

## Report of the Director of City Development

### Report to Executive Board

**Date: 19 April 2017**

### **Subject: Hunslet Riverside Regeneration Delivery Plan**

Are specific electoral Wards affected?	<input checked="" type="checkbox"/> Yes	<input type="checkbox"/> No
If relevant, name(s) of Ward(s): City and Hunslet		
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 contribute to Leeds having A Strong Economy in a Compassionate City and will contribute to the delivery of a range of Best Council Plan priority outcomes.
2. Hunslet Riverside forms part of the wider Leeds South Bank area of the city, but also includes land on the north bank, and extends from Leeds Dock south eastwards along the river towards Hunslet. As with all parts of the South Bank, the regeneration and development opportunity is huge, providing new homes alongside space for major new employment and leisure uses as well as vital transport and community infrastructure fit for the 21<sup>st</sup> century.
3. There have been recent changes in the vicinity of Hunslet Riverside that provide a context and driver for regeneration. These include the ongoing investment by Allied London to reinvigorate Leeds Dock, the development of an educational cluster immediately to the west of the area which attracts approximately 10,000 students, the completion of an award winning residential development at Yarn Street, the recent planning approval for exemplar sustainable housing developments on two separate sites at Low Fold and Left Bank by Citu.
4. These are beginning to reduce the extent to which the area is considered marginal in market terms and raise its profile as a distinct new mixed community forming part of the South Bank, but with the opportunity to better relate to Hunslet, Cross Green and Richmond Hill to improve connectivity and access to social and economic opportunities for local people across this part of the city. In March, Executive Board,

considered a report about the Council's general approach to support the delivery of mixed residential communities in Leeds City Centre

5. In September 2015 Executive Board agreed the high level principles that would underpin the regeneration of Hunslet Riverside. In light of that report, a Hunslet Riverside Regeneration Delivery Plan has been created and strong relationships have been formed with a number of developer interests and businesses active in the area. This seeks to set out how the Council will work to take forward the delivery of the developments identified in the Aire Valley Leeds Area Action Plan which is expected to be adopted later in the year.
6. The interventions proposed in the delivery plan focus on pedestrian, cycle and public transport improvements; land assembly; bringing forward sites for disposal and development; securing viable reuse of Victoria and Hunslet Mills; and the delivery of new community facilities.

## **Recommendations**

7. Executive Board is asked to:
  - i) Note the progress already made to bring forward development and investment schemes across Hunslet Riverside and the opportunities which still remain;
  - ii) Approve the Hunslet Riverside Regeneration Delivery Plan;
  - iii) Note that the Director City Development will undertake to agree terms with Citu for the sale of Council land, at market value, for a primary school and further residential development; and
  - iv) Support the progression of work to assemble land at Armouries Drive to unlock development potential and to support public realm connectivity, as set out in paragraph 3.5.9 of this report.

## **1. Purpose of this report**

- 1.1 This report provides Executive Board with an update on the Hunslet Riverside area of South Bank and seeks approval to the Hunslet Riverside Regeneration Delivery Plan and a range of actions towards its implementation. .

## **2. Background information**

- 2.1 Hunslet Riverside is part of the Leeds South Bank area of the city, but also includes some land on the north bank of the river, and extends south east from Leeds Dock along the river towards Hunslet, as shown in appendix A. The area is in close proximity to the city centre and presents a significant regeneration and development opportunity, reflected in a number of new residential and mixed use development proposals emerging in the area.
- 2.2 In September 2015 Executive Board agreed the high level principles which would underpin the regeneration of Hunslet Riverside and agreed to the production of a plan to move these forward to delivery. In autumn 2016 a comprehensive public consultation on the South Bank Regeneration Framework highlighted Hunslet Riverside as a substantial regeneration opportunity and incorporated the previously agreed principles for this area.
- 2.3 At present, the Hunslet Riverside area is under used and under developed with a number of vacant sites and a poor quality public realm, which reflects the historic industrial uses of the area and closure and clearance of commercial buildings in more recent years. There is also a strong disconnection with the city centre and poor/limited connectivity and legibility to the adjoining communities of Hunslet, Cross Green and Richmond Hill. Hunslet itself offers local retail and services for residents already living in the area, particularly those who live within the H2010 housing development at Yarn Street. In addition there are historic assets such as the Hunslet and Victoria Mill complex which is a range of Grade II and II\* listed buildings which are currently at risk.
- 2.4 The regeneration principles for Hunslet Riverside previously agreed by Executive Board aim to address these issues through joint working and collaboration with landowners, developers and local stakeholders to establish a delivery plan which identifies opportunities for site assembly; encouraging the delivery of low carbon and sustainable forms of development; considers how the area could be better connected; securing refurbishment and re-use of Hunslet and Victoria Mills; and facilitates the delivery of necessary community facilities.
- 2.5 This report sets out the work undertaken to bring the regeneration delivery plan forward and the progress already made through working with a range of stakeholders in the area.

