



CITY PLANS PANEL

Meeting to be held in Civic Hall, Leeds on
Thursday, 5th June, 2014
at 1.30 pm

MEMBERSHIP

Councillors

P Gruen
S Hamilton
E Nash
N Walshaw
M Ingham
J Cummins
J Lewis
J McKenna

C Campbell

R Procter
G Latty

T Leadley

D Blackburn

**Agenda compiled by:
Angela Bloor
Governance Services
Civic Hall
Tel: 0113 24 74754**

A G E N D A

Item No	Ward	Item Not Open		Page No
1			<p>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</p> <p>To consider any appeals in accordance with Procedure Rule 15.2 of the Access to Information Rules (in the event of an Appeal the press and public will be excluded)</p> <p>(*In accordance with Procedure Rule 15.2, written notice of an appeal must be received by the Head of Governance Services at least 24 hours before the meeting)</p>	
2			<p>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF PRESS AND PUBLIC</p> <p>1 To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.</p> <p>2 To consider whether or not to accept the officers recommendation in respect of the above information.</p> <p>3 If so, to formally pass the following resolution:-</p> <p style="padding-left: 40px;">RESOLVED – That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:-</p>	

Item No	Ward	Item Not Open		Page No
3			<p>LATE ITEMS</p> <p>To identify items which have been admitted to the agenda by the Chair for consideration</p> <p>(The special circumstances shall be specified in the minutes)</p>	
4			<p>DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS</p> <p>To disclose or draw attention to any disclosable pecuniary interests for the purposes of Section 31 of the Localism Act 2011 and paragraphs 13-16 of the Members' Code of Conduct.</p>	
5			<p>APOLOGIES FOR ABSENCE</p>	
6			<p>MINUTES</p> <p>To approve the minutes of the City Plans Panel meeting held on 8th May 2014</p> <p>(minutes attached)</p>	3 - 12
7	Burmantofts and Richmond Hill; City and Hunslet		<p>APPLICATIONS 14/01511/FU AND 14/01713/LI - RIVER AIRE AT LEEDS WEIR AND KNOSTROP WEIR</p> <p>To receive and consider the attached report of the Chief Planning Officer regarding full and listed building applications for the variation of the approved plans for replacement weirs</p>	13 - 28

Item No	Ward	Item Not Open		Page No
8	City and Hunslet		<p>PREAPP/14/00337 - SWEET STREET, HOLBECK, LEEDS</p> <p>To receive and consider the attached report of the Chief Planning Officer regarding an outline proposal for residential development.</p> <p><i>This is a pre-application presentation and no formal decision on the development will be taken, however it is an opportunity for Panel Members to ask questions, raise issues, seek clarification and comment on the proposals at this stage. A ward member or a nominated community representative has a maximum of 15 minutes to present their comments.</i></p>	29 - 42
9			<p>DATE AND TIME OF NEXT MEETING</p> <p>Thursday 26th June 2014 at 1.30pm</p>	
2				
a)				
b)				

Third Party Recording

Recording of this meeting is allowed to enable those not present to see or hear the proceedings either as they take place (or later) and to enable the reporting of those proceedings. A copy of the recording protocol is available from the contacts named on the front of this agenda.

Use of Recordings by Third Parties– code of practice

- a) Any published recording should be accompanied by a statement of when and where the recording was made, the context of the discussion that took place, and a clear identification of the main speakers and their role or title.
- b) Those making recordings must not edit the recording in a way that could lead to misinterpretation or misrepresentation of the proceedings or comments made by attendees. In particular there should be no internal editing of published extracts; recordings may start at any point and end at any point but the material between those points must be complete.

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To all Members of City Plans Panel

Contact: Angela M Bloor
Tel: 0113 247 4754
Fax: 0113 395 1599
angela.bloor@leeds.gov.uk
Your reference:
Our reference: site visits
Date 27th May 2014

Dear Councillor

SITE VISITS – CITY PLANS PANEL – THURSDAY 5TH JUNE 2014

Prior to the meeting of City Plans Panel on Thursday 5th June 2014, the following site visits will take place:

9.30am		Depart Civic Hall
9.45am	City and Hunslet Burmantofts and Richmond Hill	Knothrop Weir – Full and listed building applications for the variation of the approved plans for replacement weirs – Please note that the bus will be parking at the car park next to Thwaite Mill, with Members then walking along the towpath/rough track to the weir. Members should wear suitable footwear. Depart 10.15am
10.30am	City and Hunslet	Sweet Street – Outline proposal for residential development
11.00am approximately		Return to Civic Hall

For those Members requiring transport, a minibus will leave the Civic Hall at **9.30am**. Please notify Daljit Singh (Tel: 247 8010) if you wish to take advantage of this and meet in the Ante Chamber at **9.25am**.

Yours sincerely

Angela M Bloor
Governance Officer

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CITY PLANS PANEL

THURSDAY, 8TH MAY, 2014

PRESENT: Councillor N Taggart in the Chair

Councillors P Gruen, R Procter,
D Blackburn, M Hamilton, S Hamilton,
G Latty, T Leadley, E Nash, N Walshaw,
M Ingham, J Cummins and J Lewis

181 Agenda order

The Chair advised that due to time constraints of the representative of the District Valuer who was attending for application 13/04862/FU – Former Police garages and St Michael's College, this matter would be considered first. The position statement for Merrion House – Application 14/01825/FU would also be moved up the agenda

182 Exempt Information - Possible Exclusion of Press and Public

RESOLVED - That the public be excluded from the agenda during consideration of the following part of the agenda designated exempt on the grounds that it is likely, in view of the business to be transacted or the nature of the proceedings, that if members of the public were present there would be disclosure to them of exempt information as designated as follows:

Appendix 3 of the report referred to in minute 184 under Schedule 12A Local Government Act 1972 and the terms of Access to Information Procedure Rule 10.4(3) and on the grounds it contains information relating to the financial or business affairs of any particular person (including the authority holding that information). It is considered that if this information was in the public domain it would be likely to prejudice the affairs of the applicant. Whilst there may be a public interest in disclosure, in all the circumstances of the case maintaining the exemption is considered to outweigh the public interest in disclosing this information at this time

