is a better alternative solution.

Leeds Canoe Club has already fostered a long series of leading international competitors. It also has a good track record for work with very ordinary kids. It is hardly necessary to point out the opportunities for engaging large numbers of young people from very modest backgrounds to a canoe training course within the urban area, with excellent facilities, based at St Ann's Mills.

If we delay much longer, the car park excavation will have taken place and our best opportunity to create a unique sporting facility in Leeds will have gone for good.

Recommendation

That the Executive Board, as a matter of urgency, explores a fuller range of options for incubators and small industrial units, and investigates a variety of alternative uses for the Kirkstall Mills.

Councillor John Illingworth

1) Parliamentary report on prison overcrowding:

<http://www.publications.parliament.uk/pa/cm200506/cmselect/cmpubacc/788/78802.htm>



Leeds City Council
Development Department
www.leeds.gov.uk

Next Steps

Results of the consultation with local residents will be made available and further consultation will take place in developing plans for improving the riverside walk and the surrounding area.

A separate Planning and Development brief (for the Abbey Mills site only) will be available shortly for public consultation. It will provide more detailed information and guidelines for developers. The consultation period will last for three months. For details of where the document will be available for you to view and how you can comment on the plans for the Abbey Mills site please contact the Development Enquiry Centre on 0113 247 8000.

Page 29 Where can I find out more?

We have placed a copy of the report explaining these proposals in more detail on the Leeds City Council website. You can view the report by visiting www.leeds.gov.uk

Alternatively, if you would like us to send you a copy of the report please telephone us on **0113 247 7811**

If you would like to comment on the proposals outlined in this leaflet please write to us at:

Abbey Mills and St Ann's Mills consultation

Development Department
The Leonardo Building
2 Rossington Street
Leeds
LS2 8HD

Leeds City Council
Development Department
www.leeds.gov.uk



The future of St Ann's Mills and Abbey Mills, Kirkstall

Leeds City Council values your opinion and is keen to consult with local residents on proposals to redevelop St Ann's Mill and Abbey Mills. Please read the enclosed information and complete the attached survey form.

We will enter all returned survey forms into a draw for a £50 gift voucher



Abbey Mills and St Ann's Mills in Kirkstall are two important historic buildings which are both owned by Leeds City Council. Significant investment is now needed to restore the buildings and secure their long term future. Because the council has prioritised services like Education and Social Services it is unlikely that there will be enough money to pay for the refurbishment of these buildings.

Abbey Mills Abbey Road, Kirkstall

Abbey Mills is a former mill and a grade II listed building. It is the oldest and best preserved of the three mills which once stood on the Kirkstall mill race. The buildings on the site date back to the 1800s, although it is thought that parts of the buildings are even older. It is an extremely important historic site, and the design and fabric of the building must be protected for conservation reasons. There are six small industrial businesses currently operating from Abbey Mills. To provide modern industrial accommodation the buildings would require significant alteration at a substantial cost.

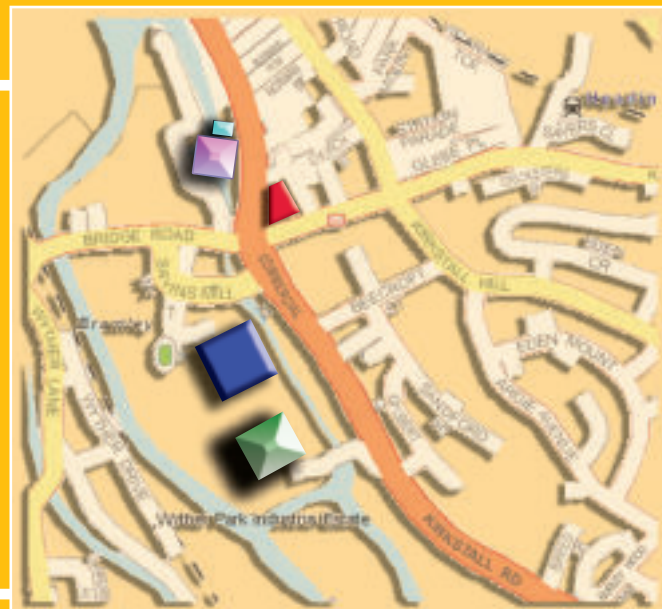
St Ann's Mills Commercial Road, Kirkstall

St Ann's Mills is also a former mill building, with surrounding units and land, and is also used for industrial purposes. However, it is not a listed building and the site is not completely owned by Leeds City Council. About a third of the site is privately owned by a number of industrial businesses based there. Three small businesses currently operate from the part of the site owned by the council. Some time ago we were informed that one of these remaining tenants was considering vacating their premises, this presents an opportunity to consider the future of the site.

The proposal

- Leeds City Council is proposing to sell Abbey Mills for refurbishment. This should ensure that it is restored to a high standard and that this listed building is preserved.
- Secondly it is proposed that St Ann's Mills is retained by the council and refurbished to provide high quality managed workspace for start up and small businesses. The scheme at St Ann's might also include the demolition of old dilapidated units. The displaced tenants from Abbey Mills would be rehoused in the refurbished St Ann's Mills complex.
- Thirdly as a part of any scheme it is proposed to improve the immediate area and riverside walk at both sites. The views of the community in Kirkstall will play an important part in deciding the nature of these improvements.

The council's proposal would seek to ensure that both of the original mill buildings are refurbished to a high standard. The refurbishment of St Ann's Mills would also mean that the site continues to provide affordable workspace for small local businesses.



Key

- Abbey Villas
- Abbey Mills
- St Ann's Mills
- Kirkstall Leisure Centre
- Morrisons Supermarket

A few questions and answers...

...about the proposals

What about the impact on traffic on the A65, Kirkstall Road?

Consideration will have to be given to any impact the development may have on traffic flows along Kirkstall Road. Improved access to the site and highway improvements may be required as part of the development scheme.

Do you intend to build bridges across the river?

One possibility, depending on consultation with ward councillors and the local community, is to provide footbridges across the river in order to extend the riverside walk. There are no proposals to build a vehicular bridge across the river.

Are there any alternative proposals for these sites?

Although other ideas have been put forward the plans for St Ann's and Abbey Mills are currently the only firm proposals that meet the council's objectives for employment, regeneration and fundability.

...about Abbey Mills

If the site is already in industrial use, why can't this continue?

For Abbey Mills to continue to meet the requirements of modern industrial businesses the building would need substantial alteration. Alterations would be difficult to carry out because the building is listed. Even if it were to be altered, because the building has a complex multi-storey layout, access would remain far from ideal.

What future uses are there for Abbey Mills?

The site could continue to be used for industrial use, offices, or a mix of uses (part housing, part industrial/office). Conservation experts advise that housing offers the best opportunity of converting and preserving the listed building and securing its long-term future. A non-commercial use is also more in keeping with the nearby residential area and leisure and recreational uses associated with the adjoining Kirkstall Abbey.

Do you propose to build in the adjoining Kirkstall Abbey park?

No. The proposal for Abbey Mills is contained within the legal boundaries of the Abbey Mills site and does not encroach upon Kirkstall Abbey park.

Do you propose to build in the garden of the adjoining Abbey Villas?

No. There are no proposals to build in the garden area. However, if a new access is required to Abbey Mills it may pass through the bottom of the Abbey Villas site.

Would Abbey Villas House be sold as part of the scheme?

No. The council has no proposals to sell Abbey Villas.

What will happen to all the trees?

A detailed tree survey has been undertaken to make sure that as many trees as possible will be preserved. Although some trees may be lost this would be kept to a minimum and lost trees would be replaced elsewhere on the site, by a tree-planting scheme.

...about St Ann's Mills

Why does the council provide business accommodation?

Small businesses can find it very difficult to find suitable premises. Around 80% of businesses in Leeds employ fewer than 10 people and they make an important contribution to the city's economy, providing around 62,000 jobs. We want to upgrade the units at St Ann's Mills to benefit new and small businesses because it is important that these facilities are provided in all areas of the city.

Do you intend to build on the land to the rear of St Ann's Mills building?

No. The council does not intend to build on this land as part of this proposal.

PLANNING AND HIGHWAY ISSUES RAISED DURING CONSULTATION

1.0 ACCESS

1.1 Issues

- 1.1.1 It is proposed to secure active use of as many parts of the mill as is possible including bringing those areas which are currently vacant or in disrepair. However, any intensification of activity in the mill complex will require access improvements.
- 1.1.2 The current access is not wide enough for two vehicles (i.e. one trying to enter the site and one trying to leave), it has poor visibility and it lies very close to the Kirkstall Lights junction. To improve the access width and secure adequate visibility, major alterations to the listed structures adjacent to the entrance would be required. This would entail the partial demolition of a high stone wall and an important two storey building which marks the entrance to the mill complex. These demolition works are not considered appropriate in conservation terms. Furthermore, the position of the access close to the Kirkstall Lights junction would still remain a problem.
- 1.1.3 As a result, a new proposed access from Abbey Road (through the grounds of Abbey Villas) has been included in the brief. This new access would require the setting back of the stone Abbey Road boundary wall (to be rebuilt using the original stone) and the demolition of a tall single storey unit within the complex. This unit is covered by the listing for the site and its demolition would require listed building consent.
- 1.1.4 Three slightly different versions of this new access route were included for public comment.

Option 1 - This incorporates a 90m visibility splay and involves the minimal loss of tree coverage from the Abbey Villas boundary. However, to achieve this, the works would require the demolition of an electricity sub-station and the partial demolition of one of the two main four storey mill buildings to accommodate the visibility splay. It was not intended that this was to be pursued but was included in the brief to illustrate the issues.

Option 2 - This incorporates a 90m visibility splay but avoids the demolition of the electricity sub-station and the partial demolition of one of the two main four storey mill buildings. However to do so, the junction with Abbey Road needs to be positioned 8m further to the west. This would therefore result in the loss of additional mature trees.

Option 3 - This option avoids the demolition of the electricity sub-station and the partial demolition of one of the two main four storey mill buildings and also uses a route that involves the minimal loss of mature trees. In doing so, the junction with Abbey Road would need to be located at the same point as Option 1 but would only achieve a visibility splay of 82.25m. The principle of retaining as many trees at the expense of achieving the full 90m visibility

splay has been pursued as an option as this would limit the visual and environmental impact of the road. The importance of limiting the visual impact of the road is heightened by the fact that it is located within the setting of a listed building, it is very close to the grounds of Kirkstall Abbey (scheduled ancient monument), it is on the edge of (although not within) the Kirkstall Abbey Conservation Area and it is adjacent to the Green Belt.

1.2 Objections received:

1.2.1 Prior to the release of the draft brief for formal public consultation, Kirkstall ward members objected to the proposal for a new access to the site from Abbey Road.

a) Highway Safety

1.2.2 All of the objections raised against the content of the brief during the formal consultation period related to the proposed new access. No comments were received as to which of the three options were preferable, however all the objectors were opposed to the provision of any access at this point at all on the grounds of highway safety.

1.2.3 Councillor Illingworth has submitted an extensive and thorough objection to the provision of a new access. In this he argues that the 90m visibility splay is inadequate and that according to advice he has received from the Dept for Transport the site requires a splay of 120m. He also maintains that the designs included in the draft brief are inappropriate as they do not include a sufficient visibility splay (i.e. one to the nearside kerb) to the west of the site.

Response:

1.2.4 The designs provided as part of the brief are appropriate for the nature of the refurbishment proposals and are consistent with the national and local guidance. A full and detailed response to the highway issues raised by Councillor Illingworth is attached as Appendix 1.

b) Impact of the new access on trees and the stone wall boundary

1.2.5 Councillors Minkin, Atha and Illingworth also object to the creation of a new access at this point as it will result in the loss of important trees and will involve the demolition and setting back of the stone boundary wall.

Response:

1.2.6 The design of the new access has taken into account the potential impact on existing trees and the boundary wall, both of which contribute generally to the local streetscape and in particular the setting of the listed buildings and the conservation area. A detailed tree survey has been undertaken and has been used to inform the choice of possible access points listed in the draft brief. Whilst the need to keep the loss of trees and disruption to important built structures has been kept to a minimum this needs to be balanced against the

need to ensure that the access is of a safe design. However, to ensure the future of these important listed buildings by bringing them fully back into use, some alterations will be required to provide suitable access.

c) Pedestrian crossings

- 1.2.7 Comments were received from one local resident regarding the potential for incorporating signalled pedestrian crossing points as part of the new access. This would also serve to provide access to the Kirkstall Abbey Grounds from the Normans.

Response:

- 1.2.8 Whilst signalled crossing points are not considered appropriate for this location due to the site's proximity to existing traffic signals, a pedestrian refuge island is incorporated within the design of the access.

d) One way system

- 1.2.9 Two residents commented that if the new access is to be pursued then a one-way system using the new access and the existing access should be considered.

Response:

- 1.2.10 The use of the existing access and the proposed access point (or the former access track on the edge of the adjacent parkland) to form a "left turn in and left turn out" one way system for the site was considered in preparing the brief but was rejected as unfeasible as it would not be possible to ensure that no right turn movements into the site could be made.

e) Impact on QBI

- 1.2.11 One resident expressed concern over the potential detrimental impact the new access arrangement would have on the potential QBI scheme.

Response:

- 1.2.12 The proposal will not have a detrimental impact on the potential QBI scheme for the A65 corridor. The QBI proposals have been fully taken into account in considering the proposals within the draft brief, particularly in designing the access arrangements.

f) Existing Access

- 1.2.13 Councillors Minkin, Atha and Illingworth and one resident stated that they would prefer that the site is accessed via the existing entrance.

Response:

1.2.14 As discussed above the current access is substandard and would need major alterations involving the demolition of listed structures which are of major importance to the site and the local streetscape.

1.3 Amendments to the brief in relation to the proposed access:

1.3.1 The objections to the proposals for the new access are noted, however, the existing access is not considered suitable without extensive alterations which would be unacceptable in conservation terms.

1.3.2 The three optional designs for a new access included in the brief are all considered to be acceptable in highway safety terms. Two have a 90m visibility splay and a third has a reduced splay of 82.5m to limit the impact on trees and listed structures.

1.3.3 Whilst in terms of highway safety, a 90m splay would be preferable, a splay of 82.25m in order to limit the impact on trees and listed structures is considered to be acceptable in this instance, given the sensitive location of the site and its importance in terms of heritage conservation. Consequently, the brief has been amended to include Option 3 as the preferred access.

2.0 LOSS OF EMPLOYMENT LAND

2.1 Councillors Minkin, Atha and Illingworth and one resident object to the loss of the current employment use at the site and that any refurbishment scheme should cater for those tenants who wish to stay.

Response:

2.2 The overall scheme is aimed at providing light industrial unit space in the area with the proceeds from the sale of Abbey Mills funding the improvements at the nearby St Ann's Mills.

2.3 The brief acknowledges that in principle there would be no objection to the continued use of the site for employment uses, however, any increased use of the buildings to accommodate additional firms (i.e. bringing the vacant parts of the complex back into use) will also require improvements to the access and may also require substantial alterations to the listed buildings to meet the requirements of modern firms.

2.4 Including the existing employment use formed part of a mixed use development also be acceptable in principle. However, to satisfactorily accommodate these uses within a mixed use scheme, the design of the access and alterations to the buildings to satisfactorily accommodate the shared use would need careful consideration and would be difficult to achieve satisfactorily.

3.0 RESIDENTIAL CONVERSION

- 3.1 Councillors Minkin, Atha and Illingworth have expressed the view that the long term future of Abbey Mills is not necessarily reliant on conversion to residential use, that while the listing of mill limits proposals, it is irrelevant to the principle of residential conversion and that the number of units suggested in the brief together with the access proposals which accompany them are inappropriate for this site.
- 3.2 One resident is also opposed to residential use on the basis that the scheme will generate a significant number of trips throughout the day.
- 3.3 One resident expressed his support for the conversion to residential.

Response:

- 3.4 It is noted that the long term future is not necessarily reliant on the conversion of the mill to residential use. It is also acknowledged that the listing is not directly relevant to the principle of converting the units to residential use and the brief will be re-worded accordingly.
- 3.5 However, residential conversion is considered to be an appropriate option, which will result in a refurbishment scheme that will be sympathetic to the listed buildings.
- 3.6 The expected number of units is limited to 30-40 units due to the nature of the access and the ability to satisfactorily accommodate an appropriate level of on-site parking in the context of the setting of the listed building. This indicative number of units is provided in the brief to guide prospective developers, the actual number of units will be established as part of the consideration of any submitted proposals for the site.

4.0 OTHER POTENTIAL USES

- 4.1 Councillors Minkin, Atha and Illingworth consider that only a very limited range of retail or leisure use would be appropriate for this site.

Response:

- 4.2 This comment is noted. The brief states that such uses are acceptable in principle due the site's town centre location, however the brief also states that in practice there are potential difficulties in accommodating these uses satisfactorily.

5.0 AFFORDABLE HOUSING

- 5.1 Councillor Illingworth has objected to the requirement that the refurbishment of Abbey Villas will be funded by the developer as part of the affordable housing requirement.

- 5.2 Although one resident has supported the proposed refurbishment of the mill complex to residential use, he has requested that the consideration should be given to the provision of affordable housing particularly for public sector/key workers.

