

**Report of Director of City Development**

**Report to Executive Board**

**Date: 22 June 2016**

**Subject: Holbeck, South Bank Supplementary Planning Document (SPD) - Adoption**

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 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? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes	<input checked="" type="checkbox"/> No

**Summary of main issues**

1. Holbeck Urban Village forms part of the South Bank regeneration initiative – one of the largest regeneration opportunities in the country.
2. The Holbeck Urban Village district has an historic character with a strong reference to the city's industrial past. This has been the setting for successful regeneration in recent years, including Marshalls Mill and the Round Foundry Media Centre; it is also an opportunity around which future regeneration and redevelopment can be promoted thereby contributing to the Best City ambitions of a Strong Economy and a Compassionate City as set out in the 2016/17 Best Council Plan.
3. The Holbeck Urban Village area is located between communities in inner south Leeds and the City Centre, where there is a significant opportunity to reconnect places that have for many years been severed from its social and economic opportunities.
4. In March 2016, Executive Board gave approval to undertake a six week public consultation exercise to seek views on the draft Holbeck Urban Village, South Bank Supplementary Planning Document (SPD) to inform development proposals in Holbeck Urban Village.
5. This report informs members of the outcome of the public consultation undertaken on the draft SPD in Spring 2016. The report also recommends changes to the SPD

further to consideration of the representations received during the public consultation exercise.

6. The SPD aims to guide redevelopment of the Holbeck Urban Village and to facilitate the delivery of 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 between the communities of Holbeck and Beeston and the city centre. The SPD has been developed to align with the principles contained within the draft South Bank masterplan.
7. There is existing Supplementary Planning Guidance covering Holbeck Urban Village (HUV), which was originally adopted in 1999 and refreshed in 2006. However, as the last refresh was undertaken ten years ago, there is a need for a further update to reflect substantial changes to the Planning Policy context since 2006, major inward investment proposals from Burberry, Commercial Estates Group and other investors, the post global recession market place, as well as the completion of a number of successful developments in the area and the worsening condition of the Grade I Listed and 'at risk' Temple Works.
8. As guidance to major inward investment proposals, the SPD will help to facilitate the comprehensive redevelopment of the entire area including the enabling development that will be required as the council seeks to deliver the aspiration to fully restore Temple Works and secure a long-term sustainable use.
9. As part of the formal public consultation process a number of key issues were regularly raised by consultees relating to the proposed revised draft SPD. These adhered to the following themes: Area Name – Holbeck Urban Village; SPD Boundary; Connectivity & Movement; Parking; Heritage Assets; Urban Design & Public Realm. The key issues are considered in this report along with the council's response on how it is proposed the draft SPD is amended to address them. However, there were diverging views raised across these themes and the Council's proposed response is as a result of careful consideration of these conflicting representations.
10. It is important to note that the vision in the original SPG - to create a vibrant mixed use area whilst safeguarding the unique historic character of the area -remains as the aim of the revised draft SPD. 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 would become a 'material consideration' informing the determination of planning applications.

## Recommendations

11. Executive Board is recommended to:

- i) note the contents of this report and the associated formal consultation statement;
- ii) approve the renaming of the Holbeck Urban Village, South Bank Supplementary Planning Document to 'Holbeck, South Bank Supplementary Planning Document' and agree that officers commence dialogue with residents and partners to consider how best to market and promote this area of the city;
- iii) adopt the Holbeck, South Bank Supplementary Planning Document in the form annexed to this report pursuant to section 23 of the Planning and Compulsory Purchase Act 2004 (as amended);
- iv) note that the Chief Planning Officer will publish the Holbeck, South Bank Supplementary Planning Document (SPD) and associated documents in accordance with the Town and Country planning (Local Planning) (England) Regulations 2012 Compulsory Purchase Act 2004 (as amended).

## **1 Purpose of this report**

- 1.1 The purpose of this report is to feedback to Executive Board on public consultation undertaken on the draft Holbeck, South Bank Supplementary Planning Document and to request approval to proposed changes arising from this.
- 1.2 The report recommends that Executive Board adopts the re-drafted SPD. This would formally replace the existing Holbeck Urban Village Revised Planning Framework, previously adopted as Supplementary Planning Guidance in 2006.

