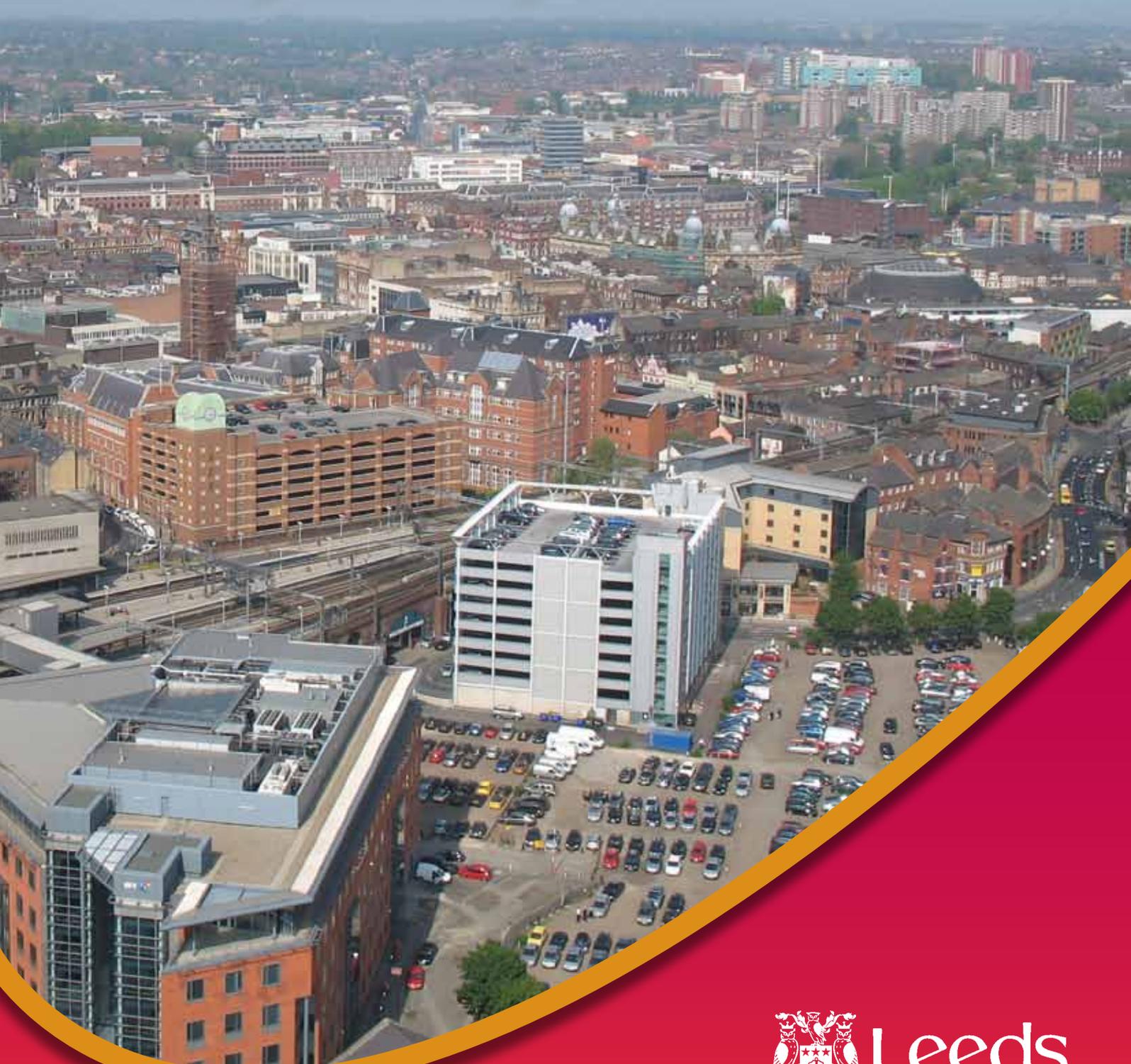


# Sovereign Street Planning Statement

Adopted July 2011



**Leeds**  
CITY COUNCIL

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**(Bengali):-**

যদি আপনি ইংরেজীতে কথা বলতে না পারেন এবং এই দলিলটি বুঝতে পারার জন্য সাহায্যের দরকার হয়, তাহলে দয়া করে 0113 247 8092 এই নম্বরে ফোন করে আপনার ভাষাটির নাম বলুন। আমরা তখন আপনাকে লাইনে থাকতে বলে কোন দোভাষীর (ইন্টারপ্রিটার) সাথে যোগাযোগ করব।

