

# MABGATE DEVELOPMENT FRAMEWORK



April 2007

If you do not speak English and need help in understanding this document, please phone: 0113 247 8092 and state the name of your language. We will then contact an interpreter. We can assist with any language and there is no charge for interpretation.

(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 'ਤੇ 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 ترجمان (انٹرپرائزر) سے رابطہ کریں گے۔

This publication can also be made available in braille or audio cassette. Please call: 0113 247 8092

Maps:

The Ordnance Survey mapping included within this publication is provided by Leeds City Council under licence from the Ordnance Survey in order to fulfil its public function to act as a planning authority. Persons viewing this mapping should contact Ordnance Survey where they wish to licence Ordnance Survey material for their own use.

# Contents

<b>Section</b>	<b>Page</b>
1. Introduction	1
2. Site description	2
Plan 1: Location	2
3. Character and history of Mabgate	4
4. Acceptable uses	7
5. Design and conservation guidelines	8
6. Public realm and connectivity	13
7. Contact	18
Appendix A: Policy background	19
Appendix B: Guidance in relation to the Lady Beck	20
Plan 2: Mabgate within the wider area	21
Plan 3: Conservation	22
Plan 4: Views and heights	23
Plan 5: Mabgate character areas	24
Plan 6: Existing environment	25
Plan 7: Greening and access	26
Plan 8: Retail Warehousing	27

## List of Illustrations

<b>Illustration</b>	<b>Page</b>
Mabgate Inn	1
View down to Mabgate	3
Mabgate (1770)	4
Mabgate (1850)	4
Mabgate (1900)	4
Factory buildings on Mabgate	4
Squirrel Storage, Regent Street	5
Suite Success, Regent Street	5
Figure ground diagram (2005)	5
Culverted waterway	5
Hope Foundry	6
Hope House	6
Crispin House	6
Smithfield Hotel	6
Reference to the tailoring industry in Mabgate	6
Detailing within the Mabgate area	8
Regent Street	9
Height guidelines for the Regent Street corridor	10
Regent Street Corridor	10
Mabgate	11
Millwright/Macaulay Street	11
St Mary's Churchyard	11
North Street	12
Lack of greenspace in Mabgate	13
Pedestrian bridge at York Road	13
York Road Bridge	13
Existing links from Mabgate to Lincoln Green	14
York Road – a substantial barrier	14
Potential tree planting schemes	16
The Lady Beck	16

# 1. Introduction

- 1.1 Mabgate has been the focus of considerable change in recent years and the area is currently in a state of transition. Traditionally an employment area based around the woollen industry, it retained a manufacturing dominance until the 1990s.
- 1.2 The growth of popularity in City Centre living has resulted in the influence of the City Centre spreading to the Mabgate area and a significant number of residential developments have been approved in recent years. The City Council wants to ensure that the uniqueness of the Mabgate area is retained by encouraging positive development which can enhance the area and develop linkages to adjacent areas.
- 1.3 Section 4 of this framework provides guidance to prospective developers on the form and type of development which is acceptable in terms of safeguarding the unique character of this area. Also included are guidelines regarding urban design principles (Section 5), and public realm improvements and addressing connectivity with adjoining areas (Section 6).

The guidance aims to ensure that the following issues are addressed:

- Conservation of the area's historical and industrial legacy and maintaining its distinct sense of place.
- Recognition of the important economic function that the area can play in supporting mixed and sustainable communities.
- Avoidance of conflict between residential and existing and potential employment uses.
- Promotion of residential uses as part of mixed use developments with active ground floor uses.
- Improvement of pedestrian links through the Mabgate area to improve connectivity from the City Centre to the communities of Lincoln Green, Burmantofts and Harehills.
- Ensuring that new developments contribute to the environmental improvement of the area.



*Mabgate Inn*

- 1.4 This document has been prepared to assist prospective developers when formulating detailed proposals and will be used as a guide in assessing planning applications and proposals in the area. The Framework will address immediate development pressures in the area and will provide supporting material for the production of the City Centre, and East and South East Leeds (EASEL) Area Action Plans in the emerging Local Development Framework<sup>1</sup> for Leeds. The Framework was approved by Leeds City Council Planning Board on the 19<sup>th</sup> February 2007.

---

<sup>1</sup> Leeds Local Development Framework documentation can be found at [www.leeds.gov.uk/ldf](http://www.leeds.gov.uk/ldf).

## 2. Site Description

- 2.1 Mabgate lies to the north east of the City Centre in an edge of City Centre location. The area to the west of Regent Street lies within the City Centre boundary as defined by the adopted Unitary Development Plan Review (UDP). The area is traditionally an employment area consisting of light industrial units, small scale clothing factories, warehouse, storage, retail warehousing and distribution uses, contract parking and offices. In recent years, a significant number of permissions have been granted for residential developments and there is increasing pressure for establishing further residential uses.
- 2.2 The area is bounded to the west by North Street; to the east by Macaulay Street; to the north by Mushroom Street and to the south by the New York Road. The site's location is shown below in Plan 1. Not only is this area identified as being in a state of transition, it also has a recognisable character and distinct urban fabric which defines it from other parts of the City and which is worthy of protection.



- 2.3 Understanding the relationship of Mabgate to its surroundings is crucial and an illustration of how Mabgate sits within the wider area can be found on Plan 2 in the appendix. The area on the edge of the City Centre, described in Renaissance Leeds as the 'Rim of Disconnectivity' is the area which circles central Leeds, where the impact of highways and intersections has produced a sense of separation between neighbourhoods on its fringe and the central area itself. Development pressures within the rim offer a major opportunity to create re-connection in these crucial locations. Thus, the opportunity exists through redevelopments in Mabgate to improve linkages through Mabgate to the wider area including Sheepscar, Harehills, Lincoln Green and Burmantofts.

2.4 The surrounding area is also likely to be subject to significant change in future years. The area to the east of Regent Street lies at the western edge of the East and South East Leeds (EASEL) regeneration area. The area is the focus for the EASEL Initiative - a housing-led regeneration programme to achieve transformed and sustainable communities over the next 15-20 years. An Area Action Plan for EASEL is being drawn up in tandem with the Regeneration Initiative. Much of the Lincoln Green area is specifically proposed as a mixed-use allocation, including the redevelopment of the Agnes Stewart and Primrose High Schools sites. Outside of the EASEL area there are also substantial proposals for mixed use developments in Quarry Hill.



*View down to Mabgate*

### 3. Character and History of Mabgate



*Mabgate - 1770*



*Mabgate - 1850*



*Mabgate - 1900*

- 3.1 To appreciate the special character of Mabgate and realise the importance in retaining its distinct sense of place, it is crucial to understand the historical context of the area. Mabgate evolved from the industrial response to the presence of water in the area. During the late 18<sup>th</sup> century and early 19<sup>th</sup> century, mills largely associated with the wool trade, appeared along the edges of Lady Beck.
- 3.2 By 1850 Mabgate was firmly established as a busy industrial area, extending to just north of Skinner Lane and was densely populated by both mills and back to back properties. The period from 1850 to the early 1900s saw the infilling of any remaining plots and shared back yards (folds) until all possible space was taken. This dense housing later became the reason for the rapid spread of diseases and subsequent slum clearance initiatives.



