

# Holbeck, South Bank Supplementary Planning Document

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## 1. Introduction

### 1.1 Importance of Holbeck, South Bank

Holbeck is an area of great importance both historically, as the cradle of the industrial revolution in Leeds, and architecturally with its two conservation areas and concentration of listed buildings. It is a major regeneration opportunity capable of adding significantly to Leeds City Centre. This potential has been recognised by several companies and the City Council wants to encourage investment.

Holbeck's development and regeneration potential is by virtue of its important vision which set out broad planning intentions for the area in 1999 and was intended to ensure development capitalised on the quality of the buildings, the diversity of the area and its potential to develop into a sustainable community with a vibrant mixture of living, working and recreational opportunities.

### 1.2 Progress since designation

To support the designation of Holbeck as an

urban village in 1999, Leeds City Council produced the Holbeck Urban Village Planning Framework, which was adopted as Supplementary Planning Guidance in May 1999. This set out the vision for the area and broad planning intentions.

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

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

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

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

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

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

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

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

Further opportunities are presented by

forthcoming proposals for HS2, as well as the Northern Powerhouse rail proposals. This provides new opportunities to secure investment and high quality development in support of local and national policies.

These matters all therefore require an update to the previous Planning Guidance. This SPD has been prepared to inform the comprehensive development of the area. A piecemeal approach to development has failed to bring forward comprehensive development and regeneration of the area and find a long term solution for many of its most significant heritage assets such as Temple Works. In particular the southern part of the area has struggled to see viable development. New investment providing employment will act as a catalyst for the rest of the area as new employers are attracted. The SPD provides a flexible framework against which development proposals will be considered. Its aim is to ensure that forthcoming developments respond appropriately to the special sense of place which characterises this part of the city centre and facilitate comprehensive regeneration of the area whilst not precluding individual approaches and responses.

### **1.3 Rationale for a revised SPD**

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

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

associated with its restoration and bringing it back into sustainable use.

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

For these reasons, it is considered appropriate to revisit the framework in order to take account of the potential cross subsidy opportunities presented by adjacent sites including those outside the existing SPG boundary and to provide further planning guidance regarding the potential development opportunities for those additional sites and how they can be integrated with the regeneration aspirations for the area. This will not prevent the development of individual sites which can act as a catalyst for the development of the rest of the area.

A comprehensive approach to the development of a large area of Holbeck provides the best opportunity to safeguard the existing heritage, for innovative and sustainable development which integrates with, and enhances, the historic environment and delivers new jobs, services and homes in a timely manner which will meet the needs of a growing city centre as well as the new resident population in this area.

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

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

- highlighting the council's commitment to utilise its powers to Compulsory Purchase land to secure comprehensive development in the area in order to secure environmental, social and economic improvements, particularly in

support of proposals to restore Temple Works due to the severe urgency of finding a solution here.

- an updated policy position to reflect i) the adoption of the UDP Review in July 2006 (5 months after adoption of the SPG Framework) and ii) the adoption of the Core Strategy and the Policies now relevant for development in the area. In particular, Policy CC31A allocates Holbeck Urban Village as a strategic housing and mixed use area. This provides the basis for preparing the supplementary framework with i) guidance on land use mix, conservation and urban design, public realm, pedestrian permeability, vehicular access, parking and implementation, ii) development briefs for key sites, iii) retention of employment including existing and new businesses, iv) provision of community cultural leisure and service facilities, v) affordable housing, vi) public realm enhancements, vii) financial support and viii) flood risk assessment.
- Removal of the pro rata requirement for developer contributions towards a programme of public realm improvements within Holbeck Urban Village to reflect the adoption of the Leeds Community Infrastructure Levy Charging Schedule.
- an extension of the boundary to include sites along Sweet Street, which are strategically important both in linking the area to the wider population of Holbeck and due to their potential to act as a catalyst to bring back Temple Works into a long term sustainable use. The boundary is shown in the annex as 'Holbeck SPD Boundary'.
- removal of area guidance at Granary Wharf due to the site being successfully

developed.

- clarification on how employment uses can be developed in accordance with the principles of a high quality, mixed use urban setting.
- the SPD has been renamed Holbeck, South Bank SPD. Changing the name of the area within the SPD does not change the Planning guidance provided within it. 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. It should be noted that reference in other policy documents to Holbeck Urban Village refers to the whole of the area covered by this SPD.

### 1.5 The vision

The vision for the future of the Holbeck, South Bank area is:

- to preserve and enhance the area's unique character, combining the architectural legacy with new high quality and contemporary design.
- to provide the platform for securing the sustainable future of at risk heritage assets, particularly Temple Works.
- to create a mixed use, sustainable community with a distinctive sense of place, which exemplifies best practice in urban regeneration and sustainable development.
- to ensure that the area is developed in a way which reflects its strategic position as an important part of Leeds City Centre by providing world class architecture and urban design.

- to improve connectivity between the north south parts of the city centre, as well as improving east west connections links to the surrounding communities of Beeston Hill and Holbeck.
- to create new opportunities for employment and skills, living and leisure.
- to further enable the growth of key economic sectors in the area, including creative and digital, high quality and modern manufacturing.

Each section of this Revised Planning Framework expands on the relevant policies within the Statutory Development Plan for Leeds. The specific policies are listed at the start of each section.