**(Chinese):-**

凡不懂英語又須協助解釋這份資料者，請致電 0113 247 8092 並說明本身所需語言的名稱。當我們聯絡傳譯員時，請勿掛斷電話。

**(Hindi):-**

यदि आप इंग्लिश नहीं बोलते हैं और इस दस्तावेज़ को समझने में आपको मदद की ज़रूरत है, तो कृपया 0113 247 8092 पर फ़ोन करें और अपनी भाषा का नाम बताएँ। तब हम आपको होल्ड पर रखेंगे (आपको फ़ोन पर कुछ देर के लिए इंतज़ार करना होगा) और उस दौरान हम किसी इंटरप्रिटर (दुभाषिए) से संपर्क करेंगे।

**(Punjabi):-**

ਅਗਰ ਤੁਸੀਂ ਅੰਗਰੇਜ਼ੀ ਨਹੀਂ ਬੋਲਦੇ ਅਤੇ ਇਹ ਲੇਖ ਪੱਤਰ ਸਮਝਣ ਲਈ ਤੁਹਾਨੂੰ ਸਹਾਇਤਾ ਦੀ ਲੋੜ ਹੈ, ਤਾਂ ਕਿਰਪਾ ਕਰ ਕੇ 0113 247 8092 ਟੈਲੀਫ਼ੋਨ ਕਰੋ ਅਤੇ ਅਪਣੀ ਭਾਸ਼ਾ ਦਾ ਨਾਮ ਦੱਸੋ। ਅਸੀਂ ਤੁਹਾਨੂੰ ਟੈਲੀਫ਼ੋਨ 'ਤੇ ਹੀ ਰਹਿਣ ਲਈ ਕਹਾਂ ਗੇ, ਜਦ ਤਕ ਅਸੀਂ ਦੁਭਾਸ਼ੀਏ (Interpreter) ਨਾਲ ਸੰਪਰਕ ਬਣਾਵਾਂ ਗੇ।

**(Urdu):-**

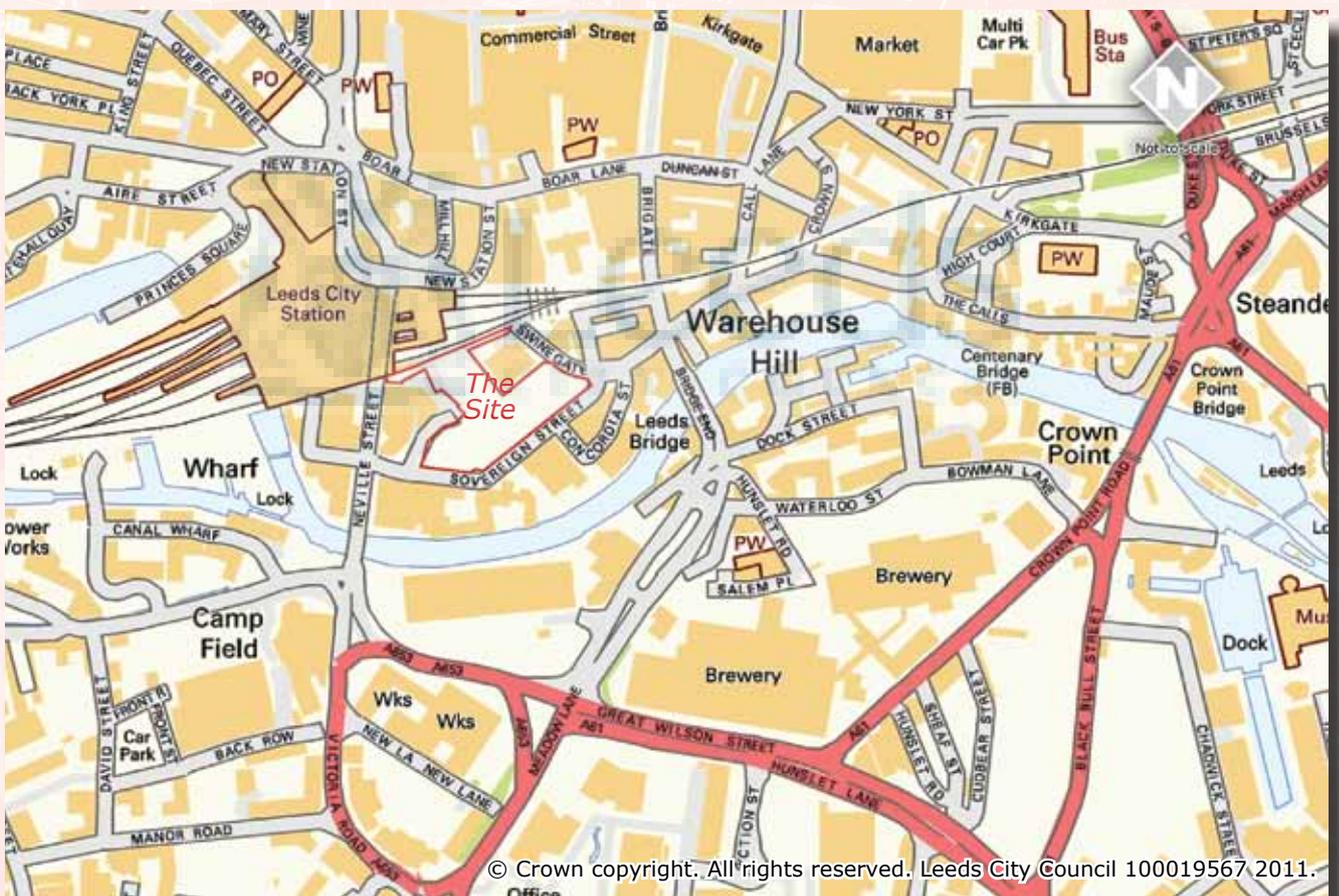
اگر آپ انگریزی نہیں بولتے ہیں اور آپ کو یہ دستاویز سمجھنے کیلئے مدد کی ضرورت ہے تو براہ مہربانی اس نمبر 0113 247 8092 پر فون کریں اور ہمیں اپنی زبان کا نام بتائیں۔ اس کے بعد ہم آپ کو لائن پر ہی انتظار کرنے کیلئے کہیں گے اور خود تہ جمان (انٹرپرائٹر) سے رابطہ کریں گے۔

