

## Report of Director of City Development

### Report to Executive Board

**Date: 27<sup>th</sup> July 2016**

### Subject: South Bank Regeneration Framework and Leeds Station

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): City and Hunslet, Beeston and Holbeck		
Are there implications for equality and diversity and cohesion and integration?	<input checked="" type="checkbox"/> Yes	<input 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?	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No
If relevant, Access to Information Procedure Rule number:		
Appendix number:		

### Summary of main issues

- 1) The regeneration of the South Bank (an area the size of 250 football pitches) will double the size of Leeds City Centre, creating a world class mixed use district providing over 35,000 jobs and over 4,000 homes. Delivering our ambitions here will achieve Best Council Plan priority of Leeds being: A Strong Economy and a Compassionate City and will contribute to the delivery of a range of Best Council Plan priority outcomes.
- 2) The city has made significant progress in the regeneration of the South Bank. In the previous 12 months alone, there have been announcements of over £500m worth of investments into the area, including from Burberry, Vastint and CEG. Put simply, the South Bank area is one of the country's biggest and most important growth initiatives.
- 3) The Council has also led an approach to secure an integrated railway station for the city.. When the HS2 station was proposed originally to be over 500 metres away from the existing station, the Council made the case for an alternative location to achieve an integrated station to enable people to interchange seamlessly between HS2 and other rail services, helping spread the benefits of HS2 across the city region. The new Leeds Station this will be one of the most used and important transport interchanges in the entire country – busier than Gatwick Airport currently is. The Council is now part of the team leading the development of an integrated long term plan and design for Leeds Station so that it accommodates HS2, HS3, the Transpennine and Northern franchise commitments, capacity improvements to the

existing network, and improved concourse areas and interfaces with surrounding streets and public realm.

- 4) Leeds bid to be European Capital of Culture will be transformational and help redefine the city. The development of the South Bank presents an ideal opportunity to position culture right at the centre of the city's overall narrative and to strengthen the 2023 bid by so doing. Alongside this the emerging cultural strategy will drive our approach from 2017 to 2030 and will emphasise the significance of culture in its widest sense to create places that are successful socially, economically and of course culturally.
- 5) In this context, and to continue to make the most of this once in lifetime opportunity, this paper sets out proposals contained in a South Bank regeneration framework 'masterplan' to drive forward further transformational growth in the area to reflect the scale of ambition, as well as proposals to steer forward a clear delivery plan for improvements to the Leeds Station in the short, medium and long term. The regeneration framework proposes (a summary of which is shown in an appendix 1), as a basis for co-production, consultation and feasibility work:
  - i) A vision for the HS2 station as part of integrated hub for the region to guide the delivery of a world class station befitting on Leeds' role as a driver of the Northern economy. This through an architectural statement that fits into the urban grain of the city: including early ideas to remove traffic from Neville Street, transforming this and the Dark Arches as a concourse for the station and major destination, as well as defining a new commercial zone of international significance in the hinterland of this station;
  - ii) Making the River Aire and areas close to it a major leisure, events and recreation space for people of all ages to enjoy, through play, leisure and high quality design;
  - iii) Creation of six major pieces of public open space in the South Bank, including a forecourt for HS2, as well as public spaces for events, play and animation, in support of the city's Child Friendly status and ambitions to be European Capital of Culture;
  - iv) A complete transformation of the road network within the South Bank to provide streets which complement the adjacent land uses. This new road hierarchy will provide public transport priority, be pedestrian and cycle friendly, and be designed as a high quality people first focussed design through a 'city boulevard concept' to reduce the feel of car dominance;
  - v) New routes into the South Bank to adjoining neighbourhoods to improve connectivity to surrounding neighbourhoods, with land uses supporting the creation of a range of employment opportunities;
  - vi) Expansion of the Public Transport Box south of the river to increase the bus accessibility of HS2 station and the South Bank by allowing cross city routes to give strong connections to the whole city network. As development increases in the South Bank, it will act as the catalyst for additional routes and services;