*Factory buildings on Mabgate*

3.3 Today the area is dominated by warehousing, depots and manufacturing uses, in buildings that are predominantly two or three storeys high, many of which make a positive contribution to the character of the area. Many support the vehicle repair industry, others the DIY markets selling bulky goods. Garment storage and sales to the trade, and some garment manufacturing also exist. Retail warehouses are clustered along Regent Street.



*Squirrel Storage, Regent Street*



*Suite Success, Regent Street*

3.4 The waterways still exist today, but are culverted some three to four metres below street level. The current buildings are dispersed in a generally random arrangement, particularly those constructed as light industrial estates. However, historical boundaries between plots and between larger buildings do still reflect the former field patterns, footpaths, terraced housing, streams and mill ownerships. The early road hierarchy is still largely reflected today.

3.5 The Mabgate area sits in a valley surrounded by hills to the west (Little London), the north (Thomas Danby College) and to the north east (St James' Hospital). The area is fairly sheltered and receives good sunlighting throughout the day. The area at present contains little public realm or greenspace.



*Figure ground diagram - 2005*



*Culverted waterway*

3.6 The area benefits from four listed buildings which are located on Plan 3 in the appendix:

- The Hope Foundry, Mabgate
- Hope House, Mabgate
- Smithfield Hotel, North Street
- Crispin House, New York Road



*Hope Foundry*



*Hope House*



*Crispin House*



*Smithfield Hotel*

3.7 In addition, a considerable number of buildings in the area have been initially identified by the City Council as making a positive contribution to the area and are shown on Plan 3. A significant number of buildings include references to the tailoring industry, linked to the Leeds wool trade and in particular the Jewish population who were engaged in this work. Because the area has a character and appearance of such high quality it is anticipated to be designated as a Conservation Area by late 2008. The extent of the proposed Conservation Area is shown on Plan 3 in the appendix. If designated, the area will be afforded a greater measure of protection. The special architectural and historic interest of the area will be assessed, defined and recorded and this Conservation Area appraisal will inform future development control decisions.



*Reference to the tailoring industry in Mabgate*

## 4. Acceptable Uses

- 4.1 Existing planning policy is provided by the adopted Leeds Unitary Development Plan (2006). Details of specific policies relating to Mabgate have been included in Appendix A. Within the context of these policies, the pace of development opportunities and pressures is such that the following development guidelines are promoted with the aim of creating a mixed use area. Further consideration of Mabgate's future will be addressed as part of the emerging Local Development Framework.
- 4.2 The area east of Regent Street is traditionally an employment area with long established firms which offer valuable employment opportunities to local people. Increasingly however, the older industrial buildings which characterise this area are not always suitable for modern day employment uses and a number of sensitive conversions of historic buildings and mills to residential uses have been achieved. This area is therefore accepted as being suitable for mixed use development, as the retention of positive buildings will help to maintain its special character which delineates it from other parts of the City.
- 4.3 The area west of Regent Street is identified in the UDP for retail warehousing (bulky goods), and the City Centre Area Action Plan proposes to extend this designation to include the existing retail units on the eastern side (see Plan 8). Development proposals should ensure that delivery of the existing allocation is not compromised, but again, there is the opportunity for a greater range of uses on higher storeys to ensure that City Centre land is used efficiently and that the area is safe and well used during both the day and night.

### **Key Development Guidelines for Mixed Use Development**

- Preference will be given to the retention of a significant employment element including existing and new businesses.
- Proposals for residential development will be considered where they form part of a mixed use development, subject to normal development criteria. Mixed use should apply at the level of individual developments with different types of activity ideally separated out vertically.
- The inclusion of active ground floor uses in proposed new developments will be encouraged where practical, subject to normal development control criteria. Suitable active ground floor uses include employment activities (B1, B2 and B8) and, where appropriate, financial and professional services (A2) and food and drink uses (A3). These will generate pedestrian movement and provide "eyes on the street" to enhance personal safety.
- The incorporation of proposals which involve a mix of living and working environments will be treated positively where a sound and well considered proposal is advanced, subject to adherence with relevant Government and UDP policy.
- Retail development (bulky goods) is suitable in the Regent Street area within the land allocated in UDP Policy CC21, and identified in the City Centre Area Action Plan Preferred Options Policy PO11 (see Plan 8) which aims to modify the Regent Street allocation boundary to include the existing frontage retail units on the eastern side of Regent Street. Any other retail development should be restricted to small scale units that are supported by and have addressed UDP Policy S9 and relevant Government policy<sup>2</sup>.
- The Design and Conservation guidelines as outlined in Section 5 should be adhered to.

---

<sup>2</sup> If the Mabgate area, as defined by this Framework, is incorporated into the City Centre through the emerging City Centre Area Action Plan there will be an increased scope for retail uses in the area.

## 5. Design and Conservation Guidelines

- 5.1 Unlike many other areas of Leeds, Mabgate has generally maintained its scale and character which has given it a distinctive urban fabric. Mabgate's general scale helps to delineate this part of the City into a recognisable area unlike other parts of the city which have lost their identity and special qualities over time. It is therefore important that new development is appropriate within Mabgate; development should seek to reinforce its special quality and urban grain. Furthermore, there is an opportunity in Mabgate to create an attractive gateway and linkage to adjacent neighbourhoods and major destinations, such as Quarry Hill and St James' Hospital.



*Detailing within the Mabgate area*

### 5.2 Design Guidelines

It is expected that proposals for the redevelopment of existing buildings or the development of new buildings will take account of the following general design guidelines:

- **Scale and form**  
All new development should respect the scale and form of existing buildings, especially those which are listed or have been identified as being of positive character, as illustrated on Plan 3 in the appendix.
- **Design**  
The design of new buildings should respect local amenity and character whilst being imaginative and innovative. Buildings should be both contemporary and respectful of their setting. Design should help to enhance Mabgate's distinct sense of place. New developments should be designed in such a way as to promote crime prevention and to meet the security requirements of the Police. The principles of 'Secured by Design' and 'Crime Prevention through Environmental Design' should be embraced<sup>3</sup>.
- **Materials**  
Whilst the use of modern materials is acceptable, the colour and tone of materials used should make reference to the historic stock. A limited palette should be used on any one development and stronger colours should be used sensitively to create accent rather than impact.

<sup>3</sup> More information can be found in 'Neighbourhoods for living – a guide for residential design in Leeds' (Leeds City Council, 2003), 'Designing for community safety' (West Yorkshire Police) and 'Safer places: the planning system and crime prevention' (ODPM, 2004).