Response:

- 5.3 The brief requires that 25% of the total number of units provided in the site will need to be affordable. The bulk of the affordable units will need to be provided within the residential conversion of the mill buildings.
- 5.4 Within the site, there are currently two affordable units (Abbey Villas) which are owned by the City Council and are let to residential tenants. It is the City Council's intention to refurbish and retain these properties. The brief proposes that the refurbishment of these units is funded by the developer as part of their affordable provision.

6.0 DEMOLITION OF LISTED BUILDING

- 6.1 Councillors Minkin, Atha and Illingworth object to the proposed demolition of the single storey listed building to required to accommodate the new access into the heart of the site.

Response:

- 6.2 The unit identified for demolition is covered by the listing of the mill complex. Whilst it is a building of merit, it is a later addition to the site. The route chosen for the new access will require its demolition. However, the alternative of improving the current access would result in the loss of more important archaeological and historically significant sections of the mill complex.

7.0 POTENTIAL CONFLICT WITH ADJACENT PUBLIC HOUSE

- 7.1 One resident expressed concern over future potential noise complaints from future residents of the mill complex associated with the operation of the pub.

Response:

- 7.2 The design and internal layout of any refurbishment scheme will need to take into account the relationship of the new residential units with the surrounding uses including Abbey Villas, the pub and the A65 to avoid any detrimental effect on the amenity of existing or future residents.

8.0 CAR PARKING

- 8.1 Councillors Minkin, Atha and Illingworth and one resident expressed concern over the potential impact of car parking associated with the development and that care should be taken to avoid the potential for overspill parking on the adjacent streets.

- 8.2 Councillors Minkin, Atha and Illingworth also stated that in order to accommodate the car parking sensitively within the setting of these important buildings, parking within the site should be strictly controlled and sensitively laid out.
- 8.3 Furthermore Councillors Minkin, Atha and Illingworth also sought clarity as to the implications of the potential change in level required to provide car parking space on the site of a cleared building adjacent to the courtyard area.

Response:

- 8.4 In drafting the brief consideration was given to the numbers of car parking spaces that could be provided satisfactorily within the site. Also in drafting the proposals it was noted that although the site lay close to good public transport facilities, sufficient car space provision should be provided within the site to avoid any parking on the adjacent streets.
- 8.5 The brief seeks to ensure that car parking should be accommodated sensitively in the site, however, it is noted that the wording used is not sufficiently clear and the brief has been amended accordingly.
- 8.6 The brief draws attention to the level change at the site of the cleared building adjacent to the courtyard buildings, but leaves this to be resolved to prospective developers. The brief has been amended to ensure that the prospective developers include specific details on this as part of any submitted proposals.

9.0 ADVERTISING HOARDINGS, BUS STOP AND FORMER POLICE STATION AREA

- 9.1 Councillors Minkin, Atha and Illingworth have requested that the scheme should also include the removal of the advertising hoardings on the southern end of the site and thereby enable improvements to the bus stop. Furthermore, the brief should also consider bringing the remnants of the former police station back into use.

Response:

- 9.2 These comments are noted and the brief has been amended accordingly.

10.0 RE-OPENING OF WATER CHANNELS / TAIL RACES

- 10.1 Councillors Minkin, Atha and Illingworth have requested that the scheme should require the re-opening of the mill's water channel as this will prevent the tail races from silting up, provide habitat opportunities (e.g. bat roosts) and also create opportunities for the micro generation of electric power.

Response:

- 10.2 The brief requires works to be undertaken to the tail races to remove the invasive overgrowth of non-native species and requires new development to accommodate habitat opportunities. The complete opening up of the water channels has not been included in the brief as it is presumed that this will have structural implications for the buildings. However, the brief has been amended to require developers to consider the issues fully as part of any proposals.

11.0 FUTURE MAINTENANCE RESPONSIBILITIES

- 11.1 Councillors Minkin, Atha and Illingworth have requested that the brief should clarify the future maintenance responsibilities of the on and off site landscape works.

Response:

- 11.2 The brief has been amended to state that developer will be responsible for the future maintenance of on-site landscaping and that the off-site greenspace improvements required from the developer will be accompanied by a commuted payment for the maintenance of these works.

12.0 LISTING OF ABBEY VILLAS

- 12.1 Councillors Minkin, Atha and Illingworth have stated that the brief should be re-drafted to take into account the recent listing of Abbey Villas.
- 12.2 Councillors Minkin, Atha and Illingworth also state that Abbey Villas is subdivided into two residential units and not the three referred to in the brief.

Response:

- 12.3 The brief has been updated to include reference to the new listing. However, in formulating proposals for the site, the Development Department had considered that Abbey Villas were included within the existing listing for the Abbey Mills complex and has therefore treated these buildings as a listed structure throughout the process. As a result, the new listing will not require any alteration to the development proposals contained within the brief.
- 12.4 The brief has also been amended to state that Abbey Villas is currently subdivided into two residential units.

13.0 NUMBERING OF UNITS

- 13.1 Councillors Minkin, Atha and Illingworth state the numbering of the units is confusing and that the brief should be amended accordingly.

Response:

13.2 The brief has been amended accordingly.

14.0 PLANS

14.1 Councillors Minkin, Atha and Illingworth request that the position of trees and the advertising hoardings is shown clearly on Plan 5.

Response:

14.2 A tree survey has been undertaken in preparing the access proposals for the site. The positions of major individual trees in relation to the access is included as a result in the plan for the access (Plan HDC/993735/5 Rev A). It is not considered appropriate to include the positions of individual trees on Plan 5, as due to the scale used, the positions of each tree can not be shown with sufficient accuracy. A detailed tree survey will be required as part of any submitted scheme.

14.3 Plan 5 already shows the position of the advertising hoardings, but has been amended to make this clearer.

15.0 SUSTAINABILITY

15.1 Councillors Minkin, Atha and Illingworth request that the developer be required to provide more fuel and water efficient buildings than current building regulations require and that it essential that sustainable drainage is included in any proposal for the site.

Response:

15.2 Detailed guidance on these issues is provided in the City Council's Sustainable Development Guide (adopted as Supplementary Planning Guidance in March 1998). The brief requires that all proposals for the site should comply with the guidance provided in the Sustainable Development Guide.

16.0 INFORMATION REQUIRED AS PART OF ANY SUBMITTED PROPOSALS

16.1 Councillors Minkin, Atha and Illingworth request that the list of required information for any submitted planning application should include views of the site to and from the Abbey and to and from the Mill Race footpath.

Response:

16.2 The brief has been amended to add these to the list of required submitted information.

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PLANNING AND DEVELOPMENT BRIEF

ABBEY MILLS, KIRKSTALL



DEVELOPMENT DEPARTMENT

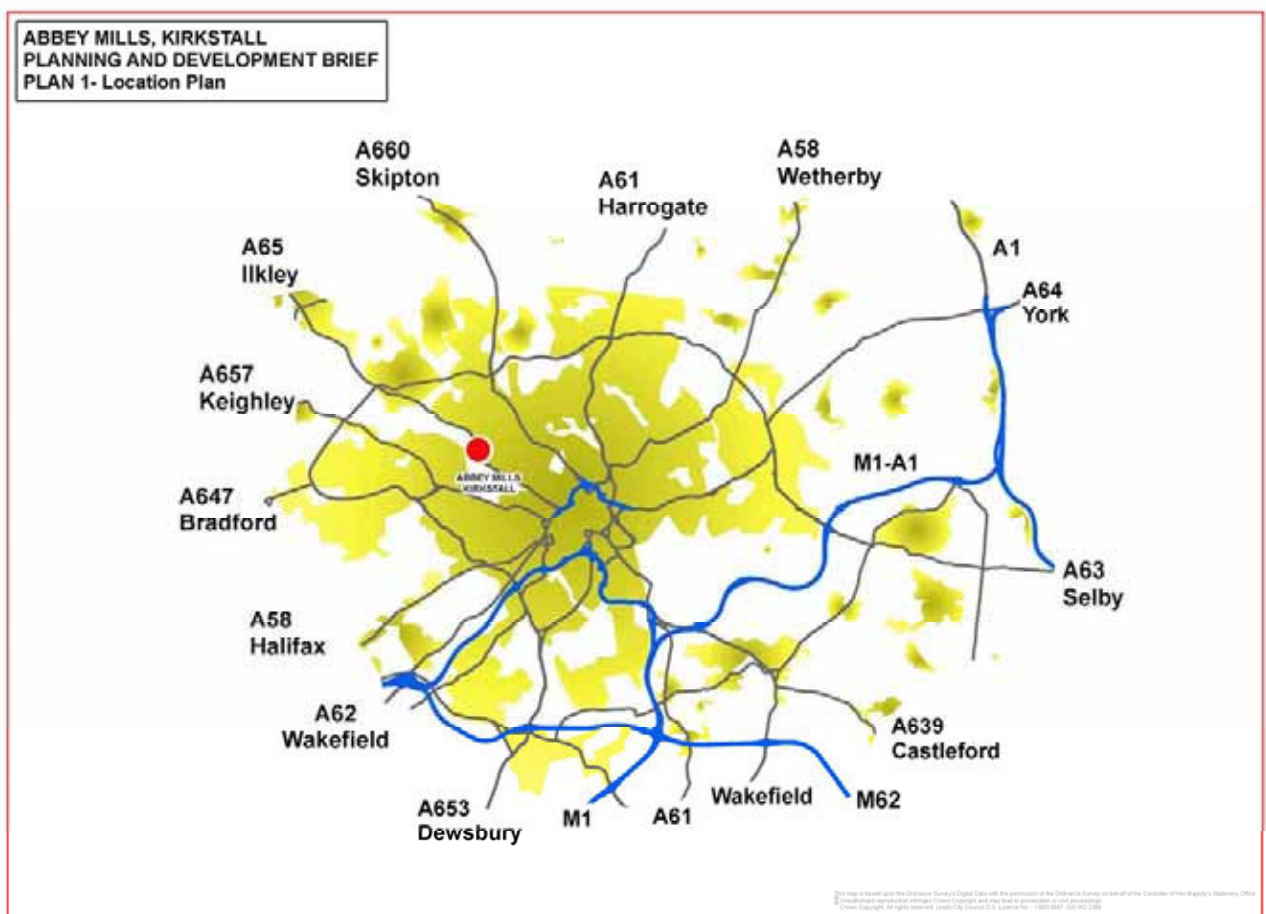
July 2006

PLANNING BRIEF

ABBEY MILLS, ABBEY ROAD, KIRKSTALL

1.0 Introduction

- 1.1 This brief sets out the development principles for the residential refurbishment of the Grade II listed Abbey Mills, Kirkstall. It is intended to provide information and guidelines for developers in drawing up proposals and will be used as a reference document against which submitted proposals or planning applications will be considered.
- 1.2 The site is located in Kirkstall Ward, approximately 4km to the north-west of Leeds City Centre. It lies adjacent to the A65, between the Kirkstall District Shopping Centre and the grounds of Kirkstall Abbey. The site is wholly owned by Leeds City Council.

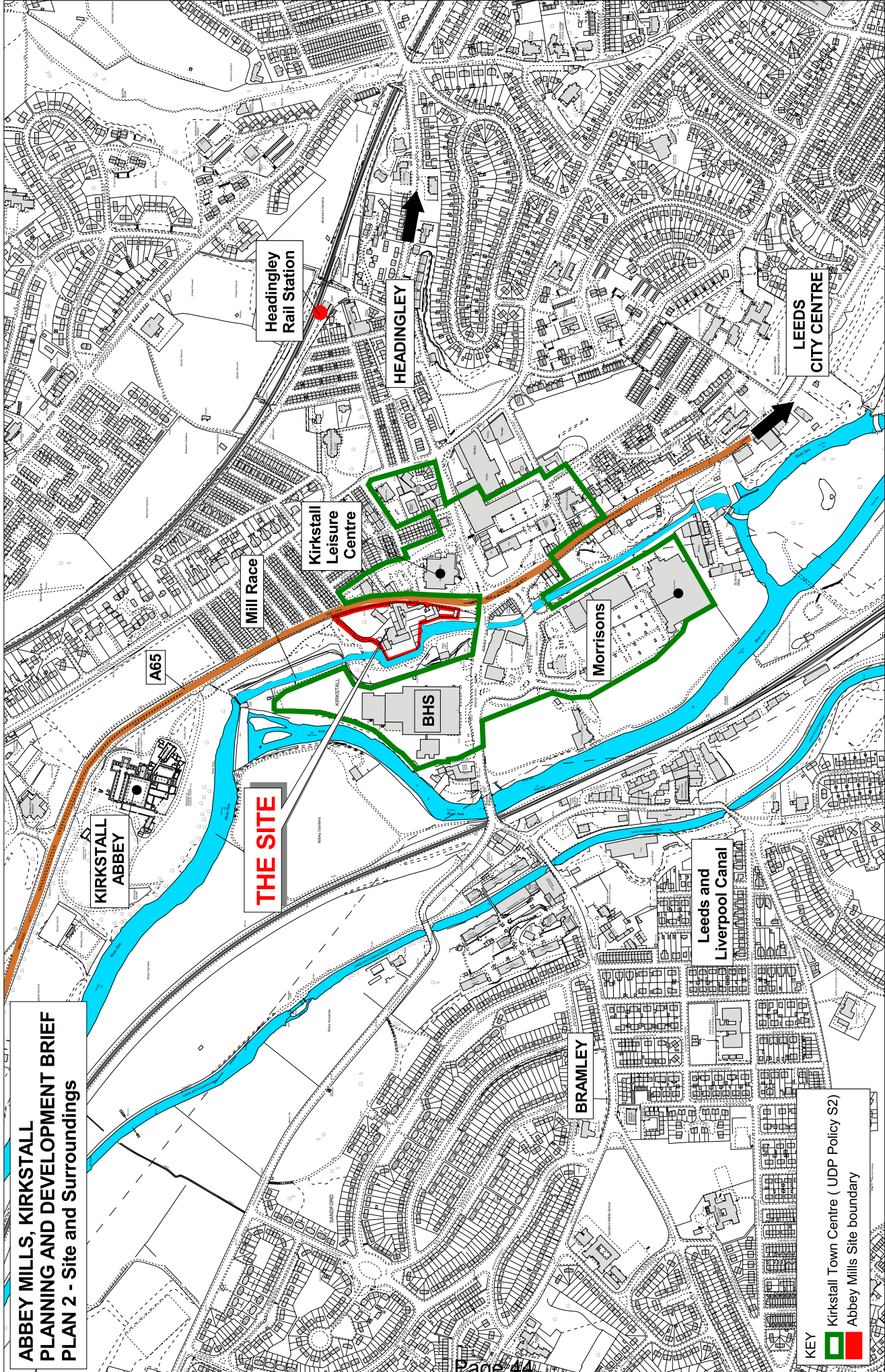


2.0 The Site and Its Setting

General

- 2.1 The site consists a complex of listed stone mill buildings located on the edge of Kirkstall Town Centre, immediately to south of the grounds of Kirkstall Abbey. The site and its surroundings are shown on Plan 2.