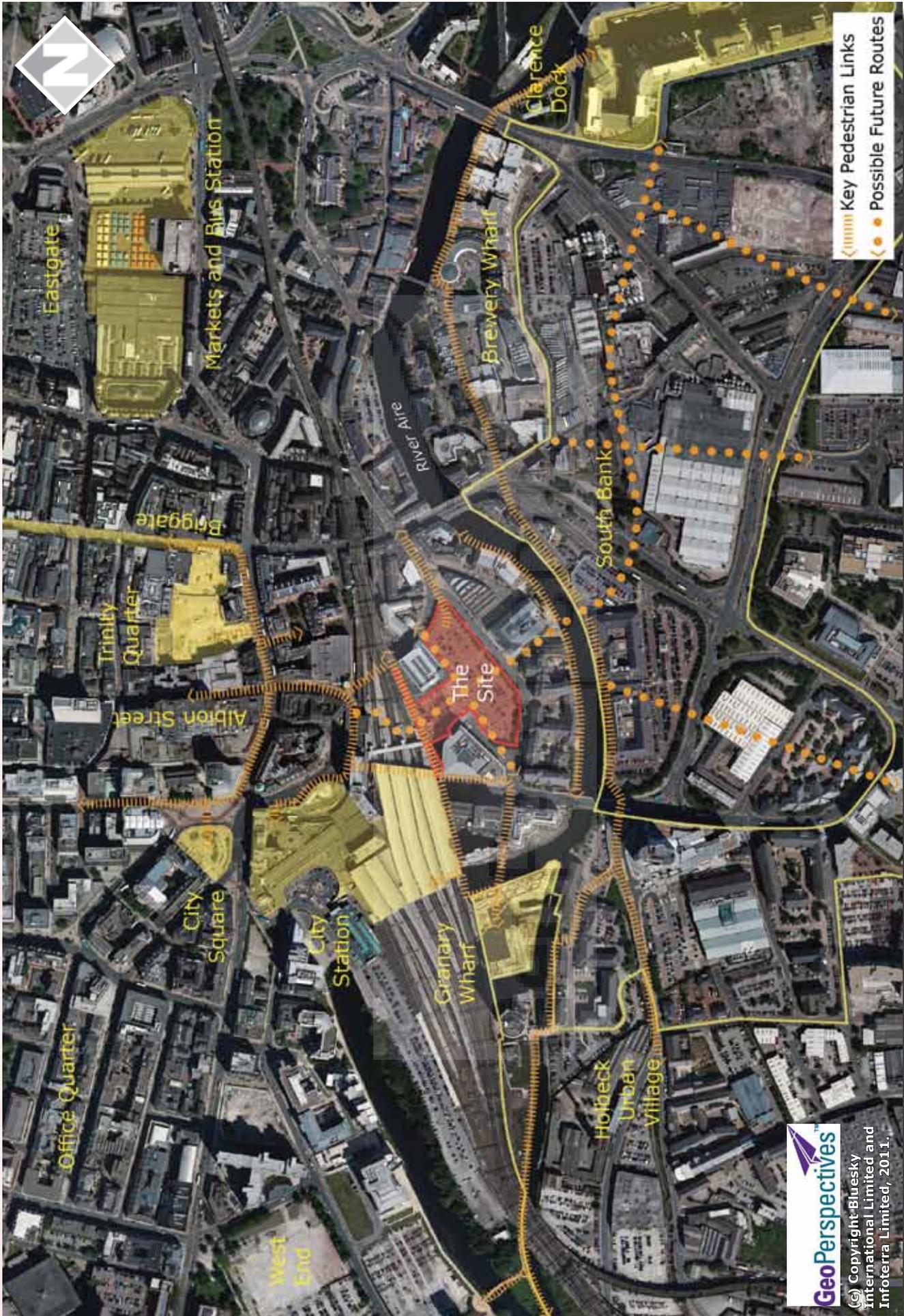
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# 1. Introduction

