



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 5 August 2021

Subject: Position Statement: Emerging Planning Brief for the Temple District, South Bank, Leeds.

Electoral Wards Affected:

Beeston and Holbeck

Yes

Ward Members Consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: This report is brought to Plans Panel for information. Recommendations are as follows:

- i. Note the continued work on the draft Temple District Planning Brief;
- ii. Comment on the emerging themes within the draft Temple District Planning Brief as set out at Section 4 of this report;
- iii. Note that the draft Planning Brief will be presented to City Plans Panel in September to receive detailed comments as part of the consultation process; and
- iv. Note that the published Planning Brief will be presented to City Plans Panel after it has been approved.

1 Introduction

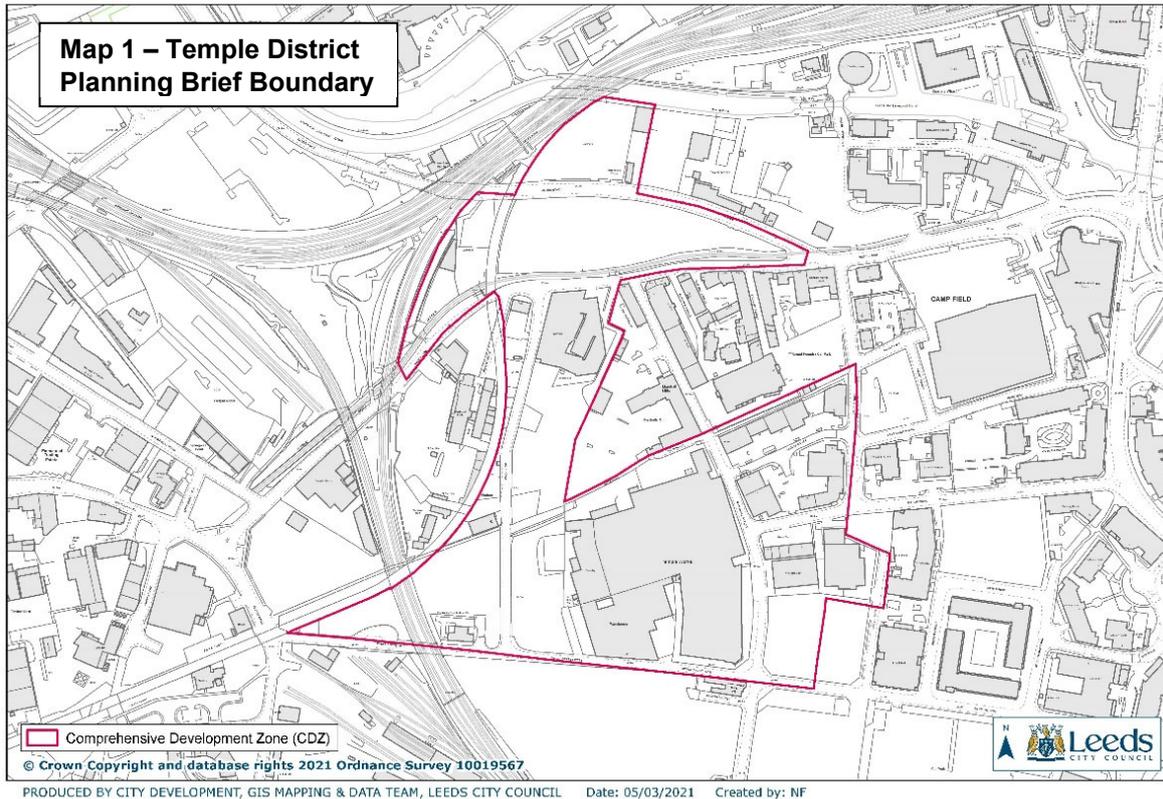
- 1.1 This position statement is intended to inform Members of the emerging Temple District Planning Brief which covers land surrounding Temple Works (known as the Temple Works Comprehensive Development Zone (CDZ)) (see Map 1) in Leeds South Bank. This summary of the draft Planning Brief is brought to City Plans Panel at an early stage to enable the Panel to provide comments on the emerging draft in advance of public consultation on the document in mid-August to end-September 2021.
- 1.2 The draft Temple District Planning Brief has been prepared to facilitate, support and direct comprehensive regeneration within this part of the South Bank, in line with ambitions set out in the Core Strategy and existing Supplementary Planning Documents (SPDs), such as the Holbeck, South Bank SPD (2016) and South Bank Leeds Regeneration Framework SPD (2018). Comprehensive regeneration will not only deliver new homes and employment opportunities, but also help to secure a long-term future for Temple Works, a Grade I Listed Building, identified on Historic England's 'At Risk' Register.
- 1.3 The Planning Brief is being prepared in parallel with a work programme led by the Regeneration Service to support the stabilisation and repair of Temple Works and facilitate a British Library North at the site, including the potential use of Compulsory Purchase powers, as noted at Executive Board in March 2021.¹
- 1.4 The emerging British Library proposals include the use of £25million of devolution monies which have been secured "to support the work of Leeds City Council with the British Library", the drawdown of initial funding to support temporary stabilisation measures, and further legal agreements with Commercial Estates Group (CEG) as the owner of Temple Works and a major landowner within the CDZ, as reported to Executive Board on 21 July 2021.²
- 1.5 Whilst the Planning Brief focusses on Temple District, there is a recognised need to ensure that development within the wider area surrounding the CDZ boundary is complementary to the aspirations set out within the Brief. The Brief therefore signposts to existing planning policy and guidance and sets out guidance for sites surrounding the CDZ, with a specific focus on the Sweet Street South site, which forms part of the wider Temple Works allocation (see Map 2).