## **2 Background information**

- 2.1 Holbeck Urban Village forms part of the South Bank, which is one of Europe's largest regeneration areas. The South Bank masterplan sets an overarching strategy for the regeneration of the area. Alongside the masterplan more formal planning guidance can be provided, such as Supplementary Planning Documents, to help guide development.
- 2.2 The Holbeck Urban Village district has an historic character with a strong reference to the city's industrial past. This historic character has been the setting for successful regeneration in recent years, including Marshalls Mill and the Round Foundry Media Centre; it is also an opportunity around which future regeneration and redevelopment can be promoted thereby contributing to the Best City ambitions of a Strong Economy and a Compassionate City.
- 2.3 Part of Holbeck was designated an 'urban village' by the council in 1999 to provide a brand and set of principles through which the Council and partners could promote development and a mix of uses that would capitalise on the quality of the buildings, the diversity of the area and its potential to develop into a sustainable community. This set out a placemaking opportunity that championed a sustainable and vibrant mix of offices, homes and leisure amenities to appeal to incoming digital and creative businesses, new residents and visitors to the area.
- 2.4 To support this 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 have been completed in the area.
- 2.5 In the ten years since the Framework was last updated Holbeck Urban Village has formed part of the emerging vision for South Bank, an ambition for Leeds that will see this wider area become one of Europe's most exciting sustainable growth locations, transforming the city centre and connections to neighbourhoods to the south. The Holbeck Urban Village area, with its unique attributes, now sits within a larger place-making and growth opportunity. In addition, there have been substantial changes to Planning Policy. The Unitary Development Plan (UDP) Review which was adopted in summer 2006 is now being gradually replaced by the Local Development Framework (LDF). The Core Strategy, the main document within the LDF was adopted in November 2014. In addition, the Council has adopted the Community Infrastructure Levy, payable on many new developments from April 2015. Crucially since the adoption of the original 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 is 'at risk', substantially vacant, deteriorating and vulnerable to a further structural failure which could be critical and result in its loss.

- 2.6 With market conditions improving, there is renewed investor interest in the area, with proposals for development coming forward at a number of sites within Holbeck Urban Village. This includes major proposals for Temple Works and sites surrounding it, as well as the recent acquisition of sites along Globe Road by Commercial Estates Group, referred to as the Holbeck Portfolio.
- 2.7 In addition, the global luxury brand Burberry announced in November 2015 that it had undertaken a strategic review of its UK operations given their need to modernise and expand their UK manufacturing operations. The outcome of this was that Burberry proposed to consolidate two existing manufacturing sites in Yorkshire relocating to a site off Sweet Street West in the Holbeck Urban Village area. The relocation is a £50m inward investment into a state of the art manufacturing facility providing employment for up to 1000 people. Further, the city has since developed its vision and plans for the area-wide regeneration of the whole of the South Bank.
- 2.8 In response to planning policy changes, the emerging vision for the South Bank, improved market conditions, major inward investment proposals and the worsening condition of the grade I Listed Temple Works it was proposed that the 2006 Holbeck Urban Village Revised Planning Framework Supplementary Planning Guidance be updated.
- 2.9 In March 2016, Executive Board approved that officers undertake a six week public consultation exercise to seek views on an updated draft SPD. The formal public consultation commenced in March 2016 as per the methods set out in section 4.1 of this report.

### **3 Main issues**

- 3.1 The key purpose of the SPD is to expand on the relevant policies within the statutory Development Plan for Leeds, to inform development proposals within Holbeck Urban Village and sites south of Sweet Street. The SPD once adopted would become a 'material consideration' informing the determination of planning applications.
- 3.2 The informal and formal consultations attracted representations from a wide range of respondents with a number of different viewpoints. The revised draft SPD has sought to achieve a balance between the competing representations that were made.
- 3.3 Through the formal consultation, representations were received from residents, interest groups and the business community. There was specific engagement with the Holbeck Neighbourhood Forum, which is progressing the Holbeck Neighbourhood Plan for areas adjoining the Holbeck Urban Village area. The breakdown of the total representations received is as follows:

- 42% - Residents
- 39% - Interest Groups
- 19% - Business Community

3.4 The consultation process was split into two stages, informal and formal; informal consultation was undertaken with key stakeholders prior to the formal consultation in March. These were primarily stakeholders with landholdings, or interests in landholdings that are not yet developed or subject to a recent planning application. The representations from both the consultation stages have been logged and considered; recommendations are now being brought forward by officers to Executive Board regarding changes to the draft SPD.