- 1.1** This brief sets out the development principles and options for the redevelopment of land to the north of Sovereign Street and south of the adjacent railway arches as identified on the Location Plan. The site presents an opportunity for a high quality development containing a mix of complementary land uses and public space which will add life and variety to this area, as well as scope to improve links within the City Centre, particularly to the south of the river.
- 1.2** The Sovereign Street Planning Statement aims to set the context for the forthcoming vision of a 21st Century City Centre greenspace within the development site. This Planning Statement does not aim to outline the design criteria for the greenspace itself, as this would be addressed as part of a later phase of the development process. The Planning Statement provides the basic development principles for this site and should be related to the indicative layout, and the indicative site perspective. These are for guidance only and are intended to demonstrate broad development options.
- 1.3** Following a consultation process, undertaken during February and March 2011, the Sovereign Street Planning Statement was recommended for adoption at the council's Executive Board in July 2011 for development management purposes as informal planning guidance, to inform the preparation of development proposals and guide the phased delivery of greenspace at the site.





## 2. Context

**2.1** The site extends to 1.16 hectares (2.86 acres) and is predominantly level except for a strip in front of the railway arches to the north, which is at a lower level. The site lies within the UDP-designated Riverside Area (Proposal Area 21). It is currently a surface car park, with some boundary tree planting to Sovereign Street and a low boundary fence. At the north east corner of the site is a metal clad multi-storey car park with ground floor restaurant use. At the north west corner is an early 2000s office building. To the west lies Granary Wharf and Holbeck Urban Village, with the proposed Station Southern Access located above the River Aire with connections from the east and west. To the south of Sovereign Street a number of Victorian mill buildings, including the Grade II listed 4 The Embankment, and more recent infill developments of a complementary scale, provide enclosure to the street and to the river behind. To the east lies the City Centre Conservation Area, where its boundary cuts across Swinegate. Further south lies the River Aire, with potential for bridge connection to the South Bank and the future City Centre Park, which would in turn facilitate onward connections eastwards to Clarence Dock, and southwards into existing residential communities.



▲ *Site as existing from Swinegate*



▲ *Site as existing from Neville Street*

## 3. Potential

### 3.1 Uses

The area covered by this Statement lies within the designated City Centre. Therefore, the town centre uses as identified by Planning Policy Statement 4 and the Leeds Unitary Development Plan Review 2006 would be supported. The primary objective in the Riverside Area (Policy CC28) is to secure a mix of complementary uses which will create activity and vitality. Subject to clarification of the flood risk to this site, the following uses would be encouraged at Sovereign Street:

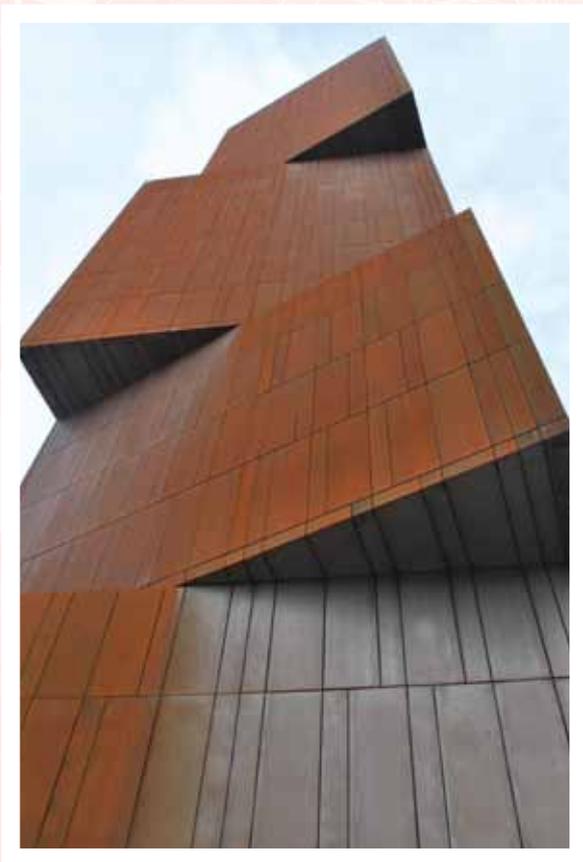
- Offices
- Hotels
- Residential
- Cafés, restaurants, bars, leisure, entertainment and cultural uses.
- Shopper/visitor car parking

This site provides an opportunity to create an innovative development of exceptional design which makes a visual statement, whilst enhancing and respecting the distinctive character of the Riverside Area. It also affords the potential to consolidate City Centre uses by overcoming the physical and visual barrier of the railway line, by opening up new pedestrian routes linking the Office and Retail Quarters to the north with the Riverside Area and beyond to the South Bank, Clarence Dock and Holbeck Urban Village.