183 Declarations of Disclosable Pecuniary Interests

There were no declarations of disclosable pecuniary interests

184 Application 13/04862/FU - Proposed student accommodation, key worker and apartment buildings - Former Police Garages and St Michael's College - Belle Vue Road Woodhouse LS3

Further to minute 148 of the City Plans Panel meeting held on 13th February 2014, where Panel considered a position statement on proposals for student accommodation, key worker accommodation and apartment buildings, Members considered a further report of the Chief Planning Officer setting out the formal application. An exempt report relating to a viability appraisal was appended to the main report. It was noted that a site visit to a similar development in Derby had taken place in April, which had been attended by some Panel Members and Officers

Plans, photographs, graphics and a sample panel of materials were displayed at the meeting

Officers presented the report which sought approval of a residential development comprising student accommodation; key worker accommodation and apartment buildings, together with two new commercial units on land at the former St Michael's College and Police Depot at St John's Road and Belle Vue Road LS3. It was noted that the 1908 element of the former college would be retained and refurbished within the scheme but that this was not a Listed Building

Members were informed that the number of bedrooms for use by students with disabilities had been increased from 1 to 4, with 12 further rooms being capable of being converted to accommodate disabled students, which provided the required level for such facilities

In respect of the demand for further student bedspaces, the level of planning permissions in place for student accommodation was provided, for Members' information

Details of the key worker accommodation were provided, with Members being informed the smallest rooms would be 25sqm in size, compared to that seen in Derby which had been 22sqm. Communal facilities would also be provided, which would include seating areas, TV lounge, reading room, gym and laundry. Undercroft parking space for 61 vehicles would be provided under the private apartment block

Revisions to the design of the proposals were also outlined

Reference was made to the level of S106 contributions which were being offered and that the greenspace contribution fell far short of that required by policy

At this point, the Panel considered the financial information contained in Appendix 3 to the main report, in private

The Chair welcomed a representative of the District Valuer who had been asked to consider the financial information submitted by the applicant and who had also carried out an analysis of the issues

Members discussed the information and commented on the following key issues:

- the profit levels of the scheme indicated by the applicants
- the different components of the scheme and how this could affect profit levels
- the minimum planning contributions being offered; the level of need in the area and that from the information provided, that a

significant uplift in the greenspace contribution should be considered

- the size of the key worker accommodation and whether enlarging these units would impact on viability
- the condition requiring the development to commence within 6 months from approval; whether if a longer period was allowed, the full S106 contributions could be achieved and what constituted a start on site
- the contribution the scheme would make towards the Council's target for new homes

Following this discussion the press and public were invited back into the meeting

For clarity, the obligations of the S106 agreement were outlined

The Panel discussed the application with the main issues relating to:

- the public transport contribution and that this should not be used for the NGT in this case. The Transport Development Services Manager confirmed that this sum would be spent on improvements to St George's Bridge and would not be directed towards NGT
- the extent to which purpose-built student accommodation was enabling HMOs in Headingley to be returned to family housing; that information from the Working Group considering student housing indicated there would be an oversupply if all schemes were approved and that Members therefore would not expect Officers to recommend approval of all such applications
- the impact on local areas of high levels of students and that accommodation for post-graduate or mature students could have less of an impact, especially in terms of creating a longer-term community
- the lack of community benefits from the development and the need for a significant improvement in what was being offered by the applicant in terms of the S106 contributions
- the importance of refurbishing the 1908 college building and the need for this to be part of the legal agreement
- design issues relating to the new build elements and that the poor design of these reduced the quality of the historic college building

- the design and size of the key worker apartments with the view these would not support lengthy tenure. Concerns were also raised about the suitability of the proposed living accommodation for the 21st century and that people wanted privacy rather than communal facilities
- the definition of key workers, with the Chief Planning Officer stating this should be detailed in relation to salary level

The Panel considered how to proceed

RESOLVED - That determination of the application be deferred to a future meeting to enable negotiations to continue with the applicant on issues raised relating to the size and nature of the key worker accommodation, the design of the new build elevations and the level of S106 contributions and that the Chief Planning Officer be asked to submit a further report addressing all of the outstanding issues, for Members' consideration

185 Minutes

RESOLVED – That the minutes of the City Plans Panel meeting held on 10th April 2014 be approved

186 Matters arising from the minutes

With reference to minutes 176 and 177 of the meeting held on 10th April 2014, which related to two PAS sites, Councillor Leadley advised that he had received correspondence from the Data and GIS Team Leader within City Development indicating an error had been made in the reports regarding the five year housing land supply. It was stated that a meeting between Councillor Leadley and the Chief Planning Officer would be arranged to discuss this matter

With reference to minute 169 and the sad news of the death of Councillor Clive Fox, it was announced that a memorial service would be held on 30th May at 2.00pm at St Giles Church, Bramhope

187 Chair's comments

As this was the last meeting before the Local Elections on 22nd May 2014, the Chair took this opportunity to thank all Members for their hard work on the Panel

The Chair also paid tribute to Councillor Martin Hamilton who was not seeking re-election and thanked him for his time on Council and his work on planning matters

Councillor Gruen echoed these sentiments, made reference to Councillor Martin Hamilton's ability to understand the wider implications of planning applications and paid tribute to his insightful and helpful contributions

Draft minutes to be approved at the meeting
to be held on Thursday, 5th June, 2014

Councillor Gruen also paid tribute to Councillor Taggart for his work not just on planning matters but also electoral and boundary issues. His knowledge, stories and statistics would be greatly missed. Councillor Taggart's dedication and leadership of Plans Panels was also highlighted

The Chief Planning Officer also paid tribute to Councillor Taggart and Councillor Martin Hamilton and thanked them for their valued contributions. The fact that Councillor Taggart had been a planning officer in Wakefield and still undertook planning work was mentioned to highlight the integrity and transparency he brought to his role as Chair through his declarations of interest. Councillor Martin Hamilton's contributions had always been valued and as a former Chair of the Panel, had played a key role in delivering the Trinity shopping centre

In responding Councillor Taggart stated that he had been a Councillor for over 34 years and had thoroughly enjoyed his work in Leeds. He referred to his recent ill health and advised that if his recovery continued, he would seek to stand for election again in 2015