- vii) The Green City Centre Park as a major piece of Green Infrastructure to serve the area and wider city;
  - viii) Continuing the vision of a mixed use neighbourhood, with the clustering of a variety of land uses, with zones for commercial development (across a range of sectors), residential and housing, community facilities and education. Through this, limiting retail to ancillary usage, and the principle of continuing to nurture the growth of independent food, beverage and retail within the area;
  - ix) The potential for landmark, taller buildings and major leisure destinations to be developed in the area at certain locations;
  - x) Innovative ideas to mitigate the potential implications of floods including potential Flood Channels and urban forests within the area.
- 6) This report therefore seeks Executive Board approval to commence comprehensive public consultation of the framework (which will be published in August) and feasibility work on key infrastructure proposals contained within it. The consultation will seek views on the role and function of a city park, proposals to transform the highway network including consideration of the future of city square, public space proposals, principles for the HS2 development, and how the public feel the South Bank should be developed. This work will form part of the HS2 Growth Strategy, of which £1.25m has been allocated by the Government to support its development.
- 7) To build upon the successful work on the HS2, it is also proposed that the Council now takes a lead role to develop, in partnership with WYCA, Transport for the North, Network Rail, HS2 and Government, a reference case design of the integrated Leeds Station and develop a detailed short, medium and long term plan to transform the station and integrate HS2 and HS3 and embed the station into the city.

## **Recommendations**

- 8) Executive Board is recommended to:
- i) Support the ambitions for the South Bank and Leeds Station, and request that the Director of City Development:
    - a. Undertakes a three month public consultation on the South Bank regeneration framework and associated city centre transport proposals, commencing in August 2016.
    - b. Develops the HS2 Growth Strategy as per the proposals contained in paragraph 3.10 of this report, including a delivery and funding plan to deliver proposals contained within the framework.
    - c. Develops, in partnership with others, a single reference case design for Leeds station, which includes the opportunity to phase improvements and considers how third party funding could help deliver change.
  - ii) Request that the Chief Planning Officer reviews the Council's South Bank SPD and policy framework relating to taller buildings in the South Bank with

a view to recommending how the framework may facilitate updates or changes to existing policies.

- iii) Injects a £575,000 loan from West Yorkshire Combined Authority into the Council's capital programme to fund the ground remediation to four sites off Bath Road.
- iv) Note that the Director of City Development is responsible for the implementation of these actions and request a further report on these matters later in 2016.

## **1 Purpose of this report**

- 1.1 This report sets out details of the South Bank framework, the status of work on the Leeds Station and seeks approval to undertake comprehensive public consultation on the framework, the next steps on the HS2 Growth Strategy and to develop a reference case design for the Leeds Station.

## **2 Background information**

- 2.1 The regeneration of the South Bank will double the size of Leeds City Centre, creating a world class mixed use district providing over 35,000 jobs and over 4,000 homes. Approximately over 180 hectares in size, the area expands from Hunslet Mill along to Temple Works in Holbeck. It is one of the largest city centre regeneration initiatives in Europe, and will capture the growth of Leeds City Centre for the coming decades, cementing the city's role as the UK's fastest growing city and driver of the region's and nation's economy.
- 2.2 The area is already home to headquarters for Asda, over 3,000 residents and a creative and digital cluster of over 250 businesses. There are over 30 listed heritage assets in the area, whilst it is a leading location for the region's digital economy.
- 2.3 In the last eighteen months, the pace of growth of South Bank has been rapid. Few, if at all any, city centre regeneration initiatives in the United Kingdom have seen the level of investment secured here. Over £500m of investments have been announced, including:
- Burberry deciding to locate their manufacturing facility in the South Bank, along with potential proposals to restore the Grade I listed Temple Works;
  - Commercial Estate Group acquiring the Holbeck Portfolio Sites and is developing major proposals for the site;
  - Vastint acquiring the 22 acre Tetley Brewery site, their only investment in the UK outside of London, whilst the Tetley Gallery continues to be a success;
  - Planning permissions granted for over 1,000 new homes at Tower Works, Low Fold, Iron Works and Dandara – all due to start construction this year;
  - Citu's proposals for a £125m Climate Innovation District;
  - The opening of new campuses for the Leeds College of Building, Leeds City College, and under construction facilities for a new free school and University Technology college: providing facilities for over 10,000 students;
  - The rejuvenation of Leeds Dock, with Sky deciding to locate their technology hub in the area.