### 3.2 Form and Design

The Sovereign Street development site offers an opportunity for buildings, streets and open spaces to form over time, a distinctive 'place' at the heart of Leeds City Centre. The urban design aims and aspirations for this site are summarised below:

- To provide a meaningful public greenspace with ground floor active uses surrounding it.
- To facilitate pedestrian permeability across the site and link into a network of routes and spaces extending to the riverside, canal, Holbeck Urban Village, South Bank (including the proposed City Centre Park) and beyond.
- To maximise the use of the railway arches and create a pedestrian zone of walkways, cafes, restaurants etc.
- To improve the 'sense of street' of Sovereign Street.
- To improve the urban form at the junction of Sovereign Street and Swinegate.
- Access to new buildings and spaces for all users.



Given the importance of the site, a high quality, innovative design will be required. The massing and configuration of individual buildings or elements of larger structures will require careful consideration and should be addressed through high quality design solutions. Any development must relate to the existing multi storey car park and maximise the potential of the railway arches to provide activity and connectivity.

The location of buildings should create a well defined townscape where buildings line streets, walkways and other spaces to provide spatial definition and a sense of enclosure. These spaces should be designed with the pedestrian in mind, to create a safe environment with interesting and active frontages, as illustrated on the plan on pages 8-9.

A key factor shaping the form and design of any development must be pedestrian permeability. This site will be an integral

part of an inter-connected network of pedestrian routes and spaces extending across the City Centre and beyond. These spaces will provide visual as well as physical linkages, especially from the river, to the arches and beyond, as illustrated on the Pedestrian Links Plan on page 2.

The buildings fronting Sovereign Street should be of a similar height as the existing buildings to the south. However, there is potential for taller buildings around the existing multi storey car park in the interior of the site, with a focal element of around 15 storeys. Guidance on taller buildings is contained in the Leeds Tall Buildings Design Guide and the Leeds City Centre Urban Design Strategy. The erection of buildings, particularly tall buildings, changes a site's microclimate. It is therefore essential that the types of environment created are considered in detail during the site planning stage, including the effect on the arches. It is expected that development proposals will be supported by information gathered during modelling trials. The potentially taller element of the trio of proposed buildings should be 'grounded' in such a way that it meets and defines the spaces around it in a positive manner.



▲ *Granary Wharf*

The nearby Granary Wharf development around the Canal Basin and adjacent to the railway station and viaducts offers a recent precedent for three buildings to be expressed with individual characters, whilst having complementary qualities, which in turn generate a singular sense of place. The scheme is also unified by a carefully considered continuity, in a distinctive landscape scheme. The aspiration for the Sovereign Street site is to follow a similar set of basic principles, but to discover an architectural and landscape

language which is both adaptable to a phased process of development, and will define a character that is special to this location.

### **3.3 Green Space and Public Realm**



▲ *Musée du Quai Branly, Paris*

The provision of green infrastructure at Sovereign Street will enhance the City Centre's commercial offer and enhance its credentials as a liveable place, by supporting local employment, community development, environmental resilience and social gain. There will be significant economic, environmental and social advantages for the City Centre as a whole in ensuring the delivery of new City Centre greenspace. It will act as a catalyst for attracting and sustaining regeneration and connectivity.