Councillor Martin Hamilton informed the meeting that he had been a Councillor for 12 years, with 11 of these being a member of a Plans Panel, which he regarded as the best role, being able to see the practical results of decisions which had been taken. He also paid tribute to the excellent Officers within the Council and particularly in City Development and paid tribute to the way Plans Panels could operate successfully on a non-political basis. In terms of the future, he stated that he might seek re-election at some point and reiterated how much he would miss being a Plans Panel member

188 Application 14/01825/FU - Alterations to the refurbishment of Merrion House to provide office accommodation including new office annexe and one stop facility for Leeds City Council, together with reconfiguration of Georgian Mall and retail space to provide three new retail units to Merrion Way - (A1,A2,A3 and A4 uses) and improvements to the public realm - Position Statement

Further to minute 127 of the City Plans Panel meeting held on 12th December 2013, where Panel received a presentation on proposals for alterations and refurbishment of Merrion House, Members considered a further report of the Chief Planning Officer setting out the latest position on the proposals

Plans, photographs, artist's impressions, graphics and precedent images were displayed at the meeting

Officers presented the report; outlined the proposals; the highway movements and pedestrian access arrangements and the revisions which had been made to the elevations since the scheme had last been presented to Members

A response to the proposals from Leeds Civic Trust was reported, as was a letter of support received from a member of the public

Members discussed the scheme and raised issues relating to design; landscaping; the sunken courtyard; the mall space, including mitigation for the loss of designated public space; the possibility of Morrisons supermarket

being upgraded and that the Georgian Mall would be replaced rather than reconfigured

Detailed discussion took place on the appearance of the ground floor level; the extent of the windows at this point and the need for some detailing, possibly signage or owls to be included to add interest to this otherwise bland façade

In response to the specific questions raised in the report, the Panel provided the following responses:

- that Members considered the uses proposed to be acceptable
- that the scale and layout was acceptable as was the revised design which was considered to be a significant improvement on the previous proposals
- that the access and transport provisions were acceptable and would provide much improved access
- that the landscape and public realm works proposed were acceptable
- that the S106 obligations were considered to be appropriate subject to details of the levels of contribution
- that equality issues had been adequately considered
- that the application could be delegated to Officers for determination, following further work on the ground floor elevation to introduce possible further glazing, signage/heritage references but not mirrored glass and subject to no third party objections to the scheme as a whole

RESOLVED – To note the report and the comments now made

189 Application 13/05566/FU - Proposals for 113 residential units (17 no 3 bed units and 96 no 2 bed units) land at former Yorkshire Chemicals site between River Aire and Leeds Liverpool Canal - Otter Island

Further to minute 111 of the City Plans Panel meeting held on 21st November 2013, where Panel received a pre-application presentation on proposals for a residential development on land at the former Yorkshire Chemicals site at Wellington Road, Members considered the formal application

Plans, photographs, graphics and 3d images were displayed at the meeting. A recent visit to a similar development in Wakefield had been undertaken by Members and Officers

Officers presented the report and outlined the proposals, with Members being informed for clarity that a new pedestrian and cycle bridge which formed part of the extant permission for the site did not form part of the application under consideration

Draft minutes to be approved at the meeting
to be held on Thursday, 5th June, 2014

An update to the report was provided, with Members being informed that the Travel Plan Co-ordinator would now be in place within 3 months of the first occupation of the first dwelling, which was an improvement on the previous proposal

The Panel discussed the proposals and commented on the following matters:

- the design of the bin stores and that something more substantial than the tressilated fencing proposed should be provided
- the visual prominence of the road
- the landscaping proposals, whether additional soft planting could be provided to soften the roadside, including views of the southern gable end and boundary fencing to the terrace of 3-bedroom houses. The Deputy Area Planning Manager advised that the full planting scheme would be controlled by condition and that what was being shown was for illustrative purposes only
- possible flood risk. Members were informed that the site levels were being raised by 600mm and that the Environment Agency was satisfied with the proposals
- the layout of the scheme and the inclusion of longer blocks of units, unlike the scheme seen at Wakefield which contained groups of four properties. In response to a query from the Chief Planning Officer as to the ability to provide smaller blocks of properties, the Chair invited the applicant and his agent to address the Panel, with Members being informed that this had been considered but would result in a loss of a number of units across the site which could give rise to issues of viability
- that what was being built was back to back properties, with some being north facing so they would not benefit from sunlight
- design issues relating to roof configuration and whilst the inclusion of chimneys was welcomed, the random siting of these across the site was a concern
- the constraints of the site and that the proposals were an improvement on blocks of flats

Members considered how to proceed

RESOLVED - To defer and delegate approval to the Chief Planning Officer, subject to further discussions in respect of the fencing to the bin stores, additional soft landscaping and inclusion of chimneys across the site and subject to the specified conditions set out in the submitted report (and any

others which he might consider appropriate) and also the completion of a Section 106 agreement to include the following obligations:

- provision of 5% (6 no) affordable housing units
- £170,671 greenspace contribution
- £107,598 education contribution
- £31,440 improvement works to local highway network
- £35,470 public transport infrastructure contribution
- £2,565 travel plan review fee and travel plan measures including co-ordinator
- £6,780 provision of free trial membership of the city car club
- Ensure public access to the open space area
- Maintenance of public areas
- Ensuring ability to connect to the bridge over the River Aire
- Use of best endeavours to create 2 no. links to canal towpath
- Retention of meadow area
- Revocation of Hazardous Substances Consent – if this is considered to represent the best method by which this can be achieved
- Local employment initiatives
- Any other obligations which arise as part of the application process

In the circumstances where the Section 106 has not been completed within 3 months of the resolution to grant planning permission, the final determination of the application shall be delegated to the Chief Planning Officer

Under Council Procedure Rule 16.5, Councillor Nash required it to be recorded that she voted against this matter

190 Thorpe Park - Application 14/01216/FU - Detailed application for Manston Lane Link Road (North - South) - Position statement /Discharge of condition application 14/02406/COND - revised masterplan relating to approved application 12/03886/OT for major mixed use development at

Draft minutes to be approved at the meeting
to be held on Thursday, 5th June, 2014