- 2.4 The HS2 station is also proposed to be located in the South Bank. The Council has led an approach to secure an integrated station for the city. When the HS2 station was proposed originally to be over 500 metres away from the existing station, the Council made the case for an alternative location to achieve an integrated station to enable people to interchange seamlessly between HS2 and other rail services, helping spread the benefits of HS2 across the city region.
- 2.5 The proposals for the Leeds Station, Northern Powerhouse Rail (the proposed fast rail link across the north, including between Leeds and Manchester, which is sometimes referred to as HS3), HS2 and new rail franchises provides unique growth opportunities. These once in a lifetime opportunities allows the city a chance to deliver a world class-transport gateway that reflects the scale and ambition of the city, and secure unprecedented investments into the city.
- 2.6 Leeds bid to be European Capital of Culture will be transformational and help redefine the city. The development of the South Bank presents an opportunity to position culture right at the centre of the city's overall narrative and to strengthen the 2023 bid by doing so. Alongside this the emerging cultural strategy will drive our approach and will emphasise the significance of culture in its widest sense to create places that are successful socially, economically and culturally.
- 2.7 This has meant that some previous guidance documents are now dated and the deliberations on HS2 have meant infrastructure projects in the South Bank, such as the city park and highways works, need to be reviewed in light of the HS2 location and there has not been a single plan to guide how regeneration moves forward in the South Bank in the context of the matters raised above.
- 2.8 This report therefore covers proposals for the city to continue to take a lead role to deliver regeneration and growth in the South Bank, associated with HS2 and to develop proposals for the Integrated Leeds Station. The report is structured as follows:
- The purpose of the framework and the main proposals contained within the framework as basis for consultation;
  - The proposals in the framework around the Leeds Station; and
  - Next steps.

### **3 Main issues**

#### **3.1 The South Bank Framework – Location, Purpose, Status and Function**

- 3.1.1 The framework provides concepts to guide forward the growth of the South Bank to achieve visions of:
- Doubling the size of Leeds City Centre, as a hub for the knowledge economy;
  - Building 21st century infrastructure to support growth and resilience: Leeds Station, City Park, Waterfront, broadband and internet, flood alleviation, and new approaches to city centre living, roads, parking, walking and cycling;

- Developing a leading European location for investment, learning, creativity, leisure and living;
- Attracting jobs, firms, and skilled workers who are not already in Leeds from across the world, and
- Connecting people to jobs by improving links between the South Bank and surrounding neighbourhoods, raising skills levels, and strengthening connections between employers, schools and local people

3.1.2 The masterplan provides greater definition of how to achieve these vision themes. In addition, the purpose of the framework framework is to:

- Provide a single plan that can guide the way the city develops its policies for future development in the South Bank and deliver the once in a lifetime growth
- Provide guidance on the infrastructure requirements for the area including the City Park, flood alleviation, social and community facilities, public realm and digital infrastructure.
- Set out the city's vision for how HS2 is best integrated into the city's urban grain and economic vision to help guide the detailed design of the HS2 station and developments immediately near it. This is with the purpose of achieving a world class gateway that projects an image befitting of Leeds' role as an international city.
- Make proposals to better connect adjoining neighbourhoods to the prosperity and growth in the South Bank.
- Clarify the strategy for the transport network in the area, including major proposals to redefine the road network for South Bank.
- Act as a platform to develop a delivery plan, funding bids and delivery plans to deliver the infrastructure and achieve the level of ambition the framework sets out.
- Build upon successful regeneration of the area, to complement the Holbeck, South Bank SPD (approved by Executive Board in June 2016), the Core Strategy, Aire Valley Area action plan and to act as a basis for future planning policy updates where appropriate.

3.1.3 The framework reinforces many long held aspirations for the area, whilst introducing greater definition to infrastructure delivery and an area wide approach. The document is not intended to be prescriptive and is intended as a flexible framework that developers, investors and decision makers can use to ensure activities align to the South Bank vision.

3.1.4 Appendix 2 provides a boundary for the area that has shaped this framework, and covers 180 hectares of land south of the River Aire. There is more detailed guidance for a smaller area where the Leeds Station is proposed, and this more detailed guidance on this area may become a basis for new planning policy to supersede the existing South Bank SPD.