This document is a 'material consideration' in terms of decisions about new development and is intended to provide further information and guidance but not replace Development Plan policies. Where the latter allows for account to be taken of issues such as viability this principle remains and is unaffected by the content of the SPD.

### 1.6 Strategic objectives

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

This Supplementary Planning Document is intended to ensure that forthcoming developments contribute to meeting the following broad strategic aims:

- to promote the creation of a mixed and sustainable community, creating new opportunities for living, working and leisure.

- to guide developers so that their proposals accord with this mix and fit within the overall strategy for the area.
- to guide regeneration of the area in a complementary manner to develop the vacant sites which currently detract from the heritage assets and separate the population of Holbeck from the city centre.
- to promote deliverability and viability, enabling individual developments to come forward within a broad framework of established development principles.
- to add employment and skills opportunities for the existing and new residents of the area.
- to provide more detailed guidance on how developments can respond to the Statutory Development Plan.
- to guide a comprehensive approach to the redevelopment of this important area.
- to ensure that appropriate consideration is given to the incorporation and enhancement of heritage assets and in particular protect those historic assets within the SPD area which are currently at risk, and in particular securing the future of Temple Works (a grade I listed building), to provide a fitting setting for it and to facilitate a new public space to serve the building.
- to significantly improve connectivity to, and through, the area.
- to achieve the social, environmental and economic improvement of the area in a coordinated and comprehensive manner.

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

## **2. Land Use**

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

The overall vision for Holbeck, South Bank Leeds is the creation of a modern mixed and sustainable community. A range of uses including residential, commercial together with some manufacturing and retail uses, leisure and community uses will therefore be appropriate.

The area falls within the 'Southern Area' of the city centre as indicated on the Core Strategy Key Diagram, identified as offering huge potential for the development of offices, leisure uses, housing and open space (5.1.18).

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

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

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

The SPD will have a role in assisting with the delivery of the allocations set out in the emerging policy framework provided by the draft Site Allocations Plan.

### **2.1 Mixed Uses**

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

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

Retail that is small in scale which is ancillary to the related local growing population or specialist in nature arising from local opportunities, may be appropriate subject to satisfying Core Strategy policy. This might take the form of a new local centre.

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

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

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

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

Temporary space for art/cultural activities of various kinds will be actively encouraged in the Holbeck, South Bank area.

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

### **2.2 Employment Uses**

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

Holbeck, South Bank is recognised as an appropriate location for new B1 office development within the adopted Core Strategy, and the area will help to accommodate the office floorspace requirement across the City Centre by 2028.

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

New manufacturing uses which meet the above criteria are considered acceptable.

There are a number of existing businesses in the area. Where businesses do not meet the above criteria or are located within buildings

which are detrimental to the character of the area the intention is to secure the relocation of those businesses into appropriate premises in the vicinity, by means of negotiation with landowners / developers in the first instance. If this is unsuccessful the council will consider use of its powers to acquire property compulsorily to progress comprehensive development in the interest of the proper planning of the area to preserve and enhance the conservation area and the setting of the listed buildings.

### **2.3 Public Open Spaces**

For sites over 0.5ha in area developers are required to provide approximately 20% of their gross site area as publicly accessible open space as defined in the Core Strategy. This is space that is privately delivered, owned and maintained, but which the general public are granted access to. It should generally be located on the network of pedestrian space throughout the SPD area, orientated to receive sunshine and surrounded by buildings with active frontages at ground floor level. A variety of different types of space will be encouraged, including for children's play, where appropriate. Where sites are combined or are developed together the policy shall apply to the total development.

In the interests of sensible masterplanning it may be appropriate for these site requirements to be consolidated in an off-site location within the SPD area.

### **3. Housing**

(Relevant policies are saved UDP policies CC31A (Part v), and Core Strategy policies SP3 (Part x), SP7, CC1 (Part b), CC2, H3, H4 H5 and H8)

Policy SP7 sets a minimum of 10,200 new homes to be provided across the City Centre by 2028, with the southern half of the city centre providing a significant opportunity to

meet this requirement (Policy CC2). Opportunities will be taken to increase densities where appropriate in design terms and line with local planning policy requirements to maximise the use of all accessible brownfield and underutilised land within the SPD area.

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

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

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

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

#### **3.1 Affordable Housing**

A percentage of each residential development should be affordable, in

accordance with policy H5 of the Core Strategy.

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

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

Whilst the affordable housing provision is normally required within the development site, it may be acceptable in some instances to provide an off-site commuted sum to be spent in Holbeck and Beeston Hill to assist with the regeneration of these areas.

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

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

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

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

- to retain the best buildings from the past, in particular listed buildings and those that contribute to the character of the Conservation Area, subject to viability (see Section 5 below), and does not conflict with other objectives of the SPD. These buildings all contribute to the special and unique character of the SPD area.
- extensions and new developments should be based on a thorough contextual analysis and be of the highest quality design, promoting world class

architecture and public realm befitting of the area's strategic location, historic legacy, and distinct sense of place.