- **Heights**  
Generally existing buildings across the area are predominantly two to three storeys high, with notable larger historic insertions such as Mabgate Mills and Hope Foundry. In order to preserve their meaning as local reference points, it is important that the number of new buildings that are of similar or greater heights are limited. Increased heights, however, may be appropriate at key locations (as shown on Plan 4) to act as a gateway to the area. More information on acceptable heights is provided in the sub-area guidelines provided below.
- **Views**  
Being situated in a valley there are a number of elevated ground views into the area. Whilst Mabgate itself is relatively narrow, Regent Street is wide and this should be preserved. Within the area there are a few higher buildings, notably the Centrica (formerly known as the Gas Board) Tower on York Road, giving views in all directions. From the eastern and western boundaries of the area (North Street and Macaulay Street in particular) there are long distance views down the side streets into and over the valley. These views should be preserved and development will not be encouraged that blocks such views either in the near or long distance.

Plan 4, located in the appendix, identifies key ground level views and views into the Mabgate area from surrounding tall residential buildings.

- **Street form**  
New development should ensure that the historic street form is retained and, where possible, enhanced.
- **Retention of positive buildings**  
Those buildings identified as positive (in Plan 3) should be retained and any redevelopment/adaptions should be undertaken in a sensitive manner which reflects the special historic character of these buildings. Listed buildings will be subject to UDP policies N14 to N17 which aim to conserve their special character and appearance.

5.3 In addition, the following guidelines have been developed for specific parts of the Mabgate area, as identified on Plan 5 in the appendix. Developers will be expected to adhere to these guidelines.

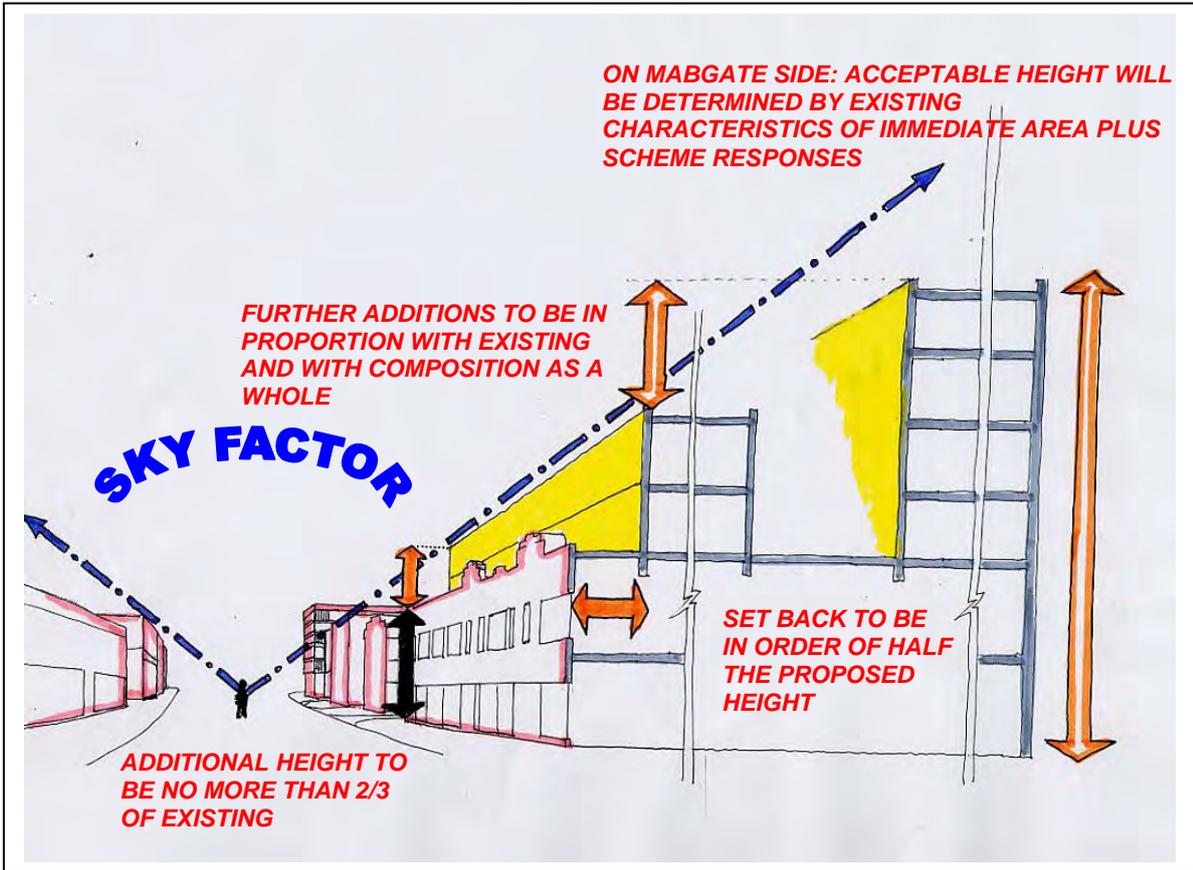
### Regent Street

This is predominantly a street of two to three storey buildings, some with architecturally composed facades fronting plain warehousing behind. This, combined with the generous width of street, and its great length, gives a sense of a long movement corridor.

#### **Guidelines:**

- In respect of additional heights, the principle is illustrated overleaf. Developers should ensure that any additional storeys are set back from the façade to ensure that new construction does not detract from the original 2-3 storey façade.
- Light coloured materials should be used on extensions and new buildings. Elevations should have a horizontal emphasis with window dominating over wall.
- Many blocks contain corner splays – a characteristic which should be maintained and reflected in new additions.





*Height guidelines for the Regent Street corridor*



*Regent Street Corridor*

### **Mabgate**

This is a space of contrasts in use, building height and architectural expression. This variety should be maintained.

#### ***Guidelines:***

- New buildings or extensions to the roof, where these are appropriate, should be no more than two storeys higher than the existing building, in order to preserve the character of the spaces.
- Brick with stone dressings should be the predominant building material.
- Elevations should have a vertical emphasis with solid dominating over window.



### **Millwright/Macaulay Street**

Millwright Street and Mabgate Green are more intimate spaces defined by two storey buildings. Macaulay Street runs along the “ridge” of the eastern boundary and excessive height should be avoided to prevent domination of the proposed conservation area.

#### ***Guidelines:***

- New buildings or extensions to the roof, where these are appropriate, should be no more than a single storey higher than the existing buildings to preserve the character of the spaces.
- Brick and render should be the facing materials. Elevations should have a horizontal emphasis with wall dominating over window.



### **St Mary's Churchyard**

St Mary's church has been demolished, but the formality of the space including the processional avenue has been maintained. This space has been identified as positive in Plan 3.

#### ***Guidelines:***

- Any adjacent new buildings should respond to this formality and improve its accessibility.
- The open character of this space should be maintained.
- Negotiated enhancement could include boundary improvements, footpath lighting, an equipped play area, fenced ball games area and new tree planting.



### **North Street**

This area is characterised by predominantly large block footprint retail/storage/warehouse properties up to three storeys in height with eight storey elements, with cameo historic small/smaller footprint buildings scattered amongst.

#### ***Guidelines:***

- New building should not exceed the height of existing development along North Street.
- The cascading scale and form of recent development offer a reasonable guide to future development which should cascade down the hill from North Street.