- 3.1.5 However, there is no fixed boundary for the South Bank, and the principles of regeneration and the framework are intended to cover a broad geography without restricting where regeneration will take place, or where the intended investments or benefits will go.

## **3.2 Framework Proposals**

- 3.2.1 The framework provides background on the South Bank and has three main sections: 1) delivery principles; 2) Area wide moves, and 3) The HS2 station and hinterland.

## **3.3 Principles**

- 3.3.1 These delivery principles are strategic in nature and are intended to ensure that the regeneration and growth of the area of the area is joined up and cohesive.
- 3.3.2 These are not just focussed on physical interventions, but how work is co-ordinated in the area. These seek to ensure that the city achieves its vision for the area, whilst tackling some of the major issues in the South Bank currently (such as dominance of roads, socio-economic and physical barriers for adjoining residents, and the quality of public spaces). The 8 strategic principles are summarised as follows:
1. Compassionate Growth and Connecting People to jobs;
  2. Urban Life – the South Bank is an attractive and walkable part of city;
  3. Connected Open Space Network – Living and working in South Bank is supported by a diverse suite of open spaces that cater to all;
  4. Responsive Built Environment – Quality Built Form all work together to support a new iconic place in Leeds;
  5. Integrated Station – A HS2 station integrated seamlessly with the city's urban fabric becomes part of the city's everyday life;
  6. Generating Value – Distributing value generated through HS2 and South Bank regeneration;
  7. Resilience & Sustainability – a resilient and sustainable South Bank embraces, social, economic and environmental goals contributing to a higher quality of life in Leeds;
  8. Effective Governance – the city will lead a collaborative approach to governance in delivering the regeneration vision for South Bank.
- 3.3.3 A headline of some of the framework principles contained include:
- A robust delivery plan and vision will seek to ensure that the city makes the most of the regeneration opportunity before and after HS2 is constructed.
  - The city will work collaboratively with residents, the Chamber, developers and landowners to attract new jobs to the city and work collaboratively to address barriers to regeneration and growth: co-production will be at the centre of the approach.
  - The city will be proactive and secure funding to deliver the infrastructure the city needs to attract new jobs and homes in the South Bank, using the framework as



an influential tool. Investing in new technologies and ensuring that there is a strong diversity of uses from independent businesses to digital, to larger commercial operations will be part of this work.

- The South Bank regeneration will have mechanisms in place to improve the availability of jobs for local people and improving connections between businesses, schools and local people is a priority.
- The South Bank will be safe, lively, attractive, healthy and sustainable and will be a 'Green and Blue' area, with green landscaping and the waterfront being key elements for the growth of the area.
- The South Bank accommodates everyday life, with development decisions considering how people will best access jobs, quality choices in schools and education, community facilities and leisure. This includes social spaces – public realm, playgrounds, schools and cafes
- There will be increased mobility options – including greater public transport options and spaces will be designed for climate – ensuring spaces are light and sunny, with environmentally sustainability measures embedded to make the area resilient to the effects of climate change.
- The fine street grain and heritage of the South Bank will help to shape its future, and how developments will be varied in scale and shape.
- In the South Bank, human scale development is advocated, alongside some sensitively planned taller buildings at certain locations. There will be a diverse range of uses and a mixture of architectural responses across the areas of the city.
- Regeneration approaches will seek to be agile and flexible, to capture emerging opportunities. The Council will provide leadership to consider the urban management plans to ensure the area is animated, safe and clean. This will include considering a potential BID for the South Bank to support the activities of businesses across the area.

3.3.4 These strategic principles are expanded upon in greater detail in the framework and will form an important part of the consultation on the document.

### **3.4 Key Moves – Concept Proposals**

3.4.1 The framework considers how, through physical changes, 'moves' to help achieve the vision and the principles set out above. These are centred on nine Strategic Key Moves. These are included as a basis to shape a delivery plan for infrastructure in the area and act as a catalyst for transformational changes. The nine key moves are:

1. Creating a rationalised road hierarchy;
2. Improving access beyond the inner ring road;
3. Implementing a sustainable parking strategy;
4. Expanding the pedestrian area;

5. Connecting the green and blue network;
6. Activating the waterfront;
7. Adapting heritage and ink existing heritage assets;
8. Creating and revitalising centres; and
9. Improving resilience and sustainability.