2 Site and Surroundings

- 2.1 The area of Temple District consists of 11.75 hectares of land, bounded to the north by the Leeds and Liverpool canal, the west by the railway line and viaduct, Sweet Street West to the south with Siddal Street, David Street and the rear of the Marshalls Mill site forming the eastern boundaries.

¹ Leeds City Council, Executive Board, South Bank Regeneration, 17 March 2021: <https://democracy.leeds.gov.uk/mglIssueHistoryHome.aspx?IId=114495&Opt=0>

² Leeds City Council, Executive Board, British Library at Temple Works, 21 July 2021: <https://democracy.leeds.gov.uk/ielIssueDetails.aspx?IId=117505&PlanId=0&Opt=3#A185526>.



- 2.2 Temple District includes a mix of historic buildings which reflect the industrial heritage of the area but are now in varying levels of condition, with Temple Works at its heart. There are a number of vacant buildings, previously in industrial and warehousing use, with some activity in the viaduct archways, and light industrial uses at Leodis Court, opposite the Temple Works façade. There’s also a vast amount of cleared land along Sweet Street West and Bath Road.
- 2.3 There is development activity in the northern extent of the district, with the Globe Road / Water Lane (17/06455/FU) site having commenced in May 2021, with the development of offices at Globe Point. This development will provide phased delivery of a mixed-use scheme, including offices, retail, leisure and residential, with further Reserved Matters applications for the site anticipated in the future. In addition, proposals have come forward in the southern part of Temple District for the re-development and re-use of Drapers Yard (formerly the 1953 Building).
- 2.4 Outside of the CDZ boundary, planning permission has been granted for the substantial redevelopment of the western half of the Tower Works site (19/03590/FU) which will include the delivery of 245 apartments and a range of commercial uses at ground floor level.
- 2.5 The Temple District is within easy walking distance of City Station’s Southern Entrance, providing onward national connectivity. The wider City Centre is within close proximity to the site, providing access to employment opportunities, shopping and leisure. Further opportunities are provided by emerging plans for the Eastern Leg of HS2.
- 2.6 Marshalls Mill and the Round Foundry complex sit adjacent to the CDZ boundary, which comprise a mix of office space, digital and media companies, leisure and residential uses.