- application proposals should take opportunities to incorporate public art into the site and buildings.
- Materials for new build should be of a high quality and chosen to complement the prevailing materials used within the area historically which are red brick, sandstone and blue slate (provided that this does not inhibit the development of innovative and sustainable approaches to building design). Quality modern materials such as steel and glass which reflect the site's industrial heritage would be encouraged in conjunction with the use of traditional materials. Materials should be locally sourced where possible and the re-use of reclaimed materials will be encouraged.
- new developments should reflect the traditional street pattern existing and emerging desire lines where appropriate.
- new developments should define strong and clear street frontages and provide pavement widths that respond to building scale, as is traditional in this area. This is particularly important in the case of street corners.
- entrances to buildings should be off streets and other public spaces rather than off private car parks.
- developments should be at a scale, height, massing and alignment complementary to the part of the village they are in and in particular should preserve or enhance the character and the setting of the conservation area or of listed buildings. New Development will need to take into account the

conservation areas and impact on the setting of listed buildings. Any proposals for large scale buildings will need to be fully justified to demonstrate that their overall impacts are acceptable having regard to the Council's Tall Buildings Design Guide SPD (Spring 2010).

- retain and reinforce the varied roofline of the area.
- developments should seek to achieve the highest sustainable design and construction standards as detailed in Section 7 and Core Strategy policies.
- the area should be made permeable to pedestrians and cyclists. Wherever possible, a fine grain should be retained by the avoidance of long, unbroken building frontages
- sustainable alternatives to the car will be promoted alongside encouragement of cycling, walking, use of buses and car clubs. This includes access to the railway station and other parts of the city centre and South Bank.
- Opportunities will be encouraged to increase bus penetration through, and within, the SPD area, and to connect this to the wider public transport network.
- Developers should consider and assess impacts on key views across, into and out of the SPD area and seek to integrate and enhance key framed, glimpsed and kinetic views of significant buildings and streetscape as defined in the Area Statements within the SPD area whilst considering the opportunity for new significant views to be created by new development.

These principles are applied in a series of five Area Statements in Part 2 of this framework.

Their purpose is to provide more site-specific guidance to prospective developers and their agents. The guidance for each Area Statement should be read alongside the following plans included within this SPD:

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

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

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

- approximately 20% of the overall area of the SPD area will be devoted to publicly accessible open spaces. There will be a series of spaces of different size and character located at key places including in front of Temple Works. These locations are identified on the five Area Statements. The spaces should be enclosed by buildings and animated by active uses on the ground floors of the enclosing buildings and should include a variety of hard and soft treatments. Any arts or cultural use within the surrounding buildings will be encouraged.
- a limited palette of high quality paving materials will be used throughout. Existing natural paving materials in the area including granite sets will be re-used where possible.
- Developments should seek opportunities to minimise through traffic from key routes, reducing the need for pedestrian crossings and signalling.

- public art will be encouraged throughout the public realm.
- new street lighting and street furniture will be provided with a stylish modern appearance, which will help to unify the area.
- introduction of Green Infrastructure will be encouraged such as soft landscaping and trees within streets and squares and green space for their aesthetic and physical benefits to the area.

### 4.3 Specific Proposals

#### 4.3.1 Holbeck Triangle

There are several possible different uses of this area. In the short term it could take excavation material, subject to the level of the railway tracks. End uses could include a wildlife area, wind turbine or piece of iconic public art. Any future possible uses for this site will be subject to agreement and approval from Network Rail and only if the site was no longer required for operational purposes.

#### 4.3.2 Routes and Linkages

Holbeck, South Bank offers significant potential to capitalise on existing, and recently improved, connectivity both within and to the area. Further improvements to this connectivity are a strategic objective of the SPD.

There are a number of opportunities to improve the area's connectivity, especially for pedestrians, to the adjacent areas:

- bridges over both the canal and the River Aire to connect the north-western part of the SPD area to the rapidly re-developing Whitehall Riverside area on the north bank of the river. The potential for pedestrian and cycle desire lines over the river and canal should be in consultation

with the Canals and River Trust.

- enhancement of the canal towpath along the south of the canal running west from the Lock Keepers cottage.
- a high level walkway, using the currently disused railway viaduct next to Bath Road. This would be physically linked to accommodation in the arches below and some adjacent developments. The walkway could be planted to create a linear park, providing pedestrian access to the south of the area. The viaduct is owned by Network Rail and therefore any scheme would be dependent on their consent on the basis that the viaduct was no longer required for operational purposes. Developments should therefore be planned to facilitate delivery of a future high level walkway whilst ensuring that alternative opportunities to maximise pedestrian connectivity are provided at ground level.
- the Hol Beck is something of a wasted asset owing to the fact that it is either culverted or in a deep narrow channel and is therefore largely unseen. The aspiration is to create a new footpath link and new areas of public realm along its banks, with the potential to open up views and improve its biodiversity subject to works to be carried out as part of the Flood Alleviation Scheme. Where feasible new footbridges should be provided over Hol Beck to improve connectivity and permeability through the area.
- the main pedestrian route running east to west through the area along Derwent and Union Place will be lit and generally enhanced. This will provide a good link to the community to the south, via Bridge Road.
- existing pedestrian connections to the

south of Nineveh Road from the Holbeck Neighbourhood Plan area would benefit from improvement. It will be important to ensure that development proposals support enhanced and attractive routes for people living and working to the South of Nineveh Road to access the SPD area and wider city centre areas.