## 6. Public Realm and Connectivity

- 6.1 There is currently very limited public space in the Mabgate area and whilst there are watercourses, including Lady Beck, these have all been culverted or are in deep channels and are as such an underused resource. Major development sites to the east of Mabgate are likely to offer the opportunity for public realm improvements which will influence pedestrian movements. The location of existing open space and watercourses are illustrated in Plan 6 in the appendix.



*Lack of greenspace in Mabgate*

- 6.2 The Mabgate area lacks connectivity both in terms of pedestrian and vehicular movement, which results in the isolation of adjoining neighbourhoods from the City Centre. At its southern end the area meets with the City Markets and Quarry Hill areas where the elevated A64 York Road creates a substantial barrier. There are five links to the City in the vicinity of Mabgate along the A64, predominantly they are for the use of vehicular traffic and all of them are in need of improvement. The pedestrian footbridge over York Road is a popular primary pedestrian route into the City from Mabgate and beyond. However, issues regarding community safety result in a poor environment for pedestrians and the footbridge is in need of improvement.



*Pedestrian bridge at York Road*



*York Road Bridge*

- 6.3 Regent Street runs north-south through the Mabgate area and is a good vehicular route, whilst providing a poor pedestrian experience. It is a busy street which requires the crossing of several junctions to access the City Centre by foot.
- 6.4 In terms of east-west connectivity, the western edge of the area meets with the edge of the City Centre but lacks connectivity with the centre itself. To the east of the area lies Lincoln Green, but the two neighbourhoods have little inter-relationship.
- 6.5 Development within the Mabgate area provides an important opportunity to re-connect the City Centre with the neighbouring communities of Burmantofts, Lincoln Green, Little London and Harehills. Public realm improvements and the creation of linkages should ensure that development within the Mabgate area benefits surrounding neighbourhoods which suffer from isolation and disconnectivity from the rest of the City.



*Existing Links from Mabgate to Lincoln Green*



*York Road - a substantial barrier*

- 6.6 The UDP determines that Leeds City Council may pursue planning obligations (Section 106 agreements) with developers to ensure that resulting development is acceptable. Depending on the type and size of development proposed the City Council requires public greenspace to be provided on site, or a financial contribution towards public realm/greenspace provision off-site.
- 6.7 The Mabgate area outside of the adopted UDP city centre boundary is in a transitional period until the policy background progresses (through the Local Development Framework) to redefine it part of the city centre. Until that time, there is an element of flexibility as to whether issues such as greenspace contributions should be based on UDP general policy, or on city centre policy (including emerging SPD). It is envisaged that these factors will need to be assessed on a site-by-site basis.
- 6.8 The current UDP greenspace policy outside of the city centre is detailed in policies N2 to N4. On larger sites, because of the general shortage in public open space in this area, the priority will be for on-site greenspace provision. Where it is agreed that a site cannot accommodate on site all elements of greenspace provision as defined by UDP policy N2, financial contributions will be required towards the cost of off-site provision and maintenance.
- 6.9 Within the city centre there is a different UDP policy requirement (Policy CC10) for development greater than 0.5 hectares in site area to allocate 20% of the developable site area as public realm. It is expected that an additional financial contribution off-site towards identified public realm works would also be made. The City Centre Public Realm Contributions Supplementary Planning Document is currently progressing through to formal status. As such, the exact level of contributions proposed within it may alter, but they are included below as a current guide.

6.10 The level of contributions required depends on the size and type of development. A minimum gross floorspace of 200 sqm reflects trigger levels in other Leeds policy guidance. Individual extensions to all categories of existing development of less than 200 sqm would normally be exempted from contributions. General industrial and warehousing have not been included in the range of uses within the Contributions Matrix as they are not anticipated to be uses that will be appropriate within the City Centre. Listed buildings across the City Centre are not exempted from contributions, but if listed buildings raise special development issues, these can be taken into account.

6.11 The proposed contributions matrix is as follows:

A1, A2, A3, A4, and A5	£50 per sq.m
B1(a) and B1(b)	£40 per sq.m
B1(c)	£20 per sq.m
C1 and C2	£50 per sq.m
C3 All schemes of 5 units or more (except affordable housing)	£50 per sq.m
D1 and D2	£50 per sq.m
All schemes of car parking	£25 per sq.m
Sui generis	£50 per sq.m

6.12 Public spaces should be attractive, functional, safe and accessible to all users. There should be a clear distinction between public and private spaces and their design should be co-ordinated with the rest of the development(s) so they are not remnant spaces. It is important that any public realm should have welcoming aspects designed with public amenity and personal safety attributes. The aim should therefore be to create good surveillance and the use of CCTV, directional amenity lighting, active frontages and/or overlooking windows to deter anti-social behaviour and abuse.

6.13 The regeneration of this area is likely to result in a more intense level of development, with consequential greater traffic generation and pedestrian movement. The additional movement on the highway network within and beyond the study area needs to be considered and applications for new development will need to demonstrate that any adverse impact on highway safety and capacity has been satisfactorily addressed. Developers must be mindful of the impact that development will have on on-street parking and should demonstrate that any detrimental impact has been appropriately addressed.

6.14 A further piece of work is recommended, in the form of a feasibility study which should inform a programme of public realm and connectivity improvements for the area. S106 contributions from developments could be pooled to address this programme which would allow work to be undertaken on a strategic basis in accordance with priorities, rather than on an ad-hoc basis as developments occur across the area. Plan 7 illustrates the type of greening and access improvements which could be achieved through pooling developer contributions. However, the plan is only indicative and further work will be required. The types of issues which should be addressed are as follows:

- The existing links across York Road currently act as a substantial barrier and require improvement. Bridge Street should be the focus for pedestrian movement north-south across York Road.
- The provision of a route from North Street to Mabgate would provide an important alternative pedestrian route to the City Centre, with provision of signalised pedestrian facilities at appropriate locations.
- A clearly defined and safe pedestrian route from Mabgate to St James' Hospital and Roseville Road Industrial area should be provided.

- A safe pedestrian link which lies parallel to Regent Street but avoids the vehicular traffic should be created.
- Currently the entrance to Mabgate from Eastgate is unwelcoming. Improvements should be made at this interface with the City Centre.
- Street planting should be implemented along major linear routes, principally Regent Street, North Street and Mabgate, with some smaller east-west cross routes. This may require associated underground utility diversions or footway build-outs to accommodate tree root zones.



**Potential tree planting schemes**



- Restoration of the Lady Beck should be undertaken to transform it into a noticeable asset. At the moment much of the beck is culverted and is not publicly visible. There is scope for de-culverting and restoring the beck to an open channel format. It is recommended that a feasibility study is commissioned to investigate this issue further.