3 Planning Policy Context

Principle of Development

Saved Policies of the Unitary Development Plan Review (UDPR) (2006)

- 3.1 The UDPR identifies the wider area of the South Bank for prioritised regeneration activity to deliver a physically, socially, and economically sustainable new community as part of the previous Holbeck Urban Village initiative.

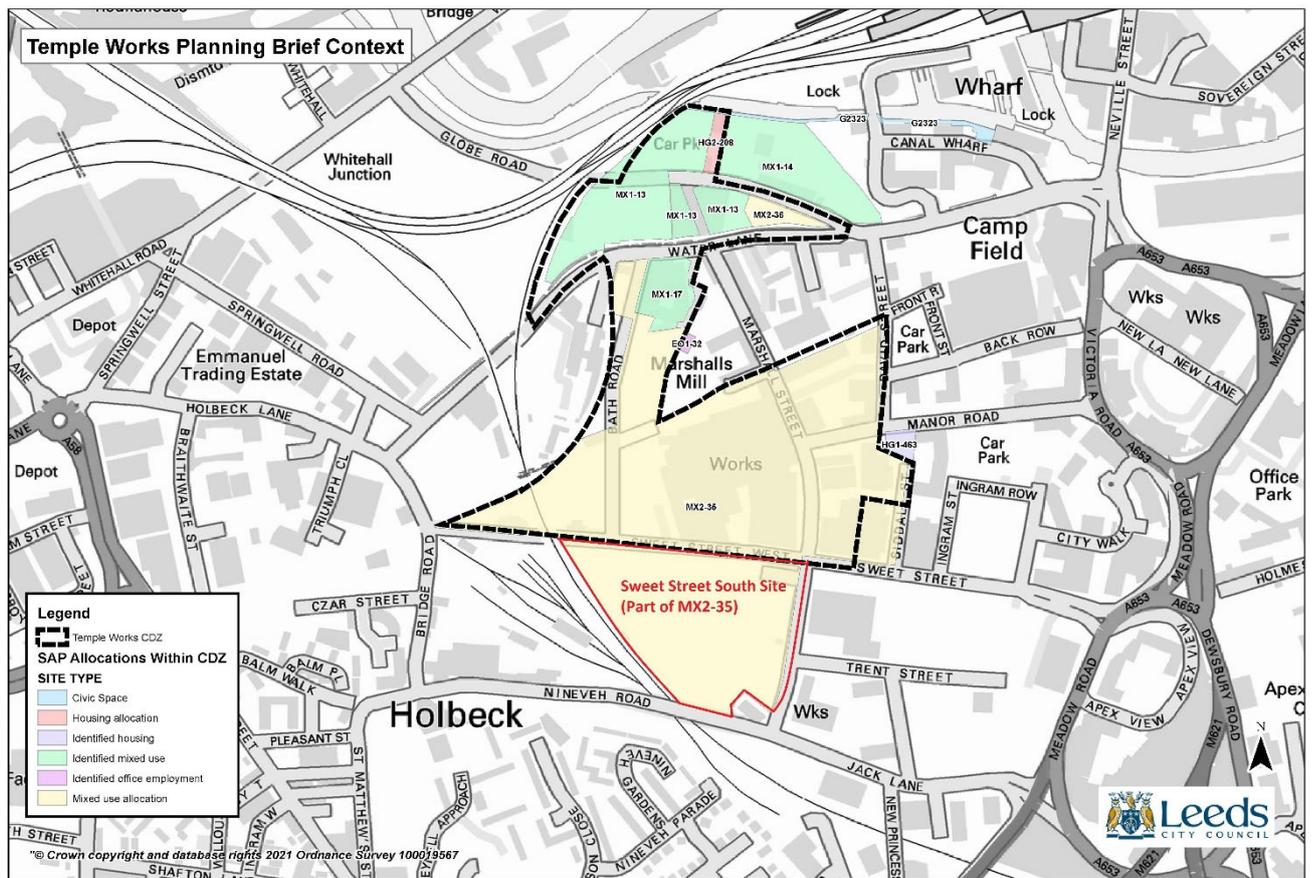
Leeds Core Strategy (as amended by the Core Strategy Selective Review) (2019)