#### **4.3.3 Public Art**

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

#### **4.3.4 Materials**

The aim is to have a co-ordinated palette of high quality paving materials, street furniture and lighting to create a harmonious public realm throughout the area, whether publicly or privately owned. At key significant locations in the SPD area the following materials are preferred:

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

However, elsewhere other materials and approaches will be acceptable if they are in

keeping with, or complementary to, the area's historic character.

Street furniture will include generous provision of seating throughout the area and will be simple, bold and contemporary in appearance, and integrated in its approach to avoid unnecessary street clutter.

The external lighting of the area will be designed to improve personal safety, reinforce the character of the different spaces and avoid clutter. Again, the appearance of the various fittings will be simple, bold and contemporary and will be selected from a limited range. Lighting should be designed to minimise light pollution and preferably be powered by renewable energy.

#### **4.3.5 Funding**

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

### **5. Historic Environment**

(Relevant policies are saved UPD policies N14, N15, N16, N17, N18A, N18B, N19 and N20 and Core Strategy policies P11 and the Holbeck Conservation Area Appraisal adopted in 2006)

Holbeck began life as the cradle of the Industrial Revolution in Leeds. Its proximity to the railways and the river and the flat ground available made it ideal for rapid urbanisation which occurred from around 1850. The earliest maps of the area show the sparsely populated industrial settlement well connected to the older village of Holbeck, less than a mile to the south. As expansion continued the area was filled with all the amenities of an urban industrial settlement, houses, factories, libraries, green spaces and

schools and churches. As the grip of slum clearance in the 1960's took hold however Holbeck suffered the loss of much of its housing stock and in its place high rise flats were constructed. The SPD area became an area solely for industry. This was further compounded later in the century when Meadow Lane was upgraded to inner ring road and the M621 was built through Holbeck Moor. This huge amount of highway infrastructure isolated Holbeck proper from the city centre and the SPD area continued as a solely single use area until renaissance endeavours were instigated in the 1990's.

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

### **5.1 Statutory Protection**

The core of the SPD area was originally designated as Holbeck Conservation Area in 1991, and the boundary was extended in 2005.

The Holbeck Conservation Area is currently identified by Historic England as being 'at risk'. There is therefore a need for expeditious development of key sites within this area to prevent further deterioration of the special character of the Conservation Area.

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

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

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

### **5.2 Approach to the Historic Environment of Holbeck**

This rich heritage is what gives the area its special character, and retaining this is one of the key aims for Holbeck, South Bank. Therefore, what is appropriate for the conservation area and the collection of listed buildings is a consideration for the area more

generally.. In particular, securing the future of Temple Works is a priority for the council and is a key objective of this SPD, as well as preventing further deterioration of the Holbeck Conservation Area.

The aims are to:

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

## **6. Movement & Parking**

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

### **6.1 Transport**

The City Centre Transport Strategy, the proposed location of the Yorkshire Hub (High Speed 2 station) to the east of the area and development traffic from large employment uses could all potentially lead to changes in traffic levels through the area, particularly on Globe Road/Water Lane and Jack Lane/Nineveh Road/Bridge Road. The intention is to ensure that the impact of potential increased traffic demand is mitigated by design to ensure the area is not adversely affected, in line with the urban design principles within the SPD.

The intention is to retain the existing road layout and in some cases to add to it. However, the Council will seek to facilitate the delivery of:

- a pedestrian friendly environment that will promote walking and cycling both into and throughout the area.
- Minimising through traffic in the SPD area and integrate traffic calming with redesigned public realm in order to reduce vehicle speeds.
- provision of cycling routes to connect to the wider cycling networks in the city.
- Safe and efficient movement of all modes of transport, prioritising that of pedestrians, cyclists and public transport users whilst recognising that developments within the area will require servicing.

- improvements to the level of public transport provision serving the area, including provision for the SPD area to form part of the city's and city' region's bus network.
- continued improvements to the street lighting where relevant to make the area safer and more attractive for pedestrians at night.
- provision of cycle parking and cycle user facilities within buildings and public spaces will be required.

The following key changes are proposed:

- encouraging provisions to be provided for the SPD area to form part of the city's and city region's bus network.
- where appropriate carriageways will be repurposed or reduced in width.
- footpaths increased in width, incorporating street trees in some instances where feasible.
- traffic speeds will be reduced to support a greater emphasis on 'place' over the 'movement of private cars', facilitating and supporting trips by walk, cycle and public transport wherever possible.
- the current level of on-street parking is to be reviewed to maximise short to mid stay on-street parking to serve the area and minimise all day commuter parking.
- review the need for a long stay Multi-Storey Car Park (MSCP) in the area in line with the Parking SPD and reduction in on street long stay parking and explore options to facilitate MSCP provision (see Section 6.2).
- alternative routes to the motorway and West Leeds will be explored to minimise traffic through the area, but seeking not to lead to an increase in traffic in adjacent residential areas.

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

## 6.2 Parking

In order to achieve the twin objectives for Holbeck, South Bank of encouraging sustainable forms of movement and of creating an attractive environment for users of the area, encouragement will be given to developing with the minimum acceptable parking provision where feasible, whilst recognising the need for car parking in response to commercial requirements and residential demand. Developers will therefore be expected to consider car parking alongside such measures as the shared use of parking spaces for mixed use schemes, travel plans for staff and residents, and the provision of car club / car share schemes.

