

**Report of the Director of City Development**

**Report to Executive Board**

**Date: 9 March 2016**

**Subject: Holbeck Urban Village, South Bank Supplementary Planning Document**

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): City and Hunslet, Beeston and Holbeck	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

**Summary of main issues**

1. In November 2014, 2015 and July 2015, Executive Board has considered papers setting out the major challenges the city faces in securing the future of Temple Works as well as emerging proposals for the full restoration of the building. The Executive Board considered a report at its meeting of 18 November 2015 recommending a series of principles by which the Council anticipated supporting the potential restoration of Temple Works by Burberry in the South Bank, which included

*That the Chief Planning Officer prepares a bespoke and updated Planning Guidance document for Temple Works and surrounding sites to guide the development proposals in this area and for this to be submitted to Executive Board by March 2016 as a basis for public consultation.*

2. There is Supplementary Planning Guidance covering Holbeck Urban Village (HUV). The guidance was adopted originally in 1999 and refreshed in 2006. Given the substantial changes to the Planning Policy context since 2006, the emergence of the city's vision for the South Bank, emerging propositions around HS2 and the city centre transport strategy, the opening of the Leeds Station Southern Entrance, major changes in the economic climate in this period, the completion of a number of successful developments in the area, major emerging inward investment proposals from Burberry, Commercial Estates Group, Dandara, Carillion, CTP and Igloo and the worsening condition of the grade I listed and 'at risk' Temple Works, it is considered an appropriate time to refresh the planning guidance for the area.

3. The HUV area has seen award winning regeneration, but many parts remain undeveloped. There has also been a major global recession, which resulted in a number of stalled sites and nearly eight years without new build development starting on site in this area. This has impacted on a wide range of strategic objectives.
4. The critical condition of Temple Works means that refreshed Planning Guidance is important in helping to facilitate the comprehensive redevelopment of the entire area.
5. The original vision to create a vibrant mixed use area whilst safeguarding the unique historic character of the area remains largely unchanged. The key changes to Planning Guidance are as follows:
  - Highlighting the council's commitment to utilise its powers to purchase land compulsorily to secure comprehensive development in the area in order to achieve environmental, social and economic improvements, particularly in support of proposals to restore Temple Works.
  - An updated policy position to reflect i) the adoption of the Unitary Development Plan Review in July 2006 (5 months after adoption of the SPG Framework) and ii) the adoption of the Core Strategy and the Policies now relevant for development in the area.
  - Removal of the pro rata requirement for developer contributions towards a programme of public realm improvements within HUV to reflect the adoption of the Leeds Community Infrastructure Levy Charging Schedule
  - Updates to transport related guidance to encourage greater provision of public transport in the area, enhanced provisions for cyclists and updated guidance on car parking provisions.
  - An extension of the boundary to include sites south of Sweet Street, which are strategically important both in linking the urban village to the wider population of Holbeck and due to their potential to act as a catalyst for development in connection with the restoration of Temple Works.
  - The removal of area guidance at Granary Wharf due to the site being successfully developed.
  - Clarification on how employment uses can be developed in accordance with the principles of a high quality, mixed use urban village.
  - Reaffirming the importance of improving connections to adjacent neighbourhoods and improving permeability through the urban village.
6. This report seeks approval to undertake six weeks formal public consultation upon a draft revised planning document for HUV, South Bank. Following consultation and the relevant amendments it is intended that framework will be adopted as a Supplementary Planning Document (SPD) for the area which will supersede the current HUV Revised Planning Framework.

7. The SPD expands on the relevant policies within the Statutory Development Plan for Leeds and will be used to inform development proposals within Holbeck Urban Village and sites south of Sweet Street. The SPD once adopted is a 'material consideration' in terms of decisions about new development and it is intended to provide further information and guidance but not replace Development Plan policies.

### **Recommendations**

8. Executive Board is asked to:
  - i) Grant approval for the Chief Planning Officer to undertake a 6 week public consultation exercise to seek views on the draft Supplementary Planning Document to inform development proposals in Holbeck Urban Village.
  - ii) Request that once the consultation is complete and comments addressed that the Chief Planning Officer reports back to the Executive Board in the summer of 2016 to formally adopt the SPD.

## **1 Purpose of this report**

- 1.1 To seek approval to consult upon a draft Supplementary Planning Document (SPD) which seeks to replace and update the Holbeck Urban Village Revised Planning Framework (2006) in the light of major inward investment proposals from Burberry, Commercial Estates Group, Dandara, Carillion, CTP and Igloo, substantial changes to the national and local Planning Policy context since 2006, the emergence of the vision for the South Bank, the opening of Leeds Station Southern Entrance, the post global recession market place, as well as the completion of a number of successful development in the area and the worsening condition of grade I listed and 'at risk' Temple Works.
- 1.2 The SPD will be used to inform development proposals within Holbeck Urban Village (HUV) and extend guidance to incorporate sites south of Sweet Street which are strategically important due to their proximity to Temple Works and potential to reconnect Holbeck to the City Centre.

## **2 Background information**

- 2.1 Part of Holbeck was designated an 'urban village' by the council in 1999 to ensure development capitalised on the quality of the buildings, the diversity of the area and its potential to develop into a sustainable community with a vibrant mixture of living, working and recreational opportunities.
- 2.2 To support the designation, Supplementary Planning Guidance was adopted in May 1999, which was refreshed in 2006. Since the adoption of the Holbeck Urban Village Revised Planning Framework a number of highly successful developments completed in the area. Granary Wharf is now established as a leading mixed use development served directly by the Leeds Station Southern Entrance. Phase 1A of Tower Works, the refurbishment of Marshall's Mill and the Round Foundry Media Centre has created a national hub for the creative and digital sectors, Manor Mills has successfully provided 278 flats, whilst the development of the Mint has added to the city's Grade A office Stock.
- 2.3 In the ten years since the Framework was last updated there have been substantial changes to both local and national Planning Policy. The Unitary Development Plan (UDP) Review was adopted in summer 2006 (a few months after the adoption of the SPG Framework) but is now in itself being gradually replaced by the Local Development Framework (LDF). The National Planning Policy Framework was published in 2012 following the 2011 Localism Act and substantially overhauled national policy guidance. The Leeds City Council Core Strategy, the main document within the LDF was adopted in November 2014. In addition Council has adopted the Community Infrastructure Levy, a new levy payable on many new developments from April 2015. There is also a draft Holbeck Neighbourhood Plan due to be consulted on that interfaces with the HUV area. There has also been a major global recession, which resulted in a number of stalled sites and contributed to there being nearly 8 years without new build development starting on site in the village. Crucially since the adoption of the Planning Framework, the grade I listed Temple Works suffered a structural failure and partial collapse of the façade. Although repairs have been carried out the

building remains substantially vacant, deteriorating and vulnerable to a further structural failure which could be critical and result in its loss.

2.4 With market conditions improving, there is renewed investor interest in the area, with proposals for development coming forward at a number of sites. This includes potential major proposals for Temple Works and sites surrounding this in the area, as well as the recent acquisition of sites referred to as the Holbeck Portfolio along Globe Road.

2.5 On 3 November 2015, the global luxury brand Burberry announced that they had undertaken a strategic review of their UK operation given their need to modernise and expand their UK manufacturing operations. The outcome of this being that Burberry intend to:

- Relocate their UK manufacturing operation to Leeds South Bank for the production of its most iconic product, the heritage trench coat.
- Develop a new state of the art manufacturing facility with a key focus on environmental sustainability that will provide increased capacity for production of their trench coat and potentially other products.
- Invest an initial sum of over £50m in this proposal.
- Through this facility, provide employment for more than 1,000 people and a commitment to deliver a bespoke apprenticeship programme designed to preserve unique textile manufacturing skills in Yorkshire.

2.6 The Executive Board considered a report at its meeting of 18 November 2015 recommending a series of principles by which the Council anticipated supporting the potential restoration of Temple Works by Burberry in the South Bank, which included

*That the Chief Planning Officer prepares a bespoke and updated Planning Guidance document for Temple Works and surrounding sites to guide the development proposals in this area and for this to be submitted to Executive Board by March 2016 as a basis for public consultation.*

### **3 Main issues**

3.1 Core Strategy policy P11 now allows for the consideration of enabling development in the vicinity of historic assets where linked to the refurbishment or repair of heritage assets.

3.2 The existing strategy for the area has been in place since 1999 and has failed to deliver the comprehensive regeneration of the area for a number of reasons.

3.3 It is now considered appropriate to revisit the framework in order to take account of the potential opportunities for a more comprehensive approach presented by adjacent sites including those outside the existing Holbeck Urban Village Revised Planning Framework and to provide further planning guidance regarding the potential development opportunities for those additional sites and how they can be

integrated with the regeneration aspirations for the area. This will not prevent the development of individual sites which can act as a catalyst for the development of the rest of the area.