## **3. Main issues**

- 3.1 Work has taken place with landowners, developers and businesses across the Hunslet Riverside area to better understand the interventions necessary to support the development and regeneration of the area to ensure that a sustainable neighbourhood can be developed which is outward looking and connected not only to the wider South Bank and city centre areas, but also to the adjoining communities of Hunslet, Cross Green and Richmond Hill.
- 3.2 This has been drawn together in a delivery plan which sets out the essential interventions required to take forward the agreed regeneration principles and to

address a number of the challenges currently faced in the area. The Plan will help to promote the development opportunities in the area giving confidence around prioritised interventions, be used to guide the deployment of the Council's resources, underpin funding applications and will be a material consideration in the determination of planning applications.

3.3 The delivery plan is attached at appendix B. In summary it focuses on the following key interventions:

- A. ***Pedestrian, cycle and public transport improvements*** and improved permeability including stronger connectivity with adjoining neighbourhoods, Leeds Dock and the wider South Bank area with targeted improvements to the public realm, better use of the waterfront and the introduction of public art animation;
- B. Use of Council landholdings and ***bringing sites forward for disposal and development*** in a structured way to ensure that where appropriate they contribute to the overall development and place-making potential of the area;
- C. ***Land assembly*** to optimise development opportunities through joint working between the Council, landowners and developers for currently vacant or underused land. The Council is seeking to enter into negotiations with land owners to assemble the Armouries Drive site which can then be brought forward for mixed use development;
- D. Prioritise bringing the ***Hunslet and Victoria Mill's*** range back into viable use and secure a future for these Grade II and II\* listed buildings;
- E. Set out opportunities and delivery approaches for wider ***community facilities*** including new school provision and health and well-being needs, to ensure the necessary infrastructure to support growth and attract families to the area;
- F. Build on current proposals to encourage ***sustainable development*** through close working with developers, promoting innovation and environmental ethos whilst ensuring that residential schemes provide a range of types, mixes and tenures;
- G. ***Attracting public funding*** to accelerate delivery.

3.4 Executive Board is asked to approve the Plan as a key tool for the use of the Council and partners to support and guide the process of development and place making in this part of the city.

### **3.5 Development update and future opportunities**

3.5.1 There is c20ha of land with potential for mixed use and residential led development and investment across Hunslet Riverside. The sites include:

- i) Leeds Dock
- ii) the Citu Climate Innovation District Sites at Low Fold and Left Bank

- iii) the former Evans Halshaw car showrooms at Black Bull Street/ Chadwick Street/ Hunslet Road which is an important gateway between Hunslet Riverside and the wider South Bank area including the former Tetley site which will incorporate a new city centre park;
- iv) Armouries drive where there are a number of small industrial buildings which, subject to land assembly, could be replaced with a comprehensive development scheme which in part reflects the scale of Leeds Dock, but also provides vital pedestrian connectivity and public realm;
- v) Council owned land on Clarence Road providing opportunities for community focused development; and
- vi) Land at Bridgwater Road on the north bank of the river which is a former rail siding and goods yard which provides an opportunity to deliver a range of housing with improved connectivity to the south bank of the river.

### Leeds Dock

- 3.5.2 Allied London has continued to invest into Leeds Dock to expand its offer for visitors and occupiers. Sky has taken 62,000 sq ft of office space within the scheme to accommodate their Technology, Media and Telecommunications Hub, which has resulted in the area becoming an attractive base from smaller technology, IT and media businesses demand small work units and space to grow their businesses. This potential for the creation of appropriate accommodation to meet these business requirements is at the forefront of Allied London's future plans for the area.