**The Lady Beck**

- The following aspects of the beck would benefit from renovation and would help to create an environment which is evocative of the Victorian legacy of Mabgate and, at the same time, demonstrates a modern commitment to the environment:
  - **Channel fabric:** The masonry sidewalls, benching and dry weather flow channel are in need of repair. A detailed survey is required which will identify the extent of missing masonry, including coping stones, and the requirement for repointing. There may be scope for employing masonry cladding on some modern concrete or brick sections of wall.
  - **Ponds and local widening:** It is essential that local widening is not created by inserting dams into the channel. This would increase flood risk and would increase upstream siltation. Any ponds would have to be created by 'off-line' storage, even if this were to be accommodated within a generally widened channel.
  - **Planting:** A major part of maintaining the Lady Beck has been to control vegetation, as shrubs and trees can cause structural damage to the walls and create blockages and flooding. New planting should be introduced to enhance the beck, but should be kept clear of the beck channel.
  - **Fencing:** Fencing has been damaged or removed over the years. Replacement with uniform high quality fencing, of a type in keeping with the age of the channel, would provide an aesthetic improvement as well as guaranteeing safety for the public.
  - **Accessibility:** A pedestrian access route along the side of the watercourse would enable people to see and enjoy the renovated watercourse in safety.
  - **Pedestrian crossings:** Any new footbridges will need to be designed with adequate clearance for rare flood flows and will need the approval of the Environment Agency and Leeds City Council Land Drainage Section.
  - **Interpretation:** The bank side could be a suitable focal point for provision of interpretative signboards. These could display extracts from the original engineering plans and information about the origin of the nineteenth century canalisation works, the hydrology of the catchment and the past relevance of the watercourse to local life and industry.
  
- Further guidance relating to the Lady Beck, including potential constraints on works, can be found in Appendix B.

## 7. Contact

7.1 Initial contact on any issue relating to this document should be via Lora Hughes at:

Local Plans East  
City Development  
The Leonardo Building  
2 Rossington Street  
Leeds  
LS2 8HD

Tel: (0113) 39 50714  
Fax: (0113) 24 76484

Email: [lora.hughes@leeds.gov.uk](mailto:lora.hughes@leeds.gov.uk)

7.2 The department offers an integrated approach to dialogue with developers, which will co-ordinate all planning and related inputs, including advice on issues concerning Building Regulations. This integrated approach will extend through all stages from pre-application discussions to submission of formal planning application.

## Appendix A: Policy Background

- A.1 Existing planning policy is provided by the adopted Leeds Unitary Development Plan Review (UDP) (2006). Under the Local Development Framework transitional arrangements the adopted UDP policies are saved, and will be superseded by the Local Development Framework.
- A.2 The area to the east of Regent Street has traditionally been an employment area. Any planning applications for uses other than employment in this area should be assessed within the context of UDP policy E7. This policy aims to protect land and premises currently in employment use and states that proposals for non-employment uses, with the exception of ancillary uses, will not be permitted unless certain criteria are met. There must be sufficient employment sites available throughout the district and sufficient alternative employment sites available within the locality so as not to prejudice opportunities for local employment uses.
- A.3 The area between North Street and Regent Street lies within the designated City Centre boundary and a substantial amount of this land is designated as a retail warehousing area. Within this area, proposals for this type of use will normally be encouraged (policy CC27). However, other uses may be appropriate which either service the area, add variety in land use which contribute to the City Centre or does not prejudice the functioning of retail warehouses. Proposals for retail uses outside the designated City Centre will be judged against policy S9, which seeks to ensure that proposals do not undermine the vitality and viability of existing town and local centres.
- A.4 Policy GP3 seeks to ensure that existing land uses will remain the dominant land use of an area. New development will be permitted only where proposed uses are compatible with existing uses in the area.
- A.5 North Street, Bridge Street and Regent Street are identified on the UDP proposals map, under policies CC9 and CC11, as potential areas for enhanced pedestrian routes. This entails implementing schemes to create enhanced pedestrian corridors and to upgrade the street environment generally.
- A.6 Policy N39 guards against the canalisation of watercourses and promotes the opening up of culverted watercourses where appropriate. New development should not create new culverts and should seek to provide a more natural environment for existing canalised channels.
- A.7 Policy GP5 states that proposals should have regard to the guidance contained in any framework or planning brief prepared for the site or area.
- A.8 If the Mabgate area is designated as a Conservation Area (see Plan 3), additional planning powers will apply. There will be a general presumption against any demolition of buildings which make a positive contribution to the character and appearance of the Conservation Area (Policy N18a) and all new buildings or extensions to existing buildings within or adjacent to the Conservation Area should be designed so that they preserve and enhance the character of the area (Policy N19).

## Appendix B: Guidance in relation to the Lady Beck

### Description of Lady Beck

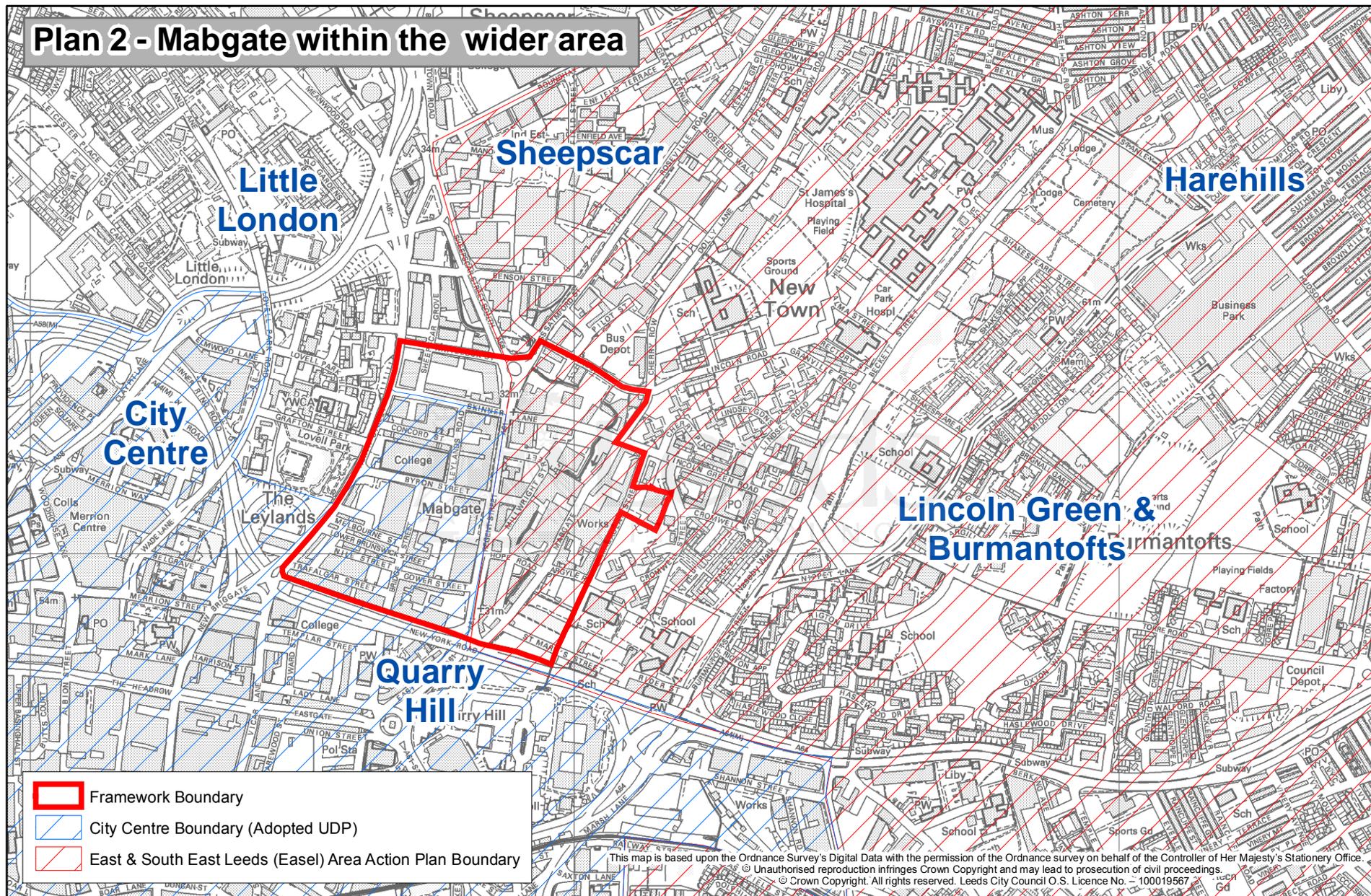
- B.1 Lady Beck is an important urban watercourse which is the downstream end of Meanwood Beck and drains a substantial part of the urbanised area of northwest Leeds. Most of the watercourses, drains, surface water sewers and combined sewer overflows in northwest Leeds ultimately drain to Lady Beck. As a consequence, the beck receives very high flows during rainfall and the maintenance of its capacity is of critical importance to flood defence in the Mabgate locality.
- B.2 In order to solve flooding problems in the mid-nineteenth century, the Leeds Borough Corporation secured parliamentary powers to carry out improvement works on Mabgate Beck, also known as Lady Beck or Sheepscar Beck. *The Leeds Improvement of Becks Act (1886)* enabled the Corporation to canalise the original natural watercourse, thereby enhancing its capacity. By virtue of the same Act, Leeds City Council is responsible for the ongoing maintenance of much of Lady Beck.
- B.3 In dry weather the flows in the Beck are accommodated in a central 'dry weather flow' channel (of semi-circular cross-section, 1.5m diameter). During storms the flow submerges this channel and the adjacent 'benching' (or walkway) and builds up within the rectangular channel (approximately 5.5m wide) to a depth of several metres.