3.4 A comprehensive approach to the development of a large area of Holbeck provides the best opportunity to safeguard the existing heritage and to deliver new jobs, services and homes in a timely manner which will meet the needs of a growing city centre as well as the new resident population in this area.

3.5 The SPD considers matters such as urban design principles, relevant planning policies, highways and transportation matters as well as strategic considerations. This includes guidance relating to public transport and enhanced provisions for cyclists. The original vision of HUV, to create a vibrant mixed use area whilst safeguarding the unique historic character of the area, remains largely unchanged. Indeed, the SPD continues to provide Guidance that helps ensure this heritage drives forward the place-making aspirations of the area, with particular emphasis on helping to secure the future of Temple Works. Further, the SPD re-affirms the importance of improving connectivity to Holbeck. The draft of the SPD is included at Appendix 1 along with draft plans proposed to be included in the SPD and the proposed boundary is included at Appendix 2.

3.6 The key changes are as follows:

- Highlighting the council's commitment to utilise its powers to purchase land compulsorily to secure comprehensive development in the area in order to achieve environmental, social and economic improvements, particularly in support of proposals to restore the grade I listed Temple Works.
- An updated policy position to reflect i) the adoption of the UDP Review in July 2006 (5 months after adoption of the SPG Framework) and ii) the adoption of the Core Strategy and the Policies now relevant for development in the area.
- Removal of the pro rata requirement for developer contributions towards a programme of public realm improvements within Holbeck Urban Village to reflect the adoption of the Leeds Community Infrastructure Levy Charging Schedule.
- Updates to transport related guidance to encourage greater provision of public transport in the area, enhanced provisions for cyclists and updated guidance on car parking provisions.
- An extension of the boundary to include sites south of Sweet Street, which area strategically important both in linking the urban village to the wider population of Holbeck and due to their potential to act as enabling development in connection with the restoration of Temple Works.
- The removal of area guidance at Granary Wharf due to the site being successfully developed.
- Clarification on how employment uses can be developed in accordance with the principles of a high quality, mixed use urban village.

- Reaffirming the importance of improving connections to adjacent neighbourhoods and improving permeability through the urban village.

3.7 The changes do not alter guidance where sites are currently in the process of seeking Planning Permission or where Planning Permission has been granted. This will ensure that the update to Planning Guidance does not impact on the potential delivery of these schemes.

3.8 The revised document follows the same format as the HUV Revised Planning Framework but due to the changes in planning policy now represents a Supplementary Planning Document as opposed to Supplementary Planning Guidance. As such, each section expands on the relevant policies within the Statutory Development Plan for Leeds. The specific policies are listed at the start of each section. It will comprise a 'material consideration' in terms of decisions about new development and is intended to provide further information and guidance but not replace Development Plan policies. Where policies within the Development Plan allow for account to be taken of issues such as viability, the principle remains and is unaffected by the content of the SPD.

3.9 The adoption of up-to-date planning guidance for the area will help provide a clear framework to facilitate the private-sector led regeneration of Temple Works and adjoining sites can progress in a comprehensive manor.

## **4 Corporate Considerations**

### **4.1 Consultation and Engagement**

4.1.1 The draft Holbeck Urban Village SPD has been produced by a cross service working group. It has been shared with key stakeholders within the area which has informed the content of the document in accordance with Section 12 (a) of the Town and Country Planning (Local Planning) (England) Regulations 2012 and the Statement of Community Involvement. Details of the consultation undertaken in producing the draft will be summarised in a consultation statement to accompany the SPD during the consultation exercise. This will set out:

- The persons consulted
- A summary of the main issues raised
- How the issues have been addressed in the SPD.

4.1.2 Following approval by Executive Board it is intended to begin formal public consultation on the SPD. The proposed consultation strategy is included at Appendix 3. It is intended that consultation commence on 21 March 2016. This will include engagement with the Holbeck Neighbourhood Forum.

4.1.3 During the consultation period, three drop-in information sessions are intended to be held at the Round Foundry Media Centre. In addition, specific engagement and briefing sessions/meetings will be held with relevant stakeholders on request to provide additional information and receive their specific feedback on proposals

within the SPD. Details of how to arrange a meeting will be included when information is circulated as part of the consultation process.

4.1.4 Feedback from public consultation will be taken into account when finalising the SPD.

4.1.5 Once the consultation responses have been considered, the SPD will be referred back to the Executive Board in the summer of 2016 for formal adoption.

## **4.2 Equality and Diversity / Cohesion and Integration**

4.2.1 In updating and refreshing the HUV Revised Planning Framework the potential impacts on equality, diversity, cohesion and integration issues have been considered. In this respect a screening assessment has been carried out (attached at Appendix 4) which has indicated that an impact assessment is not required.

4.2.2 The exercise noted the area's strategic importance in terms of the potential for regeneration interventions to help improve connections between Holbeck and Beeston and the city centre and to help communities in those neighbourhoods to access the benefits for the economic growth and employment opportunities in the city.

## **4.3 Council policies and Best Council Plan**

4.3.1 The Best Council Plan sets out a vision for Leeds to be a compassionate, caring city that helps all its residents benefit from the effects of the city's economic growth. Creating the right conditions for the economy in Leeds to prosper and ensuring that a consequence of growth is a reduction in inequalities is a key focus.

4.3.2 The SPD aims to establish a clear strategic framework to support private sector led regeneration including at Temple Works and surrounding sites thereby creating the right environment for economic growth and making best use of our historic assets in accordance with the plan.

4.3.3 Facilitating the development of Temple Works and the surrounding vacant sites for mixed use development with a large employment use at its heart will help achieve key objectives in realising the best city ambition. It will help create jobs and improve employment prospects in the adjoining communities, within Leeds and the wider City Region whilst also improving connectivity across the city and helping to address the disconnect suffered historically between the communities of Holbeck and Beeston and the city centre.

## **4.4 Resources and value for money**

4.4.1 The production of this SPD is being led by the Chief Planning Officer and is being resourced and managed through existing departmental budgets.

## **4.5 Legal Implications, Access to Information and Call In**

- 4.5.1 The SPD has been prepared in line with paragraph 153 of the National Planning Policy Framework which highlights that the council is required as the local planning authority to produce and maintain a Local Plan for its area including additional development plan documents such as SPDs where they can help applicants make successful applications or aid infrastructure delivery.
- 4.5.2 Regulations 11 to 16 of the Town and Country Planning (Local Planning) (England) Regulations 2012 set out the requirements the Council must adhere to in producing, consulting upon and adopting an SPD.
- 4.5.3 The Council has powers under Section 226 and 227 of the Town and Country Planning Act 1990, to acquire land for development and other planning purposes, by agreement and compulsorily. The use of such statutory powers will be subject to a report to Executive Board for approval. In accordance with the above Sections of The Act, the SPD seeks to provide a 'clear strategic framework'...
- 4.5.4 All information in relation to this programme is being held and managed in accordance with the access to information policies and procedures.
- 4.5.5 At this stage in the production of the SPD where we are seeking approval to commence consultation, it is not considered to represent a key decision. The decision is eligible for call-in.

## **4.6 Risk Management**

- 4.6.1 There is a risk that as the Guidance is being updated, developers may pause development decisions which could lead to development site blight. This risk is mitigated by that fact that the update is not intended to substantially change the principles encompassed by the HUV Revised Planning Framework and original vision to create a vibrant mixed use area whilst safeguarding the unique historic character of the area remains largely unchanged. Furthermore it is not intended that the new guidance will be applicable to sites where Planning Applications have been submitted or are close to being determined. There is a risk of legal challenge to the SPD and the basis by which changes are made. The Council is undertaking the update to the SPD in accordance with relevant Council policies and legislation. The Council will proactively consult with key landowners and interested parties throughout the process.

## **5 Conclusions**

- 5.1 The HUV area has seen award winning regeneration, but many parts remain undeveloped. There has also been a major global recession and nearly eight years without new build development starting on site in this area. This has impacted on a wide range of strategic objectives. In this time, Temple Works has suffered major structural failure and is now at risk, whilst there have been substantial changes to Planning Policy in the area. In the previous 12-18 months, major inward investment proposals have come forward from companies such as Burberry and Commercial Estates Group, Dandara, Igloo and Carillion.

- 5.2 In this context, Planning Guidance has been updated for the HUV area, as a basis for consultation. The Guidance reaffirms many key design principles to guide development of the area, but also emphasises further the Council's commitment to utilise its powers to purchase land compulsorily to secure comprehensive development in the area in order to achieve environmental, social and economic improvements, particularly in support of proposals to restore the grade I listed Temple Works.
- 5.3 It is intended that consultation will commence from 21 March 2016 and last for a period of six weeks. The Chief Planning Officer will then report back to Executive Board to seek approval to the adoption of the SPD.