### Climate Innovation District

- 3.5.3 Sustainable development company, Citu, has obtained planning approvals to create a 'Climate Innovation District' in Hunslet Riverside. Drawing on international best practice and harnessing the latest technology, the mixed use development spans three sites on opposite banks of the river and will incorporate more than 500 new low carbon homes alongside leisure, offices and climate resilient public realm. The new dwellings will be built through an off-site manufacturing process in a new factory and experience centre to be developed on land at Clarence Road/ Sayner Lane. Once Citu's developments within Hunslet Riverside have completed, the factory will provide an ongoing facility to support delivery of the company's future developments in Leeds and beyond.
- 3.5.4 With an ambition to accelerate the transition towards zero carbon cities, the Climate Innovation District will forge collaboration with local and international partners to deliver an exemplar model of how to economically build zero carbon neighbourhoods that also provide healthier, smarter and better connected cities.
- 3.5.5 Straddling the River Aire, a key element of the Climate Innovation District will be the installation of a new pedestrian bridge across the river which will link Citu's development sites, whilst also facilitating much needed connections to the area from Cross Green and Richmond Hill which sit on the north bank of the river. The innovative bridge design is intended to enable delivery of the city's heat network to the South Bank, providing future resilience of low carbon heating and opportunity to connect additional heat sources from manufacturing and technology businesses in the area.
- 3.5.6 Citu's residential developments will be a mix of 1, 2 3 and 4 bedroom 'family' houses based around a European model of medium density urban housing with high architectural and design standards that create homes that feel light, bright and

well designed. Each home will have access to private outdoor space as well as being designed around innovative public spaces. The affordable housing element of the scheme will be delivered by Leeds Community Homes, funded through a community share offer. Citu commenced site preparation works in 2016 supported by the Leeds City Region Revolving Infrastructure Fund and it is their aspiration to have the first properties constructed in 2017.

#### Former Evans Halshaw car showrooms

- 3.5.7 Evans Halshaw has relocated its car showrooms to Gelderd Road releasing c2.4ha of land for mixed use development. This site is particularly important with key frontage and forming a gateway between the Hunslet Riverside and wider South Bank areas whilst also sitting at the heart of the education cluster which has emerged in this part of the city. Pedestrian connectivity is particularly important through this area to ensure that the new communities which will become established within the Hunslet Riverside developments can access important assets in the wider area including the new city park. The site is currently being promoted for development and the Council is keen to have early engagement with developers to help shape the proposals for this important site.

#### Armouries Drive

- 3.5.8 There are a number of small low rise industrial buildings located on Armouries Drive/ Carlisle Road which are of generally poor quality and reflect the industrial history of the area. As development progresses in other parts of Hunslet Riverside and to deliver the full extent of the ambition for a sustainable community here these buildings will form a barrier to wider place-making, standing on a key pedestrian route/ node in the area required to ensure strong connectivity. It should be noted that some of these buildings remain occupied with small scale commercial uses and relocation of these employment uses will need to be considered as part of the regeneration approach.
- 3.5.9 The Council owns two parcels of land within this block alongside three properties in private ownership. Given the need to bring forward a comprehensive development, it is important that the Council leads work to assemble this development site. It is intended that this be progressed initially through negotiation, with a developer then being brought on board through open competition to deliver a mixed use scheme which contributes to the place making of the area.

#### Land at Clarence Road

- 3.5.10 The Council owns c1.7ha of land on Clarence Road which sits adjacent to the land to be brought forward by Citu for housing. Given the opportunity to create a new city centre residential offer, including family housing, it is important that this is supported by appropriate community facilities. In the wider area, there is a range of education provision including the new Ruth Gorse secondary Free School. Primary provision is currently available in the existing nearby residential areas of Cross Green and Hunslet, but there has been pressure on places in recent years due to increased birth rates as well as new development. There is currently some disconnect between Hunslet Riverside and these adjoining communities due to the river and highway network. Whilst this will be reduced over time as development schemes come forward and investment into infrastructure takes place, such as the proposed pedestrian crossings across the River Aire, the provision of a primary school within this area alongside further residential development will contribute to

the early creation of a sustainable neighbourhood whilst increasing the range and offer of provision accessible by adjoining communities.

- 3.5.11 Citu has approached the Council about this land with a proposal to bring forward a primary school working with an appropriate provider, to support the wide ambition for the sustainable development of the Climate Innovation District. This approach is to be explored further and will be the subject to consideration by the Director for City Development in consultation with the relevant Executive Members.

#### Land at Bridgewater Road

- 3.5.12 A former rail sidings and goods yard, this site extends to c28ha in size on the north bank of the river and provides a significant development opportunity. The site is divided into two, the larger part being allocated for employment activities which will utilise movements of mineral freight by rail or canal within the adopted Natural Resources and Waste Local Plan, with c11ha at the north western part of the site identified for housing development. The site is owned by Network Rail with a long lease to DB Cargo. The Council has been working with both parties to support the site being brought forward for development. Improving connectivity to the site is particularly important given the poor pedestrian environment currently offered, with the potential to create a new footbridge across the river as part of the scheme to connect the site to the Yarn Street development/ Hunslet Mill and in turn the wider Hunslet Riverside area.