The delivery of strategic bus and rail Public Park and Ride (P&R) sites for the city, such as Elland Road Bus P&R, creates extra parking capacity off-site and provides greater traveller choice for commuting into the Holbeck, South Bank area.

Where required, car parking could be provided as an integrated part of the development, on individual sites, and/or through development of a shared or communal multi-storey car park (MSCP).

A provision of high quality design multi-storey parking would be considered in appropriate locations in the Holbeck, South

Bank area. However, concentrating parking in one place would allow the rest of the area to be more pedestrian friendly. Any car parking would need to provide parking for developments unable to provide all their private long stay car parking needs on their sites and any short / medium stay demand that is not provided for on-street. There may also need to be flexibility to provide some of the long stay spaces identified as necessary to serve the south of the city in the Parking SPD within the MSCP and re-provide long stay spaces removed on-street to facilitate development or amended to short / mid stay spaces.

## **7. Resource Efficiency and Biodiversity**

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

Creating a truly sustainable area will probably be the single most important aspect that sets Holbeck, South Bank apart from other high quality mixed use areas within the city centre such as The Calls.

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

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

### **7.1 Sustainability Standards**

Core Strategy Policy EN2 requires major non-

residential developments (those of 1,000 or more square metres) to build to BREEAM excellent standards. The Code for Sustainable Homes part of Policy EN2 now only applies in terms of energy and water efficiency and that is to a level 4 equivalent.

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

### **7.2 Sustainable Construction Materials**

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

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

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

### **7.3 Flood Risk Management**

Much of the Holbeck, South Bank area lies within a flood plain identified by the

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

#### **7.4 Sustainable Drainage (SuDS)**

Sustainable Drainage (SuDS) measures such as rainwater harvesting, green roofs, swales, permeable surfaces and infiltration devices should be incorporated into new developments where appropriate and practicable to reduce the rate of surface water run-off into drains and water courses.

#### **7.5 Water conservation**

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

#### **7.6 Renewable and Low Carbon Energy**

The expectation is that at least 10% of the predicted annual energy requirements of each development should be met by low carbon or renewable energy generation. There are a number of different technologies available including solar (thermal panels, photovoltaic panels), bio-mass fuelled community heating and combined heat and power plants, community energy plants, wood fuel boilers, heat pumps, small scale

wind generated electricity and fuel cells. The potential of private wire system to link up local renewable energy sources should also be considered.

#### **7.7 Heat Distribution Networks**

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

#### **7.8 Waste Management**

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

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

#### **7.9 Biodiversity**

Developers will be encouraged to introduce biodiversity enhancements, as well as soft landscaping and planting into their developments that are particularly chosen to attract and support local wildlife. This will include green or brown roofs, e.g. green walls; recreation spaces where flat or gently sloping roofs are proposed. Planting is expected to improve the connections in the

Green Infrastructure (GI) as well as link in with the Holbeck Neighbourhood Plan's strategic GI and Green Corridors. Where trees have to be lost to facilitate development it is expected that these are replaced to a standard of three trees for every tree lost. Designs should incorporate access to roosting/nesting sites for bats and birds. The otter habitat along the river corridor should be protected.

## **8. Development Services**

### **8.1 Planning Processes**

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

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

The CIL is a tariff system that local authorities can choose to charge on new developments in their area by setting a Charging Schedule. The CIL is a charge levied on new buildings and extensions to buildings according to their floor area. In this way money is raised from developments to help a Council pay for infrastructure such as schools, public transport improvements, greenspace and other facilities to ensure sustainable growth. It can only be spent on infrastructure needs as a result of new growth and subject to exceptions it is a mandatory charge payable on commencement of development.

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

### **8.3 Section 106 Agreements**

The Council will continue to seek planning obligations under Section 106 of the Town and Country Planning Act 1990 with developers covering a range of benefits to the area including:

- affordable housing;
- local employment and skills;
- site specific greenspace and public realm enhancement;
- any measure permitted by section 106 required for the specific development site to make it acceptable in planning terms.

## **PART 2: Area Statements**

### **Introduction**

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

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

### **9. Tower Works**

#### **9.1 Character**

The character of this area derives largely from its nine listed buildings, especially the Italianate towers and the Lock Keeper's cottage and canal bridge

The canal itself is largely hidden from view from the main part of this area. Similarly, the Hol Beck runs in a deep channel and is only clearly seen from its bridges.

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

The aims are to:

- maximise the visual impact that the listed buildings have on the area. This can be achieved by protecting and opening up new views of them. Also, new buildings in their immediate vicinity should generally respect their scale and heights with the overall aim of the listed towers being visually dominant. This suggests heights no greater than the ridge of the listed building on Globe Road.
- Buildings of this general height would also relate well in height terms with the Round Foundry area to the south with its similar historic character. It may be appropriate for new buildings to increase gradually in height away from the listed buildings.
- open up the south side of the canal to view and pedestrian access from the Globe Road direction. This connection with the canal could be enhanced by the creation of new water bodies e.g. rills.
- enhance the appearance of the Hol Beck and create new footpath links and areas of public realm along its banks whilst also re-opening closed footbridges.
- redevelop / remodel the poor quality buildings, gap sites and surface car parks. Buildings should define strong and clear street frontages and provide pavement widths that respond to building scale and the broader character of the streetscape whilst creating strategic connections which link key spaces and routes and allow for pedestrian access through the area.