**ABBEY MILLS, KIRKSTALL
PLANNING AND DEVELOPMENT BRIEF
PLAN 2 - Site and Surroundings**

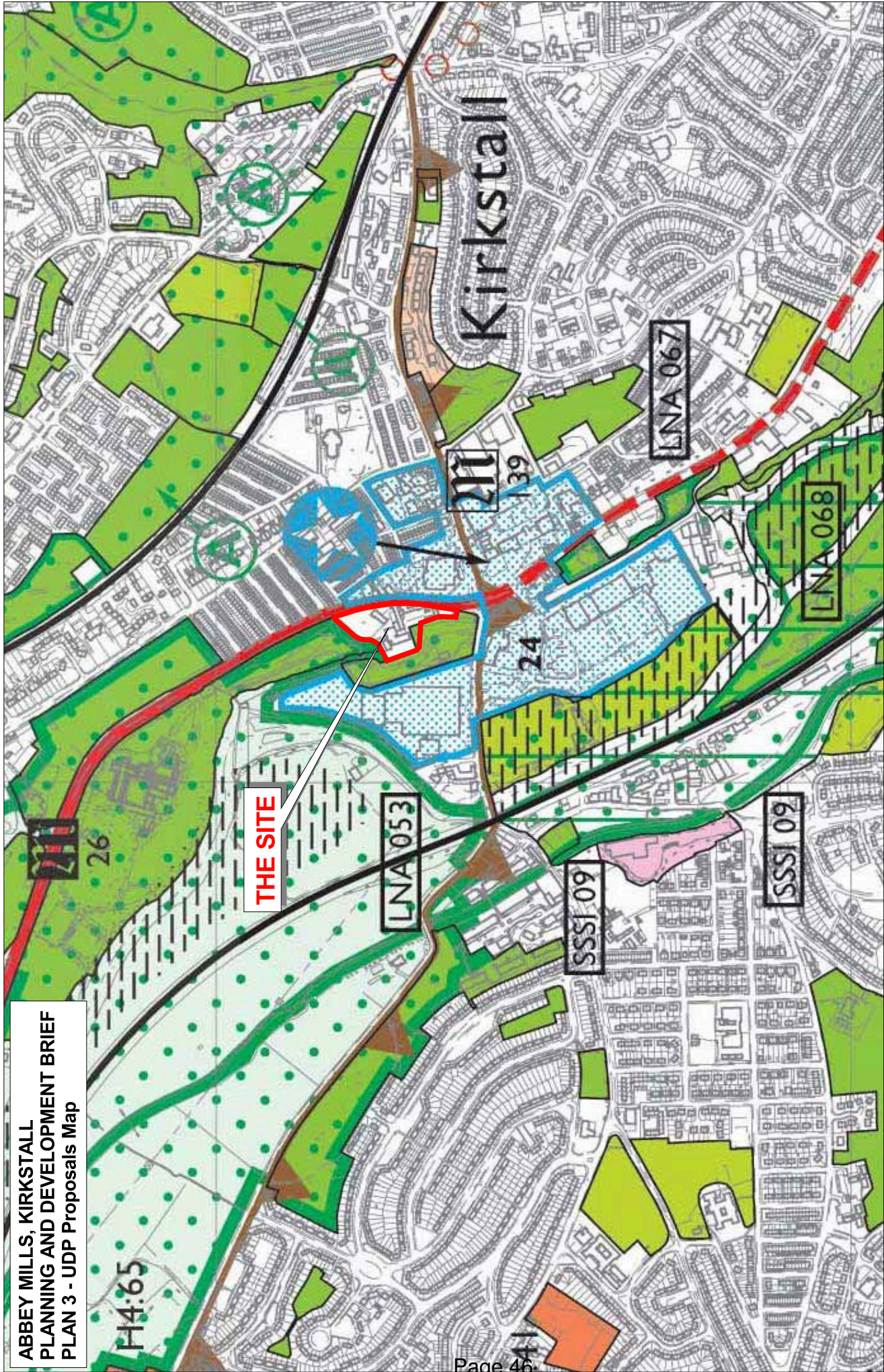


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2.0 Policy Context

- 2.1 The Mill complex and Abbey Villas are Grade II listed. Copies of each listing are attached in Appendix A. The Council considers the whole complex including the boundary walls to be listed. The listings apply to the interiors of the buildings as well as their exteriors.
- 2.2 The site has no specific allocation in the Leeds Unitary Development Plan (UDP), 2001 - the extant plan for the area. (See Plan 3)
- 2.3 The site is of regional and national archaeological significance for its connections with monastic settlement, water-power and textile manufacture. For this reason it lies within an Area of Special Archaeological Value (shown as Area 139 on the UDP Proposals Map) which covers both the buildings and below ground archaeology. UDP Policy ARC4 has a presumption in favour of the preservation of Class II areas and their settings unless the case for preservation is outweighed by other considerations (none is thought to be applicable here). Further details on the archaeological implications is contained within Appendix B.
- 2.4 Land to the north of the site lies with the Green Belt as defined under Policy N32 of the UDP. The northern boundary wall to the property defines the Green Belt boundary in this location.
- 2.5 The Kirkstall Abbey Conservation Area lies to the north of the site. The northern side of the Mill's former access track defines the boundary. Kirkstall Abbey and its immediate grounds are also a scheduled ancient monument (shown as SAM26 on the UDP Proposals Map).
- 2.6 The Kirkstall Abbey park land to the north of the site is allocated as Greenspace and Green Corridor under Policies N1 and N8 of the UDP. This designation extends to the open land immediately to the east and south of the site.
- 2.7 Kirkstall District Shopping Centre, as defined under UDP Policy S2, lies immediately to the west, east and south of the site.
- 2.8 The West Yorkshire Local Transport Plan (2001-2006) identifies the A65 for public transport improvements in the form of the A65 Quality Bus Initiative.

**ABBAY MILLS, KIRKSTALL
PLANNING AND DEVELOPMENT BRIEF
PLAN 3 - UDP Proposals Map**



NOTATION FOR THE LEEDS UNITARY DEVELOPMENT PLAN PROPOSALS MAP

Adopted ~ 1st August 2001



GENERAL POLICIES		TRANSPORT		SHOPPING	
GP6	UNIMPLEMENTED LOCAL PLAN PROPOSALS (SEE VOLUME 2: APPENDICES 14-24)	T7	NEW CYCLE ROUTES	E17	TOWN CENTRE WHERE OFFICE DEVELOPMENT ENCOURAGED
		T10	LOCAL RAIL NETWORK	E18	KEY BUSINESS PARKS (ALSO PROMOTED FOR PRESTIGE DEVELOPMENT E19)
ENVIRONMENT		T10A	SAFEGUARDED CYCLE WAY / WALKWAY	E22	COALFIELD SETTLEMENTS
N1	GREEN SPACE	T13	SUPERTRAM: PROPOSED LINE (& STATION)	SHIPPING	
N1A	ALLOTMENTS	T17	PARK & RIDE PARKING	S2	TOWN CENTRE
N3	PRIORITY AREA FOR IMPROVING GREEN SPACE PROVISION	T18	STRATEGIC HIGHWAY NETWORK (SHN)		INSET AREA
N5	PROPOSED OPEN SPACE	T19	DTP ROAD SCHEMES (PART OF SHN)	S3A	PRIORITY TOWN CENTRE
	OPEN SPACE ASSOCIATED WITH MAJOR HOUSING PROPOSALS	T20	LCC ROAD SCHEMES (PART OF SHN)	S4	OTHER SHOPPING CENTRE WITH FRONTAGE POLICIES
N6	PROTECTED PLAYING PITCH	T21	LCC ROAD SCHEMES (NOT PART OF SHN)	S6	POTENTIAL FOR CONVENIENCE GOODS RETAILING
N8	URBAN GREEN CORRIDOR	T28	LONGSTAY COMMUTER PARKING CONTROL AREA	LEISURE & TOURISM	
N11	OTHER PROTECTED OPEN LAND	T29A/ T32	LORRY PARKING & COACH LAYOVER/ (POLICY T32 HAS BEEN QUASHED BY HIGH COURT ORDER ON 27/12/2002)	LT5A	REGIONAL/NATIONAL LEISURE & TOURISM FACILITIES
N18-22	CONSERVATION AREA (SEE VOLUME 2: PAGE 21 TABLE 1)	T30	LEEDS & BRADFORD AIRPORT OPERATIONAL LAND BOUNDARY	LT5B	LEISURE & TOURISM FACILITIES
N29	ANCIENT MONUMENTS:	HOUSING		LT6A	WATERWAYS RELATED LEISURE FACILITIES
	GRADE I	H3	EXISTING SUPPLY	URBAN REGENERATION	
	GRADE II	H4	NEW PROPOSALS	R1	COMMUNITY PRIORITY AREA
N32	GREEN BELT	MAJOR PROPOSALS:			EMPLOYMENT TARGET AREA
G87	MAJOR DEVELOPED SITES IN THE GREEN BELT	H6	OTLEY	ACCESS FOR ALL	
N34	PROTECTED AREAS OF SEARCH FOR LONG TERM DEVELOPMENT	H18/HM0	HOUSING IN MULTIPLE OCCUPATION AREA POLICY: INSET	A2	NEW SCHOOLS
N37	SPECIAL LANDSCAPE AREA	LOCAL ECONOMY		CITY CENTRE	
N38	WASHLANDS	E3	EXISTING SUPPLY	CC3	CITY CENTRE INSET AREA
N40	URBAN FRINGE PRIORITY AREA	E4	NEW PROPOSALS	RL1	RURAL LAND
N44B	SAND AND GRAVEL RESERVES		EMPLOYMENT USE AS PART OF MAJOR PROPOSAL		LEEDS M.D. BOUNDARY
GM4	SAND AND GRAVEL	SITES IDENTIFIED FOR SPECIFIC PURPOSES:			
GM4	SAFEGUARDED MINERAL RESOURCE	E8	KEY EMPLOYMENT SITE		
N30	SSSI	E10	PROMOTION OF RAIL AND/OR WATER TRANSPORT		
	LOCAL NATURE RESERVE				
	SEGI				
	LEEDS NATURE AREA				



3.0 Potential Uses

- 3.1 A number of small specialised light industrial businesses operate from the site (primarily from the ground floors), however, a large proportion of the Mill buildings are currently vacant. These existing firms are to be relocated thereby allowing the opportunity for comprehensive restoration and refurbishment of the Mill buildings.
- 3.2 The range of suitable future uses for the property is restricted due to the following:
- the need to avoid major alterations to the listed buildings
 - vehicular access issues
 - the potential impact on the amenity of residents of Abbey Villas
 - the potential impact on the adjacent greenspace/ footpaths
 - potential impact on the important heritage site of Kirkstall Abbey.

Residential conversion

- 3.3 The site is suitable for conversion to residential use. The Mill complex, together with the site's setting adjacent to the Mill Race and the Abbey grounds present an excellent opportunity for high quality residential development.
- 3.4 Residential use of the main buildings will provide a suitable long-term sustainable future for the complex. Care is needed however to ensure that the quality of the internal spaces is not lost by excessive sub-division or by the masking of surviving details such as historic roof structures and floors. The larger the size and smaller the number of units the more successful is the conversion likely to be.
- 3.5 Abbey Villas are to be retained in City Council ownership. The Villas are currently in residential use and will be retained as such.

Other uses

- 3.6 As alternatives to residential use the following uses are also considered to be acceptable *in principle*:
- Employment use - The current use of the site lies within Use Class B1(c) of the Town and Country Planning (Use Classes) Order 1987 (amended 2005). Consequently, the site is considered suitable for employment use development (light industrial or office use) in accordance with Use Class B1.
 - The inclusion of live/work units within the site may also be considered acceptable.
 - Leisure/retail - The site lies immediately adjacent to the Kirkstall District Shopping Centre, and is also therefore considered to be suitable in principle for town centre related uses.
- 3.7 However, whilst these alternative uses may be acceptable in principle, there are potential difficulties in resolving those issues listed in para 3.2 above. In particular, although leisure or retail uses are acceptable in principle, in practice there may only be very limited opportunities to successfully accommodate such uses in the site.

4.0 Principal Site Features

Mill Buildings

- 4.1 The location of the principal buildings is shown on Plan 4. The individual units within the Mill complex are numbered. For clarity these unit numbers follow the numbering system used in the City Council's initial building survey.
- 4.2 The principal buildings in the site are as follows:
- “lower and central mills” (Units 3, 10 and 11) - two four storey mill buildings. One of these is located at the lower part of the site adjacent to the Mill Race, whilst the other is central to the complex. The “lower mill” (Unit 3) is orientated along a north-south axis with its western elevation and gable ends facing the Mill Race and footpath beyond. The “central mill” (Units 10 and 11) is orientated along an east-west axis perpendicular to the “lower mill”. The eastern gable end of this building forms part of the site's Abbey Road frontage.



Figure 1: Lower Mill Building (Unit 3)



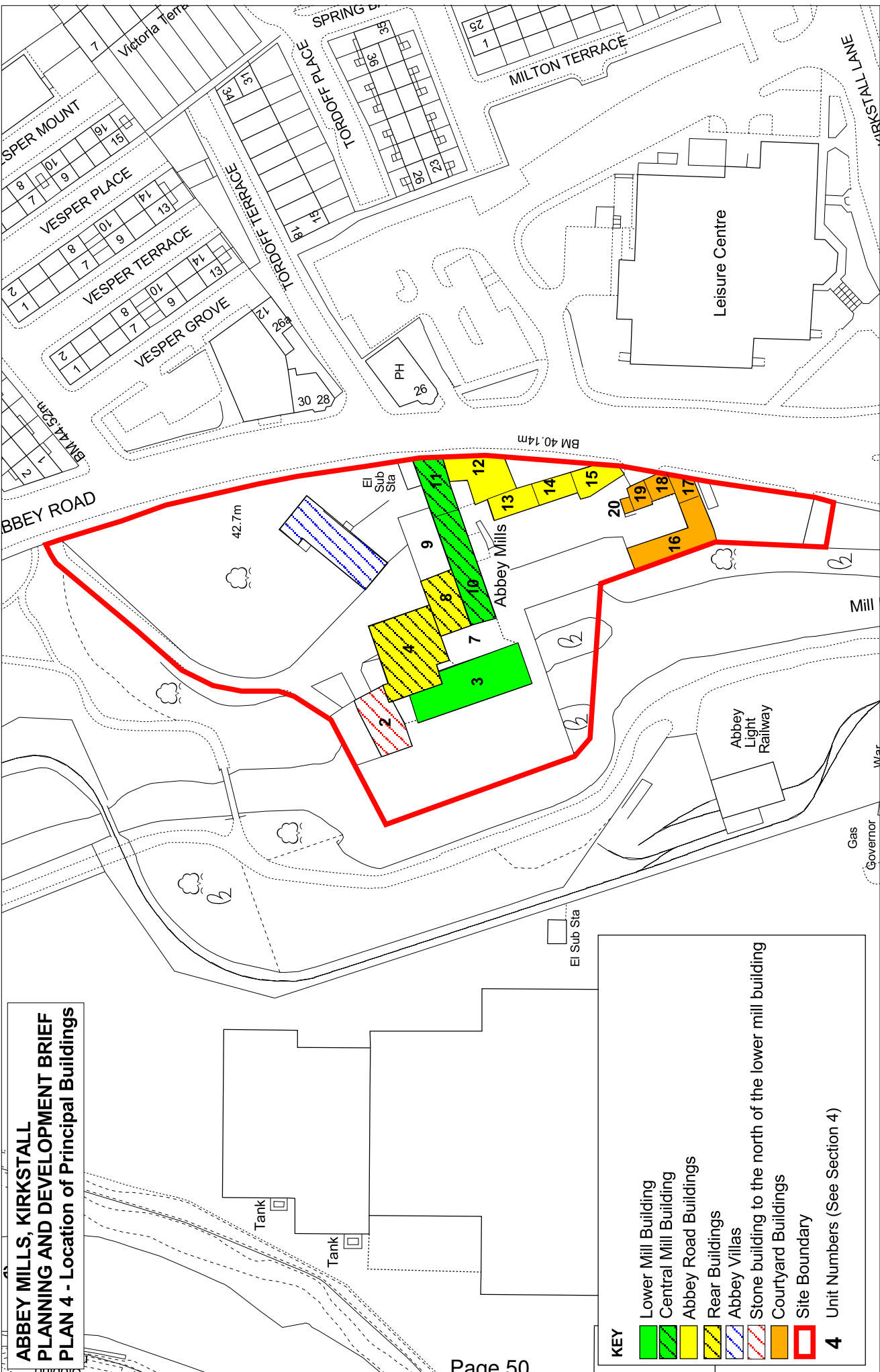
Figure 2: Central Mill Building (Units 10 and 11)

- “rear buildings” (Units 4 and 8) - two stone buildings (two storey) which are attached to the rear elevations of the four storey buildings. These are in need of extensive renovation.



Figure 3: Buildings to Rear (Units 4 and 8)

**ABBAY MILLS, KIRKSTALL
PLANNING AND DEVELOPMENT BRIEF
PLAN 4 - Location of Principal Buildings**



KEY

	Lower Mill Building
	Central Mill Building
	Abbey Road Buildings
	Rear Buildings
	Abbey Villas
	Stone building to the north of the lower mill building
	Courtyard Buildings
	Site Boundary
4	Unit Numbers (See Section 4)



Scale : 1/1250 GIS NO 2411

PRODUCED BY THE DEVELOPMENT DEPARTMENT, LEEDS CITY COUNCIL

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- “Abbey Road buildings” (Units 12, 13, 14 and 15) - two storey stone buildings linked to the four storey mill buildings which form the Abbey Road frontage of the site.



Figure 4: Abbey Road Buildings (Units 12, 13, 14, and 15)

- “courtyard buildings” (Units 16, 17, 18, 19 and 20) - single storey buildings at the southern end of the site. The south and western side of the courtyard are principally stone built (evident when viewed from the Mill Race) but have brick frontages (Units 16 and 17). The eastern side of this courtyard is primarily occupied by storage sheds and lean-tos (Units 18, 19 and 20). Behind these storage units is the high stone wall which forms the site’s frontage to Abbey Road to the south of the existing access.



Figure 5: Courtyard Buildings (Units 16, 17, 18, 19 and 20)

4.3 There are also a number of additional structures within the site:

- a single storey metal enclosed extension and small flat roofed extension (Unit 7) to the “lower mill” (Unit 3). These are located between the two main four storey mill buildings.



Figure 6: Modern Extensions Between Main Mill Buildings (Unit 7)

- canopies over the loading ramp on the southern frontage of the “central mill” (Units 10 and 11)



Figure 7: Central Mill Building (Units 10 and 11) - Canopies etc

- the high single storey building (Unit 2) at the northern end of the “lower mill” (Unit 3).



Figure 8: Stone Building (Unit 2) at the northern end of Lower Mill Building

4.4 Historical records indicate that three other buildings lay within the site:

- one of these was located immediately to the north of the “courtyard buildings” (adjacent to Unit 16). This area is open and hard surfaced. It lies approximately 0.75m lower than the land immediately to the east. The western boundary of this section is defined by the waterside trees and low stone wall.
- a second lay between the “lower mill” (Unit 3) and the Mill Race. This area is currently used for car parking, however traces of the former building form the boundary wall adjacent to the Mill Race.
- and a third building (Unit 9) was located at the rear of the “central mill” (units 10 and 11). The site of this building lies approximately 0.75m lower than the adjacent land and is now overgrown.



Figure 9: Site of Former Building, (Unit 9) - Adjacent to Rear of "Central Mill"



Figure 10: Site of Former Building, Adjacent "Courtyard" Area

Abbey Villas

- 4.5 The City Council owned Abbey Villas and their grounds lie within the site boundary. These are currently in residential use and have their own separate access from Abbey Road.