### Constraints on works affecting Lady Beck

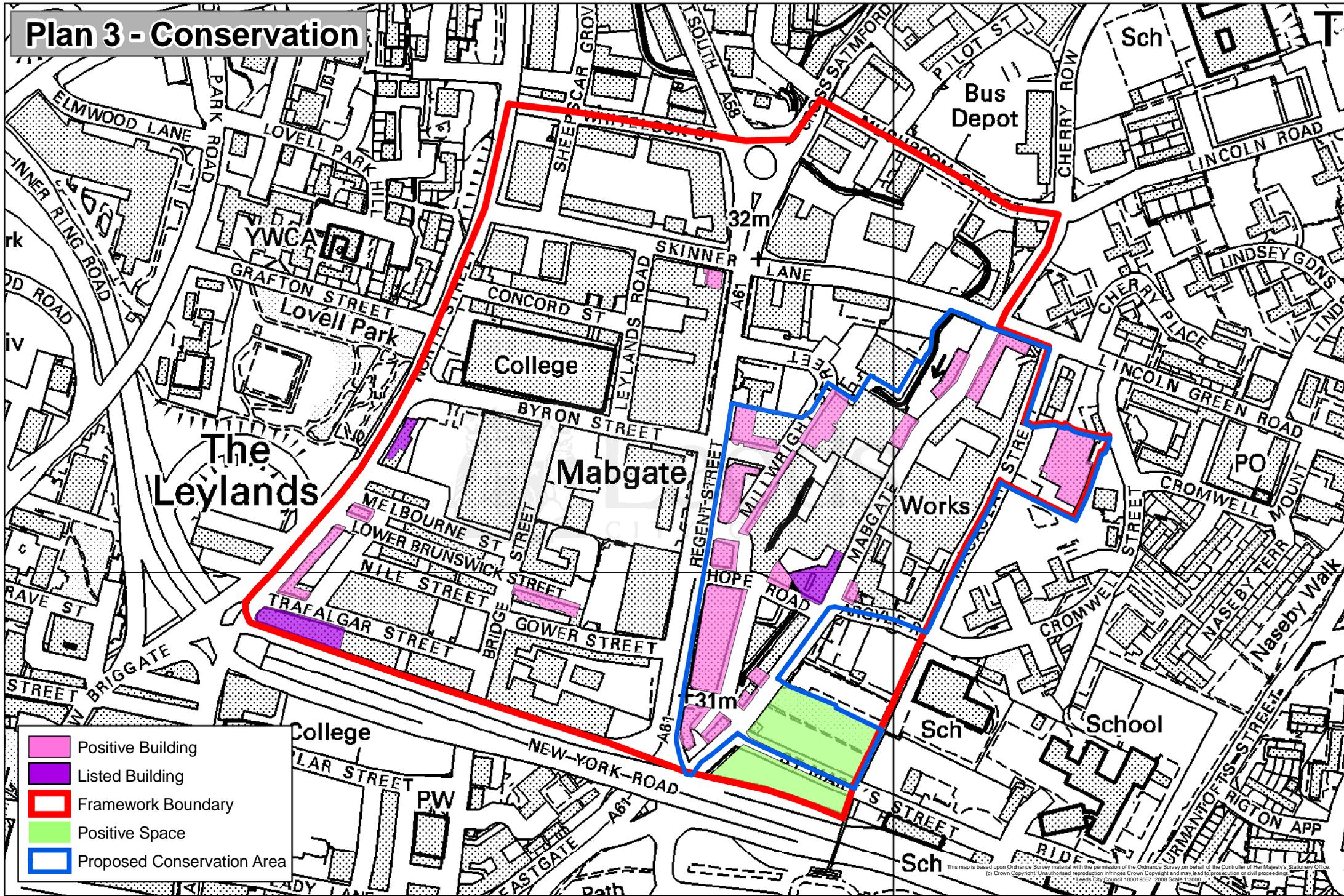
- B.4 Due to the critical importance of Lady Beck in flood defence, it is essential that nothing is done which impedes the flow of flood water in the beck channel.
- B.5 Works affecting Lady Beck will require the following approvals:
- Works affecting an ordinary watercourse require a prior written approval of the Environment Agency (*Land Drainage Act, 1991, s23*)
  - The covering or culverting of a watercourse is unlawful without the prior written approval of the local authority (*Public Health Act, 1936, s263*)
  - Diverting or otherwise impeding a watercourse, or building or planting within 9 metres of its bank requires the prior approval of the local authority (*Land Drainage Byelaws, s5 & s9*)
- B.6 No construction work must take place which limits the capacity of the channel or otherwise impedes the flow. The maintenance of the capacity of the beck means that the sidewalls must not be reduced in height. It should be borne in mind that high water levels have been regularly experienced in this channel. These can originate from flood flows arriving from the upstream catchment, but can also be due to 'backing up' from the River Aire.
- B.7 It is essential that barriers and fences to the Lady Beck are retained to prevent public access.
- B.8 During storms a number of Combined Sewage Overflows, owned by Yorkshire Water, discharge sewage contaminated water into the beck. Consequently anyone coming into contact with water from the beck must take suitable hygiene precautions.
- B.9 In order to facilitate future maintenance of the channel by authorised personnel, sufficient secure access points should be retained or provided.
- B.10 Temporary works, such as scaffolding, must be approved by the Leeds City Council and the Environment Agency. It is important that temporary works do not obstruct the flow and can be quickly removed in the event of significant rainfall.