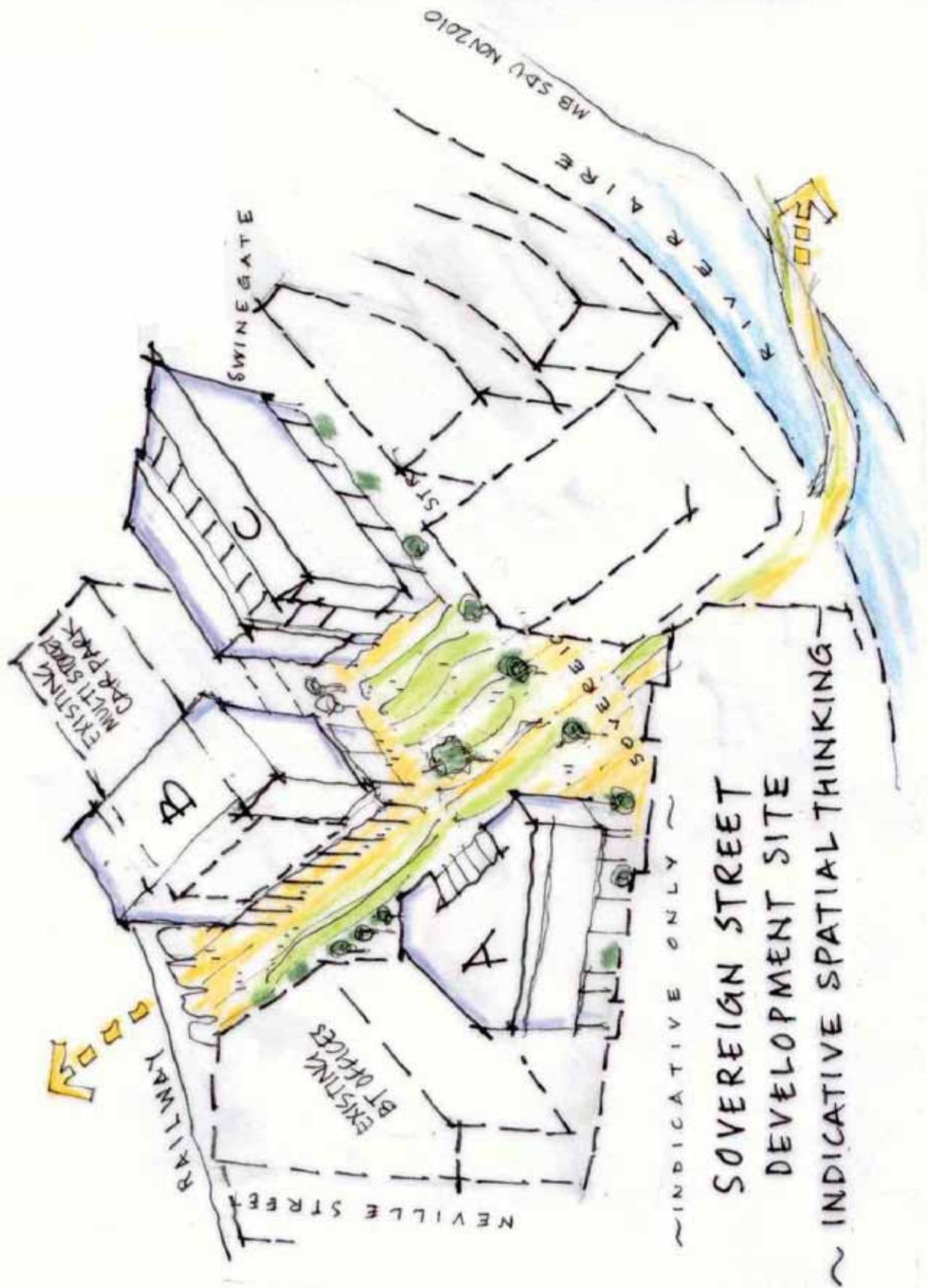
▲ *Leeds' award winning entry at the 2009 Chelsea Flower Show*



▲ *Brindley Place, Birmingham*

Principally the aim to deliver a new greenspace for the City Centre will:

- Reach a size of approximately 0.5 - 0.6 Ha (around 40% - 50% site area) when phased over time in order to be a meaningful green public space;
- Be accessible, safe and secure, improve connectivity within the City Centre for all users;
- Give a high quality environment which balances the passive and active recreational needs of day visitors, office workers and City Centre residents;
- Attract and facilitate the delivery of new commercial developments with a design character that helps to frame the new greenspace, and also support its financial viability;
- Enhance the reputation of Leeds and the City Centre as a liveable environment with high quality design standards;
- Add to the critical mass of the City Centre's attractions as a destination in its own right;
- Create opportunities for public art and cultural attractions;
- Create opportunities for biodiversity enhancement;
- Be designed with sustainability, climate change and flood alleviation in mind, e.g. incorporating surface run-off in greenspace design;
- Connect with the potential redevelopment of Leeds South Bank, thus improving connectivity, particularly between the north and south banks of the River Aire;
- Spur regeneration and enhance employment opportunities in the City Centre. The Leeds City Region Green Infrastructure Strategy 2010 highlights the positive relationships between the provision of green-space, health and well-being, climate change resilience, and economic growth and regeneration.





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# KEY

- SITE BOUNDARY
- 5-6 A POSSIBLE STOREY HEIGHTS
- ACTIVE FRONTAGE
- URBAN GREEN SPACE (HARD + SOFT LANDSCAPE)
- OFF SITE CONNECTION FOOTWAY EDGE
- KEY PEDESTRIAN ROUTE
- KEY FUTURE PEDESTRIAN LINK (OPTIONS/POSSIBILITIES SHOWN)
- TREES ALONG STREET EDGE
- KEY VIEWS
- VEHICLE/DELIVERY ACCESS (GENERALLY TO BASEMENT PARKING)
- POSSIBLE VEHICLE LINK
- POSSIBLE DROP OFF
- POSSIBLE OPPORTUNITY TO ABUT MULTI-STOBBY + PROVIDE ARCADE
- POSSIBLE ARCADE/SHELTERED ROUTE
- RAILWAY ARCHES TO BE RE-DEVELOPED (FUTURE OPTION)
- RAILWAY ARCHES REGENERATED IN USE