## **6 Recommendations**

- 6.1 The Executive Board is asked to:
- i) Grant approval for the Chief Planning Officer to undertake a 6 week public consultation exercise to seek views on the draft Supplementary Planning Document to inform development proposals in Holbeck Urban Village.
  - ii) Request that once the consultation is complete and comments addressed that the Chief Planning Officer reports back to the Executive Board in the summer of 2016 to formally adopt the SPD.

## **7 Background documents<sup>1</sup>**

- 7.1 None.

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<sup>1</sup> The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

## Appendix 1 Draft HUV, South Bank, Supplementary Planning Document

### Holbeck, South Bank Supplementary Planning Document

#### Contents

##### Part 1

1. Introduction
2. Land Use
3. Housing
4. Urban Design and Public Realm
5. Conservation and Listed Buildings
6. Movement and Parking
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8. Development Services

##### Part 2

##### Area statements

1. Tower Works
2. Temple Works
3. Eastern Gateway
4. Viaduct West
5. Sweet Street South

#### 1. Introduction

##### 1.1 Why an urban village?

Holbeck is an area of great importance both historically, as the cradle of the industrial revolution in Leeds, and architecturally with its two conservation areas and concentration of listed buildings. Part of Holbeck was designated as an urban village by Leeds City Council in 1999 to ensure development capitalised on the quality of the buildings, the diversity of the area and its potential to develop into a sustainable community with a vibrant mixture of living, working and recreational opportunities.

##### 1.2 Progress since designation

To support the designation of Holbeck as an urban village in 1999, Leeds City Council produced the Holbeck Urban Village Planning Framework, which was adopted as

Supplementary Planning Guidance in May 1999. This set out the vision for the area and broad planning intentions.

In February 2006 refreshed Supplementary Planning Guidance was adopted in conjunction with a review of the Unitary Development Plan which adopted policy CC31A and envisaged Holbeck Urban Village as a strategic housing and mixed use area. The original vision and broad proposals for the area remained the same but more detail was provided, the principle of where mixed-use development should take place was extended as was the boundary of the village.

Since 2006 there have been a number of highly successful developments completed in the area. Granary Wharf is now established as a leading mixed use development served directly by the Leeds Station Southern Entrance. Phase 1A of Tower Works, the refurbishment of Marshall's Mill and the Round Foundry Media Centre has created a national hub for the creative and digital sectors, Manor Mills has successfully provided 278 flats, whilst the development of the Mint has added to the city's Grade A office stock.

Underpinning development schemes has been a commitment to high quality contextual architecture. In recognition of this the Urban Village won the Academy of Urbanism's award for the Best Neighbourhood in 2014.

It has now been ten years since the Framework was last updated and in this time there have been substantial changes to national and local Planning Policy. The UDP Review was adopted in July 2006 (5 months after adoption of the SPG Framework). The

National Planning Policy Framework (NPPF) has been introduced. The Local Development Framework (LDF) is gradually replacing the Unitary Development Plan and the Core Strategy, the main document within the LDF, was adopted in November 2014. A Neighbourhood Plan is being progressed by the community of Holbeck which once adopted will become part of the Statutory Development Plan. The Council adopted the Community Infrastructure Levy (CIL), a new levy to be charged on many new developments from April 2015.

There has also been a major global recession, which resulted in nearly 8 years without new build development starting on site. The City has also set a strong vision for the regeneration of the South Bank, which includes the HUV area, which is one of the largest city centre regeneration initiatives in Europe and the location of the proposed High Speed Rail Two station and associated transport interchanges.

Crucially since the adoption of the Revised Planning Framework, the grade I listed Temple Works suffered a structural failure and partial collapse of the façade. Although repairs have been carried out the building remains substantially vacant, deteriorating and vulnerable to a further structural failure which could be critical and result in its loss.

With market conditions improving and the opening of the Leeds Station Southern Entrance directly serving the area, there is renewed investor interest in the area, with proposals for development coming forward at a number of the sites. This includes major proposals for Temple Works and sites surrounding this in the area, as well as the recent acquisition of sites referred to as the Holbeck Portfolio along Globe Road.

These matters all therefore require an update to the previous Planning Guidance.

This SPD has been prepared to inform the comprehensive development of the area. A piecemeal approach to development has failed to bring forward comprehensive development and regeneration of the area and find a long term solution for many of its most significant heritage assets such as Temple Works. In particular the southern part of Holbeck Urban Village has struggled to see viable development. New investment providing employment will act as a catalyst for the rest of the area as new employers are attracted.

### **1.3 Rationale for a revised framework**

There are a collection of sites which have been assembled and are now in a single ownership which cross over the previous Holbeck Urban Village boundary.

Core Strategy policy P11 now allows for the consideration of enabling development in the vicinity of historic assets where linked to the refurbishment or repair of heritage assets. This is particularly relevant in terms of the potential for sites adjoining Temple Works to accommodate enabling development to support the restoration of this nationally important grade I listed building at risk, given what is known about the potential costs associated with its restoration and bringing it back into sustainable use.

The existing strategy for the area has been in place since 1999 and because of the piecemeal nature of the ownership within Holbeck it has failed to deliver the comprehensive regeneration of the area.

For these reasons, it is considered appropriate to revisit the framework in order to take account of the potential cross subsidy opportunities presented by adjacent sites including those outside the existing Holbeck Urban Village revised planning framework and to provide further planning guidance regarding the potential development

opportunities for those additional sites and how they can be integrated with the regeneration aspirations for the area. This will not prevent the development of individual sites which can act as a catalyst for the development of the rest of the area.

A comprehensive approach to the development of a large area of Holbeck provides the best opportunity to safeguard the existing heritage and to deliver new jobs, services and homes in a timely manner which will meet the needs of a growing city centre as well as the new resident population in this area.

#### **1.4 Summary of changes**

The original vision to create a vibrant mixed use area whilst safeguarding the unique historic character of the area remains largely unchanged. Changes include:

- highlighting the council's commitment to utilise its powers to Compulsory Purchase land to secure comprehensive development in the area in order to secure environmental, social and economic improvements, particularly in support of proposals to restore Temple Works due to the severe urgency of finding a solution here.
- an updated policy position to reflect i) the adoption of the UDP Review in July 2006 (5 months after adoption of the SPG Framework) and ii) the adoption of the Core Strategy and the Policies now relevant for development in the area. In particular, Policy CC31A allocates Holbeck Urban Village as a strategic housing and mixed use area. This provides the basis for preparing the supplementary framework with i) guidance on land use mix, conservation and urban design, public realm, pedestrian permeability, vehicular access, parking and implementation, ii) development briefs for key sites, iii) retention of employment

including existing and new businesses, iv) provision of community cultural leisure and service facilities, v) affordable housing, vi) public realm enhancements, vii) financial support and viii) flood risk assessment.

- Removal of the pro rata requirement for developer contributions towards a programme of public realm improvements within Holbeck Urban Village to reflect the adoption of the Leeds Community Infrastructure Levy Charging Schedule.
- an extension of the boundary to include sites along Sweet Street, which are strategically important both in linking the urban village to the wider population of Holbeck and due to their potential to act as a catalyst to bring back Temple Works into a long term sustainable use. The boundary is shown in the annex as 'Holbeck SPD Boundary'.
- removal of area guidance at Granary Wharf due to the site being successfully developed.
- clarification on how employment uses can be developed in accordance with the principles of a high quality, mixed use urban village.

#### **1.5 The vision**

The vision for the future of the area is:

- to preserve and enhance the area's unique character, combining the architectural legacy with new high quality and contemporary design.
- to create a mixed use, sustainable community with a distinctive sense of place, which exemplifies best practice in urban regeneration and sustainable development.

- to ensure that the area is developed in a way which improves connectivity between the city centre and the surrounding communities of Beeston Hill and Holbeck and in doing so create new opportunities for employment, living and leisure.
- to further enable the growth of key economic sectors in the area, including creative and digital, high quality and modern manufacturing.

Each section of this Revised Planning Framework expands on the relevant policies within the Statutory Development Plan for Leeds. The specific policies are listed at the start of each section. It is a 'material consideration' in terms of decisions about new development and is intended to provide further information and guidance but not replace Development Plan policies. Where the original policy allows for account to be taken for issues such as viability this principle remains and is unaffected by the content of the SPD.

### 1.6 Strategic objectives

There is a unique opportunity to secure the future of Temple Works and enhance its setting whilst comprehensively completing the regeneration of the area and developing the vacant sites which detract from the heritage assets and separate the population of Holbeck from the city centre.

This Supplementary Planning Document has several key roles:

- to promote the concept of an urban village in Holbeck to prospective developers and occupiers.
- to guide developers so that their proposals accord with the urban village principles and fit within the overall strategy for the area.