New buildings should be both good contemporary architecture whilst retaining and reinforcing the special character of this part of the Holbeck Conservation Area (see

Holbeck Conservation Appraisal). Use of traditional building materials e.g., red brick or sandstone in conjunction with modern materials such as steel and glass is one obvious way of building on local tradition whilst also reflecting the site's industrial heritage in innovative new design. Although, other contemporary materials will be considered where they can add to or enhance local distinctiveness.

### **9.2 Continuity and Enclosure**

The canal, Hol Beck and viaduct all have the potential to provide visual continuity between this and adjacent areas, but for reasons considered above, this potential is largely unrealised.

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

The aim is to increase the visual prominence of the canal and Hol Beck as set out at Section 1.1 above. The visual prominence of the viaduct could be increased by opening up framed views of parts of it by, for example, siting buildings at right angles to it. Opening up archways would enable visual continuity and connectivity between areas west and east of the viaduct.

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

### **9.3 Public Realm**

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

For sites over 0.5ha in area developers are required to allocate and deliver

approximately 20% of their overall site areas as public open spaces such as squares and alleyways. It would be appropriate to the character of this part of the SPD area if these were provided in the form of a series of interlinked smaller spaces of varying character rather than a single large space.

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

The spaces should be linked by principal footpaths across the area. They should be enclosed by buildings that have active uses on their ground floors. Public realm spaces with associated pedestrian links should also provide opportunities for framing key views of listed buildings and significant views within the Conservation Area.

### **9.4 Movement**

The aims are to:

- minimise the impact of traffic on Globe Road and Water Lane.
- open up a series of new pedestrian routes to increase the permeability of the area, particularly in a north / south direction. Taking the opportunity to minimise through traffic from key routes, such as Globe Road and Water Lane, enhance north/south connectivity and reduce the need for pedestrian crossings and signalling.
- safeguard and/or incorporate opportunities for the provision of convenient access points to the proposed park on top of the disused viaduct. The viaduct is owned by Network Rail and therefore any scheme would be dependent on their consent on the basis that the viaduct was no longer required

for operational purposes.

- Where required, car parking could be provided in this area as an integrated part of development, on individual sites, and/or through development of a shared or communal multi-storey car park (MSCP). This MSCP could be 'wrapped' and possibly 'capped' by other uses to enhance their appearance. It could serve adjacent developments in which case the spaces will be in lieu of on-site provision within those developments. A multi-storey car park would be for the benefit of users of the SPD area, taking cars off the road network as quickly as possible.
- any parking within individual curtilages to be screened from public view e.g., in basements or beneath a landscaped deck.

Specific proposals include:

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

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

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

Servicing should be considered as an integral part of new development proposals, and provided off road within the individual developments on public realm pedestrian dominated space.

### **9.5 Views**

There are currently important views of the three towers from:

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

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

## **10. Temple Works**

### **10.1 Character**

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

buildings of poor architectural quality, vacant sites and car parking.

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

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

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

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

The gap sites in this area should be redeveloped. Buildings should be good examples of contemporary architecture that also retain and reinforce the character of this special area.

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

## **10.2 Continuity and Enclosure**

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

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

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

Developments in the vicinity of the disused viaduct should consider possible future access points to a high level walkway, and the opportunity this presents in terms of design approaches and public realm. The viaduct is owned by Network Rail and therefore any scheme would be dependent on their consent on the basis that the viaduct was no longer required for operational purposes.

## **10.3 Public Realm**

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

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

The historic brick wall adjacent to Back Derwent Street should be retained (it is listed), although it may be acceptable to open gaps in it where a clear and convincing case can be made to increase east / west permeability. In conjunction with new buildings on the other side of the street it will once again provide this street with a sense of space and character.

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

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

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

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

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

#### **10.4 Movement**

There is a footpath that runs along Union Place and Derwent Place that is potentially an important pedestrian route for circulation on foot within the SPD area and to connect this to adjacent areas. Efforts will be made to enhance this footpath so it represents a safe and attractive route. Within the SPD area the route will be enhanced by re-paving and lighting and by developing adjacent buildings that front on to it.

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

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

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

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

Where required, car parking could be provided in this area as an integrated part of development, on individual sites, and/or through development of a shared or communal multi-storey car park (MSCP). This MSCP could be 'wrapped' and possibly 'capped' by other uses to enhance their appearance. It could serve adjacent developments in which case the spaces will

be in lieu of on-site provision within those developments. A multi-storey car park would be for the benefit of users of the SPD area, taking cars off the road network as quickly as possible.

### **10.5 Views**

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

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

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

## **11. Eastern Gateway**

### **11.1 Character**

The area has little of architectural merit, consisting largely of twentieth century industrial buildings. Leodis Court a modern light industrial estate opposite Temple Works is particularly unfortunate and detrimental to the setting of the listed building and the

conservation area. There is therefore an opportunity to redevelop the area and create character where none currently exists and in the process create an improved setting for Temple Works and a new civic focus for the area.