3.4.2 Concepts are included as a basis for consultation and further feasibility this includes:

- Making the River Aire and areas close to it world class leisure, events and recreation space that is at the very heart of the city centre and is transformed into a place for people of all ages to enjoy, through play, leisure and best practice in sustainable design;
- Transforming the road network within the South Bank to provide streets which are pedestrian, and cycle friendly with a high quality people focussed design, drawing upon best urban design practice from across the world;
- Creation of six major pieces of public open space in the South Bank, including a forecourt for HS2, as well as spaces for events, play and animation;
- The Green City Centre Park as a major piece of Green Infrastructure to serve the area and wider city;
- Continuing the vision of a mixed use neighbourhood, with clustering of a variety of land uses, with zones for commercial development, residential and housing, social infrastructure, education;
- The potential for landmark, taller buildings and major leisure destinations to be developed in the area at certain locations;
- Limiting retail to ancillary usage, and the principle of continuing to nurture the growth of independent food, beverage and retail within the area;
- Improved physical and cultural connections to adjacent communities;
- Expansion of the Public Transport Box south of the river ensuring high quality public transport provision connecting the HS2 station and the South Bank to the rest of the city centre and to surrounding neighbourhoods;
- Provision of strategically located short stay and long stay car parks in and near the South Bank, supported by strategic Park & Ride, in line with the council's parking policy; and
- Innovative ideas to mitigate the potential implications of floods including potential Flood Channels and urban forests within the area.

3.4.3 These concepts include options that can be the subject of further feasibility work.

## 3.5 Station and Hinterland

- 3.5.1 The Council took the lead by initiating a review of the HS2 station location, and, by working closely with HS2 and partners across the city, was able to persuade Sir David Higgins to make a recommendation to change the location of the proposed HS2 station.
- 3.5.2 The Council is continuing to be proactive to make the most of this opportunity, and the framework provides a more detailed analysis of the HS2 part of the station, and the zone of land in and around HS2 to define the city's vision for regeneration in and around the area. In particular, the framework sets out the city's vision to deliver a world class-transport gateway that will be a major hub for the region.
- 3.5.3 This section of the framework focuses on the geography broadly covered by the existing South Bank SPD. This will be used as a basis to shape the Council's dialogue with Government and HS2 on the design of the HS2 station, and the extent of development in HS2's immediate hinterland.
- 3.5.4 The framework sets guidance for this area including:
- Design principles for HS2 station that will guide the development of a world class architectural design for the station and ensure that the station fits into the city's urban grain and achieves the city's ambitious proposals for the area;
  - Early proposals, subject to further diligence, to remove traffic from Neville Street, transforming this and the Dark Arches into a shared concourse between HS2 and the existing station – linking to a transformed City Square with reduced traffic and a people focused environment;
  - A zone of development around the station that is for major commercial occupier could include taller, landmark buildings that achieve the highest quality in design standards;
  - A zone for SME and independent businesses as part of the HS2 station, as well as a logistical centre;
  - A high number of connections through the station to improve permeability, with emphasise on ground floor usages, such as bars, restaurants, to create vitality and make the station a destination in its own right;
  - Creation of a 'local district' of facilities close to HS2 and located close to adjoining neighbourhoods, to serve the entire area, including social infrastructure such as dentists, doctors and other facilities to support the vision of a lively mixed use environment;
  - Proposed locations for car parks, bus stops, taxi stops and other interchange options that are located and designed to achieve the city's vision for the South Bank as a world class destination; and
  - Proposals for temporary usages whilst the station is under construction to ensure that the area continues to function as a high quality destination as major work takes place.