- to add employment opportunities for the existing and new residents of the area.
- to provide more detailed guidance on how developments can respond to the Statutory Development Plan.
- to guide a comprehensive approach to the redevelopment of this important area and to secure the future of Temple Works a grade I listed building, provide a fitting setting for it and facilitate a new public space to serve the building.
- to secure the social, environmental and economic improvement of the area in a coordinated and comprehensive manner.

The council will encourage a private sector led scheme but recognises, and will use if necessary, the powers the council has to acquire property compulsorily if necessary to progress comprehensive development.

### 2. Land Use

(Relevant policies are saved UDP policies CC31A, LT6, LT6b, and Core strategy policies SP3, SP8, CC1, CC2, EC3, T1)

UDP Policy CC31A allocates the Holbeck Urban Village Planning Frameworks area as a strategic housing and mixed use site where a framework would be produced to provide guidance on land use mix and location of uses. It outlines a mixed use vision for the area which recognises the importance of employment uses and the opportunity to retain and allow new employment uses as a source of local jobs as well as new housing and leisure opportunities.

Also part iv) of Core Strategy Policy SP3 provides one of the key policy strands for amplification in this framework; it states: *"Comprehensively planning the redevelopment and re-use of vacant and under-used sites and buildings for mixed use*

*development and new areas of public space”*

Whilst the thrust of Core Strategy Policy CC2 is to prioritise development in the southern half of the City Centre with town centre uses, the wider policy context seeks regeneration and mixed use including new business and residential development.

### **2.1 Mixed Uses**

The whole of Holbeck Urban Village is designated as a mixed-use area which should include a mixture of working, living and recreational opportunities.

Ground floors adjacent to public footpaths and squares should be used for active uses, e.g. retail, food and drink sales, leisure, small-scale office suites or professional services. This will generate pedestrian movement and offer the opportunity in appropriate buildings for window displays which will help to develop a lively public realm and provide ‘eyes on the street’ to enhance personal safety.

Retail development will be restricted in scale to ancillary uses, supporting the local population only.

Upper floors could provide opportunities for a variety of uses including residential, hotel, leisure, and workspace such as for research and development or office use.

The area is known to be suitable for a range of office and employment uses including IT-based uses because of the presence of fibre optic cabling and these uses will be encouraged further. IT uses may also relate to arts and creative industries and give added impetus to a digital arts and media focus for the area.

The area is also likely to be attractive to artists, sculptors and musicians because of its unique character and the availability of

suitable accommodation. The development of a creative industries quarter in the railway arches on the west side of Bath Road will be encouraged.

Encouragement will also be given to activities that support the residential population planned for this area as well as the wider city centre population. This might include, for instance, medical facilities such as doctors’ and dentists’ surgeries and a crèche.

An appropriate mix of uses should ensure noise impacts are minimised.

### **2.2 Employment Uses**

Employment uses are acceptable in the area providing they can operate in a manner that is consistent with a mixed use environment and are designed in order to be compatible with residential uses.

Existing and new manufacturing uses which meet the above criteria are considered acceptable.

There are a number of surviving businesses in the area. Where businesses do not meet the above criteria or are located within buildings which are detrimental to the character of the area the intention is to secure the relocation of those businesses into appropriate premises in the vicinity of the urban village, by means of negotiation with landowners / developers in the first instance. If this is unsuccessful the council will consider use of its powers to acquire property compulsorily to progress comprehensive development in the interest of the proper planning of the area to preserve and enhance the conservation area and the setting of the listed buildings.

### **2.3 Public Open Spaces**

For sites over 0.5ha in area developers are required to provide approximately 20% of their gross site area as publicly accessible open space as defined in the Core Strategy.

This is space that is privately owned and maintained, but which the general public are granted access to. It should generally be located on the network of pedestrian space throughout the village, orientated to receive sunshine and surrounded by buildings with active frontages at ground floor level. A variety of different types of space will be encouraged. Where sites are combined or are developed together the policy shall apply to the total development.

### **3. Housing**

(Relevant policies are saved UDP policies CC31A (Part v), and Core Strategy policies SP3 (Part x), CC1 (Part b), CC2, H3, H4 H5 and H8)

As part of the mixed use vision, the aim is to develop a balanced and stable residential community. It is also intended that Holbeck Urban Village should meet some of the identified need for city centre housing for people on lower incomes who cannot currently afford city centre living. This requires a diversity of residential types in terms of size, tenure and price.

#### **3.1 Affordable Housing**

A percentage of each residential development should be affordable, in accordance with policy H5 of the Core Strategy.

Developers should provide a balanced mix of types of affordable housing. This will include affordable for rent, purchase and some shared ownership.

The affordable housing should be spread throughout individual developments and should not be visually distinguishable from the remainder of the residential development.

Whilst the affordable housing provision is normally required within the development site, it may be acceptable in some instances

to provide an off-site commuted sum to be spent in Holbeck and Beeston Hill to assist with the regeneration of these areas.

Types of housing not currently available in the city centre will be encouraged; this includes live / work units and some family housing.

Developers will be expected to minimise the level of disturbance that residents might suffer from the other activities in the development, especially the ground floor uses around the public spaces, by careful planning and design. For example, the residential development should be located furthest away from the likely noise generators and external openings carefully controlled. High levels of acoustic insulation might also be required, for example, between floors above bars and restaurants.

Attention must be given to maximising the energy efficiency of all buildings and particularly affordable housing units (see Section 7). This can play a key role in reducing heating bills for occupiers, thereby reducing the problems of fuel poverty.

### **4. Urban Design & Public Realm**

(Relevant policies are saved UDP policies N5, N8, N14, N15, N25, LD1, SA8 and Core Strategy policies CC2, CC3, EN1, G3, G5, H8, ID2, P10, SP11, SP31, T1 and the guidance within the Street Design Guide adopted in 2009)

#### **4.1 Urban Design General Principles**

The basic urban design principles for the regeneration of the area are:

- retain the best buildings from the past, not just the listed buildings (see Section 5 below), where this is viable and does not conflict with other objectives of the SPD. These buildings all contribute to the special and unique character of Holbeck

## Urban Village.

- extensions and new developments should be of the highest quality design.
- Application proposals should take opportunities to incorporate public art into the site and buildings.
- materials should be of a high quality and chosen to complement the prevailing materials within the area which are red brick, sandstone and blue slate (provided that this does not inhibit the development of innovative buildings using new technologies to achieve sustainability). Quality modern materials such as steel and glass would be allowed in conjunction with the use of traditional materials. Materials should be locally sourced where possible and the re-use of reclaimed materials will be encouraged.
- new developments should reflect the traditional street pattern.
- new developments should generally be sited at the back of the footpath to enclose the street, as is traditional in this area. This is particularly important in the case of street corners.
- entrances to buildings should be off streets and other public spaces rather than off private car parks.
- developments should be at a scale, height, massing and alignment complementary to the part of the village they are in and in particular should preserve or enhance the character and the setting of the conservation area or of listed buildings.
- retain and reinforce the varied roofline of the area.
- developments should seek to achieve the highest sustainable design and construction standards as detailed in Section 7 and Core Strategy policies.
- the village should be made permeable to pedestrians and cyclists. A fine grain should be retained by the avoidance of long, unbroken building frontages
- sustainable alternatives to the car will be promoted including improved access to the railway station, and encouragement of cycling, walking, use of buses, including park and ride and car pooling.
- key views across and out of the village, as defined in the area statements should be retained.

These principles are applied in a series of five Area Statements in Part 2 of this framework. Their purpose is to provide more site-specific guidance to prospective developers and their agents. The guidance for each Area Statement should be read alongside the following plans included within this SPD:

‘Character Areas and Listed Buildings’  
‘Routes and Connections’  
‘Key Views and Listed Buildings’

### **4.2 Public Realm General Principles**

A new public realm will be at the heart of Holbeck Urban Village. It will be stylish, safe and clean and extend throughout the area and link it to neighbouring areas. It will address the needs of all users and give priority to pedestrians and cyclists, extending harmoniously across both adopted and privately owned open space. General principles are:

- approximately 20% of the overall area of the urban village will be devoted to publicly accessible open spaces. There will be a series of spaces of different size

and character located at key places including in front of Temple Works. These locations are identified on the five Area Statements. The spaces should be enclosed by buildings and animated by active uses on the ground floors of the enclosing buildings and should include a variety of hard and soft treatments. Any arts or cultural use within the surrounding buildings will be encouraged.

- a limited palette of high quality paving materials will be used throughout. Existing natural paving materials in the area including granite sets will be re-used.
- traffic will be calmed in a number of ways and pedestrian / cycle crossings introduced where required.
- public art will be encouraged throughout the public realm.
- new street lighting and street furniture will be provided with a stylish modern appearance, which will help to unify the area.
- introduction of trees within streets and squares and green space for their aesthetic and physical benefits to the area.