Figure 11: Abbey Villas



Figure 12: Abbey Villas Access

Mill Race

- 4.6 The Mill Race runs adjacent to the western boundary of the site. The Mill Race also used to run through site through two enclosed channels. The entrance and exits to the channels have been closed off. Consequently, the two small outflow channels (the tailraces) have become silted up and overgrown.
- 4.7 A public footpath link from Bridge Road to the Abbey and its grounds runs alongside the western bank of the Mill Race. The footpath crosses the Mill Race via a footbridge immediately to the north of the site. Furthermore, footpath access to the Abbey grounds is available from Abbey Road immediately to the north of the site.



Figure 13: Mill Race



Figure 14: Mill Race Footbridge

Existing Access to Abbey Mills

- 4.8 The current site access is taken from the A65 at the south-eastern end of the site. Historically, access to the Mill was available from Abbey Road via a track which runs along the northern edge of the site (outside of the grounds of Abbey Villas, but not within the area defined as part of the Abbey grounds). This track is no longer in use. The track is flanked by large trees which obscure views of Abbey Mills and Abbey Villas from the Abbey grounds.



Figure 15: Northern Site Boundary (Viewed From Adjacent Abbey Grounds)

5.0 Objectives for Refurbishment Proposals

- To ensure the retention and restoration of Abbey Mills and to secure its future beneficial use.
- To ensure the creation of a sustainable, safe and attractive development of high quality design which incorporates good urban design principles and fully respects the need to conserve the listed Mill complex.
- To ensure future use of the site incorporates suitable vehicular access provision and easy pedestrian access to the adjacent Kirkstall Town Centre, greenspace and public transport facilities.
- To ensure that development relates to its setting (particularly Abbey grounds, and waterfront) and that it preserves and enhances views to and from these adjacent areas.
- To retain important trees, open areas and landscape features and secure their future management.
- To ensure an appropriate level of greenspace and affordable housing provision.

6.0 Development Requirements

6.1 The principles for any refurbishment scheme are identified on Plans 5 and 6. Plans 7a, 7b and 7c shows the proposed options for new vehicular access arrangements for the site. The following text describes in detail how these requirements are to be met.

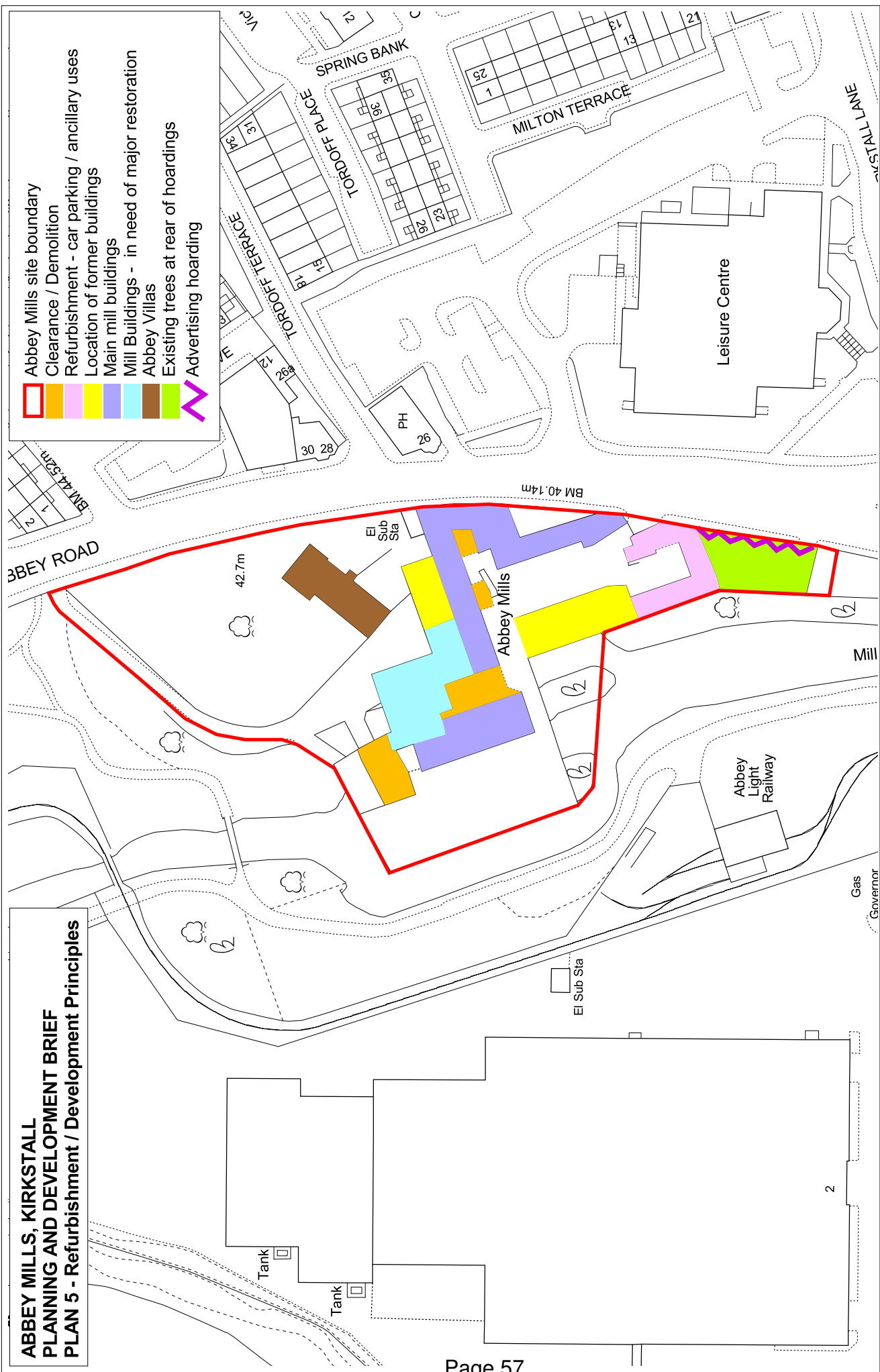
Layout and Building Refurbishment

- 6.2 The total number of units that can be provided within the site is restricted due to vehicular access considerations and the limited space available within the site to accommodate residents car parking (see para 6.16). Therefore, it is anticipated with the access arrangements identified in this brief that the conversion of the property will provide for a total of approximately 30-40 units. The number of units will also be determined in part by the opportunities for and constraints on internal sub-division. The conversion will need to be appropriate to the listed status of the buildings and will be subject to the need for listed building consent. Please note from the archaeological appraisal in Appendix B that the Council has a presumption that pre-20th century fabric will be retained (the lower mill, central mill and main rear building being particularly sensitive) as will features which relate to water management and the generation of water power.
- 6.3 Whilst new vehicular access to the site is to be provided through the grounds of Abbey Villas, Abbey Villas themselves are to be retained and are therefore excluded from any redevelopment/refurbishment proposals for Abbey Mills.

- 6.4 All the principal mill buildings described in Section 4 need to be retained and appropriately refurbished. These are shown on the Plan 4 and are as follows:
- The two four storey mill buildings - the “lower mill” (Unit 3) and the “central mill” (Units 10 and 11))
 - The two stone buildings (two storey) which are attached to the rear elevations of the four storey buildings - the “rear buildings” (Units 4 and 8).
 - The two storey stone buildings linked to the four storey mill buildings which form the Abbey Road frontage of the site - the “Abbey Road buildings” (Units 12, 13, 14 and 15)
 - The “courtyard buildings” (in particular Units 16 and 17)
- 6.5 The structures listed in para 4.3 need to be removed as part of a permitted scheme of work. These are shown on Plan 5 and are as follows:
- The extensions (Unit 7) located between the two main four storey mill buildings
 - The metal canopies over the loading ramp on the southern frontage of the “central mill” (Units 10 and 11).
- 6.6 The high single storey building at the northern end of the “lower mill” (Unit 3) will also need to be demolished to enable access into the site to be provided.
- 6.7 Further to these, the main elevations of the “lower mill” (Unit 3) and “central mill” (Units 10 and 11) are cluttered by fire escapes, air conditioning units, signs etc. Whilst it is acknowledged that structures such as fire escapes are required, this should be done in an appropriate manner.
- 6.8 Whilst the mill complex as a whole is suitable for conversion to residential use, there is (as an option) potential for accommodating live/work units within the south-eastern parts of the site. Whilst the main mill buildings (the “lower” and “central” mills together with the “rear buildings”- Units 3, 4, 8, 10 and 11) should be converted solely to residential use, there is potential for accommodating such alternative uses within the “courtyard buildings” (Units 16, 17, 18, 19 and 20) and within the “Abbey Road buildings” (Units 12, 13, 14 and 15). See Plan 6.
- 6.9 A new central entrance point into the main mill buildings could be provided by removing the extensions (Unit 7) between the “lower” and “central mills” (Units 3, 10 and 11) and replacing them with a glazed canopy/entrance foyer.

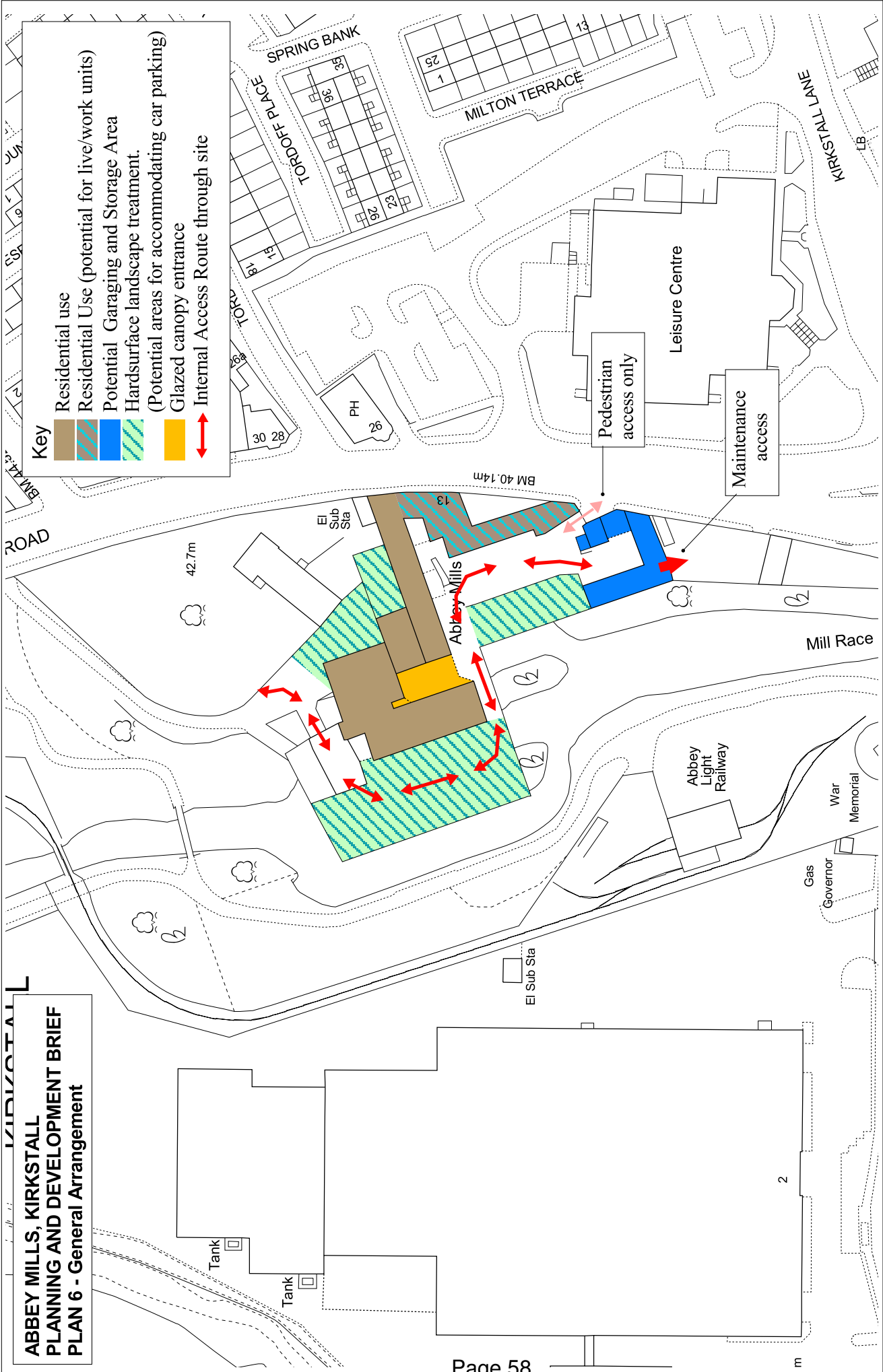
**ABBAY MILLS, KIRKSTALL
PLANNING AND DEVELOPMENT BRIEF
PLAN 5 - Refurbishment / Development Principles**

- Abbey Mills site boundary
- Clearance / Demolition
- Refurbishment - car parking / ancillary uses
- Location of former buildings
- Main mill buildings
- Mill Buildings - in need of major restoration
- Abbey Villas
- Existing trees at rear of hoardings
- Advertising hoarding



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**ABBAY MILLS, KIRKSTALL
PLANNING AND DEVELOPMENT BRIEF
PLAN 6 - General Arrangement**



Scale : 1/1,250 GIS NO 2403

PRODUCED BY THE DEVELOPMENT DEPARTMENT, LEEDS CITY COUNCIL

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- 6.10 Whilst some modern alterations are evident these are limited and the original layout of the windows in the two four storey mills (Units 3, 10 and 11) remains largely intact. The size and layout of these windows is of particular importance in terms of the historical character of these buildings. Any refurbishment will therefore be required to retain (and restore where needed) the original size and arrangement of these windows.
- 6.11 As there is a limit on the number of residential units (see para 6.2) which can be accommodated within the site and as there is sufficient space available for conversion within the existing units, it is not considered suitable for schemes to include new buildings within the site.

Landscape priorities

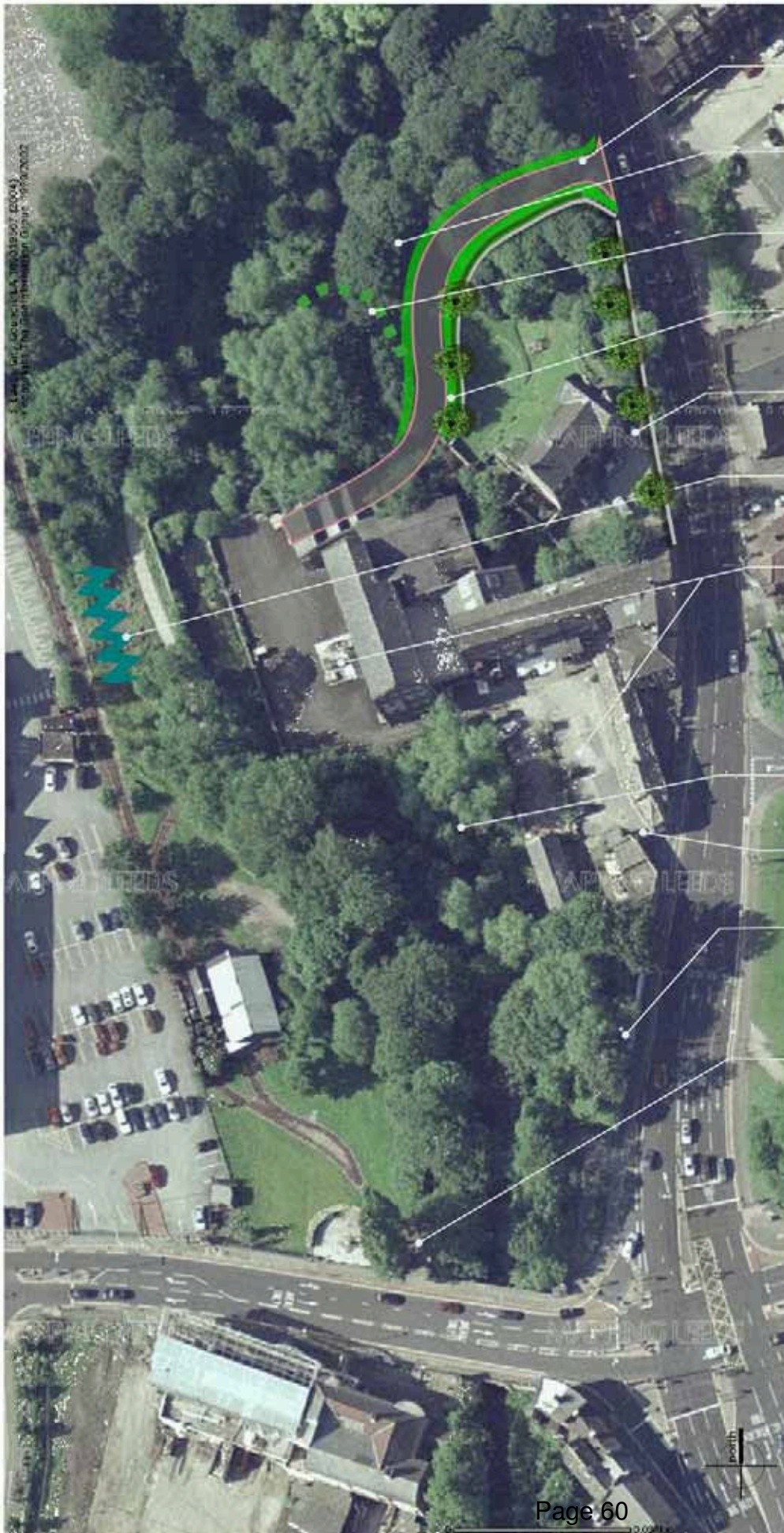
- 6.12 The following landscape priorities have been identified for the site:
- To minimise any adverse impacts of new access arrangements
 - To optimise and enhance the setting of the listed building
 - To retain existing trees where possible and seek replacement planting for any that need to be removed
 - To enhance the site's natural setting and biodiversity
 - To secure long-term management of communal areas, vegetation, curtilage walls and the Mill Race
 - To apply secure-by-design principles whilst paying due regard to the site's historic setting
 - For lighting to be low-level or building mounted, cowled against off-site glare
 - And to secure off-site environmental benefits
- 6.13 The following sections explain in detail as to how these priorities are to be met as part of any refurbishment proposal. These landscape proposals are show on Figure L1.