- 3.2 Spatial Policy 2 identifies the City Centre and Main Urban Area as the focus for major growth, with a particular focus on brownfield land to the south of the river.
- 3.3 Spatial Policy 3: Role of Leeds City Centre identifies the priorities for development within the City Centre, including comprehensively planning for the redevelopment and re-use of vacant and under-used sites and buildings for mixed use development and new areas of public space, enhancing streets and creating a network of open and green spaces to make the City Centre more attractive, family friendly, and easier for people to use and in consolidating and enhancing sense of place, improving connections between the City Centre and adjoining neighbourhoods, and expanding city living with a broader housing mix (including family housing).

Site Allocations Plan (2019)

- 3.4 The majority of the Temple District is either allocated or identified within the Leeds Site Allocations Plan:
- MX2-35 Temple Works
 - MX2-36 Water Lane Car Park
 - HG2-208 Globe Quay, Globe Road
 - MX1-17 Bath Road
 - MX1-13 Water Lane/Globe Road

The above policies support the principle of large-scale regeneration within the Temple District.



PRODUCED BY CITY DEVELOPMENT, GIS MAPPING & DATA TEAM, LEEDS CITY COUNCIL Scale: 1:NTS

Document Title: SP1305 - Spatial Policy and Plans - CDZ Allocation - Temple Works Regeneration Area

Supplementary Planning Documents

3.5 The Temple District is highlighted within the Holbeck, South Bank, SPD and South Bank Leeds Regeneration Framework SPD as a priority area for regeneration, with the overarching ambition of finding a sustainable re-use of Temple Works.

Planning Policy

3.6 The following planning policies (not an exhaustive list) have been used to shape the guidance provided by the Temple District Planning Brief:

- Spatial Policy 13: Strategic Green Infrastructure
- CC1: City Centre Development
- CC2: City Centre South
- CC3: Improving Connectivity Between the City Centre and Neighbouring Communities
- H3: Density of Residential Development
- H4: Housing Mix
- H5: Affordable Housing
- H8: Housing for Independent Living
- H9: Minimum Space Standards
- H10: Accessible Housing
- EC1: General Employment Land
- EC2: Office Development

- P10: Design
- P11: Conservation
- P12: Landscape
- T1: Transport Management
- T2: Accessibility Requirements and New Development
- G1: Enhancing and Extending Green Infrastructure
- G5: Open Space Provision in the City Centre
- G9: Biodiversity Improvements
- EN1: Climate Change – Carbon Dioxide Reduction
- EN2: Sustainable Design and Construction
- EN4: District Heating
- EN5: Managing Flood Risk
- EN8: Electric Vehicle Charging Infrastructure
- Air 1: Management of Air Quality through New Development
- Water 6: Flood Risk Assessments
- Water 7: Surface Water Run-Off
- Land 1: Contaminated Land
- GP5: All Planning Considerations
- LD1: Landscaping
- CC2: City Centre Boundary

3.7 The boundary of the CDZ also adjoins with the boundary of the Holbeck Neighbourhood Plan (2018) which identifies priorities for the area, including green infrastructure aspirations and non-designated heritage assets.