3.5 Overall, there was support for an updated SPD, and the draft document was well received by residents, partners, developers and businesses. There were no representations received to question changes that strengthen the Council's commitment to utilise its CPO powers, expanding the boundary or on the justification for updating the policy; three of the main areas of change in the new SPD.

3.6 Notwithstanding this, through representations submitted during the formal consultation a number of key issues arose which are outlined below in the following themes:

### 3.7 **Area Name – Holbeck Urban Village**

3.7.1 A representation was submitted from a major landowner with a significant stake in how the area is perceived, marketed and developed regarding the area's name. The representation proposed the renaming of the updated SPD from 'Holbeck Urban Village, South Bank SPD' to 'Holbeck, South Bank Leeds SPD'. It has been identified as a key issue as the HUV branding stems from the original planning guidance adopted in 1999. The HUV name is referenced in the Core Strategy as well as in saved Policy CC31 of the Leeds Replacement Unitary Development Plan, although this policy will eventually be replaced by the emerging Site Allocations Plan currently at Publication Draft Stage.

3.7.2 The representation stated further that the continued reliance on this term may lead to missed marketing and development promotion opportunities, undermining investor confidence. Instead, referring to the area as 'Holbeck, South Bank' recognises the crucial role that this area plays in the wider regeneration of South Bank.

3.7.3 Officers have given this representation significant consideration and as a result it is proposed that the draft SPD should be renamed Holbeck, South Bank SPD. Changing the name of the area within the SPD does not change the Planning guidance provided within it. It is acknowledged that there are diverging of views on the 'Urban Village' branding and it is proposed that, whilst the area name will be amended for the Planning Guidance, dialogue commences with businesses, residents and investors on how to promote this area, including the naming of the place and role of 'urban village' branding. Primarily, this is not specifically a Planning matter and does not impact on the Planning Policy. However, changing

the name of this document allows flexibility for the branding of the place moving forward whilst retaining the 'Holbeck' identity.

- 3.7.4 References to HUV in the SPD will be deleted, but there will be wording to reflect that HUV is referred to in the Core Strategy and that HUV and the new renamed Holbeck, South Bank area are one and the same.

### 3.8 **SPD Boundary**

- 3.8.1 There were no representations made against the proposals to extend the boundary to include the sites along Sweet Street; this extension incorporates the site owned by Burberry on Sweet Street West which forms part of their future development proposals in the SPD area. The Holbeck Neighbourhood Forum particularly welcomed this extension as it aligns with the design and connection aspirations included in the Holbeck Neighbourhood Plan.
- 3.8.2 A representation was submitted however, in relation to amending the north western fringe of the draft SPD boundary. The suggested amendment requested that a small triangular piece of land in this part of the SPD area, carried forward from the original boundary, be excluded.
- 3.8.3 This land is separated from the main part of the SPD area by the railway viaduct and forms part of the 'Green Bank' site to the west on Globe Road, the larger component of which falls outside of the SPD. Its location west of the viaduct physically cuts it off from the rest of the SPD area and the representation requested that the boundary be redefined in the north-west area to adopt the railway viaduct as its maximum extent.
- 3.8.4 Officers have given this representation significant consideration and as a result the draft SPD boundary to the north western fringe has not been amended. It is not considered that the site's inclusion in the SPD impacts on the deliverability of this site, which has been included in the boundary for over ten years and has not hindered the site previously securing planning permission. Furthermore, there is a need to safeguard this site for the landing of a potential footbridge over the canal in the future. A new footbridge in this location would improve connections to the emerging regeneration and development on Whitehall Road as well as the Trans-Pennine Trail. There are no other physical opportunities which would serve the same connectivity function to the east; the existing east-west pedestrian connection is not as direct as a potential future footbridge which would land on this site.