Exterior spaces and Car Parking

- 6.14 The setting of the Listed Buildings needs to be enhanced through the use of appropriate natural materials in external works surfacing e.g. sealed gravel, york stone setts and flags or clay paviers.
- 6.15 The layout of open areas which include car parking space provision should avoid the car parking visually intruding into views of the site and should not be located as to have detrimental effect on the amenity of residents. Generally car parking provision needs to be discrete, offset from building frontages, with low key markings, e.g. inset blocks or studs, interspersed with trees.
- 6.16 Car parking on this site should be provided on the basis of 1 car space per every residential unit. This car parking can be provided in the following locations throughout the site:
- conversion of the courtyard buildings (Units 16, 17, 18, 19 ad 20) to include garaged car parking

Abbey Mills redevelopment, Kirkstall - Landscape Proposals

Fig L1



Indicative line of new access road, subject to highway engineer's final detail, aligned to preserve parkland edge and key site trees. Low level bollard lighting

Abbey parkland trees preserved and new access road enclosed with post + rail fencing with native hedging and trees. Existing remnant wall section retained

Potential route of new footpath connection from Abbey Mills development to Abbey parkland

New access road's south-eastern edge by Listed cottages defined with high stone wall, grass verge, with native hedging and trees

Abbey Road wall and cottage piers re-built at back of visibility splay with special measures taken near retained trees to preserve roots; new trees planted

Adjoining BHS retail store buildings and car park screened with off-site native tree and shrub planting

Setting of the Listed Buildings enhanced, using appropriate natural materials in external works surfacing e.g. sealed gravel, york stone setts and flags or clay paviors

Car parking to be discrete, offset from building frontages, with low key markings, e.g. inset blocks or studs, interspersed with trees. Boundary walls by river repaired and raised by 500mm, lowered locally at corner areas to open views to mill stream

Silted millrace part-dredged and willows thinned / pollarded to open up water edge habitat

Pedestrian connection maintained using former access with low key bollard point closure

Advertising hoarding set back to provide more space at bus stop. Trees behind thinned to open up light to water environment. Existing roadside amenity open space enhanced.

Directional signage and interpretation panels of local history provided to path to Kirkstall Abbey and path entrance enhanced

Landscape priorities

- Minimise adverse impacts of new road
- Optimise Listed Building setting enhancement
- Enhance natural setting and biodiversity
- Secure long-term management of communal areas, vegetation, curtilage walls and millrace
- Apply secure-by-design principles with due regard to the historic setting
- Lighting to be low-level or building mounted, cowled against off-site glare
- Secure off-site environmental benefits



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- the cleared site of the former building adjacent to the “courtyard buildings” (Unit 16). There is currently a level change of approximately 0.75m between this land and the open hard surfaced land immediately to the east. To ensure that these car parking spaces can be accessed, this lower level of the site needs to be raised accordingly. If this level change is to be altered as part of any proposals for the site, details as to how this is to be achieved and the treatment of the boundary to the Mill Race will be required as part of any submission. As the current mill access is to be retained as the site’s principal pedestrian route to Kirkstall Town Centre, the higher open area needs to be kept open as a pedestrian dominated space.
- adjacent to the “rear buildings” (Units 4 and 8) - The open area at the rear of the buildings is restricted and partially enclosed by the mill buildings and the adjacent Abbey Villas, consequently only limited space can be allowed for parking in this area. Parking space in this area is further restricted due to the need to ensure that the amenity of residents is not detrimentally affected and that sufficient space is allowed to cater for vehicle movements and turning. As a result, no more than four car parking spaces can be provided in this area.
- in the main open area adjacent to the “lower mill” (Unit 3) and the Mill Race - This area also needs to accommodate a vehicular route through to the southern end of the site as well as pedestrian access to the mill building and to other areas of the site. The views of the site, particularly of the western elevation of the four storey “lower mill” building (Unit 3), from the adjacent Mill Race footpath is of major significance. Consequently, car parking provision in this location needs to be laid out sensitively in order to avoid the area being visually dominated by parked vehicles. In order to achieve this, the car parking provision needs to be broken up by a variety of hard and soft landscape treatment. Furthermore, the boundary wall adjacent to the Mill Race will require repair and should also be raised in height by approximately 0.5m with lower sections at corner areas to open views to mill stream. This will reduce the visual impact of the cars but will not detract from the views of the mill buildings.

The Hoardings Area

- 6.17 The land to the south of the “courtyard buildings” (Units 16 and 17) at the southern end of the site is screened from Abbey Road by large advertising hoardings. Development proposals for the site should include proposals for the removal of these hoardings and future maintenance of the area behind. The area behind the hoardings contains a significant number of mature trees. Initial surveys indicate that the trees are of good quality. Visually, the trees make a valuable contribution to the waterfront environment and to the Abbey Road streetscene (the canopies of the trees extend well above the height of hoardings). However, this tree growth should be thinned to open up light to the adjacent water environment. Maintenance of this area is to be included as part in the overall management of the Abbey Mills site. Provision of access to the area for maintenance should to be considered as part of any refurbishment proposals for the “courtyard buildings” (Units 16 and 17).



Figure 16: Abbey Road Hoardings



Figure 17: Abbey Road Footway and Bus Stop

6.18 The footway alongside Abbey Road at this point contains a bus stop. However, there is a lack of space for pedestrians and those waiting for or alighting from bus services at this point. In order to provide more space around the bus stop, the footway needs to be widened and the existing roadside amenity open space enhanced. Such a proposal should avoid the loss of mature trees and will require a detailed survey of the trees to be undertaken by the developer.

6.19 Immediately to the south of this area lies the remnant of part of the former Police Station and library. This stone building marks the southern edge of the site, with a small park area beyond. This building is to be retained as part of any proposals for the site and whilst it is not considered suitable for conversion to residential use other options such as using it as a kiosk could be considered. The window spaces in this unit are currently sealed with black painted chipboard and chicken wire. If the building is not considered suitable for re-use as part of the overall scheme, the developer will be required to replace the chipboard and wire with more permanent low maintenance materials (e.g. recessed black painted metal sheets) possibly including artwork.



Figure 18: Remains of Former Police Building

Mill Race and adjacent footpath

6.20 An enhancement scheme will be required for the silted up outflows (the tailraces) to the Mill Race. This should include part-dredging to create open water habitat and thinning/pollarding of the willows to reduce shading. Developers should also explore the potential of opening up the water channels through the site and explore

the potential for using the channels for the micro-generation of electric power. The opening up of these channels would also potentially provide habitat opportunities.

- 6.21 The developer will also be required to provide improvements to the adjacent Mill Race footpath. In particular, off-site native tree and shrub planting will be required to the screen the nearby BHS retail store buildings and car park from the footpath and enhancements including provision of directional signage and interpretation panels of local history to the path entrance area at Bridge Road. These works will be contained within land owned by the City Council. A commuted payment (secured through a Section 106 legal agreement) to provide for the future maintenance of these works will be required.



Figure 19: Mill Race Footpath Area (BHS in background)

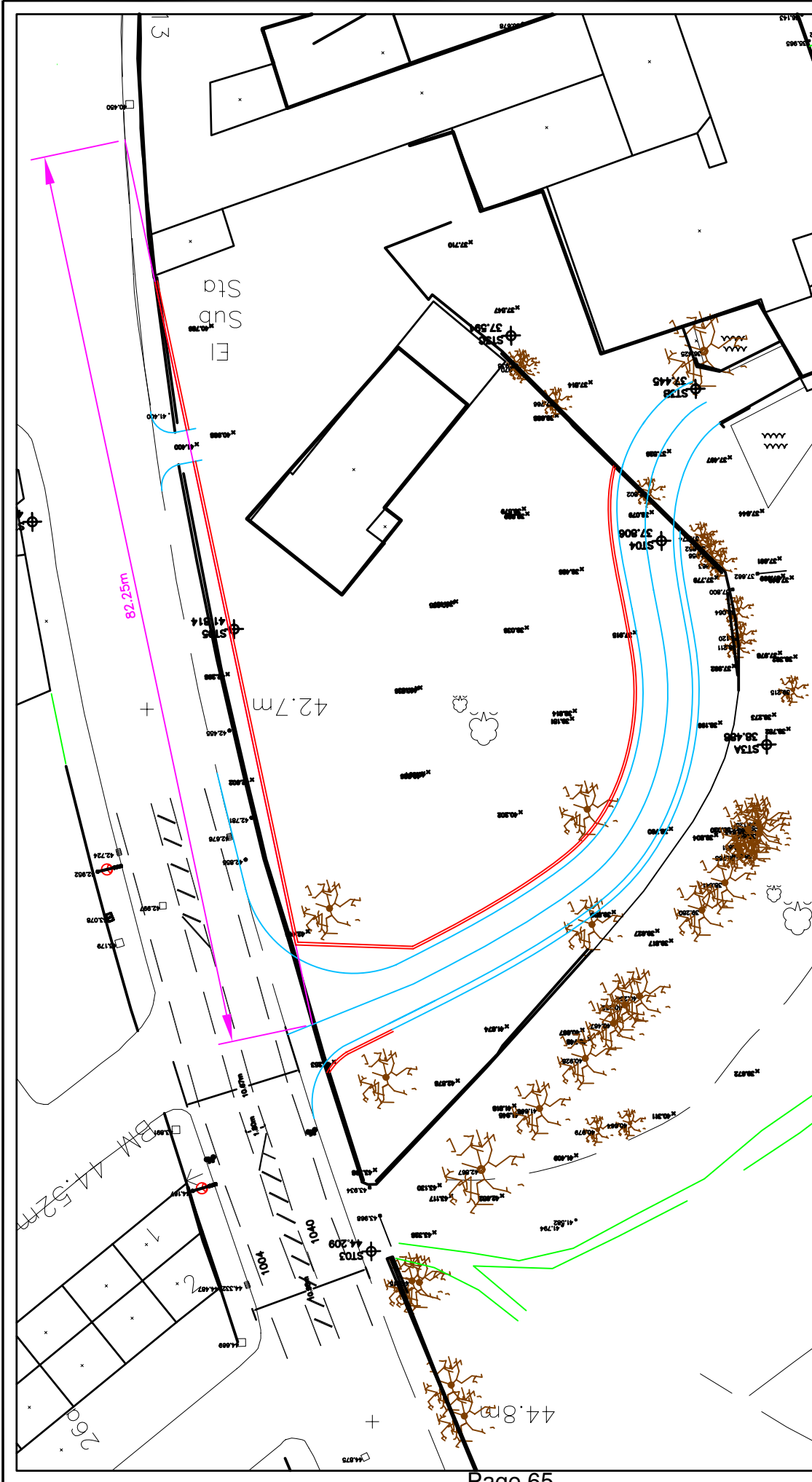
New access road

- 6.22 It is considered that any intensification of activity in the mill complex will require access improvements. In its existing form, the current access is substandard and would require extensive improvements as part of refurbishment scheme. However it is considered that these works would be unacceptable in conservation terms due to the potential detrimental impact these works would have on significant listed structures.
- 6.23 Due to the listing of the site and its location in a prominent area adjacent to the Abbey, careful consideration is needed as to the provision of any suitable alternative access arrangements. Investigations have taken place into the potential for a suitable alternative access arrangement. As a result, this brief contains guidance as to the preferred solution which involves a new vehicular access from Abbey Road (to be provided as part of any new development/refurbishment proposals for the site). This should be located at the northern end of the site within the grounds of Abbey Villas. If suitable alternatives can be demonstrated as part of any submitted scheme these will also be considered.
- 6.24 Plan no HDC/993735/5 Rev A shows in detail where the access should be provided in this location. The position and design of this access ensures that tree loss is kept to a minimum and by using a visibility splay of 82.25m it avoids the potential demolition of part of the listed central mill building (Unit 11) and the adjacent sub-station.

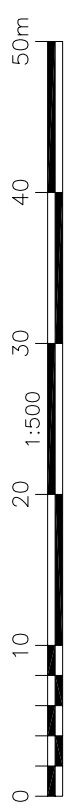
- 6.25 The Abbey Road boundary wall (including the piers at the entrance to Abbey Villas) is to be re-built at the back of the required visibility splay reusing as much as practical of the existing stone and using a lime-rich flush-pointed mortar. Measures need to be taken near retained trees to preserve roots.
- 6.26 As part of any new access provision, a pedestrian island will be required in the centre of Abbey Road to the north of the site.
- 6.27 Additional tree planting will also be required as part of the provision of this access road to compensate for the loss of any trees and to supplement the existing trees in this area.
- 6.28 The existing remnants of boundary wall to the north of the grounds of Abbey Villas are to be retained.
- 6.29 Within the site, the new access road is required to be 4.5m wide with margins of a minimum of 450mm, preferably 600mm. The access road will be enclosed by post and rail fencing together with native hedging and tree planting. Low level bollard lighting is to be used along the length of the access road.
- 6.30 This access road will not be adopted by the local highway authority and its future maintenance will be the responsibility of the developer.
- 6.31 It is essential that suitable provision (including turning areas) for servicing refuse collection vehicles is properly incorporated into any submitted proposals for the access arrangements and movement within the site.
- 6.32 In order to preserve the visual amenity of the residents of Abbey Villas, the southern edge of the new access road is to be defined through the provision of a high stone wall and grass verge, supplemented with native hedging and tree planting (see Figure L2).

Pedestrian access

- 6.33 The current access from Abbey Road will be closed to vehicles and retained for pedestrian access only (with low key bollard point closure). Pedestrian access to Abbey Road at the northern end of the site will be available via the proposed new shared access road.
- 6.34 Additionally, as part of any development, a new pedestrian route linking the new site access to the Mill Race footpath is required at the northern end of the site.
- 6.35 The site lies within easy walking distance of local retail, leisure and other facilities (Kirkstall Town Centre). Furthermore, this area is comparatively well served by public transport. In particular, the site lies adjacent to the A65 which is a major public transport corridor with a high frequency of service to Leeds city centre. Improvements to ensure public transport priority on the A65 are proposed through the introduction of a Quality Bus Initiative. Headingley rail station is also located approximately 500 metres to the east of the site. The design and location of pedestrian access provision incorporated into any submitted scheme will need to ensure that access to these neighbouring facilities is as direct as possible.



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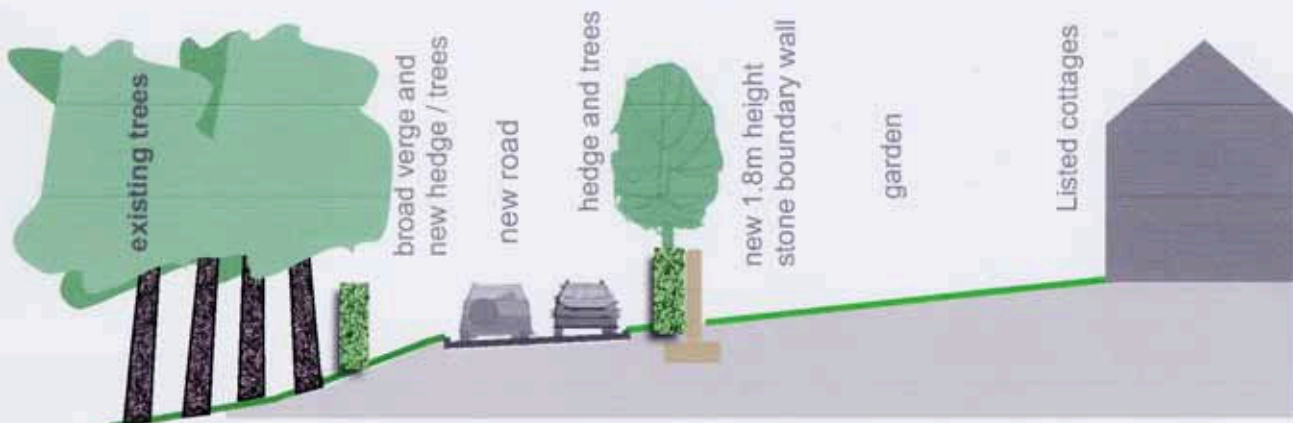
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ABBEYMILLS 82.25m SPLAY										
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Abbey Mills redevelopment, Kirkstall - Cottage Landscape

Fig L2



Illustrative cross section showing landscape treatment of new access road / cottage curtilage



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7.0 Nature Conservation

- 7.1 The mill race and other habitats in the area provide good feeding habitat for bats and it is possible that bats may roost in the buildings and mature trees on the site. A bat survey will be required and the results of the survey, including an impact assessment and recommendations for avoiding/mitigating any adverse impacts should be submitted with any planning application. Access to suitable roost sites for bats should be included as part of the development even if there are no current bat roosts at the site.
- 7.2 Provision should be made to retain or provide alternative nest sites for birds associated with the site.
- 7.3 A scheme for enhancement of the tailraces will be required which should include provision for the control of invasive non-native species such as Himalayan Balsam and Japanese Knotweed.