### **3.6 Consultation**

- 3.6.1 Subject to Executive Board endorsing these proposals, it is proposed that public consultation on the framework runs from August until November to help co-produce the final version of the plan. Following consultation, it would be the intention to report back to Executive Board with a proposed final draft of the framework. There has been informal consultation to shape this current draft as set out at section 4.1.
- 3.6.2 A variety of methods are proposed to gather views and perspectives, including use of events, blogs, online questionnaires, Twitter, Facebook, a series of seminars on the future of South Bank, writing to all residents and businesses in the South Bank boundary, a roadshow of consultation events across the city as well as a chance for residents and interested parties to host their own events based on their own ideas for the future of South Bank. It is also proposed to engage with schools, and to ensure young people from across the city can help shape the proposals through targeted consultation. There will be focussed consultation with the Chamber of Commerce, landowners and businesses in the South Bank to build upon the consultation that has taken place to date (and as set out at section 4.1)
- 3.6.3 The proposed consultation will not seek to constrain the debate and will allow comments on any topic, with an open invitation for any opinions and ideas to be offered.
- 3.6.4 Areas where specific feedback will be sought include identifying what the city's vision for the Green City Park is – for example what function and form should it have?; How the South Bank can become a leading destination for living, working and leisure; Thoughts on the potential for taller buildings in certain areas of the South Bank and Feedback on specific proposals to transform the road network, and in particular proposals to remove general traffic from City Square, Neville Street and concepts to create a hierarchy of streets to serve an expanding city centre.

### **3.7 Next Steps**

- 3.7.1 The framework is intended to act as a mechanism for the delivery of activities that achieve the vision for the South Bank. The immediate work will be to develop and deliver a comprehensive plan to co-ordinate the delivery of the framework ambitions to ensure that the city secures the funding and investments required to deliver its vision. It is proposed to diligently move at pace to develop this so Leeds is able to secure early buy in to its proposals and secure the funding required to deliver its plans.
- 3.7.2 This next section considers five areas where further work will be progressed.

### **3.8 Short Term Enhancements, Urban Management**

- 3.8.1 A delivery plan will include short, medium and long term interventions and it is proposed that there will be work to make short term and temporary enhancements. It is proposed that proposals for the day to day place management are recommended to Executive Board later in the year to establish the short term interventions to improve the safety, cleansing, vitality and animation of the area including meanwhile uses. This has been flagged up by partners as a major priority improvement area. Such work will seek to be very closely aligned to the Culture Strategy and 2023 bid, with a focus on doing things differently through co-production.
- 3.8.2 To support this, the Council will look to improve the condition of its sites in the South Bank. The Council owns sites at Bath Road in the South Bank and has secured a £575k loan from WYCA to remediate the sites. It is proposed that remediation will take place over the next 12 months and will remove risks for future development at the sites. Remediating will also improve the overall environment in this area Executive Board approval to inject this funding into the capital programme is therefore sought.
- 3.8.3 Further, there will be a focus on proactively delivering in the short term growth and Development working with partners and stakeholders to build upon the successful initiatives over the previous 18 months. This will include working with major landowners such as Burberry, Vastint, CEG, CITU and Allied London, and organisations such as Duke Studio, the Tetley and other major occupiers. Whilst the framework provides a strong spatial framework, further work could take place to look at the broader approach in the South Bank to support growth across key sectors.
- 3.8.4 An important consideration will be to explore any implications for surrounding neighbourhoods to South Bank, including the potential employment and skills initiatives to secure jobs for local people, and how to deliver improved connections to these areas. Such work will be complementary to proposals set out at today's Executive Board on empty homes and in particular proposals for Holbeck. Work will take place to see how elements of the Holbeck Neighbourhood Plan (once adopted) could be delivered in a complementary and joined up way.

### **3.9 Planning Policy**

- 3.9.1 The framework is consistent with the Holbeck, South Bank SPD that was adopted last month. It is acknowledged, however, that the framework introduces concepts that mean that the South Bank SPD adopted in 2010 may now be dated, and that this may facilitate a review of this planning policy, whilst the proposals for taller buildings in the framework may also require a review to provide clarity to developers and investors on the city's position on tall buildings in the South Bank. It is therefore proposed that the Chief Planning Officer reviews these matters with view of making recommendations for any updates and the consultation exercise will be a means by which to test stakeholder's views on these matters.