### 3.9 **Connectivity & Movement**

- 3.9.1 **Holbeck Highline.** The draft SPD identifies that, in planning terms, it would be permissible in principle to bring the currently disused viaduct (between Holbeck and the city centre) back into operational use as a railway or as a linear park providing a pedestrian connection to the south of the SPD area. Representations were submitted which very much supported the aspiration for a pedestrian connection, with one comment calling for the statement of aspiration to be bolder in the determination to deliver what could potentially be a world class piece of public realm.

- 3.9.2 However, an objection of principle was submitted from Network Rail regarding the future of the currently disused viaduct. Network Rail advised that it is premature to discuss options for the disused viaduct as the future operational need for this structure was still to be determined.
- 3.9.3 The SPD sets out Planning Guidance and is not intended to prescriptively state what will be developed at the viaduct. The SPD states that a green viaduct or use of the viaduct for operational rail services would be permissible and this remains the Council's position. The SPD will be amended slightly to outline that the plans for a green viaduct would require the approval of the owners of the structure.
- 3.9.4 **Through Traffic.** The draft SPD recognises that development in the locality and the closure of City Square could potentially lead to changes in traffic levels through the area. The intention is to ensure that the impact of any increased traffic is mitigated by design to ensure the area is not adversely affected and that a pedestrian friendly environment can be created. However, a representation from a developer was made which suggested that the draft SPD could go further referencing opportunities to remove through traffic entirely from key pedestrian routes to help improve access and deliver better public realm.
- 3.9.5 The developer included in its representation that the effects of the Leeds Transport Strategy on the SPD area needed to be fully understood, as references to the closure of City Square and increasing traffic through Holbeck are at odds with references which seek to minimise traffic levels on Globe Road and Water Lane, and the creation of a pedestrian friendly environment.
- 3.9.6 Highways England also submitted a representation relating to through traffic and it should be noted that it is working with the City Council to understand the traffic impact of the city centre development proposals. Highways England stated that although HS2 is a long term project, it will need to be a material consideration in finalising proposals for traffic circulation in the area and in the context of the Government's Road Investment Strategy improvement scheme for the M621 motorway.
- 3.9.7 Officers have given this representation significant consideration. It is considered that the SPD remains strategic in nature with regards to vehicular movements and that the document should remain broadly as drafted, with some minor amendments made to the text. It is not proposed that the SPD sets specific proposals for certain roads and streets. Further, as some of the key vehicular routes are also important pedestrian routes, there will need to be a balance maintained between pedestrians and vehicles. It is proposed to strengthen the wording in the SPD around design mitigations which will seek to prioritise pedestrians, cyclists and public transport users whilst recognising that adjacent development and the closure of City Square could see an increase in traffic levels through the SPD area. It is considered that the principles are flexible enough to be considered alongside future work on HS2, and there is no need to pause the SPD as detailed work takes place on HS2.
- 3.9.8 **Connections to Holbeck Neighbourhood.** The extension of the draft SPD boundary to include the Sweet Street West site was supported as it extended the design aspirations to this part of Holbeck which overlaps with the Holbeck Neighbourhood Plan area. The Holbeck Neighbourhood Forum Board suggested

that a direct route could be created from Nineveh Parade to the junction of Marshall Street with Nineveh Road via a pedestrian bridge and should therefore be added to the 'Placemaking and Connections Plan'.