Thorpe Park/ Application 14/02488 - B1 Office building at Thorpe Park (Surgical Innovations Building)

Further to the meetings of City Plans Panel held on 19th and 26th September 2013, where Panel approved the outline application for a major retail-led development at Thorpe Park, the Panel considered a report setting out further applications on elements of the proposals

Plans and graphics were displayed at the meeting

Officers presented the report and informed Members that further work had been undertaken on the layout of the scheme and that the foodstore plot was now located more centrally which had led to changes to the road alignment with the number of junctions on the road now being reduced. The Manston Lane Link Road (MLLR) had been relocated further east onto Brown Moor and two underpasses had been able to be removed

The introduction of a medi-park was now a feature of the wider scheme, with the proposals for a new office building for Surgical Innovations being an anchor to attract further tenants and create more local employment

An Officer from Highways Development advised the Panel that the changes to the MLLR were supported and that the reduction in the number of roundabouts would help this to become a strategic route and divert traffic away from Cross Gates. The speed limit for this part of the MLLR was still being discussed with Highways Officers of the view this should be set at a maximum of 40 mph

In respect of the full application for the Surgical Innovations building, this would provide 6000sqm of space in two storeys; that the intention was to start work on this building in 2014 and that the S106 for this application would link back to the S106 for Thorpe Park, so there would be triggers in respect of Green Park and local employment

Members discussed the report with the key issues relating to:

- the speed limit for the MLLR at this location
- the need to retain land for a possible railway station
- the strategic importance of the highway infrastructure particularly in view of the number of planning applications which would depend upon the MLLR and ELOR being in place
- design issues of the Surgical Innovations building

In response to the specific questions raised in the report, the Panel provided the following responses:

- that Members were supportive of the revised alignment and junction arrangements of the north-south section of the MLLR
- regarding the implications of the potential number of lanes on the east-west link into Thorpe Park and the potential change to the design speed, to note the reduction in the total width of the highway and that further work was being undertaken to consider if a dual carriage way was required and that these matters

should be left to the technical experts to resolve in conjunction with Ward Members as appropriate

RESOLVED –

Application 14/01216/FU – to note the report and comments now made and to defer and delegate the application to the Chief Planning Officer, in consultation with Ward Members and in the event of major concerns remaining, including those of Ward Members, that a further report be submitted to Panel for determination of the application

Application 14/02406/COND - to defer and delegate approval of the discharge of condition 5 application for the revised masterplan to the Chief Planning Officer subject to addressing any issues raised by Members

Application 14/02488/FU to defer and delegate to the Chief Planning Officer subject to addressing all outstanding issues including issues raised by Members, the imposition of the necessary conditions and the completion of a legal agreement that links the development to the main Thorpe Park S106

191 Date and Time of Next Meeting

Thursday 5th June 2014 at 1.30pm in the Civic Hall, Leeds



Originator: Andrew Windress

Tel: 3951247

Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 5th June 2014

Subject: APPLICATIONS 14/01511/FU AND 14/01713/LI – FULL AND LISTED BUILDING APPLICATIONS FOR THE VARIATION OF THE APPROVED PLANS FOR REPLACEMENT WEIRS AT LEEDS WEIR AND KNOTSTROP WEIR

APPLICANT	DATE VALID	TARGET DATE
Leeds City Council	14/01511/FU – 17/3/14 14/01713/LI – 24/3/14	14/01511/FU – 16/6/14 14/01713/LI – 19/5/14

Electoral Wards Affected:

**City & Hunslet
Burmantofts and Richmond Hill**

Yes Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATIONS:

14/01511/FU - GRANT PERMISSION subject to the conditions set out in Appendix 1.

14/01713/LI – AGREE IN PRINCIPLE AND DEFER AND DELEGATE to allow the application to be referred to the Secretary of State for the Department of Communities and Local Government.

1.0 INTRODUCTION:

- 1.1 The Leeds Flood Alleviation Scheme includes the introduction of flood defences, the removal of Knostrop Cut and the replacement of the existing Leeds and Knostrop Weirs with moveable weirs. The City Plans Panel resolved to approve applications relating to the two replacement weirs at the January 2013 City Plans Panel and the applications relating to the defences and cut at the October 2013 Panel. Revisions are now proposed to the design and locations of the movable weirs and it is these changes that are presented to Members.

2.0 PROPOSAL:

- 2.1 Permission has been granted to remove the existing weirs at Leeds Weir and Knostrop Weir and introduce two movable weirs that will allow the river levels to be controlled to prevent flooding during high flows. The current applications under consideration propose design changes to the new weir replacing Leeds Weir and both changes to the design and location of the new Knostrop Weir.
- 2.2 The design changes to Leeds Weir include the realignment of the fish pass and in channel piers. The previous approval aligned the piers perpendicular to the weir crest but the revisions now aligns the fish pass and piers with the direction of flow of the river to improve efficiency.
- 2.3 Knostrop Weir was to be replaced with a movable weir 40m downstream. It is now proposed to locate the new weir in the same location as the existing weir. In addition the new weir has changed from a design with two weir gates perpendicular to the channel to three weir gates in a diagonally staggered arrangement. The revised location requires the removal of the sluice gate.
- 2.4 The in channel piers for both weirs are now proposed to be finished in a smooth concrete. It was previously proposed to reuse the stone removed from the Leeds Weir and Knostrop Cut.
- 2.5 As with the approved applications, small control rooms are proposed adjacent to the weirs on the river bank.

3.0 SITE AND SURROUNDINGS:

- 3.1 The proposed works take place within the River Aire and adjacent land at Leeds Weir and Knostrop Weir.
- 3.2 Leeds Weir is a grade II listed structure built in stone and is located within the Central Area Conservation Area. The listing description for Leeds Weir states the weir is medieval in origin and was probably rebuilt in mid 19th Century during the building of the Leeds Dock area. The weir stretches from Fearn's Island to Turlow Court on the northern bank of the River Aire. There is a mix of residential and commercial properties in the area.
- 3.3 Knostrop Weir is located between Knostrop Cut and the northern bank of the River Aire upstream from Thwaites Mill. There is one residential property and a number of large scale commercial and industrial properties in the area. The Transpenine Trail stretches along Knostrop Cut.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 12/04465/FU and 12/04466/LI: The removal of the existing Leeds and Knostrop Weirs and replacement with movable weirs, approved 1/5/13 and 5/6/13 after being agreed at the 17/1/13 City Plans Panel.
- 4.2 13/03191/FU and 13/03192/LI: Flood defences and the removal of Knostrop Cut, approved 21/3/14 and 23/4/14 after being agreed at the 24/10/13 City Plans Panel.