### **4.3 Specific Proposals**

#### **4.3.1 Holbeck Triangle**

There are several possible different uses of this area. In the short term it could take excavation material, subject to the level of the railway tracks. End uses could include a wildlife area, wind turbine or piece of iconic public art.

#### **4.3.2 Routes and Linkages**

There are a number of proposals to improve the area's connectivity, especially for

pedestrians, to the adjacent areas:

- bridges over both the canal and the River Aire to connect the north-western part of the village to the rapidly re-developing Whitehall Riverside area on the north bank of the river.
- enhancement of the canal towpath along the south of the canal running west from the Lock Keepers cottage.
- a high level walkway, using the redundant railway viaduct next to Bath Road. This would be physically linked to accommodation in the arches below and some adjacent developments. The walkway could be planted to create a linear park, providing pedestrian access to the south of the area. The viaduct is owned by Network Rail and therefore any scheme would be dependent on their consent or the viaduct not being required for operational purposes.
- the Hol Beck is something of a wasted asset owing to the fact that it is either culverted or in a deep narrow channel and is therefore largely unseen. The intention is to create a public footpath along its north bank, with the potential to open up views and improve its biodiversity subject to works to be carried out as part of the Flood Alleviation Scheme.
- the main pedestrian route running east to west through the area along Derwent and Union Place will be lit and generally enhanced. This will provide a good link to the community to the south, via Bridge Road.
- existing pedestrian connections to the south of Nineveh Road would benefit from improvement. It will be important to ensure that development proposals

support enhanced and attractive routes for people living and working to the South of Ninevah Road to access the HUV and wider city centre areas.

#### **4.3.3 Public Art**

The use of public art and well placed lighting throughout the public realm can reinforce the distinctive feel of the area, highlight key buildings and aid place-making. This is particularly relevant given the aspirations for a mixed use dense urban grain in the area. The production of a public art and lighting strategy for the area will be encouraged. The strategy should seek to help animate the area in the evenings and incorporate art in various forms, to be clearly contextual and integrated to both inspire and challenge.

#### **4.3.4 Materials**

The aim is to have a limited palette of high quality paving materials, street furniture and lighting to create a harmonious public realm throughout the area, whether publicly or privately owned. Some materials currently under consideration for use are:

- grey granite flags or tumbled Yorkstone sets for pedestrian areas.
- wide section grey granite kerbs.
- grey granite sets for drainage channels.
- artificial sets for the carriageway.
- reclaimed dark granite sets for parking bays.

Street furniture will include generous provision of seating throughout the area and will be simple, bold and contemporary in appearance.

The external lighting of the area will be designed to improve personal safety, reinforce the character of the different

spaces and avoid clutter. Again, the appearance of the various fittings will be simple, bold and contemporary and will be selected from a limited range. Lighting should be designed to minimise light pollution and preferably be powered by renewable energy.

#### **4.3.5 Funding**

The creation of an enhanced public realm and improved linkages into the area will be achieved as part of redevelopment proposals where appropriate. The expenditure of Community Infrastructure Levy (CIL) will also contribute together with other funding that the council may identify.

### **5. Conservation and Listed Buildings**

(Relevant policies are saved UPD policies N14, N15, N16, N17, N18A, N18B, N19 and N20 and Core Strategy policies P11)

Policy P11 promotes conservation-led regeneration schemes, prioritising Regeneration Priority Programme Areas, including locations beyond the designated areas where historic environmental enhancement could provide a catalyst for wider regeneration of the area. The original boundary of Holbeck Urban Village (the railway viaduct) was immediately adjacent to the Inner South Regeneration Priority Area; the area of extension penetrates into the Regeneration Priority Area. Conservation led restoration of buildings such as Temple Mill would provide a catalyst for regeneration of the wider area. Furthermore this policy introduces the concept of enabling development in support of the refurbishment or repair of heritage assets. This is particularly relevant in terms of the potential for sites adjoining Temple Works to accommodate enabling development to support the restoration of this nationally important grade I listed building at risk, given what is known about the potential costs associated with its restoration and bringing it back into sustainable use.

### 5.1 Statutory Protection

The core of the urban village is designated as Holbeck conservation area. Since its designation in 1991, a greater knowledge of the architectural and historic importance of the area suggested that the boundary was drawn too tightly and it was extended in 2005. The conservation area is once again under review with a view to including a greater stretch of the viaduct within the boundary.

In addition, the north eastern area of the village falls within the Canal Wharf conservation area (designated in 1979).

There are 33 listed buildings within the area, of which Midland Mills was listed most recently. Temple Mills is listed grade I and Marshall's Mill and the Green Sand Foundry off Water Lane are listed grade II\*. All of the listed buildings have strong industrial / archaeological interest. Temple Mill in particular is a nationally important building which is on Historic England's Heritage at Risk list as a priority A building at '*Immediate risk of further rapid deterioration and loss of fabric, no solution agreed*'. Securing a future for this building together with an improved setting is a key priority for this SPD.

There are no scheduled ancient monuments within the area, but the Round Foundry off Water Lane is an area of archaeological interest included in the West Yorkshire County Sites and Monuments Register.

### 5.2 Effect of Statutory Protection

This rich heritage is what gives the area its special character, and retaining this is one of the key aims for Holbeck Urban Village. Therefore, what is appropriate for the conservation area and the collection of listed buildings is appropriate for the urban village generally. In particular, securing the future of Temple Works is a priority for the council and is a key objective of this SPD.

The aims are to:

- retain buildings that contribute to the character of the conservation area.
- support enabling development proposals which help secure a future for the grade I listed and at risk Temple Works whilst providing an improved setting for the building.
- find uses where necessary for the buildings that are to be retained that are not only appropriate to the urban village, but which also work as far as is possible with the fabric of these buildings.
- re-develop gap sites with buildings that are sensitive to their location and of the highest architectural quality. This usually includes building to similar heights to neighbouring buildings and using high quality materials that are traditional in the area.
- use listed building legislation where necessary to ensure that the fabric of redundant listed buildings awaiting new uses is at least maintained in a wind and weather-tight condition and is secured from vandalism.
- utilise powers to compulsorily purchase land to secure comprehensive development in the area where this is linked to proposals to restore Temple Works.

## 6. Movement & Parking

(Relevant policies are Core Strategy policies T1 and T2 and the guidance set out in the Street Design Guide Supplementary Planning Document adopted in 2009 and the Parking Supplementary Planning Document adopted in December 2015)

### 6.1 Transport

The City Centre Transport Strategy, the proposed location of the High Speed 2 station

to the east of the area and development traffic from large employment uses could all potentially lead to changes in traffic levels through the area, particularly on Globe Road/Water Lane and Jack Lane/Nineveh Road/Bridge Road. The intention is to ensure that the impact of potential increased traffic demand is mitigated by design to ensure the area is not adversely affected, in line with the urban design principles within the SPD.

The intention is to retain the existing road layout and in some cases to add to it. However, the Council will support major changes to the detailed arrangement of these roads in order to:

- create a pedestrian friendly environment that will promote walking and cycling both into and throughout the area.
- enhance the provision of cycling routes to connect to the wider cycling networks in the city
- traffic calm the area to reduce vehicle speeds.
- seek to minimise traffic levels throughout the village where feasible.
- facilitate safe and efficient movement of all modes of transport.
- work to improve the level of public transport provision serving the area, including provision for HUV to form part of the city's and city' region's bus network.
- continue to improve the street lighting where relevant to make the area safer and more attractive for pedestrians at night.

The following key changes are proposed:

- encouraging provisions to be provided for HUV to form part of the city's and city region's bus network.
- where appropriate carriageways will be reduced in width.
- footpaths increased in width, incorporating street trees in some instances.
- signalling that the area has been traffic calmed to create a 20 mph speed limited area.
- the current level of on-street parking is to be reviewed to maximise short to mid stay on-street parking to serve the area and minimise all day commuter parking.
- review the need for a long stay Multi-Storey Car Park (MSCP) in the area in line with the Parking SPD and reduction in on street long stay parking and explore options to facilitate MSCP provision.
- alternative routes to the motorway and West Leeds will be explored to minimise traffic through the area, but seeking not to lead to an increase in traffic in adjacent residential areas.
- provision of cycle parking and cycle user facilities within buildings and public spaces will be encouraged.

The Council will hold talks with the West Yorkshire Combined Authority to encourage the provision of one or more bus services through the area whilst not reducing the attractiveness of the area to pedestrians. This may necessitate the strengthening of the Nineveh Road bridge to facilitate bus movements which can serve the village.

## 6.2 Parking

In order to achieve the twin objectives for the village of encouraging sustainable forms of movement and of creating an attractive environment for users of the area, encouragement will be given to developing with the minimum acceptable parking provision. On site car parking could be permissible in accordance with the Parking SPD. Developers will be expected to consider the shared use of parking spaces for mixed use schemes, travel plans and the provision of car pools / car clubs and car share schemes.