8.0 Sustainability

- 8.1 The development should comply with the guidance provided in the Council's "Sustainable Development Guide" (adopted as Supplementary Planning Guidance in March 1998). Developers will be encouraged to submit a statement on how sustainable principles have been addressed as part of any planning application. Consideration should be given to re-using or recycling material arising from the demolition of existing structures.

9.0 Planning Obligations

Greenspace

- 9.1 Greenspace provision will be required as part of the new development, in accordance with UDP Policies N2 and N4 and in accordance with guidance contained within SPG 4 "Greenspace Relating to New Housing Development, July 1998". However, due to space limitations within the site, this provision will need to be met off-site. This will be provided through a commuted sum which will be negotiated at the planning application stage and will be secured through a Section 106 agreement.

Affordable Housing

- 9.2 In accordance with PPG3, Circular 6/98 and UDP Policies H11-H13 and SPG3 (Affordable Housing policy guidance note) the City Council will seek the provision of affordable housing provision as part of the development. In accordance with the Affordable Housing SPG Annex Update July 2005, 25% of the total number of units provided will need to be affordable. Of these affordable units, 40% will be available for social rent and 60% will be released for sale at sub market rate. It is suggested that these be made available to a local housing association to acquire at the affordability benchmarks outlined in the SPG Annex.
- 9.3 Abbey Villas are currently owned by the City Council and are let to residential tenants. It is the City Council's intention to refurbish and retain these properties. The refurbishment of these two residential properties will be funded by the developer as part of the affordable housing requirement.

10.0 Planning Application

- 10.1 The developer will be responsible for obtaining planning permission and listed building consent and approval under Building Regulations for development of this site.
- 10.2 Given that the property is listed and that it has such an historically and environmentally important setting, developers are urged to work closely with the City Council to secure an appropriate scheme. A comprehensive scheme is expected for this site and pre-application submissions and discussions are essential. The application submission details and accompanying information should be agreed through these discussions. A checklist setting out information to be included in the planning application submission is provided in Appendix C.

11.0 Contacts

- 11.1 Initial contact on any issue relating to this brief should be via Jon Richards (Tel 0113 3950629). The Development Department offers an integrated approach to dialogue with developers, which will co-ordinate all planning and related inputs, including advice on Building Regulations issues. This will extend through the pre-application period to the formal planning application stage.

APPENDIX A : LISTINGS

1) ABBEY MILLS

SCHEDULE

NINETY THIRD LIST OF BUILDING OF SPECIAL ARCHITECTURAL OR HISTORIC INTEREST COMPILED UNDER SECTION 1 OF THE PLANNING (LISTED BUILDINGS AND CONSERVATION AREAS) ACT 1990

LEEDS

SE2635

714-1/22/885

05/08/76

ABBHEY ROAD, Kirkstall
(West Side)

No.13

and Abbey Mills

(Formerly Listed as:

ABBHEY ROAD, Kirkstall
(South Side)

Abbey Mills including No. 13 Abbey
Road

GV

II

Mill complex, corn/oil and wool, now light industrial units. Early C19, incorporating remains of earlier mill buildings destroyed by fire 1799; later C19 and C20 alterations. Coursed square gritstone, grey slate and stone slate roofs.

The complex has 4 linked ranges in rough L-plan, one side parallel to Abbey Road; the masonry platform and bridge over the goit, and the remains of a further range parallel to the goit, to the south. Main range has an early entrance block on the road side, 2 storeys and 3 bays with blocked round arch right, quoined jambs, plain sills and lintels, 2 blocked doorways; on the left turn is No. 13 Abbey Road: inserted doorway with overlight and large windows, C20 frames, hipped roof, a roadside wall with flat coping and plain stone gate piers with shaped tops.

To right of the former entrance is the gable end of a 4-storey block with blocked ground-floor entrance, small rectangular windows and 2 inserted C20 windows. The gabled range extends westwards approx 10 bays, part obscured by corrugated iron lean-to: the small windows with large sills and lintels of the original arrangement are altered towards the western end by larger inserted openings, the original top-floor openings are set well below the building's eaves line. The rear (N) side of this range has enlarged 2nd-floor windows and an attached lower range built with some very large stones and, on the E wall 1st floor, a blocked vousoired flat arch and square windows with stone surrounds, gable to right.

On the masonry platform at the W end of the site and standing at right angles to the 4-storey block there is a 4-storey, 11-bay range built with burned stones, possibly from the 1799 fire. It has a part-blocked round archway centre, W side, 2 tiers of tall 6-pane windows and 5 small windows under the eaves, right. Two 1st floor windows are blocked, one of the stones having shallow well cut-date '1814'. The S gable is 4 windows, circular panel in gable, gable coping and short stack. The N end is altered but in the gable a tall loading door with flanking square windows; to N again a 3-bay single-storey with north lights.

The 2-storey, 6-window range parallel to the present yard access, possibly a finishing shop, has herring-bone tooling and tie-stone jambs to the paired doors, right, square windows in plain stone surrounds, original form right, 2 knocked into 1 and lintels raised centre and left, an ashlar ridge stack, raised in brick, to right of centre. 2 further 2-storey bays with altered openings, right. Across the yard, and parallel to the mill's tailrace, the single-storey range was possibly the drying house; N end demolished, stone and brick ranges probably the remains of machine shops, stables etc.

The remaining features of the site are the masonry platform and the tail-race bridge, the latter approx. 30m long, 3 buttresses, 2 wide segmental arches with rusticated vousoirs, rounded coping to the low ashlar parapet wall.

INTERIOR: not inspected.

HISTORICAL NOTE: the mill is thought to stand in the site of a medieval complex processing corn. A major fire in 1799 resulted in extensive rebuilding and by the 1820s Ephraim Elsworth worked a corn and oil mill here; parts were used for the production of woollen cloth from the 1820s until 1961 when it was bought by Leeds City Council. The 10-bay range with small windows is perhaps part of the corn mill, while the tall western range, former drying house and finishing shops relate to woollen manufacture.

2) ABBEY VILLAS

PLANNING (LISTED BUILDINGS AND CONSERVATION AREAS) ACT 1990

37TH AMENDMENT OF THE 93RD LIST OF BUILDINGS OF SPECIAL

ARCHITECTURAL OR HISTORIC INTEREST

DISTRICT OF LEEDS (WEST YORKSHIRE)

WHEREAS:

1. Section 1 of the Planning (Listed Buildings and Conservation Areas) Act 1990 ("the Act") requires the Secretary of State, for the purposes of the Act and with a view to the guidance of local planning authorities in the performance of their functions under the Act and the Town and Country Planning Act 1990 in relation to buildings of special architectural or historic interest, to compile lists of such buildings, and she may amend any list so compiled.
2. On 11 September 1996, the Secretary of State compiled a list of buildings of special architectural or historic interest situate in the District of Leeds.
3. The Secretary of State, having consulted with the Historic Buildings and Monuments Commission for England and such other persons or bodies of persons who appear to her appropriate as having special knowledge of, and interest in, such buildings, considers that the said list should be amended in the manner set out in the Schedule hereto.

NOW THEREFORE the Secretary of State, in exercise of the powers conferred on her by Section 1 of the Act, hereby amends the said list in the manner set out in the Schedule hereto.

HSD DOC 2



SCHEDULE

The following building shall be added:-

493646

LEEDS

ABBHEY ROAD
Abbey Villa

II

House, now subdivided into two, c.1840, alterations c.1900 and c.1920, former mill manager's house for Abbey Mills. Stone built, partly in squared coursed blocks, partly in thinner coursed blocks and with stone dressings. Two storeys plus basement/cellars, with slate roof and two ridge chimney stacks, one at right end and one central, plus two external stepped stacks along outside of cross wing.

PLAN: four bays plus cross wing.

EXTERIOR: Main facade to garden: to left, gabled cross wing projecting slightly, with 2-light mullioned window with horned sashes on each floor plus small blind window in gable. Porch in ashlar to the right of the gable with open round arches to front and side and parapet above. Continuing right, 3-light mullioned window, round-arched stair window and 2-tight mullioned window, all with horned sashes. First floor has three 2-light mullioned windows. At basement level as the ground falls away to the right, three small windows, one of which is blocked. There is a string course above the ground floor lintels, and all the windows have cills and lintels but no jambs. Rear elevation: gable wing as front, door to left approached by four steps with large round-arched stair window above, windows irregularly positioned over the rest, all single sashes with stone jambs as well as cills and lintels, and a further entrance through a small square porch. To left as the ground falls away, basement floor becomes the ground floor, with doorway, window, and blocked doorway. Right return from garden front shows scar of former extension at lower level. String course extends round whole of cross wing.

INTERIOR: Entrance through porch with checker board floor tiles, to panelled door set centrally beneath three-centred arch with patterned and stained glass to each side and above, in ashlar surround. Lobby with patterned tile floor and wood and glass screen to hallway, with leaded stained glass and half-glazed door in the centre. Wide hallway with dog-leg stair having turned, column-on-vase balusters and wooden handrail. Stair window to rear with stained glass. Principal rooms to left in cross wing, one now a kitchen, with original doors, skirtings and cornices. Corridor to right (presently blocked as part of division of the house) leading to a third reception room, formerly office, with original skirtings, doors and cornices, and black marble fireplace with modern gas fire inserted. Corridor has moulded ceiling decoration and quarry tiled floor. Former kitchen at far end, now sitting room, with original doors, skirtings and cornices, though former range removed. Former scullery now bathroom. Porch to rear with stained glass window. Servants' stair to first floor between former kitchen and third reception room. First floor has four principal bedrooms, one of which has been subdivided to provide a bathroom, all with doors, skirtings and cornices, leading off a broad landing, and further rooms including a toilet with original window, and



an original fireplace in one of the bedrooms. There is access to the cellars from both the upper and lower side of the house.

HISTORY: the house was built between 1837 and 1846 to replace an earlier house that had been burnt down in a fire of 1797 which destroyed the associated mill buildings. It was part of the mill complex, serving as the mill owner's house and as an office for the mill. On the 1892 O.S map, another range is shown at an angle to the house on the roadside edge: this had disappeared by 1908 and by 1921 the new gable end had been constructed, along with the porch at the rear. The former extension at the other end of the house was in existence until after 1934. The Abbey Mills complex was purchased by Leeds City Council in 1961 and is let out to tenants.

SUMMARY OF IMPORTANCE

Abbey Villa is a stone built nineteenth century mill owner's house, with good survival of original features and is in close proximity to a group of listed mill buildings. It therefore has group value with the other listed buildings and meets the criteria for listing.

Dated:- 23rd February 2016

Signed by authority of the
Secretary of State

A handwritten signature in black ink that reads 'Elaine Pearce'. The signature is written in a cursive, flowing style.

ELAINE PEARCE

Department for Culture, Media
and Sport

APPENDIX B: TECHNICAL INFORMATION

1.0 Legal

- 1.1 The title to be conveyed is the freehold title and the Deeds may be inspected in the Department of Legal Services.
- 1.2 There are no restrictions against development contained in the title deeds.

2.0 Rights of Way

- 2.1 There are no identified rights of way through the site.

3.0 Drainage

- 3.1 There are public combined sewers located east of the site with an inverted syphon (public sewer) crossing the southern section of the site. A plan indicating the approximate position, size and depth and direction of flow of the existing public foul and surface water sewers within and in the general vicinity of the site is attached.
- 3.2 The open area adjacent to the Mill Race lies in the 1 in 100 year flood plain of the River Aire and Mill Race. Consequently a Flood Risk Assessment (FRA) will be required as part of any submitted proposals for the site. Also, all necessary flood protection measures should be agreed with the Environment Agency and flagged up in the FRA. The developer will be required to consult the Environment Agency in the preparation of the FRA.

4.0 Stability

- 4.1 A geotechnical desk study has been undertaken. The conclusions of this report are included with the technical information plans at the end of this section. A full copy of this is available from the Development Dept.

5.0 Land Contamination

- 5.1 Leeds City Council is strictly following the Government's Planning Policy Statement 23 Annex 2 (PPS23) published in 2004. PPS23 has been updated so that the basic principles and concepts advocated by Part IIA of the Environmental Protection Act 1990 (Part IIA) (the Contaminated Land regime) are consistent with the planning guidance. Although PPS23 places a duty on local planning authorities to take account of land contamination when preparing policies in development plans and considering planning applications, it is the applicant's responsibility to provide information on whether the site is contaminated and to submit remediation proposals and validation information.
- 5.2 It is indicated in PPS23 that an appropriate level of site investigation and risk assessment should be carried out *prior* to submission of planning applications for sites which are potentially contaminated. The scope should reflect the previous uses, size and complexity of the site, as well as the likely contamination risks. It is recommended that investigations should be carried out by appropriately qualified professionals.

- 5.3 The Council also has a duty under PPS23 to make sure that, where unacceptable risks have been identified, a viable remediation scheme that will reduce risks to an acceptable level is implemented so that the site will be 'suitable for use'. A validation report will also be required to provide evidence that the approved remedial works have been carried out on site. Comparison with generic clean-up criteria alone as a basis for justifying remediation is not favoured. Instead, the Council prefers site-specific risk assessment to be the basis for determining appropriate remediation standards. It is the applicant's responsibility to ensure that development is safe and suitable for the intended use.
- 5.4 The Council wishes to ensure that remediation reduces all risks to acceptable levels and such that the site would not be classified as Contaminated Land under Part IIA. More sustainable alternatives to the traditional civil engineering remediation solutions of 'dig and dump' and 'capping' are welcomed and encouraged.
- 5.5 An applicant should be aware that actions or omission on his part could lead to liability being incurred under Part IIA. As a minimum, after carrying out the development and commencement of its use, the land should not be capable of being determined as Contaminated Land under Part IIA.
- 5.6 Based on a review of the Council's information, the former potentially contaminative use of a cloth mill is known to have taken place within most of the outlined area in question. Should any part of the site be proposed for redevelopment, it will be necessary for satisfactory assessments to be undertaken in relation to the proposed end use including the submission to Leeds CC of a satisfactory Phase I desk study report for review and approval and, if necessary, a Phase II Intrusive Site Investigation report for review and approval. Where remediation measures are necessary, a Remediation Strategy outlining those remediation measures required to ensure the sites will be made suitable for use must be submitted to Leeds CC for review and approval. The approved Remediation Strategy should then be implemented and a Validation Report providing evidence that the remediation measures were satisfactorily implemented at the sites should be submitted to and approved by Leeds CC. Further guidance on the content of the aforementioned reports to be provided in support of planning applications is outlined in Leeds City Council's blue guidance leaflet entitled 'The Development of Contaminated Sites, Reports in Support of Planning Applications'. For a sensitive enduse (e.g. residential, allotments, schools, nurseries, children's play areas, playing fields), a minimum of a Phase I Desk Study report should be provided in support of a planning application; the need for any further information requirements should be discussed with the Contaminated Land team at Leeds City Council at the pre-application stage of the planning process.

6.0 Statutory Undertakers

- 6.1 The approximate position of mains services in and adjacent to the site are indicated on the plans at the rear of this section.
- 6.2 It is the Developers responsibility to obtain, from the respective Statutory Undertakers, the accurate position of the services.

6.3 If it is necessary, as part of the development, that any service requires to be lowered, cut-off or diverted, to give access or for any other purpose, then the cost of such works will be a cost against the development.

7.0 Archaeological Implications

7.1 Abbey Mills is an industrial complex related to the processing of corn and the manufacture of textiles, primarily dating from the 19th century, with some 20th century extensions and alterations. The complex is the oldest and best preserved of a group of three mills which formerly stood on the Kirkstall Mill Race. There is evidence to suggest that the millrace is Medieval in origin, and the site of the existing building group at Abbey Mills is believed to be coincident with the site of the corn mill which served the nearby Kirkstall Abbey in the Medieval period.

7.2 The earliest documented mill structures on the Abbey Mills site appear on the Cardigan Estate Map of 1711, where they are labelled as a corn mill. This mill was partly destroyed by fire in 1799, and the buildings now in evidence on the site date principally from the first half of the 19th century. The core of the complex (Units 3, 4, 8, 10, 11, 12, 13, 14, and 15) appears to date from this period, possibly with some incorporation of earlier material (particularly in Units 3 and 4). Unit 17 (and part of Unit 16) may have originally belonged to this core group, but has suffered significant alteration. Units 2 and 16 appear to be substantially late 19th/early 20th century replacements of earlier buildings on the same footprint. Unit 7 is modern.