NB POSSIBLE NEW HIGHWAYS ALIGNMENT & IMPROVEMENTS FOR PEDESTRIANS ESPECIALLY AROUND SWINEGATE

NB ENCOURAGE POSITIVE RELATIONSHIP BETWEEN BUILDINGS & PUBLIC realm/CITY PARK ~ INTEGRATED USES SUSTAINABLE CHARACTERISTICS & FEATURES

MB...SPU NOV 2010  
REV. APR. 2011

OPTION 1A

**SOVEREIGN STREET DEVELOPMENT SITE**

~ FRAMEWORK ~

INDICATIVE ONLY

### 3.4 Movement



▲ *NGT trolley buses*

The site is currently accessible for pedestrians and cycles from the north and south of the City Centre via Neville Street and Swinegate, and from the east and west along the riverside and canal walkways. The site is in close proximity to Leeds Station and within easy walking distance of City Centre bus interchanges. The site will benefit from the proposed Station Southern Access, via Dark Neville Street, or by pedestrian bridge off Little Neville Street. The proposed New Generation Transport (NGT) network will pass along Swinegate and Boar Lane to City Square.

The existing multi-storey and NCP car park off Swinegate offers parking space for visitors and shoppers. Guidelines on maximum parking requirements for new developments are contained in Appendices 9A and 9B of the UDP. However, the Council expects the level of parking provision to be considerably lower than that indicated in these guidelines in light of the excellent access to local, regional and national public transport routes.

Operational parking required for Plot A should be accessed from Pitt Row. Plots B and C should be accessed from Swinegate, taking account of the need to provide active and vibrant shared routes to complement existing and future active commercial frontages. Taxi drop-off for the site shall be from Pitt Row.

The development of the site at Sovereign Street has potential to impact on the Strategic Road Network. Therefore pre-application discussions with the Highways Agency and Leeds City Council regarding the preparation of Transport Assessments and Travel Plans is advised. For each phase, a Transport Assessment will be required in accordance with DfT guidance March 2007 'Guidance on Transport Matters'.

Travel Plans for each plot will be required at planning application stage. These will set out the sustainable travel options for new building occupiers in order to reduce reliance on the private car and lead to an increased use of more sustainable travel patterns such as walking, cycling, motorcycles, car share, pool cars and car clubs. Monitoring and procedures for meeting travel plan targets for building occupiers will be set out in any Section 106 agreement in accordance with the Travel Plans SPD.

Safe and secure parking facilities for cycles and motorcycles should be provided to encourage the use of sustainable transport modes, along with shower and locker facilities in any new building.

Servicing should be taken from Pitt Row for Plot A, and from a shared pedestrian/vehicle space south of the existing multi-storey car park off Swinegate for Plots B and C. Access to the arches for deliveries and servicing must also be maintained. Any provision of a hotel must accommodate taxi drop-off facilities in close proximity to its main entrance, for example off Pitt Row if a hotel were to occupy Plot B.

Contributions to strategic public transport improvements to be provided by Section 106 Agreement will be required under adopted Supplementary Planning Document (SPD) 5. Local public transport improvements may also be required in addition to this, for example bus stops.

Improvements such as a bridge over the River Aire for pedestrians and cyclists are needed to connect the north of the City Centre to the future city centre park on the South Bank. Developer contributions from a number of sites, or other sources of funding, may be used to facilitate this link in the future. The draft Leeds South Bank Planning Statement sets out the vision for the delivery of a well-connected city centre park on future development sites south of the River Aire.

### 3.5 Sustainability



▲ *Musée du Quai Branly, Paris*

As sustainable development is central to this Planning Statement, each proposal will be encouraged to implement a range of wider sustainability requirements, including energy harnessed from the sun, the wind and the earth; water management and sustainable urban drainage; sustainable transport options; biodiversity enhancements (including green walls/roofs, with potential for bat and bird habitats, urban cooling, and reduction in surface water run-off); waste management; and community infrastructure (e.g. greenspace).

New buildings should be engineered to be energy efficient, and where practical have potential to link up to district heating systems.

All developments are to be accompanied by a sustainability statement setting out exemplar sustainable design, construction and operational measures to be adopted to the highest accredited standards, for example BREEAM. Non-residential development will target at least BREEAM Excellent standards (or equivalent). Residential developments will need to meet at least level 3 Code for Sustainable Homes (or equivalent).

### 3.6 Flood Risk

Planning Policy Statement 25: Development and Flood Risk (PPS25) has been developed to underpin decisions relating to future development within areas that are subject to flood risk. Planning applications will have to take account of their own flood risk and mitigation issues by reducing surface water run-off, ensuring no increase in flood risk on-site or elsewhere - including allowances for climate change. Each application submitted will have to provide an appropriate flood risk assessment including direct and indirect mitigation measures, take opportunities for creative greenspace design, sustainable drainage, biodiversity enhancement, and pass the PPS25 Sequential Test where applicable. Discussions are in progress with the Environment Agency regarding the acceptability of various land use options, and topographical surveys have indicated that the site lies in Flood Zone 2.