- 3.9.9 Officers have given this representation significant consideration and as a result the council's response is that this link is not added to the plan as a prescriptive requirement, as this could potentially be cost prohibitive to adjacent development which may be expected to fund or contribute to its delivery as part of a planning approval. It is also outside the SPD boundary. However, connectivity to Holbeck is a major priority of the SPD. As such it is proposed that wording in the SPD be strengthened around connections to the Holbeck Neighbourhood Plan area under Routes and Linkages including further reference to the Neighbourhood Plan itself. The 'Connections and Placemaking' Plan will also be reviewed to ensure it ties in with the Holbeck Neighbourhood Plan.
- 3.9.10 **Servicing to Sweet Street West.** The Holbeck Neighbourhood Forum Board submitted a representation outlining that any use of the site off Sweet Street West which requires servicing by large vehicles should be encouraged to access the site via Meadow Road and Sweet Street (east) as opposed to Sweet Street West and Meadow Road and Jack Lane/Marshall Street. Jack Lane/Marshall Street has been identified in the Holbeck Neighbourhood Plan as a primary pedestrian route from the south.
- 3.9.11 Officers have given this representation significant consideration it is, however, considered that this matter is best addressed through the Planning Application process to consider and mitigate any impacts on adjacent areas and pedestrian routes and shouldn't be a prescriptive matter in the SPD.
- 3.9.12 **Routes, Linkages & Permeability.** The overall connectivity as outlined in the draft SPD was supported and welcomed, but it was highlighted that permeability in an east-west direction to the wider South Bank area and neighbourhoods to the west should be as much a priority as the north-south links.
- 3.9.13 Representations raised concern about an important north-south connection identified on the 'Connections and Placemaking Opportunities Plan' which would seriously affect the development potential of the 16-18 Manor Road site as currently represented on this plan. The plan suggests that the link through the middle of the site exists currently between Siddall Street and Manor Road. It was suggested that the plan should reflect the current situation which is that the route runs around the southern and western boundaries of the 16-18 Manor Road site.
- 3.9.14 Officers have given these representations significant consideration and as a result the council's response is to amend the SPD to reinforce the importance of east-west connectivity to the wider South Bank as well as north-south. The connection highlighted through the middle of a site at 16-18 Manor Rd is to be amended to reference it as a 'potential new route' rather than an 'important route'.

### 3.10 Parking

- 3.10.1 Representations submitted under this theme had competing comments ranging from support to reduce parking in the SPD area, to concerns that limited parking would impact businesses and future development in the area.
- 3.10.2 The supporting comments reflected that Holbeck Urban Village is a sustainable location and the SPD was commended for encouraging alternative modes of transport and transport schemes for new development rather than relying solely on the use of a car for travel.
- 3.10.3 In contrast, representations were also submitted stating that car parking was limited south of the river and that increased provision of parking should be considered in line with new development coming forward. It was felt that providing numerous parking sites across the area would encourage price competition rather than centralising parking in one car park. This approach was more affordable to those employees on a low income who use a car to travel to work.
- 3.10.4 On the whole, proposed provision of a multi-storey car park (MSCP) was welcomed, although greater clarity was requested as to whether this would be for commuter parking, and if so how this is justified in the context of Policy T1 Transport Management in the Adopted Core Strategy which aims to restrain such provision. It was also noted that the SPD be less prescriptive around where the MSCP should be located in the Holbeck Urban Village area.
- 3.10.5 There was an appeal for a flexible and balanced approach towards parking provision with a request that the SPD should recognise the need for car parking in response to commercial requirements and residential demand, particularly as some development may exceed the adopted Parking SPD guidelines.
- 3.10.6 Officers have given the representations under this theme significant consideration in line with the adopted Parking SPD and the following Core Strategy policies (Spatial 11) Transport Infrastructure Investment Priorities and (T1) Transport Management. Under these policies the Core Strategy includes components relating to controlling the use and supply of parking.
- 3.10.7 Giving consideration to the adopted Parking SPD and policy T1 the council's response to this particular theme is as follows:
- References be removed from the SPD regarding the precise location of a multi-storey car park (MSCP) as this is seen as too prescriptive.
  - It is accepted that flexibility may be required for high intensity employment uses, however each development will be dealt with on a case by case basis through the planning process and therefore there are no proposed changes to the SPD in this respect.
  - It is proposed to include wording in the SPD around the role of delivering strategic bus and rail Public Park and Ride sites for the city providing greater traveller choice as well as creating extra capacity for parking.