# Plan 2 - Mabgate within the wider area



# Plan 3 - Conservation

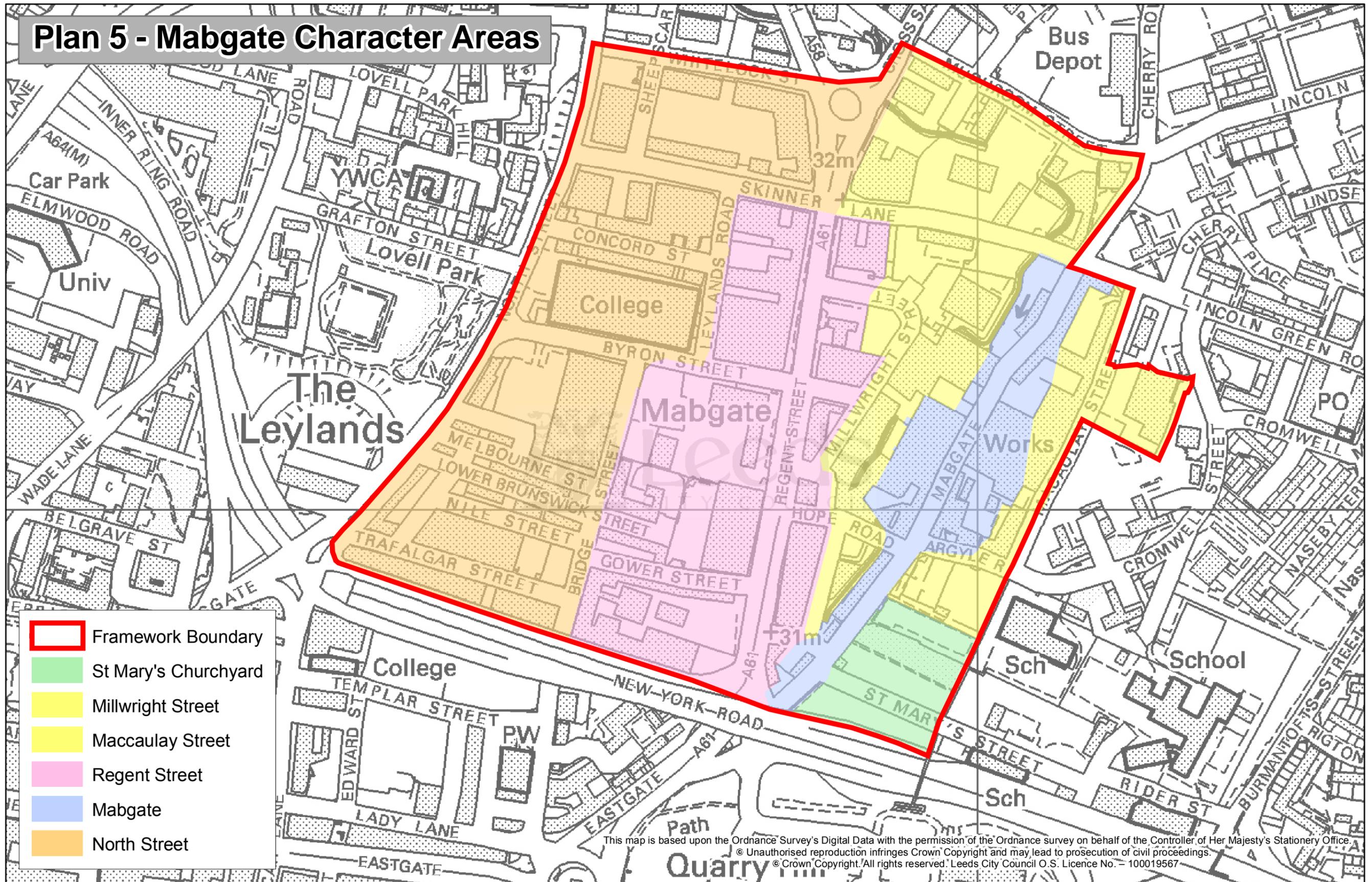


THIS MAP (OR AN EXTRACT) IS AVAILABLE AT A LARGER SIZE  
 PRODUCED BY COMMUNICATIONS, GRAPHICS & GIS MAPPING, LEEDS CITY COUNCIL GIS NO 4233

This map is based upon Ordnance Survey material with the permission of the Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office. © Crown Copyright. Unauthorised reproduction infringes Crown Copyright and may lead to prosecution or civil proceedings. Leeds City Council 100019567 2008 Scale 1:3000