### **3.6 *Hunslet and Victoria Mills update***

- 3.6.1 Hunslet and Victoria Mills are a collection of landmark Grade II and II\* listed buildings which are considered to be at risk by Historic England. The Council has been working with the existing owners, a joint venture between Evans Property Group and Caddick Developments, to secure a sustainable refurbishment and development scheme for the site. Jointly, market appraisals and building condition surveys have been commissioned to better inform the interventions to support the viability of bringing a scheme forward, while the owners have been promoting the development opportunity to specialist developers and contractors. A potential solution for the listed buildings has been identified and the Council remains committed to supporting a scheme being delivered.

### **3.7 *Public Realm and Movement update***

- 3.7.1 A plan has been developed to help guide and drive forward public realm improvements for Hunslet Riverside. Investment into the public realm is essential in helping to change the perception of the area from one that is disconnected from the wider city and of an industrial nature to one associated with a sustainable and desirable city centre community designed for people. The Public Realm Plan has been produced in collaboration with Highways, Urban Design and Parks and Countryside officers, and sets out the projects to be delivered over the next 12-18 months. The plan focuses on two main areas; the Leeds Dock/Hunslet Riverside link and the Allied Glass/Hunslet Riverside link, with short, medium and long term projects proposed.
- 3.7.2 The aim is to create a better pedestrian experience across the Hunslet Riverside with better linkages and more animated spaces, lessening the impacts of the

industrial environment with additional planting and greenery, therefore creating a more residential feel with high quality connections to surrounding areas.

- 3.7.3 The Public Realm Plan includes a redesign of the public realm around the junction between South Accommodation Road and Clarence Road to soften the industrial environment with planters and greening, working in collaboration with Allied Glass. This could help to animate the area with a particular focus for intervention being beneath the A61 flyover on South Accommodation Road, to act as a gateway feature to the city centre. There is potential here to work with local stakeholders such as The Tetley or Allied Glass to explore this opportunity further.
- 3.7.4 Improved quality and use of the river frontage is also crucial to provide further connectivity options to the city centre, but also as a leisure route. New developments must enhance the river corridor, and can benefit from their waterfront settings. The Canals and Rivers Trust have been involved in the preparation of the Delivery Plan and share the Council's ambition for the waterfront and river itself to be used more effectively through opportunities for new events to draw people to this important resource. Equally, the potential to utilise the waterway as a means of transport construction plant and materials to waterfront sites can also be explored as a means of reducing impact during construction on the surrounding highway network. Opportunities will be addressed to ensure join up with the ambitions expressed in the Chamber of Commerce's recent Waterfront Strategy for the city centre.
- 3.7.5 Work will be undertaken to continue the pedestrian footpath adjacent to The Ruth Gorse Secondary free school that will provide a pedestrian link to Leeds Dock along with the introduction of a pedestrian crossing across Chadwick Street and opening up of pedestrian access in this general area.
- 3.7.6 The council will continue to work closely with developers, local businesses and stakeholders to design and deliver projects ensuring a consistent approach and pallet of materials across the area.

## **4. Corporate considerations**

### **4.1 Consultation and engagement**

- 4.1.1 Discussions have been ongoing for some time with the main businesses and developers within the area including Citu, Allied London and Allied Glass. In addition the Council has written to all businesses and stakeholders in the area setting out the key principles of the Delivery Plan and developments coming forward and met with those expressing interest or wishing to comment. Whilst the Delivery Plan sets a strategic focus for the Council's activity, there will be continued consultation and engagement with stakeholders as detailed design work progresses for both development schemes and wider public realm.
- 4.1.2 The Executive member for Regeneration, Transport and Planning has been briefed and will continue to be updated as schemes progress and ward members have been updated on the plan. The Burmantofts and Richmond Hill Ward Members were keen to ensure that connectivity between Cross Green and the Hunslet Riverside area was prioritised for investment.
- 4.1.3
- 4.1.4 Between August and December 2016, the Council undertook a comprehensive three month consultation on the draft South Bank Regeneration Framework, with



the aim of using responses to form a final framework for the future development of South Bank Leeds.

- 4.1.5 The consultation included over 70 public events including open events in high footfall public spaces, community centres and at education establishments; a series of themed workshops open to the public and businesses which included a targeted accessibility workshop to the disability hub; presentations at community centres neighbouring South Bank and at community events and; targeted equality hub network events, for example with LGBT\*, Age hub, BME groups and Accessibility forums. A total of 2,209 responses, yielding some 32,773 points of data, and 32 detailed responses from key city stakeholders. 30% of responses were from young people aged 24 and under, with 15% of these 15 and under.