### **3.11 Heritage Assets**

- 3.11.1 On the whole, representations submitted under this theme supported the approach in the draft SPD towards conservation of the listed and non-listed heritage assets in the area and the intention to preserve and enhance the area's unique character. Changes to the document were suggested to give more clarity to the heritage text and provide a greater emphasis to the 'Historic Environment'. Comments also included reviewing the existing Conservation Area Appraisals in the area at the same time as producing the SPD as this would update the position on which buildings and structures were important to the area.
- 3.11.2 Representations were also submitted which called for the SPD to encourage a flexible approach to the redevelopment of historic buildings to maximise opportunities for their retention and effective reuse. This has particular resonance with Temple Works where conservation led regeneration through enabling development (under Policy P11 of the Adopted Core Strategy) of adjacent sites coupled with an appropriate financially sustainable end use of the building will be critical to achieving its full restoration.
- 3.11.3 Officers have given the representations under this theme significant consideration it is recognised that the historic context of the SPD area needs strengthening due to the international importance of Holbeck and its industrial heritage. As per a few representations that were submitted the 'Conservation and Listed Buildings' section will be renamed 'Historic Environment'. The Conservation Area is already being reviewed in parallel to the SPD process but the timescale for completion is subject to available officer resource. Flexibility towards the redevelopment of historic buildings is a matter of detail which is dealt with through the planning process.

### **3.12 Urban Design & Public Realm**

- 3.12.1 Representations were submitted under this theme which supported the introduction of public art into sites, but there was a caveat from some comments that it should only be introduced where appropriate.
- 3.12.2 One comment stated that the proposed list of high quality materials included in the draft SPD to be used in public realm was too prescriptive and that new approaches to materials should not be precluded. In contrast, a representation was submitted which supported the approach of having a consistently high standard public realm delivered in a co-ordinated manner. To achieve this, it was suggested that the council produce a public realm strategy for Holbeck giving guidance on types and designs of street furniture, lighting and even particular quarries or strata from which materials might be sourced.
- 3.12.3 Representations were also made about encouraging signature buildings in appropriate locations in the SPD area. It was felt that new high quality buildings can be used to provide a focal point for views, help frame views, provide legibility for the wider area and help the area deal with the impact of forthcoming large infrastructure projects such as HS2. It was suggested that a signature building of a greater scale should be encouraged in the draft SPD, particularly where it could act as an enabling development for the restoration of the area's heritage buildings.

- 3.12.4 Representation from a significant landowner in the area wanted the draft SPD to recognise that in some cases it is difficult for the urban grain and traditional street patterns of the area to be replicated due to the nature of potential future development, such as manufacturing. Therefore, it was requested that an element of flexibility be introduced on a site by site basis, and that this be reflected in the wording of the draft SPD.
- 3.12.5 Officers have given the representations under this theme significant consideration and as a result the council's response is as follows:
- The introduction of public art should always be encouraged and officers propose to leave the SPD unchanged in this respect; elements such as this are a matter of detail dealt with through the planning process.
  - High quality materials should be encouraged as the starting point for the area and not downgraded in the SPD and the materials set out are suggestions rather than a prescriptive requirement.
  - In response to the signature buildings representation wording will be included in the SPD relating to the council's 'Tall Buildings Design Guide' SPD (2010) and any future revisions to this document should be referred to. The document sets out clear principles and advice to ensure that tall buildings are well designed in appropriate locations whilst also enhancing the skyline at the same time.
  - Officers feel that there can be flexibility if a land use cannot replicate traditional street patterns and urban grain, however, the SPD wording is to remain unchanged as density and massing is a matter of detail for the planning process.

### **Next Steps**

- 3.13 Further details of the consultation process and the council's responses to all of the representations made on the draft SPD as part of the formal consultation and the subsequent changes to the SPD, where appropriate, can be found in the formal Consultation Statement attached at Appendix 1.
- 3.14 The consultation has allowed a range of stakeholders to help shape and influence the future of Holbeck Urban Village with the adopted Supplementary Planning Document, if approved, providing guidance to development as it comes forward within the SPD boundary. The document will also help to facilitate the completion of the comprehensive redevelopment of the entire area including enabling development to help secure the full restoration of the Grade I Listed, Building at Risk, Temple Works, as per Core Strategy policy P11 (enabling development in the vicinity of historic assets where linked to the refurbishment or repair of heritage assets).