A multi-storey car park adjacent to the disused viaduct would be considered in the north west part of the area. A multi-storey car park would also be suitable in other locations particularly in the south west corner of the area adjoining the disused viaduct at Bath Road south or the Viaduct West site. Concentrating parking in one place would allow the rest of the area to be more pedestrian friendly. The car park would need to provide parking for developments unable to provide all their private long stay car parking needs on their sites and any short / medium stay demand that is not provided for on-street. There may also need to be flexibility to provide some of the long stay spaces identified as necessary to serve the south of the city in the Parking SPD within the MSCP and re-provide long stay spaces removed on-street to facilitate development or amended to short / mid stay spaces.

## 7. Resource Efficiency and Biodiversity

(Relevant policies are Core Strategy policies SP3, EN1, EN2, EN4, EN5, EN6, G1, G8 and G9. Also Natural Resources and Waste Local Plan Policies AIR1, WATER 1,2,4,6 and 7 and LAND 2)

Creating a truly sustainable area will probably be the single most important aspect that sets Holbeck Urban Village apart from other high

quality mixed use areas within the city centre such as The Calls.

Leeds City Council will assist developers by investigating further and implementing where appropriate a range of sustainability measures that will benefit the entire area.

Developers will be required to include a sustainability report with their planning applications that demonstrates how they will achieve the requirements of policy EN1 and EN2 of the Core Strategy. The report should also cover other aspects of sustainable development such as water conservation, as set out in the Council's sustainable design and construction guide 'Building for Tomorrow Today'.

### 7.1 Code for Sustainable Homes and BREEAM standard

Core Strategy Policy EN2 requires major developments (those of 1,000 or more square metres or 10 or more dwellings (either new build or conversion if feasible) to build to levels of the Code for Sustainable Homes for housing development and BREEAM for non-residential buildings. However, this Policy has been modified by the Government's introduction of the Housing Standards. The BREEAM part of the Policy is not affected by the Government's changes, so there is still a requirement to build to BREEAM excellent standards for non-residential development. However the Code for Sustainable Homes part of the Policy now only applies in terms of energy and water efficiency and that is to a level 4 equivalent.

Developers are encouraged to comply with the adopted SPD 'Building for Tomorrow Today'. This document provides guidance to developers on a range of topics based on the categories and environmental issues covered by the former Code for Sustainable Homes and the Building Research Establishment BREEAM standard.

## **7.2 Sustainable Construction Materials**

Developers are encouraged to use building materials and construction and management techniques that use high recycle content and low embodied carbon materials including the use of recycled aggregates. It is expected that the use of these materials and techniques will become the normal construction and best practice for developments in the area wherever possible.

It is encouraged that at least 10% of the total value of materials used in the construction project be derived from recycled and re-used content in the products and materials selected. The developer should also demonstrate that they have identified and implemented the most effective opportunities to increase the value of materials derived from recycled and re-used content, and quantify the improvement made.

The developer is encouraged to use the Waste and Resources Action Programme's (WRAP) recycled content toolkit at the design stage.

## **7.3 Sustainable Urban Drainage**

Much of the Holbeck Urban Village area lies within a flood plain identified by the Environment Agency. The first phase of Leeds Flood Alleviation Scheme will protect the area from a 1 in 75 year flood event (including an allowance for climate change up to 2039) once completed and there is an ambition to provide a 1:200 standard of protection against flooding along the River Aire in the long term. In the meantime, further flood resilience is required in the area. Details of site specific flood resilience measures should form part of detailed design of schemes to meet adopted policies. The measures should include, sustainable urban drainage which will reduce the rate of surface water run-off and peak storm flow into the drains and water courses. Measures such as

rainwater harvesting, green roofs, swales, infiltration and permeable drainage must be considered.

## **7.4 Water conservation**

All developments must implement water use minimisation design and management. Rainwater harvesting, grey water recycling and low water use toilets, showers and taps should all be considered.

## **7.5 Renewable and Low Carbon Energy**

The expectation is that at least 10% of the predicted annual energy requirements of each development should be met by low carbon or renewable energy generation. There are a number of different technologies available including solar (thermal panels, photovoltaic panels), bio-mass fuelled community heating and combined heat and power plants, community energy plants, wood fuel boilers, heat pumps, small scale wind generated electricity and fuel cells. The potential of private wire system to link up local renewable energy sources should also be considered.

## **7.6 Heat Distribution Networks**

Leeds City Council is facilitating the development of a heat network in the urban area of Leeds. Where there is an existing heat network it is expected that developments will connect into it, where there is currently no heat network it is expected that developments will be designed to allow for a connection to a future district heating network.

## **7.7 Waste Management**

A waste management plan is required to be submitted for each development that sets out how materials consumption will be reduced and materials re-used or recycled, both during the construction period and subsequent building occupation. A waste management plan will need to be submitted at the design stage.

Developers of residential development should ensure that their design is suitable for use with the Council's SORT green bin recycling collection service. A similar service for commercial waste may be available in the future. Appropriate storage space must be made available within all buildings. Consideration should also be given to storing appropriate recyclables awaiting collection out of sight.

### **7.8 Biodiversity**

Developers will be encouraged to introduce landscape and planting into their developments that are particularly chosen to attract and support local wildlife. This will include green or brown roofs, e.g. recreation spaces where flat or gently sloping roofs are proposed. Planting is expected to improve the connections in the green infrastructure. Where trees have to be lost to facilitate development it is expected that these are replaced to a standard of three trees for every tree lost. Designs should incorporate access to roosting/nesting sites for bats and birds. The otter habitat along the river corridor should be protected.

## **8. Development Services**

### **8.1 Planning Processes**

Leeds City Council's Development Department is the planning authority for Holbeck Urban Village. It encourages a close working relationship from the outset with developers and their agents to ensure that their proposals meet the expectations of the development plan and that the subsequent applications e.g., planning, listed building etc can be dealt with expeditiously.

### **8.2 Community Infrastructure Levy (CIL)**

The CIL is a tariff system that local authorities can choose to charge on new developments in their area by setting a Charging Schedule. The CIL is a charge levied on new buildings and extensions to buildings according to their

floor area. In this way money is raised from developments to help the Council pay for infrastructure such as schools, public transport improvements, greenspace and other facilities to ensure sustainable growth. It can only be spent on infrastructure needs as a result of new growth and is a mandatory charge payable on commencement of development.

Leeds has adopted a CIL which came into effect on 6 April 2015. The CIL will replace the Section 106 requirement for any 'tariff' type of obligation.

### **8.3 Section 106 Agreements**

The Council will continue to seek Section 106 agreements with developers covering a range of benefits to the area including:

- affordable housing
- local employment
- site specific greenspace and public realm enhancement
- anything required for the specific development site to make it acceptable in planning terms.

## **PART 2: Area Statements**

### **Introduction**

This second part of the Supplementary Planning Document applies the policies set out in Part One to the five separate areas that now make up the urban village (and as shown in the Plan 'Character Areas and Listed Buildings'). These Area Statements aim to give prospective developers clear guidance without being unnecessarily prescriptive about how these areas can be developed to help to realise the vision for Holbeck Urban Village. Each area has been chosen on the basis of distinctive character and strong physical boundaries. The Round Foundry and Granary Wharf areas have not been included in these statements as regeneration schemes have already been approved and largely implemented. The guidance for each Area Statement should be read alongside the following plans included within this SPD:

'Character Areas and Listed Buildings'  
'Routes and Connections'  
'Key Views and Listed Buildings'

### **1. Tower Works**

#### **1.1 Character**

The character of this area derives largely from its seven listed buildings, especially the Italianate towers and the Lock Keeper's cottage and canal bridge. The canal itself is largely hidden from view from the main part of this area. Similarly, the Hol Beck runs in a deep channel and is only clearly seen from its bridges.

There are a number of gap sites, unexceptional twentieth century buildings and surface car parks that significantly reduce the character of this area.

The aims are to:

- maximise the visual impact that the listed buildings have on the area. This can be

achieved by protecting and opening up new views of them. Also, new buildings in their immediate vicinity should generally respect their scale and heights so that they remain visually dominant. This suggests heights no greater than the ridge of the listed building on Globe Road.

- Buildings of this general height would also relate well in height terms with the Round Foundry area to the south with its similar historic character. It may be appropriate for new buildings to increase gradually in height away from the listed buildings.
- open up the south side of the canal to view and pedestrian access from the Globe Road direction. This connection with the canal could be enhanced by the creation of new water bodies e.g. rills.
- enhance the appearance of the Hol Beck and create a new footpath along the north side whilst also re-opening closed footbridges.
- redevelop / remodel the poor quality buildings, gap sites and surface car parks. Buildings should generally be sited at back of footpath as is the tradition in this area, with gaps about every 50 metres to allow for pedestrian access through the area.