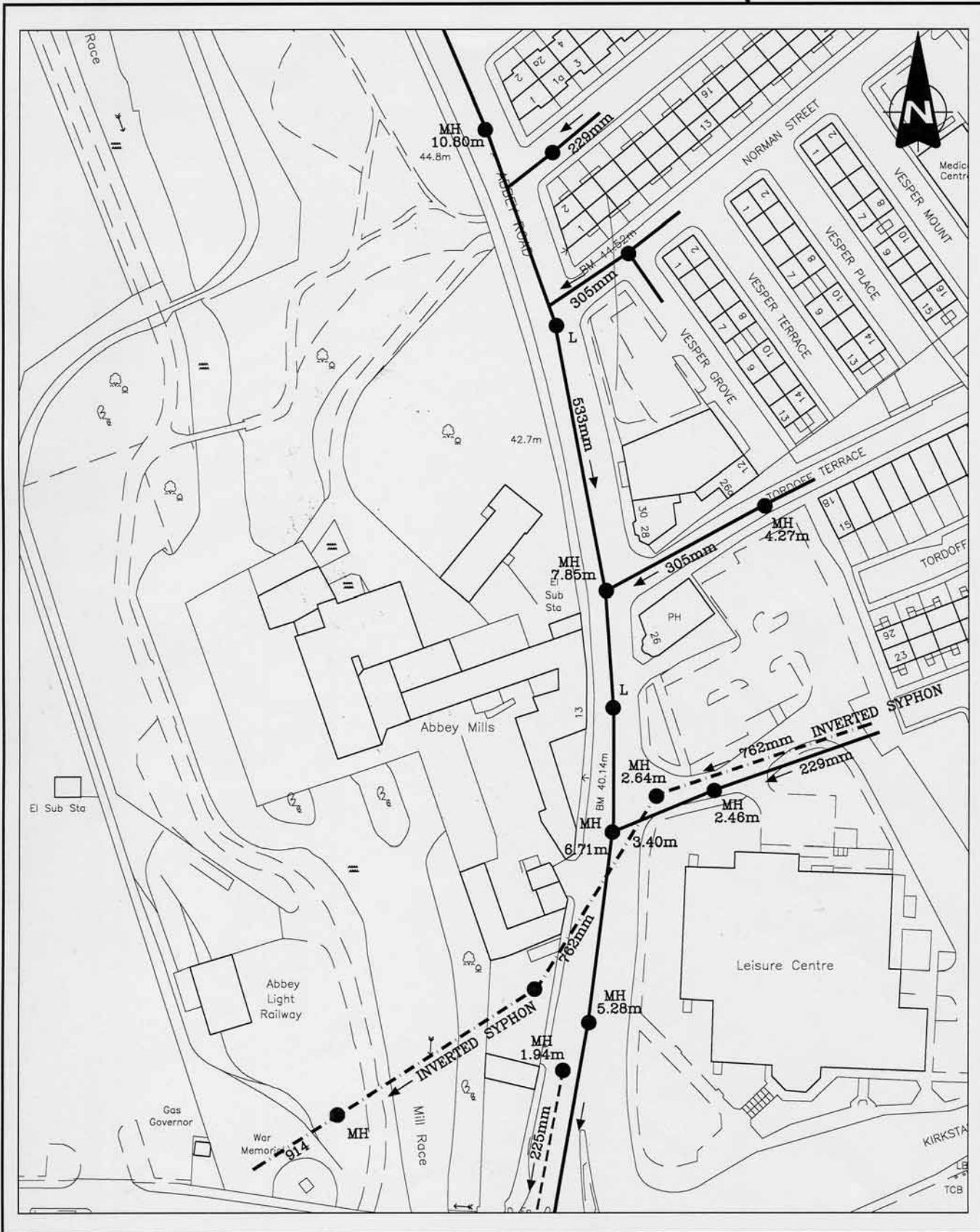
7.3 The site is of regional and national archaeological significance for an understanding of Medieval monastic settlement in the region, for the form and development of water-powered technologies, and for the form and development of textile manufacture in West Yorkshire. The buildings on the site are Listed Grade II, and the site as a whole has been designated as an Area of Special Archaeological Value (Leeds Unitary Development Plan Class II), with this status encompassing both the buildings on the site and the belowground archaeology. The Leeds City Council Unitary Development Plan (Policy ARC4) recommends a presumption in favour of the preservation of Class II areas and their settings, unless the case for preservation is outweighed by other planning considerations. There is also a strong presumption within the Leeds Unitary Development Plan in favour of the preservation of Listed Buildings (Policy N14). With regard to the archaeological value of the site, there is a presumption in favour of retention of all original/19th century fabric within the historic core of the complex (with Units 3, 4, 10 and 11 being areas of particular sensitivity), and of the features of the site which relate to water management and the generation of water power.

7.4 Naturally, the Development Department is obliged to take considerations additional to those concerning the national heritage into account when determining any Planning or Listed Building Application. It may therefore be that Consent for any proposed development will be granted, but with provision for archaeological mitigation in order to minimise damage to the archaeological record (Leeds UDP Policies ARC6 and BC6). Mitigation might take the form of archaeological investigation and recording, or scheme redesign, or a combination of the two.

7.5 In order for a mitigation strategy to be formulated, it is first necessary that the nature and importance of the archaeology be clearly understood. The majority of the buildings are sufficiently accessible for the nature of the necessary mitigation to be

clear. However, some parts of the site are currently so masked by modern material as to potentially disguise the extent and character of any potential surviving archaeology which may merit preservation *in situ* (e.g. the internal fabric of the whole of Units 10 and 11 and the majority of Unit 3 are currently obscured by modern partitions and dry boarding). As part of any Planning Application registered, Leeds City Council will therefore require the applicant, in keeping with Leeds UDP Policy ARC5, to provide an archaeological evaluation of selected areas of the site prior to the determination of any planning application, the purpose of which is to permit the formulation of an informed and reasoned planning decision.

- 7.6 Prior to the submission of a Planning Application for this site, and at the earliest possible stage in the formulation of such an application, selected areas of the site should be subject to an appropriate level of archaeological evaluation. This evaluation should include a soft strip out and summary archaeological appraisal of Units 3, 8, 10 and 11. A moderate level of evaluation by trial trenching may also be required in order to determine the nature and extent of archaeological deposits relating to Medieval occupation on the site, although any requirement for trial trenching will be dependent on the form of the proposed development. The West Yorkshire Archaeology Advisory Service, in their capacity as advisors to Leeds City Council, will provide to potential developers a specification for the evaluation and a list of archaeological contractors who may be available to tender for the specified work, upon receipt of a written request.
- 7.7 The results of the evaluation will then be used by the West Yorkshire Archaeology Advisory Service (in conjunction with information already available) to determine what features within the buildings on the site will require retention, and the level of further archaeological work necessary prior to development. Archaeological mitigation prior to and during demolition or alteration of the structures (and attendant on any new build on site) is likely to take the form of full recording of the buildings of historic interest, and may encompass belowground investigation and analysis. This may range from an archaeological Watching Brief to full excavation of some areas of the site. In addition, some elements of the Abbey Mills complex will merit preservation *in situ*. The evaluation of the standing structures should therefore also be used by the developer to inform the design of any intended development scheme, with specific reference to retention of features which contribute to the character of the Listed Buildings (in line with LCC UDP Policy N17).
- 7.8 Prospective developers are encouraged to contact the WY Archaeology Advisory Service (Registry of Deeds, Newstead Road, Wakefield WF1 2DE, telephone 01924 306798) at an early stage in any proposals for the area, to discuss the archaeological significance and potential of the site.



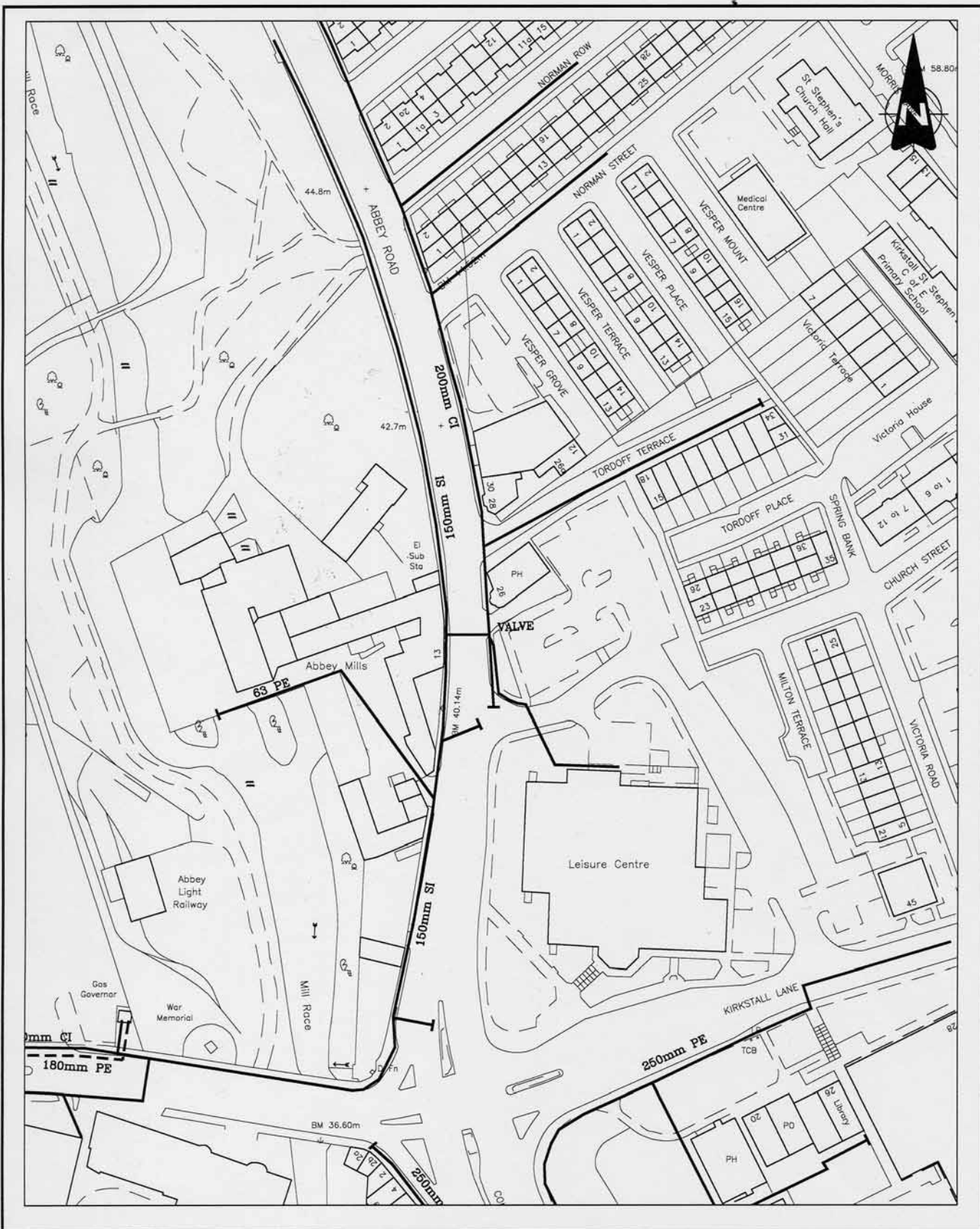
KIRKSTALL : ABBEY MILLS


DEVELOPMENT DEPARTMENT
LEEDS PLANNING & DEVELOPMENT SERVICES
 CITY COUNCIL


DRAINAGE
 ——— COMBINED SEWER
 - - - SURFACE WATER SEWER
 - - - - - INVERTED SYPHON
 Scale: 1:1250

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 Date SEPTEMBER 2005



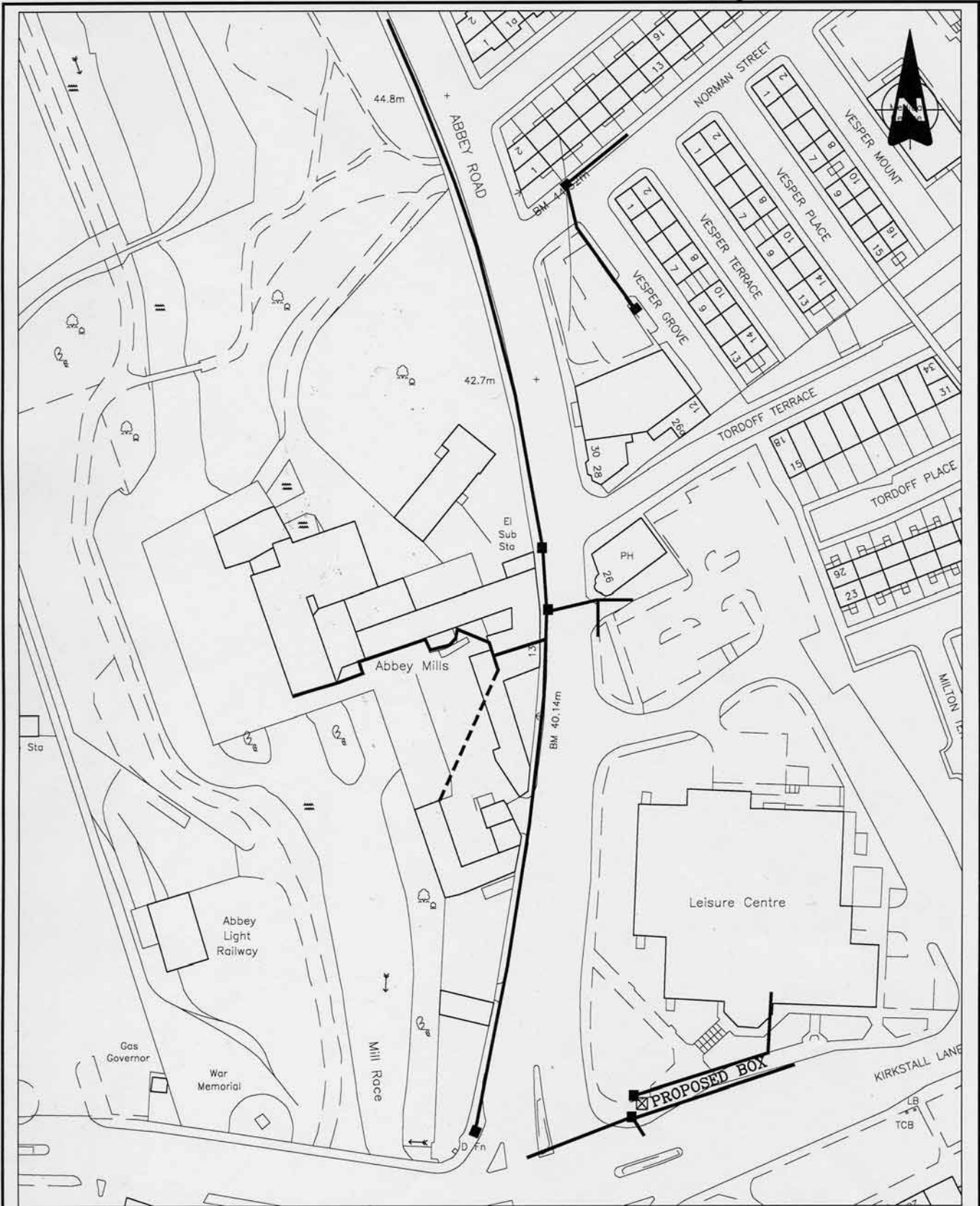
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GAS
 ———— **LOW PRESSURE**
 - - - - - **MEDIUM PRESSURE**
 Scale: 1:1250

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Plan No:
2696/6
 O.S Sheet Ref:
SE2635NW
 Date **SEPTEMBER 2005**



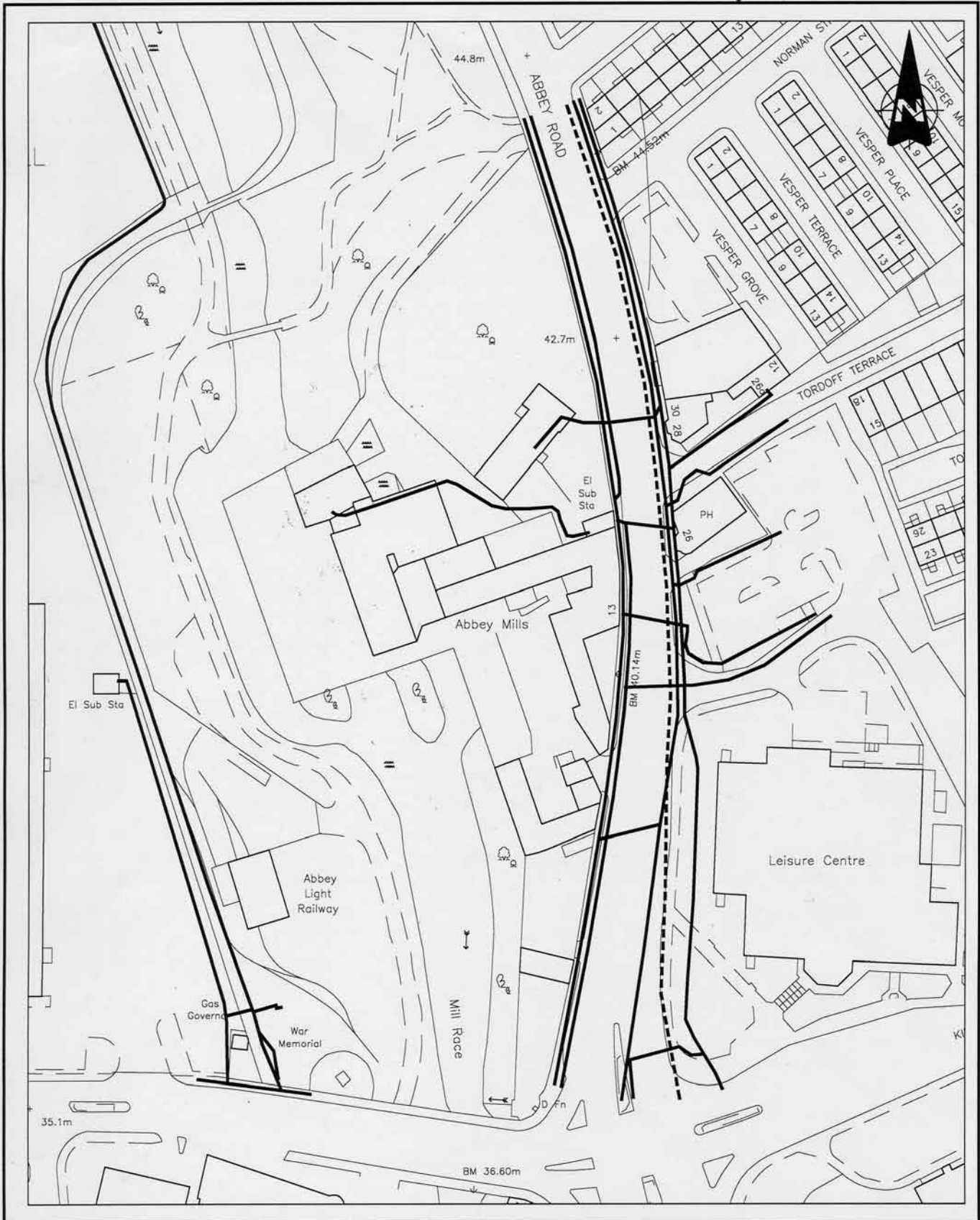
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BRITISH TELECOM
 ——— U/G CABLE
 - - - O/H CABLE
 Scale: 1:1250