The Environment Agency has offered the following advice:

- Any proposals for residential and other more vulnerable uses will need to include a detailed topographical (GPS) survey, verified by the Environment Agency, to show that these parts of the site are unlikely to be in the Zone 3a/ii if they are to be found acceptable. The ground floor level of the building and all flood vulnerable components should be set above the predicted 1 in 100 year flood level, including allowance for climate change and including an appropriate freeboard allowance;
- Potential flood pathways to the site should be identified and schemes designed for the worst case flood stage in the river;
- Safe access and egress in flood conditions must be provided;
- Compensatory flood storage for the footprint of the new building(s) and/or any land raising must be provided to ensure that flood risk is not increased elsewhere;
- Surface water drainage from the site must be in accordance with the Leeds City Council's 'Minimum Development Control Standards for flood risk' document;
- The Leeds Strategic Flood Risk Assessment identifies a culverted channel passing close to Plot A. If this is to be disturbed, then it must be investigated and proposals for dealing with flows and the void be included in any assessment.

### 3.7 Land Contamination

Land contamination is an important planning consideration for new development. If a development site has had any previous industrial uses or has been used for the disposal or treatment of wastes, there is a potential for the site to be contaminated. Where there is reason to suspect that a site may be contaminated and there is the possibility that the contamination may affect the proposed development or ground water, the applicant will be required to submit reports in support of their planning application. Further guidance can be found on the Leeds City Council website [www.leeds.gov.uk/contaminatedland](http://www.leeds.gov.uk/contaminatedland)

## 4. Planning Obligations

- 4.1** Our aspiration for new high quality greenspace on this site will form part of a hierarchy of public realm, linking northwards to the city centre and spaces such as Merrion Street Gardens and Park Square, and south to the proposed City Centre Park on the South Bank. It is proposed to deliver new publicly accessible greenspace at Sovereign Street through the development process (by planning condition or legal agreement).

In order to achieve the objectives of this Planning Statement and adopted Council policies, new development will need to address the planning obligations referred to above, namely participation in local jobs and skills training programmes, contributions to greenspace and pedestrian connectivity improvements, public transport improvements, and travel plan measures and monitoring. Other obligations may be required depending on the uses proposed, for example affordable housing.

## 5. Guidance for Developers - Planning Pre-application Process



- 5.1** A new protocol has been introduced to provide a framework for the management of major regeneration projects which could really make a difference to Leeds. The protocol provides a collaborative development team approach and promotes early consultation and discussions between developers, the Council, local councillors and their communities prior to the submission of complex major applications. Leeds City Council offers an integrated approach to dialogue with developers and will coordinate all planning and related inputs, including advice on Building Regulations issues.

- 5.2** If you would like to discuss a proposal for the Sovereign Street site, please telephone the Development Enquiry Centre on 0113 2224409, or email [dec@leeds.gov.uk](mailto:dec@leeds.gov.uk) quoting "Sovereign Street" in the subject line, or write to: Planning Services (Central Area Team), Leeds City Council, Leonardo Building, 2 Rossington Street, Leeds LS2 8HD



◀ View looking north towards railway arches across Sovereign Street from the South Bank

# Appendix

## **Applications for development will need to address relevant planning policy and other documents including:**

National Planning Policy (Planning Policy Statements (PPS) and Planning Policy Guidance (PPG))  
PPS1 Delivering Sustainable Development & Climate Change Supplement  
PPS4 Planning for Sustainable Economic Growth  
PPS5 Planning for the Historic Environment  
PPS9 Biodiversity  
PPG13 Transport  
PPS25 Development and Flood Risk  
PPS10 Planning for Sustainable Waste Management  
PPS22 Renewable Energy  
PPS23 Planning and Pollution Control

## **Development Plan Documents:**

Regional Spatial Strategy for Yorkshire and the Humber 2008 (RSS)  
Leeds Unitary Development Plan Review 2006 (UDP)  
Emerging Local Development Framework (LDF):  
Draft Core Strategy December 2009

## **Supplementary Planning Documents and Guidance (SPD/SPG) include:**

Leeds Waterfront Strategy  
Leeds Strategic Flood Risk Assessment  
Public Transport Improvements and Developer Contributions  
Travel Plans  
Biodiversity and Waterfront Development  
Sustainable Urban Drainage  
Affordable Housing  
City Centre Urban Design Strategy  
Neighbourhoods for Living  
Statement of Community Involvement  
Street Design Guide  
Tall Buildings Design Guide  
Building for Tomorrow Today - Sustainable Design and Construction  
Leeds South Bank Planning Statement

## **Background documents include:**

Vision for Leeds 2004-2020  
Leeds City Centre 2020: A Prospectus for Our Future  
Leeds City Region Green Infrastructure Strategy 2010





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