This should be achieved by:

- excellent contemporary architecture.
- use of high quality facing materials. Although not generally forming a setting for historic buildings, the same palette of materials as proposed for the rest of the SPD area is considered appropriate as this will provide a sense of identity and continuity.
- development of perimeter blocks that will reinforce the traditional morphology of the area.
- seeking an exemplar public space of the highest quality to the east of Temple Works. The space should be a civic focus which can be accessed by all with the potential to accommodate events, public art initiatives, performances and community involvement.

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

### **11.2 Continuity and enclosure**

There are no features of note running through the area to provide visual continuity with adjacent areas. This continuity can be

created as part of the redevelopment of the area by means of similar use types and matching materials.

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

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

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

### **11.3 Public Realm**

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

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

provision made by developers.

### **11.4 Movement**

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

These new streets can be delivered by negotiation with the relevant landowners.

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

### **11.5 Views**

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

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

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

## 12. Viaduct West

### 12.1 Character

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

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

### 12.2 Continuity and enclosure

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

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

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

### 12.3 Public Realm

The normal requirement for approximately 20% of the overall area to be delivered as public open space applies. This is likely to take the form of a series of interlinked courtyards and alleyways that are well connected to the main pedestrian routes

around and through the area, both existing and proposed.

### 12.4 Movement

If a multi storey car park was located in this area it would have several benefits:

- it could provide a link onto the proposed walkway on top of the viaduct should a walkway scheme progress.
- it could take traffic off the road network before it entered the heart of the Holbeck, South Bank area.
- its location would afford a high degree of screening from wider views of the car park

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

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

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

Servicing would be best catered for within the development sites, as none of the

surrounding roads are particularly suitable for this purpose.

### **12.5 Views**

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

## **13. Sweet Street South**

### **13.1 Character**

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

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

### **13.2 Continuity and enclosure**

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

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

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

of enclosure.

### **13.3 Public realm**

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

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

### **13.4 Movement**

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

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

The Sweet Street West site is one of the largest plots in the area. It will be important to ensure that development proposals support enhanced and attractive routes for people living and working to the South of Nineveh Road to access the SPD area and wider city centre areas.

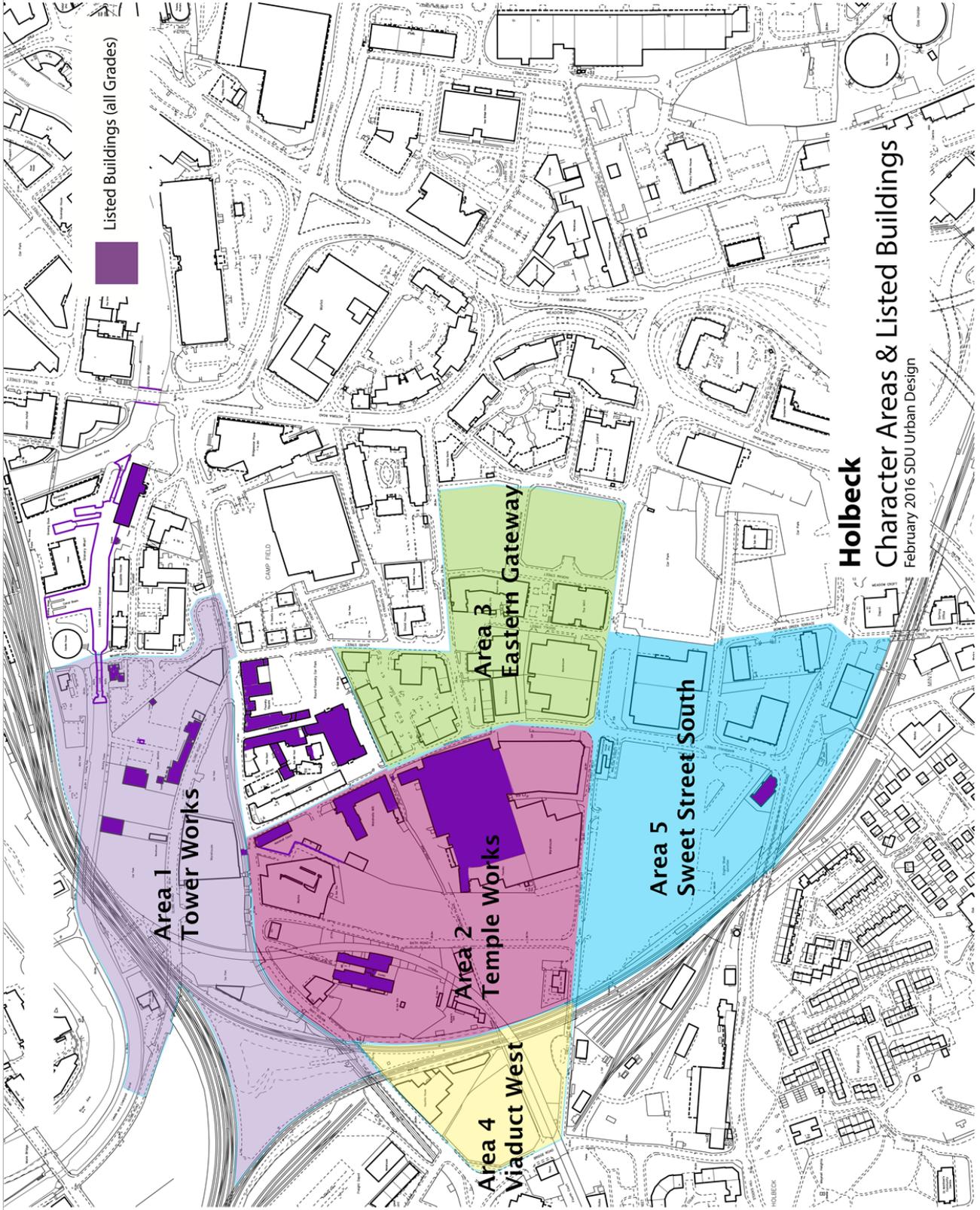
The importance of Sweet Street as a key West - East connection through the area and the opportunity to provide an attractive tree-lined boulevard is noted in Section 5.3. Similarly, Marshall Street is an important connector through the area which would benefit from interventions to enhance its function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

