

Leeds City Council
**Statement of Local Planning Authority in respect of Site known as Temple Works, Marshall Street,
Holbeck Leeds**

Context

This Statement relates to the site within Leeds known as Temple Works (also known as Temple Mill).

Temple Works has been listed for sale via a public auction. It has been noted on promotional websites that “Interested parties should consult direct with the Local Planning Office” with regards to Planning matters. This Statement has therefore been prepared, in the interests of consistency and transparency, to ensure all parties are provided with the same information in relation to planning matters associated with Temple Works.

Site

Temple Works comprises of a site of approximately 13,000 sqm located in Marshall Street, Holbeck, Leeds and includes two separately listed buildings as follows:

- Temple Mill - a Grade I listed building (listing ref: 1375162)
- Gate Lodge to Temple Mill – a Grade II* listed building (listing ref: 1375166)

Temple Mill is identified as being in the top 2.5% of listed buildings and is of national importance.

Both the Gate Lodge and Temple Mill are identified on Historic England’s Heritage at Risk Register. The Gate Lodge is categorised as Priority Category C (slow decay with no solution agreed) and Temple Mill as Priority Category A (immediate risk of further rapid deterioration or loss of fabric with no solution agreed). Further detailed information relating to the identified risks are contained within the Register which can be accessed at <https://historicengland.org.uk/listing>

The site lies within the Holbeck Conservation Area.

Planning Policy

The relevant local Planning policy context for Temple Works includes the Leeds Core Strategy, relevant Saved UPD Policies, the emerging Leeds Site Allocations Plan, the Holbeck South Bank SPD, and the draft South Bank Regeneration Framework SPD.

Temple Works is shown on the UDP Proposals Map as located within Holbeck Urban Village Strategic Housing and Mixed Use Site (H3-1A.44). It is also identified within the emerging Site Allocations Plan (SAP) (currently subject to Independent Examination in Public) as part of a wider Site (Ref: MX2-35 (5349) for mixed use development. It is anticipated the SAP will be adopted in late 2018 at which time the UDP designation will be superseded.

In addition regard should be had to the Holbeck South Bank SPD and the draft South Bank Regeneration Framework SPD.

The **Core Strategy** highlights the importance of historic buildings as one of the key contributors to Leeds’ identity. Policy 11: Conservation is relevant and sets out

The historic environment, consisting of archaeological remains, historic buildings townscapes and landscapes, including locally significant undesignated assets and their settings, will be conserved and enhanced, particularly those elements which help to give Leeds its distinct identity:

- *the Victorian and Edwardian civic and public buildings, theatres, arcades, warehouses and offices within the City Centre and the urban grain of yards and alleys,*
- *the nationally significant industrial heritage relating to its textile, tanning and engineering industries, including its factories, chimneys and associated housing,*
- *its legacy of country houses, public parks, gardens and cemeteries,*
- *the 19th century transport network, including the Leeds and Liverpool Canal,*

Development proposals will be expected to demonstrate a full understanding of historic assets affected, including any known or potential archaeological remains. Where appropriate, heritage statements assessing the significance of assets, the impact of proposals and mitigation measures will be required to be submitted by developers to accompany development proposals, Innovative and sustainable construction which integrates with and enhances the historic environment will be encouraged,

Conservation-led regeneration schemes will be promoted. Priorities for new schemes will be in Regeneration Priority Programme Areas, but schemes outside these areas may also be considered where the historic environment offers potential as a catalyst for the wider regeneration of the area,

The Council maintains a register of historic assets at risk to help it prioritise action and will seek to impose planning conditions or obligations for their repair and refurbishment where appropriate. Where appropriate, the City Council will use the provisions of the planning acts to secure repairs,

Enabling development may be supported in the vicinity of historic assets where linked to the refurbishment or repair of heritage assets. This will be secured by planning condition or planning obligation.

The following **UDP Saved Policies** are relevant

- **N14 LISTED BUILDING AND PRESERVATION**
- **N15 LISTED BUILDINGS AND CHANGE OF USE**
- **N16 LISTED BUILDINGS AND EXTENSIONS**
- **N17 LISTED BUILDINGS CHARACTER AND APPEARANCE**
- **N18A CONSERVATION AREAS AND DEMOLITION**
- **N18B CONSERVATION AREAS AND DEMOLITION**
- **N19 CONSERVATION AREAS NEW BUILDINGS**
- **N20 CONSERVATION AREAS AND RETENTION OF FEATURES**

These policies, which can be viewed at www.leeds.gov.uk/council/pages/unitary-development-plan.aspx highlight the desirability of preserving listed buildings, and ensure that any proposals do not diminish the special architectural or historic value of the building and its setting.