5.0 HISTORY OF NEGOTIATIONS:

5.1 A flood defence scheme has been under consideration since 2008 and works have now commenced on site at Woodlesford.

6.0 PUBLIC/LOCAL RESPONSE:

6.1 The full application was advertised in the Yorkshire Evening Post 17/4/14 and site notices were erected at various locations around both sites on 28/3/14.

6.2 The listed building application was advertised in the Yorkshire Evening Post 17/4/14 and site notices were erected on 4/4/14.

6.3 Leeds Civic Trust support the proposals. The Trust also request details of the new bridge proposed at Knostrop Cut be included within the proposals.

7.0 CONSULTATIONS RESPONSES:

7.1 Statutory:

7.2 English Heritage: No objection. Details of the materials to be required by condition.

7.3 Environment Agency: No objection provided the previous conditions are imposed on the new applications.

7.4 Canal and River Trust: No objection subject to the imposition of the same conditions as the approved applications. It is requested the piers at Leeds Weir be clad in stone as previously proposed.

7.5 Natural England: No objection.

7.6 Non-statutory:

7.7 Coal Authority: No objection.

7.8 Contaminated Land: Standard conditions recommended. Further gas monitoring should take place in relation to the control rooms.

7.9 Flood Risk Management: No objection.

7.10 Public Rights of Way: No objection.

7.11 Yorkshire Water: No objection.

8.0 PLANNING POLICIES:

8.1 Development Plan Policies

8.2 UDPR Designation: Leeds Weir is grade II listed, located within the Central Area Conservation Area and Riverside Quarter. Knostrop Weir has no relevant designations.

GP5: Proposals should resolve detailed planning considerations.

BC7: Use of local materials in Conservation Areas

N14: Demolition or the substantial demolition of a listed building will only be permitted in exceptional circumstances and with the strongest justification.

N18A: There will be a presumption against the demolition of a listed building that makes a positive contribution to a conservation area.

N18B: In a conservation area demolition will not be granted unless a scheme of redevelopment has been approved.

N19: Development within or adjoining Conservation Areas should preserve/enhance the character and appearance of the Conservation Area.

N29: Sites and monuments of archaeological importance will be preserved and investigated in accordance with the detailed archaeological policies in the UDPR.

N49: Biodiversity protection.

8.3 National Planning Guidance

8.4 The National Planning Policy Framework (NPPF) came into force on 27th March 2012. The NPPF states that unless material considerations indicate otherwise development proposals which accord with the Development Plan should be approved. This has recently been supplemented by the National Planning Practice Guidance (NPPG).

8.5 Emerging Policy

8.6 The Core Strategy sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. As the Core Strategy has been through public examination some weight can be attached to the policies therein.

9.0 **MAIN ISSUES**

- Changes to the previous approvals.

10.0 **APPRAISAL**

10.1 Changes to the previous approvals

10.2 The detailed design work and engineering assessments continued post-approval of the original weirs applications and it became evident that changes to the design would improve efficiency and assist in the delivery of other elements of the Leeds Flood Alleviation Scheme (FAS). The reasoning behind the changes are outlined below.

10.3 **Leeds Weir**

10.4 The weir requires in-channel piers for the function of the moving weir plates and to allow isolation of each weir gate from the river during construction and maintenance. In the original design these were aligned perpendicular to the weir crest, during physical hydraulic modelling this was found to disrupt smooth flow over the weirs. This turbulence worsened the hydraulic efficiency of the weir and increased the risk of bed scour (erosion of the river bed). The revised design better aligns the piers with the river flow so as to create smoother flow patterns, the weir therefore performs more efficiently, reducing flood water levels and reducing the risk of scour.

10.5 The pier alignment of the original design also resulted in creating an unusual triangular section of fixed weir between the pier and fish pass. This was again hydraulically inefficient and would also have resulted in a structure that was difficult to construct and may have left the triangular section of old weir vulnerable to damage.

- 10.6 The proposed design retains part of the existing weir on the left (north) bank as per the previous approval for reasons of heritage preservation.
- 10.7 Short sections of new fixed weir, of triangular shape in plan, are needed at the piers as the weir gates must seal against a face perpendicular to the weir crest.
- 10.8 Knostrop Weir**
- 10.9 There are two key design changes to Knostrop Weir. The location of the weir has changed from downstream at an existing disused bridge pier to further upstream at the existing weir location. There are a number of advantages to the upstream location:
- The upstream location allows a longer weir crest length; this improves hydraulic performance with the weir gates in the up position. This reduces flood risk in the unlikely event the weirs are not lowered during an extreme flood and allows the weir gates to operate less frequently. The later reducing wear and maintenance requirements.
 - The downstream location does have space on the weir for a fish pass or hydro-power turbine. However, including these features would require a long in-bank structure with high construction costs. The inlet and outlet locations for these structures were not ideal; in particular comments received from Environment Agency fisheries team suggested this arrangement was undesirable for fish passage. The upstream location offers a better solution for both fish pass and hydro-power turbine.
 - The upstream location is closer to the existing weir location therefore the higher velocity flows around the weir will be in an area which already experiences high flow velocities. On the other hand the downstream location is more likely to increase the risk of scour around the disused bridge pier and river walls.
 - The upstream location allows the weir to be used to support a new footbridge as part of the Transpennine Trail. Indicative details of this bridge were highlighted as part of the previous application for the flood defences and a standalone application for the bridge will be submitted in the coming weeks.
 - The upstream location does not require agreements with Network Rail for the re-use of the existing disused bridge pier.
 - Locating the new structure at the existing weir site limits construction works to a single site, rather than one for demolition of the old weir and another for the construction of the replacement.
- 10.10 The second key design change is the revision from two weir gates perpendicular to the channel to three weir gates in a diagonally staggered arrangement; this has a number of advantages:
- The staggered arrangement allows the moving weir crest length to be longer by taking a diagonal path and making use of the curve of the river. This makes weir performance with the gates up more similar to the existing structure.
 - With the weirs in the up position the intermediate piers are allowed to overtop in flows exceeded approximately 10% of the time. This effectively increases the weir crest length, again reducing water levels and the frequency of gate operation. In large flood events with the weirs down the piers are designed to submerge and have minimal impact on flows.
 - By providing 3 separate gates the weir can be constructed and maintained with less of the river isolated from flows (ie any one of the three sections can be constructed/maintained at any one time leaving flows to continue over the rear of the weir therefore reducing temporary case flood risk).