New buildings should be both good contemporary architecture whilst retaining and reinforcing the special character of this part of the Holbeck conservation area (see Holbeck Conservation Appraisal). Use of traditional building materials e.g., red brick or sandstone is one obvious way of building on local tradition.

#### **1.2 Continuity and Enclosure**

The canal, Hol Beck and viaduct all have the potential to provide visual continuity

between this and adjacent areas, but for reasons considered above, this potential is largely unrealised.

There is little sense of enclosure to either Globe Road or Water Lane, which are two of the main routes through the area.

The aim is to increase the visual prominence of the canal and Hol Beck as set out at Section 1.1 above. The visual prominence of the viaduct could be increased by opening up framed views of parts of it by, for example, siting buildings at right angles to it.

The new public realm that is to be created should be given an adequate sense of enclosure by the buildings that define these spaces, whether they be streets, squares or alleyways. Generally the smaller the space, the lower the buildings that define it should be.

### **1.3 Public Realm**

This area currently contains little or no public realm apart from the traffic dominated Globe Road and Water Lane.

For sites over 0.5ha in area developers are required to allocate 20% of their overall site areas as public open spaces such as squares and alleyways. It would be appropriate to the character of this part of the village if these were provided in the form of a series of interlinked smaller spaces of varying character rather than a single large space.

The larger spaces should be located adjacent to key points of interest in the area such as the canal and the towers. They will provide both a space for activity and a setting for these features.

The spaces should be linked by principal footpaths across the area. They should be enclosed by buildings that have active uses on their ground floors.

### **1.4 Movement**

The aims are to:

- reduce the impact of traffic on Globe Road and Water Lane.
- open up a series of new pedestrian routes to increase the permeability of the area, particularly in a north / south direction.
- provide convenient access points to the proposed park on top of the disused viaduct.
- provide a car park at the western entrance to the village for the benefit of users of the village, taking cars off the road network as quickly as possible. This should be provided in the form of a multi-storey car park that is 'wrapped' and possibly 'capped' by other uses to enhance their appearance. This should serve adjacent developments and the spaces will be in lieu of on site provision within those developments.
- any parking within individual curtilages to be screened from public view e.g., in basements or beneath a landscaped deck.

Specific proposals include:

- the extension and enhancement of the public footpath along the south side of the canal from the canal bridge to Globe Road at the western edge of the area.
- lateral connections to the above footpath from both the Tower Works site and another connection to the west, extending northwards from Marshall Street.
- a direct route from the listed canal bridge to the footbridge over the Hol Beck through what is currently a public car park.

- a route from the canal, through the Tower Works site, across Globe Road, across the land between Globe Road and Water Lane and across the Hol Beck.
- a route alongside the viaduct (at ground level) and along the north bank of the Hol Beck.

This should include consideration of opening up an arch in the redundant viaduct to allow this new footpath to pass through.

The small triangular site between Globe Road, the canal and the railway viaduct to the north-west of this area should be reserved as a landing point for a proposed footbridge to connect Holbeck Urban Village with the Whitehall Riverside area.

Servicing should be off road within the individual developments on public realm pedestrian dominated space.

### 1.5 Views

There are currently important views of the three towers from:

- Globe Road near the viaduct bridge
- the canal bridge by the Lock Keeper's cottage
- the public car park to the south of the Lock Keeper's office
- Water Lane adjacent to the Round Foundry
- Whitehall Road, to the west of No.1 Whitehall Riverside

The aim is to retain these views in subsequent redevelopment schemes and to open up further key views where the opportunity presents itself.

## 2. Temple Works

### 2.1 Character

This area has great strength of character that comes particularly from its four listed mill buildings and two railway viaducts. The character of the area is eroded, however, by buildings of poor architectural quality, vacant sites and car parking.

The aim is to maximise the benefit to be derived from the listed buildings and structures and to provide a greatly enhanced setting for them.

Temple Works lies at the heart of the area and is one of the city's most important heritage assets. Temple Mill is a grade I listed building, the adjacent Lodge is grade II\* and the attached school building is grade II.

This iconic building is nationally important and one of the most significant heritage assets in the city and in the region. The building offers great opportunities for creative use of the spaces within and around it subject to detailed assessment regarding its condition. There could be the potential for sensitive physical interventions to take advantage of the space afforded by the building and facilitate greater public access for example by incorporating internal routes through the building, greater use of the offices, potential new entrances into the building and exemplar new build elements which could facilitate access to the roof.

The viaduct arches have generally been infilled in an unsympathetic manner that does not reveal the form of the arches. New uses in these arches should infill them with materials such as glass that will fully reveal the arch form.

The gap sites in this area should be redeveloped. Buildings should be good examples of contemporary architecture that

also retain and reinforce the character of this special area.

New buildings should also be sympathetic in scale to adjacent listed buildings.

## **2.2 Continuity and Enclosure**

The two railway viaducts provide both visual continuity and enclosure to the area. This should be maintained as far as possible by careful siting of buildings in their vicinity to maintain views of them. This might best be achieved by siting buildings at right angles to the viaduct.

The streets and alleyways originally had a feeling of enclosure due to buildings that formed near continuous frontages being sited at back of footpaths. Much demolition resulting in gap sites, for example on Marshall Street, has reduced this quality. New buildings should recreate this sense of enclosure by being similarly sited.

Elsewhere, buildings should be sited to enclose a series of new spaces such as courtyards and alleyways that will be needed to serve the new developments.

## **2.3 Public Realm**

Temple Works is in need of an improved setting and an exemplar public space of the highest quality will be sought to the east of the building.

A new focal point and functional public realm could be provided between Temple Works and Marshalls Mill. It would require the area to be re graded but this would address the poor quality enclosed footpath and unattractive retaining wall and fence. A new entrance into Temple Works could be well served from such a space.

The historic brick wall adjacent to Back Derwent Street should be retained (it is listed), although it is acceptable in principle

to open gaps in it to increase east / west permeability. In conjunction with new buildings on the other side of the street it will once again provide this street with a sense of space and character.

There is a requirement to allocate 20% of the overall area to publicly accessible open spaces on development sites over 0.5ha in area.

These should be largely traffic free and surrounded by buildings to create outdoor 'rooms'. Active frontages to ground floors are desirable to bring life and activity to these spaces. The scale of these spaces should generally be related to the height and scale of the buildings that surround them.

The narrow linear space between Bath Road and the railway viaduct should be kept as open space in order to allow activities within the arches to spill outside e.g., sculpture gallery or café.

However, where the space widens significantly to both north and south there is scope to accommodate buildings between the viaduct and Bath Road as well as maintaining a forecourt-type space for the arches.

Land in the ownership of Leeds City Council to the rear of Temple Works will not be developed in the short term. It will be reserved until such time as the future of Temple Works has been determined, as it is likely to be necessary to support any new use in this Grade I listed building. In the meantime a temporary use will be found that maintains it in a tidy state and benefits the village.

## **2.4 Movement**

There is a footpath that runs along Union Place and Derwent Place that is potentially an important pedestrian route for circulation on foot within the village and to connect the

village to adjacent areas. Efforts will be made to enhance this footpath so it represents a safe and attractive route. Within the village area the route will be enhanced by re-paving and lighting and by developing adjacent buildings that front on to it.

There is a requirement to create a new east-west public route for pedestrians to connect Marshall Street with Bath Road. This may require demolition of a section of the listed wall on Back Derwent Street.

It would be desirable to open up one or two of the arches beneath the disused railway viaduct in order to achieve greater pedestrian and possibly also vehicular access into the area around Midland Mills. This could, for instance, then allow Silver Street to become largely pedestrianised. This will be negotiated with Spacia.

Where parking is provided in curtilage it should be well screened from view, preferably beneath buildings or beneath a landscaped deck.

Servicing should take place off street within the new developments provided it does not adversely affect the enjoyment of the new pedestrian spaces. One solution is to restrict servicing times if necessary.

A multi-storey car park will be required and would be acceptable in the south west corner of this area, adjacent to the disused viaduct and accessed off Bath Road (the viaduct west site is the alternative under consideration). This would serve local developments and be in lieu of on site parking.

## **2.5 Views**

There is a good oblique view of Marshall's Mill when viewed from Marshall Street looking northwards and when viewed across the new parking area at the rear of the Media Centre within the Round Foundry

development.

Buildings adjoin Temple Works on the south and western elevations and the northern elevation is currently used for car parking meaning only the eastern elevation is prominent at present. Revealing much more of the exterior of the building through selective demolition and redevelopment to capitalise on each of its elevations is encouraged. Options to reveal the interior of the building and provide glimpses of the 'great room' could be considered subject to careful design.