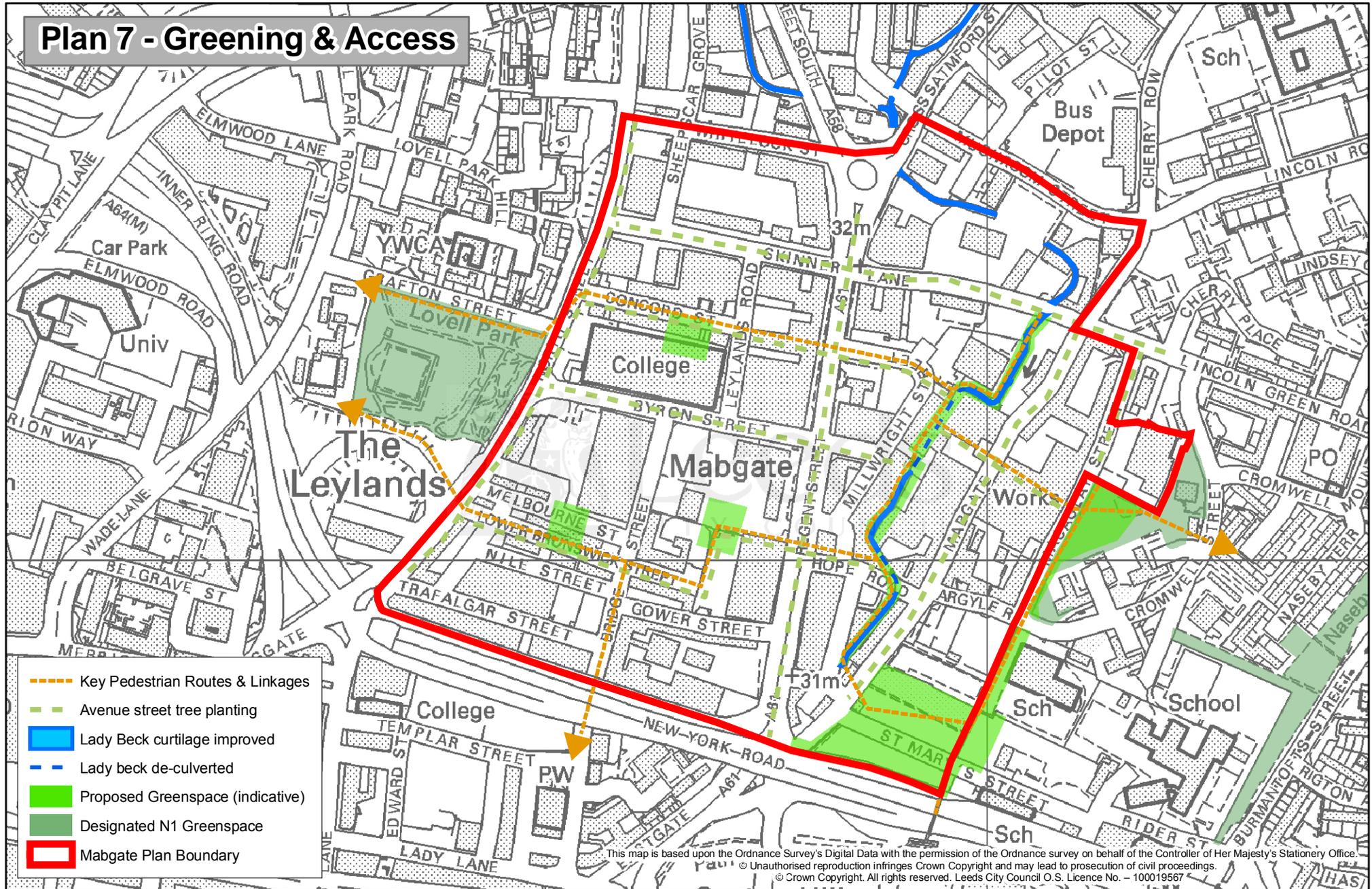


# Plan 5 - Mabgate Character Areas



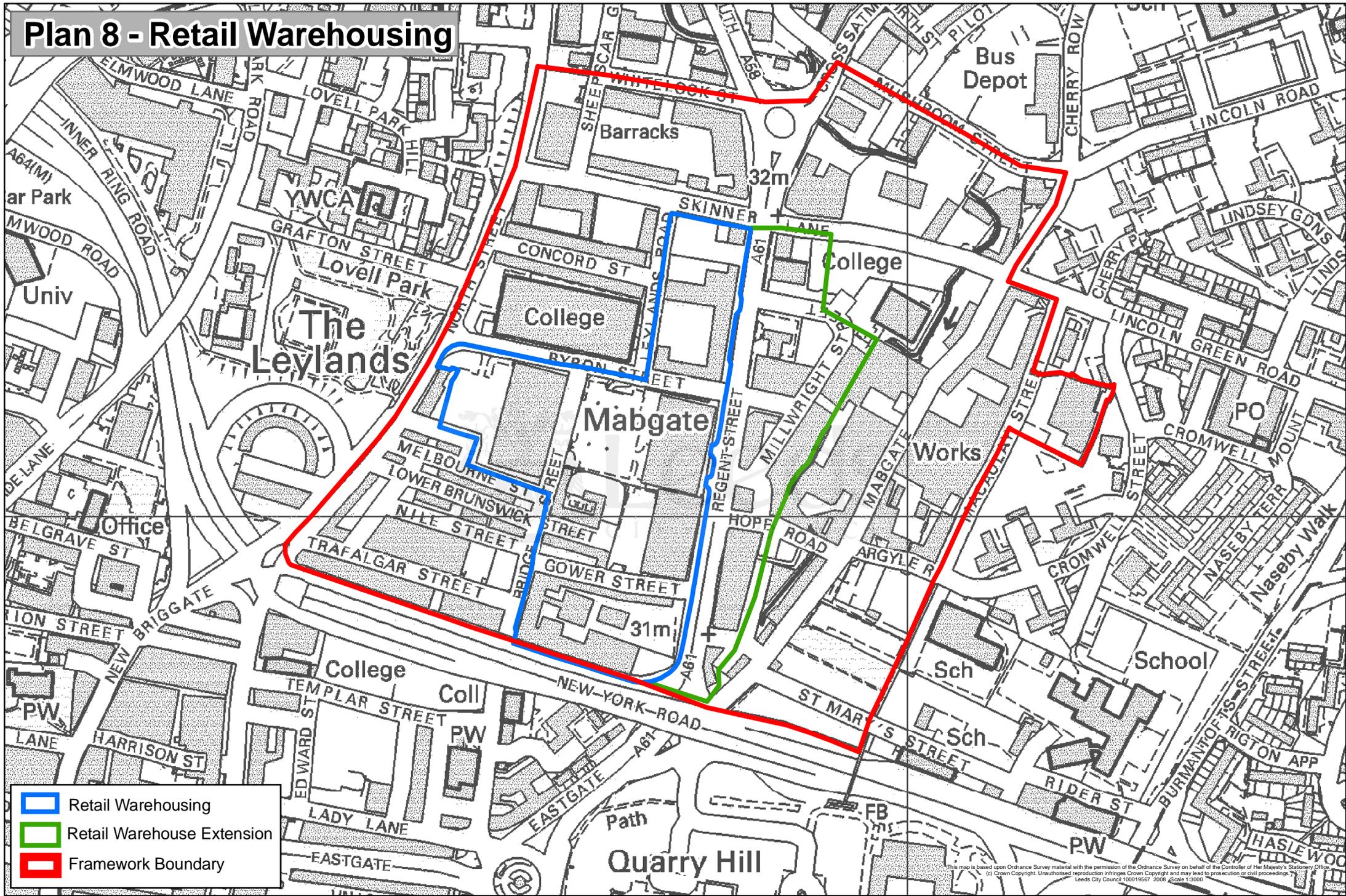


# Plan 7 - Greening & Access



This map is based upon the Ordnance Survey's Digital Data with the permission of the Ordnance survey on behalf of the Controller of Her Majesty's Stationery Office.  
 © Unauthorised reproduction infringes Crown Copyright and may lead to prosecution of civil proceedings.  
 © Crown Copyright. All rights reserved. Leeds City Council O.S. Licence No. - 100019567

# Plan 8 - Retail Warehousing



- ▭ Retail Warehousing
- ▭ Retail Warehouse Extension
- ▭ Framework Boundary

This map is based upon Ordnance Survey material with the permission of the Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office. © Crown Copyright. Unauthorised reproduction infringes Crown Copyright and may lead to prosecution or civil proceedings. Leeds City Council 100019567 2008 Scale 1:3000