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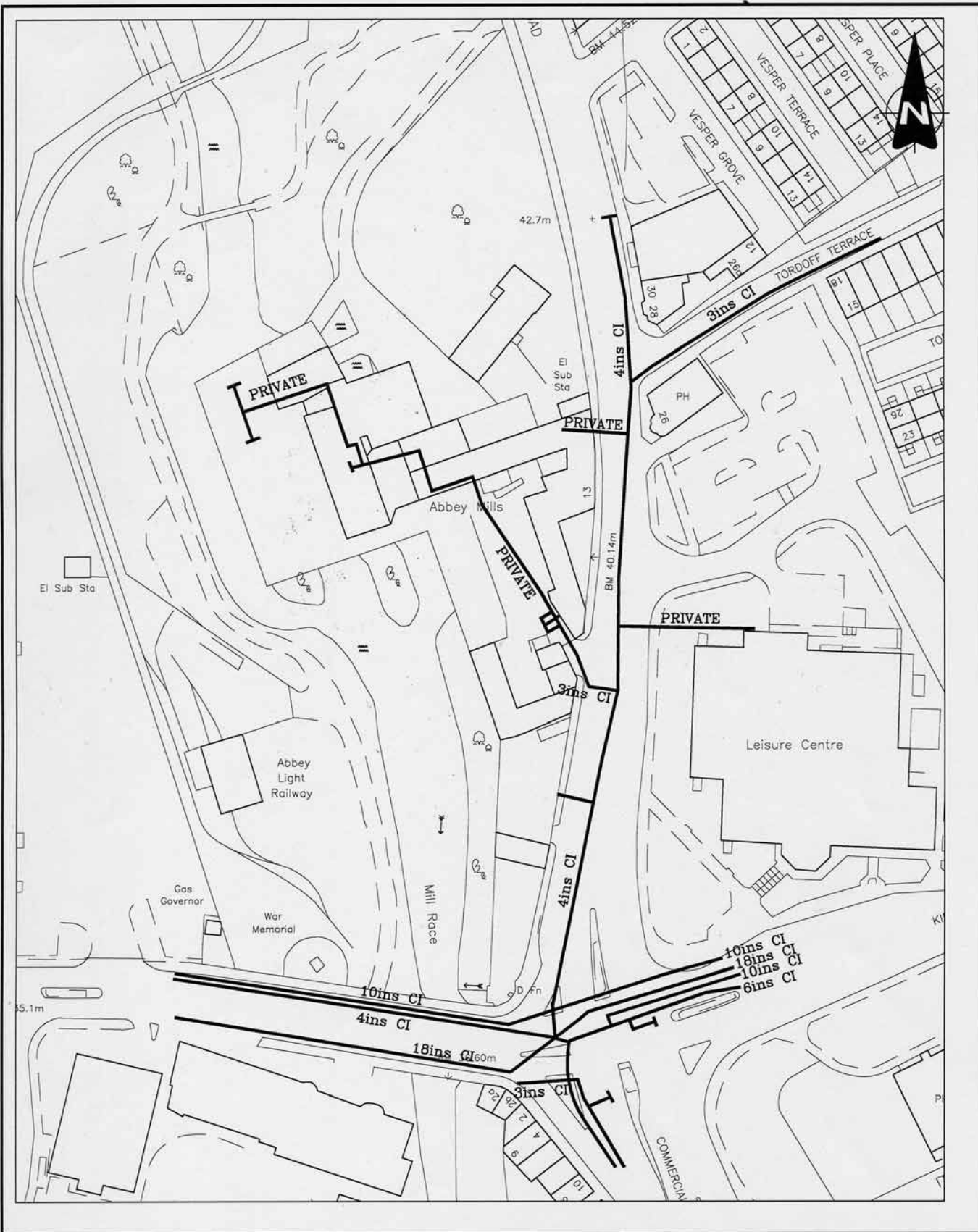
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ELECTRICITY
 ———— LOW VOLTAGE
 - - - - - HIGH VOLTAGE
 Scale: 1:1250

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KIRKSTALL : ABBEY MILLS


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WATER

 Scale: 1:1250

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2696/7
 O.S Sheet Ref:
SE2635NW
 Date: **SEPTEMBER 2005**

LEEDS CITY COUNCIL DEVELOPMENT DEPARTMENT

GEOTECHNICAL DESK STUDY REPORT

Report for site: Abbey Mills

Ref:994109/2696

Conclusions	<p>The site is considered to be stable from a deep coal mining point of view.</p> <p>The Hard Bed Coal seam is suspected to be at shallow depths beneath the site. The seam and any workings within it will be at shallow depths beneath the site, on the eastern edge of its outcrop. Consequently, any new build within this area will be subject to potential stability problems.</p> <p>If piled foundations were utilised, there is considered to be an additional potential stability problem to these from the deeper Hard Bed Coal if it has been worked.</p> <p>Radon protection is not necessary for new buildings.</p> <p>There is indicated to be a risk of landfill gas ingress into the site, from the Soft Bed Coal seam outcrop which is indicated to be situated along the western boundary of the site.</p> <p>The site is indicated to be on the Environment Agency 1 in 100 year indicative flood plain, which may have implications for development.</p> <p>There is indicted to be a relatively high water table within the site and associated softened soil, which might have some constraints on trench excavations from a stability point of view.</p> <p>A site investigation should be carried out assess the foundation requirements for any proposed construction works. This should include assessment of:</p> <ul style="list-style-type: none">a) Depending on intended foundation solutions, condition an depth of the both the Soft Bed and Hard Bed Coal and the extent of any workings.b) Possible made ground profile beneath the intended building position – possible adjustment over time of the course of the Mill Race should be considered.c) Possible loosely infilled basements/cellar constructions from previous buildings on the site.d) Possible ground and ground water contamination related to past industrial usage including possible hot spot area of contamination from any previous above or below ground fuel/chemical tanks.e) The shallow and deep ground bearing characteristics to ascertain a depth for founding.f) A check on stability of slopes where these impinge on the intended development.g) Ground water regime. The ground water beneath the site is expected to be in continuity with water soft the River Aire and a potential for pollution should be considered.h) Possible ingress of landfill gas from inferred deposits of made ground within the site.i) Possible ingress of ground gas from the Soft Bed Coal outcrop.j) Properties of near surface soils with regard to stability of earthworks and suitability of material for re-use if reprofiling is proposed.k) Properties of subgrade soils with regard to carriageway design for new roads or hard standings. <p>Any contamination investigations should comply with current LCC Development Department guidelines (The Green Leaflet CL3).</p> <p>Soakway Potential: According to the geological map there is indicated to be</p>
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LEEDS CITY COUNCIL DEVELOPMENT DEPARTMENT

GEOTECHNICAL DESK STUDY REPORT

Report for site: Abbey Mills

Ref:994109/2696

generally impermeable bedrock beneath the site, consequently soakway drainage through this rock is not possible. However, beds of permeable sandstone were recorded close to the surface in archival boreholes, consequently, it might be possible to soakaway into the sandstone beds or the overlying granular alluvial deposits. A ground investigation will be necessary to determine the design feasibility for this.

The proximity of shallow mine workings might restrict soakaway potential. The site is situated on a slope and therefore the possibility of introducing water to down slope will have to be taken into consideration.

Report prepared by: CR Holmes

Date: 12/09/05

APPENDIX C: CHECKLIST FOR PLANNING APPLICATION SUBMISSION

- 1) Scheme plans including existing and proposed site layout, plans, elevations and sections to an appropriate scale
- 2) Design statement including urban design
- 3) Conservation statement including an archaeological evaluation to a brief prepared by WYAAS (see para 7.5 of Appendix B)
- 4) Landscape scheme including landscape analysis
- 5) Tree condition survey
- 6) Wildlife survey
- 7) Drainage scheme
- 8) Details of affordable housing provision
- 9) Details of greenspace contribution
- 10) Drawings showing details of views of the submitted scheme to and from the adjacent areas including views to and from the Abbey and to and from the footpath alongside the Mill Race

The applications will not be registered by the planning authority unless all nine of these requirements have been included.

Appendix K

Detailed response by the Head of Highways Development Services to highway issues raised in Councillor Illingworth objection:

General

In Cllr Illingworth's introduction he states that the redevelopment of the site requires an additional access. This is not correct. The proposal is to provide an alternative vehicular access, restricting the existing access to pedestrians only.

As in any good design various road alignments should be considered. Careful consideration as to the final alignment is needed to ensure that the most effective location is obtained.

Type of Road

Cllr Illingworth's states that in discussions with DoT the classification of the A65, based on volume of Traffic, is a "primary distributor road".

TD41/95 states *"The primary purpose of the trunk road network is to provide for the safe and expeditious movement of long distance through traffic. That means strictly limiting the number of direct accesses to trunk roads. It means ensuring that the full implications for traffic and road safety are taken into account when proposals are made for new development in the vicinity of trunk roads. This is whether it involves new access or increased use of existing accesses, particular onto dual carriageways where speed is high. Limiting direct access remains a prime objective of the Overseeing Organisations."*

The A65 does not fall into this category of road. The A65 is a "District Distributor" whose purpose is to *"distribute traffic between residential, industrial and principle business districts of the town. They form a link between the primary network and the local distributors and normally carry public service vehicles and commercial vehicles."* Highway Design Guide adopted by Leeds City Council in 1986.

The road network of Leeds has been classified, as set out on drawing TM/2/4/4 (produced Oct 01). The A65 is classed, not as a Primary Route, but as another Strategic Road of more than local importance, hence a District Distributor.

Sightlines

Now that the classification of the road is determined the relevant sightline criteria can be determined. Cllr Illingworth has suggested that the relevant design guidance is to be found in TD 42/95. This is not correct. Notwithstanding the fact that the A65 is not a trunk road and not a primary route, even if it was, the relevant DMRB guidance would be from TD 41/95 Vehicular Access to All-Purpose Trunk Roads and not TD 42/95 The Geometric Design of Major/Minor Priority Junctions. Even though the relevant guidance has not been quoted from it is true that as a rule the highway authority would be looking to restrict new accesses onto a road such as the A65, however in this instance we are replacing an existing access in order to improve the safety characteristics of the access and enable a productive re-use of the existing

buildings. This type of consideration would need to be made and allowed for whether it was Leeds City Council as highway authority or The Highways Agency advising on behalf of the Department for Transport.

Speed surveys have been taken in accordance with TA 22/81, which indicate that the 85%ile dry weather speed of the A65 is 34 mph northbound and 36mph southbound. Paragraph 3.4 of the advice note states "...the normal design methods are based on the 85%ile wet weather journey speed of the vehicle..." To get from dry weather spot speed of vehicles measured to the wet weather journey speed used in design one of the following correction factors should be used ...for all purpose single carriageways deduct 4kph (2mph). The appropriate speed for determination of visibility splays is therefore 34 mph.

Design Bulletin 32 states that *"if the highest traffic speed on the road in wet weather (excluding the fastest 15% of vehicles) is known then this speed should be used as the priority road speed in Table A to arrive at the appropriate Y distance"* .

In TD 41/95 paragraph 2.23 it is stated that design speed can be based upon measurement, speed limits or design speed principles. In this respect there is nothing within DMRB guidance which precludes the use of 90m Y distance splays.

Hence 34mph equates to a Y distance of 90 metres.

DB 32 states *"For the X dimension a distance of 2.4m is the minimum necessary to enable a driver who has stopped at a junction to see down the priority road without encroaching into it. This will, however, only allow one vehicle at a time to exit safely and requires that drivers following behind should likewise stop and look. Hence, while an X distance of 2.4m may be sufficient for junctions where traffic flows on the non-priority road are likely to be low, on more heavily trafficked non-priority roads such as an exit from a large residential area or at junctions where the priority road is a major access road or a local distributor road, the distance may need to be increased to allow following vehicles to see down the priority road whilst slowly moving up to the junction point: thus allowing two or more vehicles to exit in a stream. The extent of the increase will depend largely upon the number of vehicles likely to emerge from the junction and to the extent to which delay can be avoided. In most cases a distance of 4.5m should be sufficient for traffic volumes on the non-priority road of 300vph or less."*

From the above the X distance is only increased from 2.4m to 4.5m to achieve a capacity concern. In this instance the likely level of traffic is in the region of 30vph and therefore capacity is not an issue, and hence an X distance of 2.4m is acceptable. Within TD 41/95 an X distance of 2.4m is similarly quoted as being acceptable where only one vehicle wishes to join the trunk road at one time. A 2.0m X distance is also available as a relaxation for lightly used accesses.

Assessing the various alignments for the proposed access 2.4 x 90 metres is achievable to the nearside kerbline to the right, the critical direction, subject to the removal of a substantial tree. If an alternative alignment is used so as to retain the tree, an 85m Y distance can be achieved.

A sightline of 2.4 x 90m cannot be achieved to the nearside kerbline to the left, the non-critical direction, due to the boundary wall to the parkland. However the reason this sightline is measured to the nearside kerbline is to ensure that any vehicle travelling towards the access, wherever it is located on the carriageway, can be seen. If, therefore, vehicles can be prevented from using the nearside lanes, then there is no valid reason for providing such a sightline. (It is not required on a dual carriageway). Therefore the provision of an island in the centre of the carriageway justifies the relaxation of the sightline being measured to the nearside kerbline and allows the measurement to the centreline of the carriageway.

To support this argument an inspector has already allowed this at an appeal (however I cannot recall the actual case). Another inspector, dealing with a similar issue at Brownberrie Lane, application 27/227/04/FU, stated *"...Moreover, although the sightline to the NW is limited along the nearside kerb, the curvature of the road allows visibility much further along the centre line. The presence of the solid white line centre markings protecting the double bend to the NW of the site extends to within around 100m from the proposed access. This should limit the chance of vehicles approaching on the offside, where they would be less visible. On balance, the calculation of the visibility to the centre line to the NW of some 86m appears realistic."*

Although I do not agree with the findings of this inspector, as double white lines can be abused, the principle of measuring to the centreline, subject to appropriate constraint, is an acceptable one.

Crossroads

It is normal practice not to allow a crossroad situation if it can be avoided. However in certain circumstances it is impossible not to if the land is to be developed. In these circumstances staggered crossroads, and sometimes crossroads, are accepted.

The road safety team have noted the occurrence of the staggered crossroad and would prefer this not to occur. However there is no other solution if an access is to be provided in this area. I have considered the level of traffic movement that the Abbey Mill development would generate and have concluded that as the level is low it is not a major concern.

The A65 bus priority scheme has also noted the "Normans" and has suggested that one or more of these streets could be closed at their junction with the A65, which, if implemented, would remove any concern regarding cross movement of traffic.

Existing Access Point

When considering the proposed access point it should be assessed against the existing access serving the site which it is to replace.

The existing access is on the section of the A65 immediately in advance of the three lane inbound approach to the signals. It has restricted visibility splays due to the adjacent buildings and the bus stop, it has an extremely substandard angle of approach and a lack of two way passing for private cars. The existing access does not meet the requirements of TD41/95 or of Design Bulletin 32 and is much less

capable of serving a re-developed Abbey Mills site than the proposed access is. The absence of injury accidents at the existing site access is thankful but is not an indication that the access is not without danger. The existing site access is not suitable to serve additional development.

Appendix L

Definitions of Employment Generating Facilities

Small Industrial Units

Workshop units of less than 140sq m (1,500 sq ft) suitable for light industrial, wholesale/distribution, craft based activities and office space.

Managed Workspace

A generic term for industrial or commercial business accommodation for small businesses where unit sizes are small (less than 140 sq m) ; flexible letting terms are used; shared services are provided and some aspects of on site management is provided.

Incubation Centres

Represents a form of managed workspace where there is a deliberate policy to encourage tenants to move on to make space for new tenants. Businesses are “incubated” and encouraged to out grow the incubation centre. Incubation typically involves a higher level of business support services than managed workspace or traditional small industrial units.

In Leeds our Small Industrial Units (SIU) portfolio is a hybrid of all three definitions as we provide small workshop space, on flexible terms and actively encourage tenants to move on to free up space for new businesses/tenants.

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