### **3.10 Growth Strategy and Delivery**

- 3.10.1 The city is developing proactively its HS2 Growth Strategy to deliver its vision for the Leeds Station and South Bank. With clarity on the location of the HS2 station, the city is in a strong position to further develop its delivery plans here. Government requires the region to submit a Growth Strategy to maximise the economic benefits of HS2 for the city region, including a focussed look at growth in the area around the station (e.g. South Bank, and City Square areas).
- 3.10.2 It was announced in the Budget that *'the government will also allocate £4 million to develop High Speed 2 Growth Strategies for Manchester Piccadilly, Manchester Airport and Leeds stations as part of an integrated long-term plan for High Speed 3.'* Leeds City Region was provisionally allocated £1.25m of this funding. The city is in a strong position and has already developed baseline work on the economic benefits and funding options to deliver a Growth strategy.
- 3.10.3 A three pronged approach is proposed - a city region wide economic narrative with a skills, supply chain and connectivity package, an integrated plan for Leeds Station that incorporates HS2, NPR and local services and is embedded into the city and thirdly a focus on the surrounding area around the station of the Southbank and City Square to consider the implications of HS2 such as for the highway network, public realm, business relocation and how we can maximise the benefits.
- 3.10.4 This provides a basis to develop a delivery and funding plan for key framework concepts based on further feasibility studies. It is proposed the Growth Strategy needs to identify the costs of interventions in the framework, proposes funding options and provides an economic assessment of the benefits. Using the framework as a platform to do so, there is now an opportunity, through the funding secured, to move these concepts towards delivery

### **3.11 City Centre Transport Strategy**

- 3.11.1 The Southbank framework is closely aligned with the Council's City Transport Strategy presented at Executive Board in October 2015. The framework presents a framework to capture the opportunities the WYTF City Centre transport package (CCTP) provides. Removing through traffic from this part of the city offers the opportunity to diversify the highways and provide a clear street hierarchy which supports adjacent land uses and urban life. Consultation on the framework and City Centre Transport strategy are planned to run concurrently to ensure the views of a wide range of stakeholders are captured.
- 3.11.2 As well as improvements to the inner ring road and M621, The CCTP proposes to close City Square to through traffic in order to provide an improved public realm and a world class gateway to the city, suitable for the arrival of HS2 and Northern Powerhouse Rail. The next stage of this project is to define the vision for city square and therefore, as part of the consultation, key stakeholders and the public will be asked to consider what they would like City Square to be and how it should be used.

### **3.12 Integrated Leeds Station**

- 3.12.1 The framework provides detailed guidance on the city's vision for the HS2 station, and this reflects principles previously agreed by Executive Board.
- 3.12.2 As agreed at the Executive Board in December, the Council has been working with HS2 Ltd, DfT, Network Rail, Transport for the North and WYCA on the development of an integrated station. There are a number of different projects that will help transform Leeds Station – the Transpennine Route Upgrade, HS2, and Northern Powerhouse Rail (sometimes referred to as HS3) and alongside these the aspiration to have a station that is a world class gateway that delivers an excellent passenger experience and is seamlessly integrated into the transport network and the city itself.
- 3.12.3 Using the South Bank framework as a basis for further work, it is proposed to bring together the existing projects and aspirations into a single plan (reference case) for the station. It is proposed to procure work, in partnership with others, to create this reference case. The reference case design will set out the options for the location and operation of the main station functions (such as entrances and exits and the concourse). It is proposed that this work will provide details of how its delivery can be phased to allow improvements to be delivered in stages in a way which is future proofed in the context of the long term plan, and enables us to lever private sector finance for the retail and commercial development opportunities. The outcome from this will be a single delivery plan for an integrated station to deliver an integrated station befitting of the city's ambitions.

## **4 Corporate Considerations**

### **4.1 Consultation and Engagement**

- 4.1.1 The draft framework has been subject to consultation with the Leader of the Council and Executive Member for Transport, Regeneration and Planning.
- 4.1.2 Early proposals contained within the framework have been shared at two events for South Bank landowners, civic partners and businesses; each attended by over 100 delegates. This has shaped the consultation draft.
- 4.1.3 There was also a call for ideas launched in March 2016, and ongoing dialogue and collaboration with the Chamber of Commerce who have published a report setting out how they can support the city to deliver our ambitions in the area. There is a lot of commonality between the Chamber and the Council on the vision and next steps on the South Bank. There will continue to be close working with the Chamber, landowners and business representative as the framework moves towards finalisation and as further more detailed work commences to develop the comprehensive delivery plan.
- 4.1.4 An earlier version of the draft was shared with the Chamber of Commerce, Leeds Sustainable Development Group, Leeds Civic Trust Allied London, Asda, Vastint, Burberry, Commercial Estates Group, HS2 and Network Rail on an informal basis. This has emphasised diverging views on building density, how prescriptive the plan should be on land use, and the role of a city park. However, there has been common feedback for the city to be bolder on its vision statement, be less focussed on HS2, and to make the document clearer. There has also been

feedback on ensuring the South Bank advocates a truly sustainable mixed use neighbourhood.