The emerging **Site Allocations Plan** allocates an 11.37 hectare site suitable for Mixed Use (Site Reference: MX2-35 (5349)). This allocation includes Temple Works as well as other buildings and substantial vacant sites in its vicinity. The site capacity is identified as 1000 residential units and 3.1 ha employment/10,000 sqm office. The following site specific requirements are highlighted

- **Older persons housing/independent living:**
 - *The site is suitable for older persons housing/independent living in accordance with Policy HG4*
- **Highway Access to Site:**
 - *Marshall Street will require improvement to create a safe pedestrian environment*
- **Local Highway Network:**
 - *This site will have a cumulative pedestrian impact in the local area. Contributions will be required towards Holbeck Urban Village traffic management, streetscape and pedestrian improvements. Contributions towards the transport interventions for Meadow Lane, Victoria Road and Neville Street in line with the emerging City Centre Transport Strategy and South Bank proposals.*
- **Listed Buildings:**
 - *The site includes and is in the setting of a Listed Building. Any development should preserve the special architectural or historic interest of Listed Buildings and their setting.*
- **Gas Pipelines:**
 - *The site is affected by a gas pipeline. Detailed design layout should have regard to the building proximity distance required. Consult with Northern Gas Networks to see if any additional plant protection provisions are needed.*

Other relevant policies within the submission draft SAP are

- **POLICY HG2: HOUSING ALLOCATIONS**
- **POLICY HG4: SITES WHICH ARE PARTICULARLY SUITABLE FOR OLDER PERSONS HOUSING/ INDEPENDENT LIVING.**
- **POLICY EO2: OFFICE ALLOCATIONS, OR MIXED USE ALLOCATIONS WHICH INCLUDE OFFICE USE.**
- **POLICY EG2: GENERAL EMPLOYMENT ALLOCATIONS, OR MIXED USE ALLOCATIONS WHICH INCLUDE GENERAL EMPLOYMENT USE.**

The Holbeck, South Bank Supplementary Planning Document was adopted in June 2016 and provides detailed guidance relating to the important historic and architectural legacy in Holbeck. One of the strategic objectives of the document is 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.

At Section 5.2 of the SPD the approach to the historic environment of Holbeck is set out and includes the specific aim of supporting enabling development proposals where they can help secure the future of Temple Works and provide an improved setting for the building. Further detail is included within Section 10 which is an Area Statement for the 'Temple Works' area. This section highlights the importance of Temple Works as follows:

- *"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."*

A draft **South Bank Leeds Regeneration Framework Supplementary Planning Document** has been produced and is currently subject to public consultation running until 20 December 2017. This document amplifies the vision of the Core Strategy and presents a series of Key Moves which inform the development of the South Bank at a strategic level. One of the key moves seeks to 'Adapt heritage buildings and link with existing assets' to help create a strong identity and character within the South Bank and reinforce the creation of local centres. Section 5.4 of the document promotes heritage and heritage buildings as a potential catalyst for regeneration and seeks to support development proposals and activities which secure the future of Temple Works.

As the LPA the Council will seek to preserve the important characteristics of the building such as the open floor plate of the former weaving shed, although some limited or temporary subdivision may be allowed. A wide range of uses could be supported in principle in this city centre location subject to preserving the special character of the listed building. The nature of the space within the building is likely to be more readily adaptable for leisure, creative, office and employment uses which require large open floor plates. There could be potential for sensitive physical intervention to facilitate greater public access through the building, to link with adjoining areas, and to facilitate access onto the roof.

Any party who may wish to make a case for demolition of any /all the Listed Buildings at Temple Works would need to do so in accordance with the 'tests' set out in the National Planning Policy Framework. In light of the planning policy position, the LPA will strongly resist any application to demolish the Listed Building(s) in part or whole.

Enforcement Powers

In addition to the enforcement powers provided by the Town and Country Planning Act 1990 relating to development (e.g. unauthorised uses, general construction/ engineering works), the Council has statutory powers to secure the preservation of listed buildings (Section 54 of the Planning (Listed Buildings and Conservation Areas) Act 1990) which provide that a local authority may execute any works which appear to it to be urgently necessary for the preservation of a listed building in their area. The works which may be executed under this section may consist of or include works for affording temporary support or shelter for the building. If the building is considered to require urgent works necessary for its preservation and, for whatever reason the owner is not undertaking those works, the Council can use its statutory enforcement powers to

ensure that the building is preserved and does not deteriorate any further. This could include, amongst other things, an urgent works notice which would allow the Council to carry out essential repairs in default and then seek to recover the costs of the repairs from the owner.

In certain circumstances, the Council could also serve a repairs notice requiring works considered to be reasonably necessary for the proper preservation of the building, such a notice is a precursor to compulsory purchase of the building by the Council.

Whilst to date the Council has not used its statutory enforcement powers (under either Act) in respect of Temple Works it reserves the right to do so.

Development Proposals

Any proposals for development of Temple Works should have regard to the location of the Site within the Holbeck Conservation Area, the Development Plan for Leeds and the emerging Planning Policy position set out above.

In addition, regard must be had to the fact the buildings within the Site are listed (and identified on Historic England's Heritage at Risk Register) and will require Listed Building consent as well as planning and other associated permission. Finally, the Council's reserved position regarding its enforcement powers should be noted.

Leeds City Council
Local Planning Authority
29 November 2017