## **4 Corporate Considerations**

## **4.1 Consultation and Engagement**

- 4.1.1 The draft SPD has been the subject of a comprehensive public consultation exercise, as described in the attached Consultation Statement at Appendix 1.
- 4.1.2 Informal consultation was undertaken with key stakeholders prior to the formal consultation in March. These were primarily stakeholders with landholdings, or interests in landholdings that are not yet developed or subject to a recent planning application. The draft was issued to Burberry, Commercial Estates Group, representatives of the owners of Midland Mills, the Holbeck Neighbourhood Forum, Network Rail, and the Highways Authority. Representations from these key stakeholders were considered and where appropriate incorporated into the draft SPD prior to going out to formal consultation.
- 4.1.3 Formal Consultation took place over six weeks during March to April 2016 following Executive Board's approval to consult at its March meeting. The promotion of the exercise was undertaken via statutory notice in the newspaper, press release, the Council's website, Social Media, Talking Point, direct e-mail invitation to Ward Members and the MP for Leeds Central, direct e-mail/letter invitation to over 300 individuals or groups who have an interest in HUV or responded to consultations on the Core Strategy; and over 550 direct letter invitations to residents living in the Holbeck Urban Village SPD boundary. As part of the process, officers met with representatives from the Holbeck Neighbourhood Forum Board to discuss the draft SPD and to clarify any matters relating to the document. They subsequently submitted a formal representation.
- 4.1.4 The formal consultation exercise included a number of drop-in sessions spread over the six weeks at the Round Foundry Media Centre, Foundry Street, and the draft SPD was also available for inspection at various accessible locations.
- 4.1.5 Representations made during the informal and formal consultation process were considered by a multi-disciplinary, cross-service team within the council, which included Planning Services, Planning Policy, Design & Conservation, City Centre Management, and Asset Management and Regeneration. Following consideration of the representations made at the informal and formal stages of the consultation, changes have been made to the draft SPD. Subsequent to these changes it is not proposed to undertake further consultation on the final version attached at Appendix 2 which is being presented to Executive Board for approval to adopt.

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

- 4.2.1 In updating and refreshing the Holbeck Urban Village 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 3) 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 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 There will be no financial implications in adopting the draft SPD, which will be undertaken through existing officer resources.

### **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 The production of this SPD is considered to represent a key decision and is therefore the subject of call-in.

## **4.6 Risk Management**

- 4.6.1 There is a risk of legal challenge to the SPD and the basis by which the changes have been made. The Council has undertaken the update to the SPD in accordance with relevant Council policies and legislation. The risk is mitigated by that fact that the update has not substantially changed the principles encompassed by the 2006 HUV Revised Planning Framework and original vision to create a vibrant mixed use area whilst safeguarding the unique historic character. Furthermore the Council has proactively consulted with key landowners and interested parties throughout the process to ensure that any concerns raised have been appropriately addressed in the revised SPD.

## **5 Conclusions**

- 5.1 The SPD aims to facilitate the completion of the redevelopment of the Holbeck Urban Village area thereby help the council to 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.
- 5.2 As guidance to the major inward investment proposals and future development, the SPD document will help to facilitate the comprehensive redevelopment of the entire area including enabling development as the council seeks to deliver the aspiration to fully restore Temple Works and secure a long-term sustainable use for the 'at risk' building.
- 5.3 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 would become a 'material consideration' informing the determination of planning applications.
- 5.4 It is considered that, following the public consultation exercise and subsequent redrafting, the SPD is now in an appropriate state to become an adopted planning document and used as such during the planning process.

## **6 Recommendations**

- 6.1 The Executive Board is recommended to:
- i) note the contents of this report and the associated formal consultation statement;
  - ii) approve the renaming of the Holbeck Urban Village, South Bank Supplementary Planning Document to 'Holbeck, South Bank Supplementary Planning Document' and agree that officers commence dialogue with residents and partners to consider how best to market and promote this area of the city;
  - iii) adopt the Holbeck, South Bank Supplementary Planning Document in the form annexed to this report pursuant to section 23 of the Planning and Compulsory Purchase Act 2004 (as amended);

iv) note that the Chief Planning Officer will publish the Holbeck, South Bank Supplementary Planning Document (SPD) and associated documents in accordance with the Town and Country planning (Local Planning) (England) Regulations 2012 Compulsory Purchase Act 2004 (as amended).

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

7.1 None

## **8 Appendices**

8.1 Appendix 1 – Formal Consultation Statement

8.2 Appendix 2 – Holbeck, South Bank SPD – Final Draft

8.3 Appendix 3 – Equality and Diversity Screening

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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.