The two railway viaducts through this area are both clearly visible at present. They should continue to be visible once redevelopment has taken place, although this might take the form of framed views. Also, the existing and proposed arches within these viaducts will frame views through them. Care should be taken with the design and siting of new buildings around these openings to create focal points.

## **3. Eastern Gateway**

### **3.1 Character**

The area has little of architectural merit, consisting largely of twentieth century industrial buildings. Leodis Court a modern light industrial estate opposite Temple Works is particularly unfortunate and detrimental to the setting of the listed building and the conservation area. There is therefore an opportunity to redevelop the area and create character where none currently exists and in the process create an improved setting for Temple Works and a new civic focus for the area.

This should be achieved by:

- excellent contemporary architecture.
- use of high quality facing materials. Although not generally forming a setting

for historic buildings, the same palette of materials as proposed for the rest of the village is considered appropriate as this will provide a sense of identity and continuity.

- development of perimeter blocks that will reinforce the traditional morphology of the area.
- seeking an exemplar public space of the highest quality to the east of Temple Works. The space should be a civic focus which can be accessed by all with the potential to accommodate events, public art initiatives, performances and community involvement.

Heights of buildings similar to the adjacent City Walk development to the east would generally be appropriate for this area i.e. approximately seven to nine storeys. Heights should, however, reduce to approximately five storeys in the vicinity of Temple Works in order to avoid dominating it. A more uniform height of buildings of approximately seven storeys along the north side of Sweet Street is sought in order to create the sense of an avenue on this long, straight road.

### **3.2 Continuity and enclosure**

There are no features of note running through the area to provide visual continuity with adjacent areas. This continuity can be created as part of the redevelopment of the area by means of similar use types and matching materials.

The sense of enclosure to the streets has to a large extent been lost due to the single storey sheds that predominate in the area, often sited in the middle of their plots. Perimeter blocks to the sort of heights indicated above, should recreate an appropriate sense of enclosure on Sweet Street (although dependent on similar redevelopment in due course on the south

side).

However Manor Road, Siddall Street and Ingram Row are narrow and require buildings to be set back by a few metres in order to avoid excessive enclosure i.e. a canyon effect. Alternatively, buildings could be sited at the back of the footpath but have set backs above approximately five storeys high.

There is a requirement for new roads and open spaces to serve the proposed new development (see below) and these should also be provided with an appropriate sense of enclosure.

### **3.3 Public Realm**

20% of the overall site area should be devoted to public open space. Temple Works is in need of an improved setting and an exemplar public space of the highest quality will be sought to the east of the building. The space should be a civic focus which can be accessed by all with the potential to accommodate events, public art initiatives, performances and community involvement.

The balance of the open space requirement will consist of courtyard spaces within the perimeter blocks, through which there are public footpaths. In addition, there is a need for some new streets (see below) and these will count towards the overall open space provision made by developers.

### **3.4 Movement**

This area suffers from a lack of streets to serve the type and scale of development that is envisaged. It is therefore proposed that Ingram Street is extended to join Manor Road as a route for pedestrians and cyclists. In addition, a new street should be built running eastwards from Marshall Street to connect with the western end of the square created between The Mint and Manor Mills. This new street should also have a street running north-south to connect into it

(approximately halfway along its length) and extending northwards to connect with Manor Road. This would be for pedestrian and cycle access only.

It is hoped that these new streets can be delivered by negotiation with the relevant landowners.

If parking is to be provided in-curtilage (as opposed to off-site in a multi-storey car park), it should be well screened from view and preferably in basements or beneath a parking deck.

### **3.5 Views**

The redevelopment of the modern light industrial estate opposite Temple Works will open up an excellent view of Temple Works from Back Row. This view should be framed by new buildings to focus on key elements of the Temple Works façade.

It is also proposed that the civic space in front of Temple Works will be made inter-visible with the square which has been created between the Mint and Manor Mills if feasible in order to offer a glimpse of Temple Works from the more distant square.

Similarly, the new developments should be designed to create framed views of features of interest e.g., sculpture, specimen tree, entrance doorway.

## **4. Viaduct West**

### **4.1 Character**

This area is bisected by the redundant railway viaduct and bounded by a second viaduct to the east. A tall brick wall forms the southern boundary. The area is therefore relatively well enclosed and this is its major characteristic. The buildings within this area are non-descript and under-utilised industrial buildings. It is proposed that this area will be redeveloped as a mixed-use area, which will

greatly change and enhance its character.

The aim is for this part of the urban village to start to form physical links with the communities to the south. This suggests that the village should not have a clearly defined boundary in this area. Heights of buildings should therefore be limited to approximately four storeys in order to form a transition between the main part of the village and the areas beyond.

### **4.2 Continuity and enclosure**

Whilst the two viaducts and the wall on the southern boundary do provide a considerable degree of enclosure, they also divorce the area from the remainder of the urban village and the area to the south.

The intention therefore is to negotiate with Spacia to open up a number of the arches in both viaducts in order that the area can function cohesively and to provide new pedestrian links through the area.

New development should generally be sited at back of footpath to enclose the surrounding streets and alleyways.

### **4.3 Public Realm**

The normal requirement for 20% of the overall area to be made available as public open space applies. This is likely to take the form of a series of interlinked courtyards and alleyways that are well connected to the main pedestrian routes around and through the area, both existing and proposed.

### **4.4 Movement**

The triangular site between Sweet Street and the disused viaduct is one potential location for a multi storey car park. This would have several benefits:

- it could provide a link onto the proposed walkway on top of the viaduct should a walkway scheme progress.

- it could take traffic off the road network before it entered the heart of the urban village
- its location would afford a high degree of screening from wider views of the car park

The car park should not result in exceeding the maximum level of parking provision allowable for development within Holbeck Urban Village. Developers would therefore have to accommodate some or all of their parking within the multi-storey car park, as opposed to within individual curtilages. However, there may be scope to re-provide long stay parking lost from changes of on-street parking duration from long to short / mid stay in public long stay spaces within a MSCP.

Developments within the Viaduct West area would be the most obvious ones to use the multi-storey car park, as they are the closest. However, if this doesn't happen, parking should generally be screened from view, preferably in basements or beneath a landscaped deck.

The existing pedestrian footpath to the north of the disused viaduct should be re-opened to connect with the heart of the Urban Village. New footpaths as part of the redevelopment of this area should feed onto it.

Servicing would be best catered for within the development sites, as none of the surrounding roads are particularly suitable for this purpose.

#### **4.5 Views**

The arches that it is proposed should be opened up will provide the opportunity for a series of framed views. The detailed design of the area should exploit this potential by providing focal points at appropriate

locations.

## **5. Sweet Street South**

### **5.1 Character**

The area is bounded by a railway embankment to the south and east, Sweet Street West/Street Street to the north. There are low rise 20<sup>th</sup> century industrial buildings on large plots to the east and south east. A substantial cleared 7.5 acre site dominates the area. Character is derived from the grade II listed Former Holbeck Public Library which is in an elevated position at the junction of Nineveh Road and Marshall Street and the Commercial Public House.

The area contains more trees and greenspaces than is typical elsewhere within the urban village.

### **5.2 Continuity and enclosure**

There are no features of note running through the area to provide visual continuity with adjacent areas. This continuity can be created as part of the redevelopment of the area by means of similar use types and matching materials.

The sense of enclosure to the streets has to a large extent been lost due to the extensive vacant site and the low rise industrial units in the south and east of the area, often sited in the middle of their plots.

New development on the Sweet Street West site and redevelopment of the industrial sheds should recreate an appropriate sense of enclosure.

### **5.3 Public realm**

The requirement for 20% to be provided as public open space applies. There are significant place-making opportunities around the Nineveh Road former library, a public space here could provide an improved setting for the listed building and an entry

point into the area from Holbeck.

There is an opportunity to provide an attractive tree-lined boulevard along Sweet Street which provides a key East-West connection through the area and to adjacent businesses and residential communities.

#### **5.4 Movement**

The area is strategically very important due to its proximity to Temple Works to the north and the community of Holbeck to the south. The aim is to help reconnect Holbeck to the city centre through redevelopment and investment in pedestrian connections.

Existing pedestrian connections to the south of Nineveh Road would benefit from improvement.

The Sweet Street West site is one of the largest plots in the area. It will be important to ensure that development proposals

support enhanced and attractive routes for people living and working to the South of Ninevah Road to access the HUV and wider city centre areas.

The importance of Sweet Street as a key West - East connection through the area and the opportunity to provide an attractive tree-lined boulevard is noted in Section 5.3. Similarly, Marshall Street is an important connector through the area which would benefit from interventions to enhance its function from a pedestrian perspective.

#### **5.5 Views**

There is a good view of the Town Hall when looking north along Marshall Street. There are also good views toward the city centre from the junction of Trent Street and Bowling Green Terrace. These views are important to help people orientate themselves when arriving and passing through the area.