4.1.6 Although no specific comments were made regarding the Hunslet Riverside area of the city, there were a number of themes that can be related to the area including the lack of connectivity to South Bank and neighbouring communities; dominance of roads over pedestrian/cycle routes; poorly maintained and discontinuous pedestrian/cycle routes along the River Aire; and the lack of public transport serving the area. The importance of maintaining and reusing heritage buildings was also noted with Hunslet and Victoria Mills, referenced.

## **4.2 Equality and diversity / cohesion and integration**

- 4.2.1 In formulating the recommendations within this report to support the regeneration of the Hunslet Riverside, the potential impacts on equality, diversity and cohesion and integration issues have been considered. In this respect a screening assessment has been carried out (attached at appendix C) which has indicated that an impact assessment is not required. The exercise noted the area's strategic importance in terms of the potential for regeneration interventions to help improve connections with the adjoining areas of Hunslet, Cross Green and Richmond Hill and to help communities in these neighbourhoods to access the benefits of the economic growth and employment opportunities within the city centre.

## **4.3 Council policies and best council plan**

- 4.3.1 The Best Council Plan ambitions are for Leeds to be a compassionate city with a strong economy, supported by an efficient and enterprising local authority that works effectively with partners and communities. The Hunslet Riverside Delivery Plan supports these ambitions with its regeneration proposals to deliver new homes and community facilities, working with communities, landowners, developers and other stakeholders to promote inclusive growth.
- 4.3.2 The proposals outlined within the report support the delivery of the 2016/17 Best Council Plan priorities of supporting economic growth and access to economic opportunities.

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

- 4.4.1 This proposal is being led by the Head of Regeneration and is being resourced and managed through existing departmental budgets.
- 4.4.2 Any future funding decisions will be taken in accordance with the Council's financial regulations and the necessary formal approvals will be sought when necessary. The Council continues to speak with the West Yorkshire Combined Authority about

potential Growth Deal funding to help to support activity in the area whilst also considering other funding opportunities through emerging government initiatives.

#### **4.5 Legal implications, access to information, and call-in**

- 4.5.1 Under the Localism Act 2011, the local authority has the power to do anything that individuals generally may do, and this would include promoting or improving the economic, social or environmental well-being of its area. In terms of any potential future land assembly, the Council has powers under Section 120 of the Local Government Act 1972 to acquire land by agreement for any of its statutory functions, or for the “benefit, improvement or development” of its area. If acquisition under these powers is not possible consideration will be given to presenting a further report to Executive Board setting out alternative options to support the regeneration of this area.
- 4.5.3 The decision of Executive Board in relation to the recommendations is subject to call-in.

#### **4.6 Risk management**

- 4.6.1 Should the delivery plan not be approved, there will be no clear mandate for the key interventions and prioritisation of resources as set out in the plan. This could result in the Council not taking a strategic lead on land assembly, meaning that opportunities for comprehensive regeneration and development may not be realised.
- 4.6.2 As the regeneration delivery programme progresses, risks will be monitored and recorded in accordance with sound project management principles.

### **5. Conclusions**

- 5.1 This report highlights the increased strategic importance of the Hunslet Riverside for a number of reasons, including its close proximity to Leeds City Centre and South Bank; the increase in mixed use and residential developments (proposed and delivered); the development of a tech hub as a result of the inflow of new digital/creative businesses to the area further to Sky moving in to Leeds Dock office space; the investment by Allied London to reinvigorate Leeds Dock and the emergence of an educational cluster which attracts approximately 10,000 students.
- 5.2 The Regeneration Delivery Plan will provide a key tool for the Council, working with landowners, stakeholders and developers, to bring forward development and investment opportunities that will support the delivery of the South Bank programme, enabling investment in new homes and employment.
- 5.3 The report also outlines the importance of progressing work to secure development solutions for the land at Armouries Drive, including the need to progress land assembly to unlock site capacity for both development and important public realm connectivity.
- 5.4 The Council will continue to work with developers, businesses and wider stakeholders to progress regeneration development and investment in the area to ensure the aspirations set out in this report are met.

## **6. Recommendations**

### **6.1 Executive Board is asked to:**

- i) Note the progress already made to bring forward development and investment schemes across Hunslet Riverside and the opportunities which still remain;
- ii) Approve the Hunslet Riverside Regeneration Delivery Plan;
- iii) Note that the Director City Development will undertake to agree terms with Citu for the sale of Council land, at market value, for a primary school and further residential development; and
- iv) Support the progression of work to assemble land at Armouries Drive to unlock development potential and to support public realm connectivity, as set out in paragraph 3.5.9 of this report.

## **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 A: The Hunslet Riverside area map