3.8 In addition to the above policies, the following SPDs and other planning guidance documents are relevant for the development of Temple District:

- Holbeck Conservation Area Appraisal (2005)
- Holbeck, South Bank SPD (2019)
- South Bank Leeds Regeneration Framework SPD (2018)
- Neighbourhoods for Living SPD (2003)
- Building for Tomorrow Today (2011)
- Leeds Tall Buildings SPD (2010)
- Leeds Waterfront Strategy SPD (2002)
- Draft Leeds Transport SPD
- Draft Connecting Leeds Transport Strategy
- Draft Leeds Tall Buildings SPD

4 Overview of Planning Brief

4.1 The role of the Planning Brief is not to introduce any new planning policies, rather to clarify how existing planning policies and SPDs apply to the area, reinforcing the Council's expectations for high quality development, ensuring that a climate ready and nature friendly approach to placemaking is up front and centre. Once approved, the Planning Brief will become a material consideration for use by the Council to help determine planning applications within the CDZ. The Brief will also help to provide a consolidated framework to steer future pre-application enquiries and planning applications.

4.2 The ambition for Temple District is:

The creation of a vibrant and distinctive new mixed-use neighbourhood which acts as an exemplar for sustainable development, enhances the setting and secures the future of an internationally-significant Listed Building, and delivers on a long-standing ambition for large-scale regeneration of the area as a focal point for Leeds South Bank.

4.3 Through amplifying policies within the development plan for Leeds and supplementary planning documents, the planning brief will help to ensure that development contributes to the Vision for Temple District, developed from principles in existing SPDs, which is to:

- Secure a sustainable future of Temple Works, a Grade I Listed Building of international significance currently without a use, and other key heritage assets through stabilisation, sensitive repair and the encouragement of supporting uses;
- Make the best use of and enhance the historic environment within a context of regeneration and change;
- Deliver comprehensive place-making and redevelopment of the area into a new mixed use and sustainable community;
- Emphasise high quality, flexible, accessible, people-centred design and public realm, including open spaces which protect and enhance the area's unique historic character;
- Create new opportunities for employment and skills, making the most of digital capabilities and opportunities for creative businesses;
- Contribute to the recovery of Leeds City Centre, post COVID-19;
- Enhance connectivity and champion active travel within and around the Temple District so that it functions as an exemplar for walking and cycling in Leeds, with limited reliance on cars;
- Improve connectivity between the City Centre and the surrounding communities of Beeston Hill and Holbeck, ensuring that existing neighbourhoods are physically and socially connected to the redevelopment of the Temple District;
- Provide a range of housing choices, as well as affordable homes to support a mixed community;
- Integrate green and blue infrastructure into the physical landscape and maximise existing links within the site; and
- Contribute towards overall biodiversity net gain and embed sustainability principles in line with climate emergency priorities.

- 4.4 The brief seeks to support development to achieve this ambition by adopting a Climate-Ready and Nature Friendly approach to place-making which supports the co-location of infrastructure to deliver multi-layered benefits and improve climate resilience, linking to the Council's 3 Key Pillars of inclusive growth, health and wellbeing and the climate emergency.
- 4.5 The structure of the Temple District Planning Brief is as follows:
- a. Introduction to the Planning Brief: vision, clarifying planning brief boundary in relation to other boundaries in the area, purpose of the brief, and status of the brief as supplementary planning guidance.
 - b. Strategic Priorities: links to Leeds City Council 3 Key Pillars and priorities such as the Best Council Plan, Climate Emergency Declaration, Culture Strategy, Our Spaces Strategy, Inclusive Growth Strategy, Health and Wellbeing Strategy, Economic Recovery Framework, Connecting Leeds Transport Strategy, and the Development Plan for Leeds.
 - c. Context: including a history of Temple District, Temple District at present, surrounding context and setting.
 - d. Planning Policy Framework: detailed introduction of the development plan for Leeds and how it relates to Temple District, including existing planning guidance such as the Holbeck South Bank SPD and South Bank Leeds Regeneration Framework SPD.
 - e. Development Context: including a planning application history within the CDZ and known barriers to delivery.
 - f. **Development Guidance:**
 - i. High level principles for development: setting out high level principles for development to achieve the Vision;
 - ii. A Climate Ready and Nature Friendly Approach: clarifying expectations for a strategic approach to infrastructure delivery;
 - iii. Public Open Space: to be delivered at a variety of scales, including a landmark public square to enhance the setting of Temple Works;
 - iv. Green and Blue Infrastructure: integration of green and blue infrastructure throughout the site with identified opportunities for new green corridors and the use of water;
 - v. Biodiversity: clarifying expectations for Biodiversity Net Gain and new habitat creation as part of wider green and blue infrastructure network;
 - vi. Drainage and Flood Risk: priorities for drainage solutions, including the use of a SuDS strategy, and mitigating flood risk;
 - vii. Ground Conditions: clarifying ground conditions and land contamination and expectations for future applications;
 - viii. Sustainable Design: clarifying the need for high quality, sustainable design in line with Core Strategy requirements;