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

4.2.1 An equality screening has taken place, and this has helped to shape the recommendations in this report. It is acknowledged that the framework will help to shape transformational growth and could therefore play a major role in overcoming inequality in the city, especially through the high quantum of jobs that the regeneration of South Bank will create. The changes to the physical environment could also improve accessibility for those with face access barriers.

4.2.2 It is proposed that the equality assembly forms part of the consultation for the framework and that an Equality Impact Assessment is undertaken post consultation on the proposed final version of the framework in recognition of the major changes to the city that it may facilitate, and the importance of considering all equality matters in shaping the final vision for the area.

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

4.3.1 The proposals contained within the framework will help to achieve the Best Council Plan priorities of Leeds being: A Strong Economy and a Compassionate City. They will help to address inequality through the major job creation the South Bank will facilitate.

4.3.2 In addition, the framework can directly contribute to the delivery of priority outcomes for 2016/17, including: supporting economic growth and access to economic opportunities; supporting communities, raising aspirations; providing enough homes of a high standard in all sectors; supporting children to have the best start in life; improving air quality; helping deliver a well-connected transport system; providing an inclusive, accessible range of transport options; supporting a resilient, inclusive, cultural and creative sector, and enhancing the quality of our public realm and green spaces

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

4.4.1 The framework has been funded from existing revenue budget and the proposals to undertake consultation will utilise existing budget provision. As set out in the report, the city region will receive a Government grant to fund the Growth Strategy work, and it is proposed this funding will be used to develop delivery plans for key concepts contained within the framework. The proposals for further technical work on the city centre transport strategy will be funded from existing funding pots received to develop this work.

4.4.2 In addition, it is proposed that dialogue takes place with the West Yorkshire Combined Authority to establish where funding could be available to fund framework proposals. The next steps will be to develop a funding plan to deliver interventions and this will explore a wide range of proposals.

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



- 4.5.1 The report is subject to call in and there are no legal implications at this stage in undertaking consultation.

## **4.6 Risk Management**

- 4.6.1 There is a risk that, with a coherent plan, the city does make the most of the once in a generation opportunity for the regeneration of the South Bank. The framework seeks to address this. Important to mitigating this risk is ensuring that the consultation is as wide ranging as possible and that as many people, stakeholders and businesses take part so that the framework and vision best reflects the city's ambitions for the area.

## **5 Conclusions**

- 5.1 The South Bank regeneration initiative is one of the country's largest opportunities to capture growth, create jobs and tackle inequality. The delivery of a framework will help to guide the regeneration of the area for generations to come, and will achieve a wide range of Best Council objectives. It is proposed to undertake comprehensive public consultation on the proposals, and to start to develop a delivery plan to deliver concepts contained within the framework, including the city centre park, public realm, transport changes and a single plan for the new Leeds Station

## **6.0 Recommendations**

- 6.1 Executive Board is recommended to:

- i) Support the ambitions for the South Bank and Leeds Station, and request that the Director of City Development:
  - a) Undertakes a three month public consultation on the South Bank framework regeneration framework and associated city centre transport proposals, commencing in August 2016.
  - b) Develops the HS2 Growth Strategy as per the proposals contained in paragraph 3.10 of this report, including a delivery and funding plan to deliver proposals contained within the framework.
  - c) Develops, in partnership with others, a single reference case design for Leeds station, which includes the opportunity to phase improvements and considers how third party funding could help deliver change.
- ii) Request that the Chief Planning Officer reviews the Council's South Bank SPD and policy framework relating to taller buildings in the South Bank with a view to recommending how the framework may facilitate updates or changes to existing policies.
- iii) Injects a £575,000 loan from West Yorkshire Combined Authority into the Councils capital programme to fund the ground remediation to four sites off Bath Road.

- iv) Note that the Director of City Development is responsible for these actions and request a further report on these matters later in 2016.

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

7.1 N/A

---

<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.