- 10.11 The proposed changes to the location and form of both the Leeds and Knostrop Weirs is supported. The changes to the form of Leeds weir are relatively minor and principles already established are continued through in the current proposals therefore the character of the conservation area will be preserved subject to the comment regarding materials below. The relocation of the proposed Knostrop Weir will result in a weir on the same location as the existing and therefore result in less change to the existing character of the area. The weir will continue to be an attractive feature in the area and the loss of the existing sluice gate and any vegetation will be outweighed by the scheme benefits.
- 10.12 There is also a change to the material proposed for the in channel piers for both weirs that were originally intended to be clad in reclaimed stone but are now proposed to be finished with a high quality concrete (similar to that used for the London Millennium Bridge). The engineers working on the submission have stated that if stone were used it would be prone to crack dwelling vegetation such as buddleia which is already prevalent on many of the masonry walls within the river. The stone reclaimed from the existing weir and Knostrop Cut is not guaranteed to be of a suitable strength to survive the demolition and rebuilding process in addition to the continued scour. What quality stone can be reclaimed will first be used in the remnant weir replaced adjacent to the new Crown Point Weir. To maintain the quality of the concrete finish the concrete will be treated to try and prevent algal staining. Conservation colleagues have raised concerns regarding the failure to reuse the stone for the in channel piers and are not supportive of the use of concrete in the conservation setting at Leeds Weir. Further comment is being sought from English Heritage. The FAS team will be asked to continue to explore the potential for reusing the stone reclaimed from Leeds Weir for the new piers and conditions requiring full details of all materials and a method statement for the removal and reuse of Leeds Weir will be agreed with English Heritage and design/conservation officers prior to the commencement of construction works.

11.0 CONCLUSION

- 11.1 The proposed changes to the design of the weirs will improve their efficiency whilst maintaining the general principles established by the original permissions. The historic remnant to Leeds Weir is retained and the form of Knostrop Weir will allow for the introduction of the new bridge to accommodate the relocated Transpennine Trail. The introduction of the weirs is strongly supported as part of the Leeds FAS and the protection of key sites in and around Leeds City Centre.

12.0 BACKGROUND PAPERS

- 12.1 Application files 14/01511/FU and 14/01716/LI and history files 12/04465/FU and 12/04466/LI.
- 12.2 Notice served on the Canal and River Trust and Pemberstone Reversions (Leeds) Ltd.

APPENDIX 1 - Conditions – 14/01511/FU

- 1) The development hereby permitted shall be begun before 1st May 2016.

Imposed pursuant to the provisions of Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

- 2) The development hereby permitted shall be carried out in accordance with the approved plans listed in the Plans Schedule.

For the avoidance of doubt and in the interests of proper planning.

- 3) Prior to each phase of development approved by this planning permission no development (or such other date or stage in development as may be agreed in writing with the Local Planning Authority), shall take place until a scheme that includes the following components to deal with the risks associated with contamination of the site shall each be submitted to and approved, in writing, by the local planning authority:

- 1) A preliminary risk assessment which has identified:

- all previous uses;
- potential contaminants associated with those uses;
- a conceptual model of the site indicating sources, pathways and receptors;
- potentially unacceptable risks arising from contamination at the site.

- 2) A site investigation scheme, based on (1) to provide information for a detailed assessment of the risk to all receptors that may be affected, including those off site.

- 3) The results of the site investigation and detailed risk assessment referred to in (2) and, based on these, an options appraisal and remediation strategy giving full details of the remediation measures required and how they are to be undertaken.

- 4) A verification plan providing details of the data that will be collected in order to demonstrate that the works set out in the remediation strategy in (3) are complete and identifying any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action. Any changes to these components require the express written consent of the local planning authority. The scheme shall be implemented as approved. Reason The Humber river basin management plan (HRBMP) requires the restoration and enhancement of water bodies to prevent deterioration and promote recovery of water bodies.

Both weir locations are in areas with long industrial histories, and potentially contaminative historic use such as dyeworks and timber yards at Crown Point, and historic railway lines at Knostrop. No chemical testing of made ground or river bed sediments on site have been undertaken. The River Aire is currently failing the Water Framework Directive General Chemical Assessment test. Site investigations works are required to ensure the site is reclaimed to an appropriate standard, and that the adjacent River Aire is protected.

- 4) If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the local planning authority) shall be carried out until the developer has submitted a remediation strategy to the local planning authority detailing how this

unsuspected contamination shall be dealt with and obtained written approval from the local planning authority. The remediation strategy shall be implemented as approved. Reasons The Humber river basin management plan (HRBMP) requires the restoration and enhancement of water bodies to prevent deterioration and promote recovery of water bodies.

Both weir locations are in areas with long industrial histories, and potentially contaminative historic use such as dyeworks and timber yards at Crown Point, and historic railway lines at Knostrop. No chemical testing of made ground or river bed sediments on site have been undertaken. The River Aire is currently failing the Water Framework Directive General Chemical Assessment test. Site investigations works are required to ensure the site is reclaimed to an appropriate standard, and that the adjacent River Aire is protected.

- 5) Remediation works shall be carried out in accordance with the approved Remediation Statement. On completion of those works, the Verification Report(s) shall be submitted to the Local Planning Authority in accordance with the approved programme. The site or phase of a site shall not be brought into use until such time as all verification information has been approved in writing by the Local Planning Authority.

To ensure that the remediation works are fully implemented as agreed and the site has been demonstrated to be suitable for use in accordance with national and Leeds City Council's planning guidance.