### **13.5 Views**

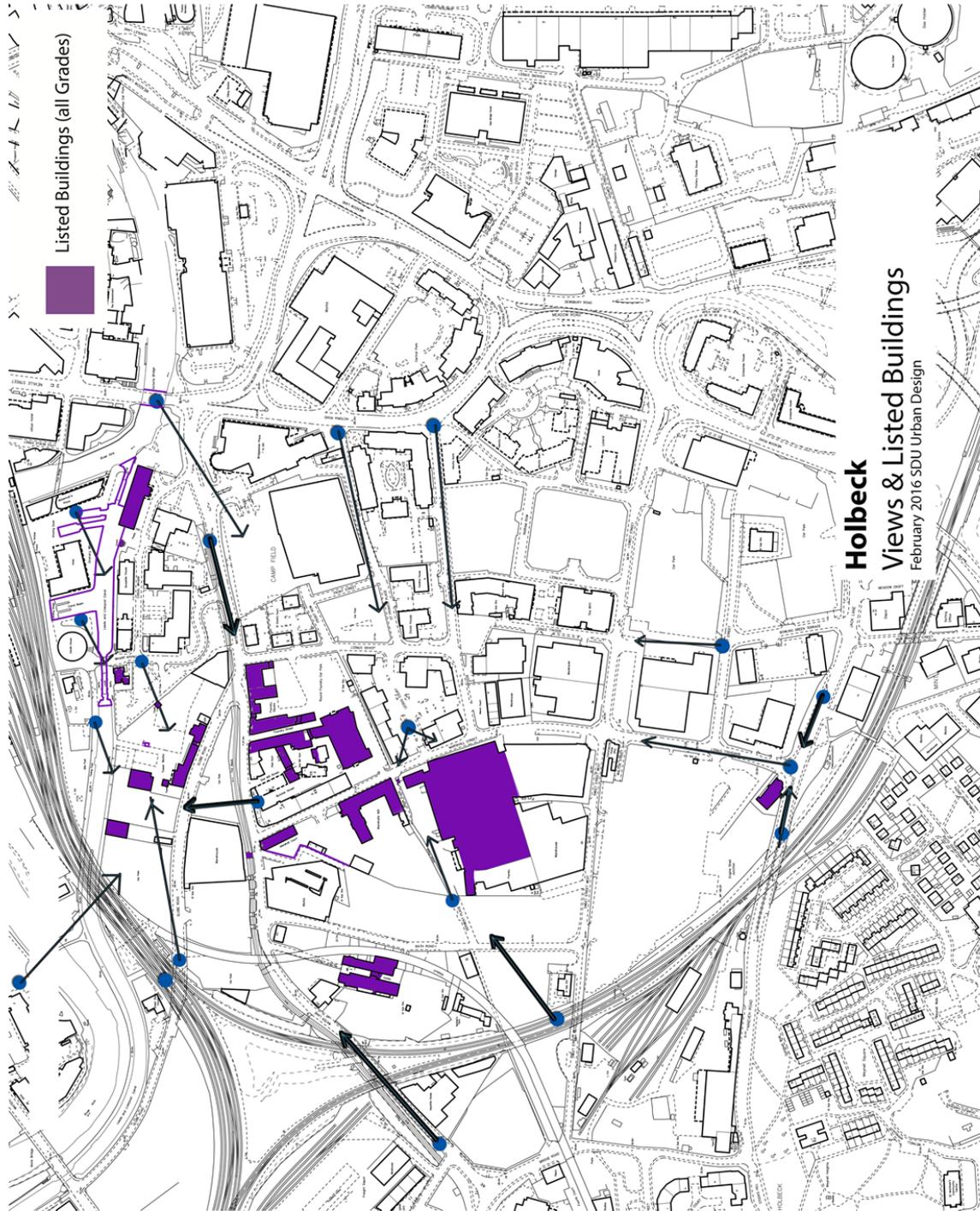
There is a good view of the Town Hall when looking north along Marshall Street. There are also good views toward the city centre

from the junction of Trent Street and Bowling Green Terrace. These views are important to help people orientate themselves when arriving and passing through the area.









**Holbeck**  
**Views & Listed Buildings**  
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