- ix. Connectivity and Permeability: championing improved connectivity within the site and, importantly, to surrounding communities, as well as to the wider City Centre;
 - x. Connectivity to Local Communities: championing improved social connectivity alongside physical connectivity, with opportunities for employment and skills and building cultural connections;
 - xi. Uses: opportunities for housing, employment, cultural and leisure uses within the CDZ and Core Strategy requirements for housing mix, affordable housing, accessible housing and housing standards;
 - xii. Heritage: supporting heritage-led regeneration with the regeneration of heritage infrastructure in an enhanced setting;
 - xiii. Scale and Massing: clarifying appropriate scale and massing in a heritage context, including fire safety and wind and microclimate considerations; and
 - xiv. Design and Local Character: championing high quality design, key views, identity and materials
- g. Delivery: including supporting a comprehensive approach to development informed by a masterplan, phasing, signposting to the pre-application advice service, developer contributions and the potential Compulsory Purchase Order.
 - h. Appendix 1: Ensuring Successful Regeneration within Wider South Bank: signposting to and reinforcing relevant planning guidance for the wider south bank; and detailed guidance on the Sweet Street South site.
 - i. Appendix 2: Site Allocations Plan: Details of site allocations and site requirements within the CDZ.

5 Consultation and Engagement

- 5.1 Public consultation on the Planning Brief will be undertaken in line with the Council's Interim Statement of Community Involvement: <https://www.leeds.gov.uk/planning/planning-policy/interim-sci>. 6 weeks of consultation are planned, from mid-August to end-September to allow for the summer holiday period.
- 5.2 Consultation will be online-based, with a resource pack available for local distribution through local community and third-sector based organisations. Statutory consultees and other stakeholders, including landowners and developers, businesses and community groups will be notified of the consultation. Three webinars are planned to discuss the brief in more detail, with the potential for an in-person session subject to Covid-19 guidance.
- 5.3 Beeston and Holbeck Ward Members have been kept informed of progress on the brief and have provided overall support and welcome input into the draft.
- 5.4 Panel Members will be provided with a copy of the draft Brief when it has been finalised for Public Consultation.
- 5.5 A further report will be presented to Panel at the 2 September Meeting, with an opportunity for Panel to provide detailed comments at the meeting.

6 Next Steps

- 6.1 Following consultation, it is intended that the Planning Brief will be approved for use as supplementary planning guidance through the Chief Planning Officer's delegated powers, anticipated in November 2021.
- 6.2 The approved Planning Brief can be presented at a future City Plans Panel meeting as an informative Member Training note as the likely decision makers for future planning applications.

7 Recommendations

- 7.1 City Plans Panel is recommended to:
 - v. Note the continued work on the draft Temple District Planning Brief;
 - vi. Comment on the emerging themes within the draft Temple District Planning Brief as set out at Section 4 of this report;
 - vii. Note that the draft Planning Brief will be presented to City Plans Panel in September to receive detailed comments as part of the consultation process; and
 - viii. Note that the published Planning Brief will be presented to City Plans Panel after it has been approved.