- 6) Prior to the commencement of development a Biodiversity Protection and Enhancement Plan shall be submitted to and approved in writing by the Local Planning Authority. The Plan shall include:
 - * details of an up-to-date survey for otters; an assessment of the impacts of the development on both otter passage and available habitat and identification of any necessary mitigation and enhancement measures, which should include features designed into the new weirs to allow otters to move freely in both directions and the provision of a permanent otter holt;
 - * provision of bat roosting features and vegetation planting to benefit bat commuting/foraging;
 - * an assessment of the impacts (including those related to geomorphological changes) of the development on existing fish habitats and species, clearly identifying any species of conservation interest, and identification of any necessary mitigation measures.The Biodiversity Protection and Enhancement Plan and identified mitigation measures shall be carried out in accordance with a timetable for implementation as approved.

To ensure safeguarding of protected species and provide local biodiversity enhancements in accordance with adopted UDPR policy N49 and in line with national planning policy.

- 7) Prior to the commencement of development a method statement for the eradication of Japanese Knotweed and control of Giant Hogweed, Himalayan Balsam and Signal Crayfish shall be submitted to and approved in writing by the LPA. The agreed plan shall thereafter be implemented.

To control the spread of invasive plant and animal species in accordance with adopted UDPR policy N49.

- 8) Prior to the commencement of development a method statement to ensure bats, otters and fish are not disturbed during the construction phase shall be submitted to and approved in writing by the Local Planning Authority. The agreed plan shall thereafter be implemented.

To ensure safeguarding of protected species in accordance with adopted UDPR policy N49.

- 9) No site clearance, demolition or removal of any trees, shrubs or other vegetation shall be carried out during the period 1 March to 31 August inclusive unless otherwise agreed in writing with the Local Planning Authority.

To ensure the protection of wild birds during the breeding season in accordance with adopted UDPR policy N49.

- 10) Prior to the commencement of development, full details of the design and external facing materials of the control rooms shall be submitted to and approved in writing by the Local Planning Authority with the agreed details implemented in accordance with the approved details and retained and maintained as such thereafter.

In the interests of visual amenity in accordance with UDPR policy GP5.

- 11) Interpretation panels shall be provided adjacent to both weirs to highlight the historic relevance of the weirs at the site. Details of the location and general content of the interpretation panels shall be submitted to and approved in writing prior to the commencement of development and be implemented prior to first use of the weirs hereby approved. The interpretation panels shall be retained and maintained as such thereafter.

To ensure the historic and current significance of the site and weirs is recognised at both sites in accordance with adopted UDPR policies N14 and GP5.

- 12) Prior to the commencement of development, a scheme detailing the operation of the moveable weirs shall be submitted to and approved in writing by the Local Planning Authority in consultation with the Environment Agency.

The scheme shall include the following details:

- a) Calculation of the trigger levels at which the weirs shall be operated;
- b) Details of the remote and 'on site' operating mechanisms;
- c) Measure to be put in place in the event of remote operation or electrical failure.

The scheme shall be fully implemented and subsequently maintained in accordance with any timing/phasing arrangements embodied within the scheme or within any other period subsequently agreed in writing by the local planning authority, in consultation with the Environment Agency.

To optimise the use of the moveable weirs whilst ensuring that they remain operational in a flood event without increasing flood risk elsewhere.

- 13) Prior to the commencement of development a scheme that assesses and details the need for mitigation measures for the downstream flood risk impacts shall be submitted to and approved in writing by the local planning authority in consultation with the Environment Agency.
The approved mitigation measures shall be fully implemented prior to commencement of the development; and shall thereafter maintained for the life of the development unless, in either case, otherwise approved in writing by the local planning authority in consultation with the Environment Agency.

To prevent any increase in flood risk downstream of the moveable weirs.

- 14) No development shall take place until scheme for ensuring the development hereby approved will not cause deterioration of the WFD status of the River Aire Esholt STW to River Calder waterbody or prevent the waterbody reaching Good Ecological Potential in the future that includes the following components has been submitted to and approved in writing by the local planning authority in consultation with the Environment Agency:
1. A detailed scope for the survey of sediment size and sediment distribution to be undertaken in the proximity of the proposed moveable weirs. The survey scope shall include proposed sampling locations and depths in order to understand size distribution of sediment in the waterbody.
 2. An assessment of the impact of the development, based on the results of the survey referred to in part (1), on the following hydromorphology quality elements:
 - a. Quantity and dynamics of flow;
 - b. Connection to groundwaters
 - c. River continuity
 - d. River depth and width variation
 - e. Structure and substrate of the river bed;
 - f. Structure of the riparian zone.
 3. An assessment of any impacts on the WFD Biological Quality Elements that will occur as a consequence of the impacts identified in part (2).
 4. Details of any measures required to mitigate against any impacts identified through parts (2) and (3).
- The development shall be carried out in accordance with the approved scheme.

The Humber River Basin management plan requires the restoration and enhancement of water bodies to prevent deterioration and promote recovery of waterbodies in order to meet obligations under the Water Framework Directive. This condition is required to ensure that impacts on the hydro-morphological characteristics do not have a detrimental effect on the ecological status of the waterbody and the ability of the waterbody to reach Good Ecological Potential by 2027.

- 15) The development hereby approved shall not be brought into use until schemes providing for multi-species fish passage and eel passage over the Crown Point and Knostrop moveable weirs have been submitted to and approved in writing by the Local Planning Authority.
The schemes shall comprise the following features:
- o The weirs shall be made passable to a range of fish species moving upstream or downstream over a range of flows using a design or designs that have received written approval from the Environment Agency

o Details of timescales for the completion of the works;

The works to provide multi-species fish passage shall proceed in accordance with the design detail and timescales as submitted and agreed.

The National Planning Policy Framework (NPPF) paragraph 109 recognises that the planning system should aim to conserve and enhance the natural and local environment by minimising impacts on biodiversity and providing net gains in biodiversity where possible.

- 16) No development, including any demolition, shall take place until a Construction and Demolition Method Statement detailing measures to protect the River Aire during the removal and replacement of the weirs has been submitted to and approved in writing by the local planning authority. The approved statement shall be adhered to throughout the construction/demolition period. The method statement should include but not be limited to:

- methods proposed for in-channel works,
- pollution prevention measures,
- machinery (location and storage of plant, materials and fuels),
- site supervision and incident response.

The method statement shall be implemented as approved unless otherwise approved in writing by the local planning authority.

National Planning Policy Framework (NPPF) paragraph 109 states that the planning system should contribute to and enhance the natural and local environment by preventing both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of water pollution.

- 17) Prior to the commencement of development, a detailed assessment of the impact of the moveable weirs on the operation of Mickletown Ings SSSI, Fairburn and Newton Ings SSSI shall be submitted to the Local Planning Authority for approval in writing. The assessment shall contain as a minimum the following details:
- o information on the site designation and features;
 - o changes to the water level within the SSSI's related to the operation of the moveable weirs;
 - o any necessary mitigation related to the impacts.

Any mitigation measures identified shall be carried out in accordance with timing/phasing arrangements which will be embodied within the detailed assessment.

To safeguard the designated SSSIs against any impact from the installation and operation of the moveable weirs.

- 18) Prior to the construction of the external facing materials, full details of all external facing materials for the in channel piers, fish passes and turbines shall be submitted to and approved in writing by the Local Planning Authority with the agreed details implemented in accordance with the approved details and retained and maintained as such thereafter.

In the interests of visual amenity in accordance with UDPR policies GP5 and N19.

- 19) Prior to the commencement of development a method statement highlighting how the existing Leeds Weir is to be removed, how the material is to be assessed, reused (including the reintroduction of the remnant at Leeds weir), stored and disposed of as necessary, shall be submitted to and approved in writing by the Local Planning Authority. The approved method statement shall be adhered to thereafter.

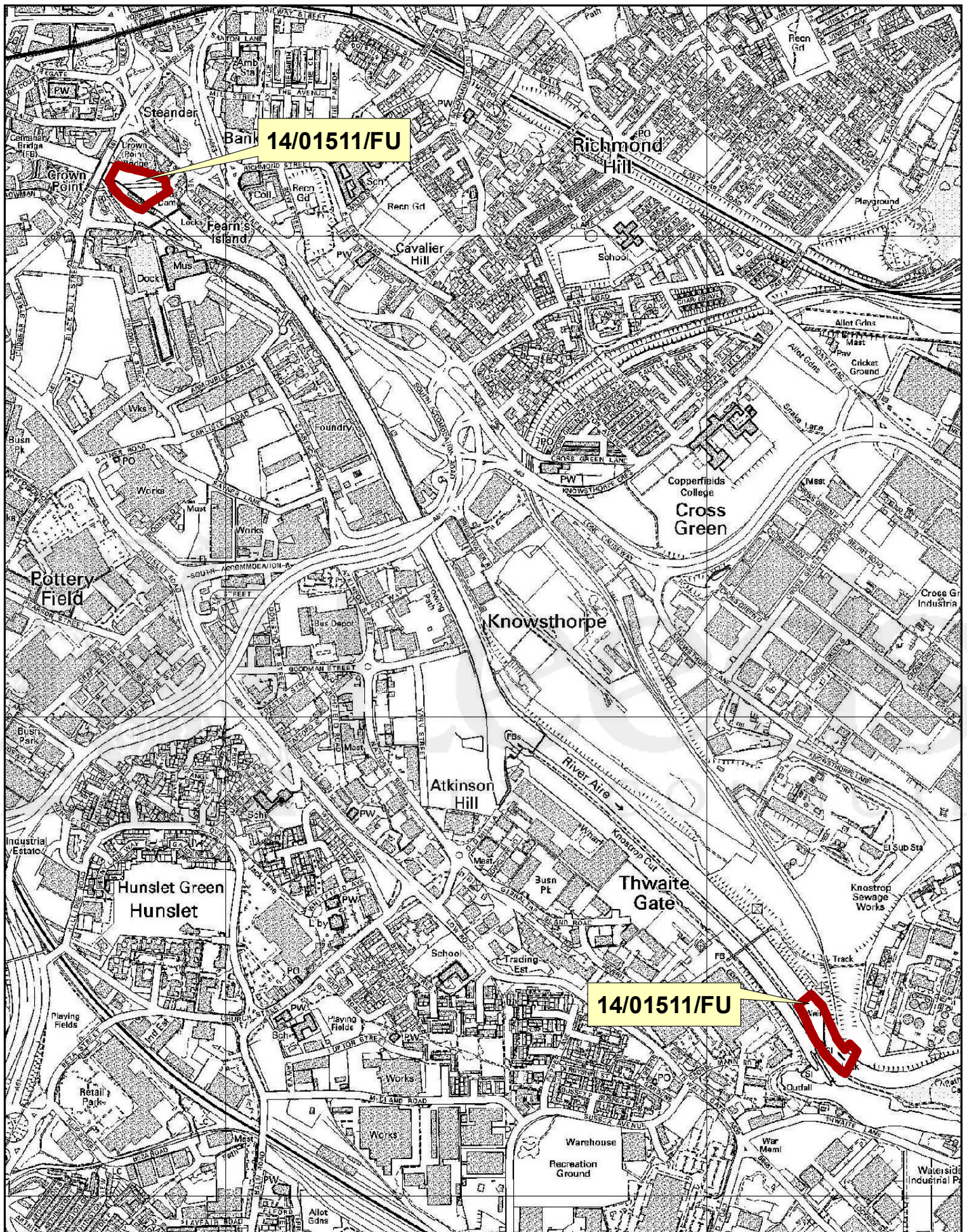
To ensure the existing material within Leeds Weir is reused where possible and a remnant is appropriately introduced adjacent to the proposed movable weir in accordance with adopted UDPR policies GP5 and N19.

- 20) Prior to the commencement of development a method statement highlighting how the existing sluice gate and stone structures at Knostrop Weir is to be removed, how the removed material is to be assessed and reused or stored or disposed of as necessary, shall be submitted to and approved in writing by the Local Planning Authority. The approved method statement shall be adhered to thereafter.

To ensure the existing material adjacent to the weir is removed appropriately and reused where possible in accordance with adopted UDPR policy GP5.

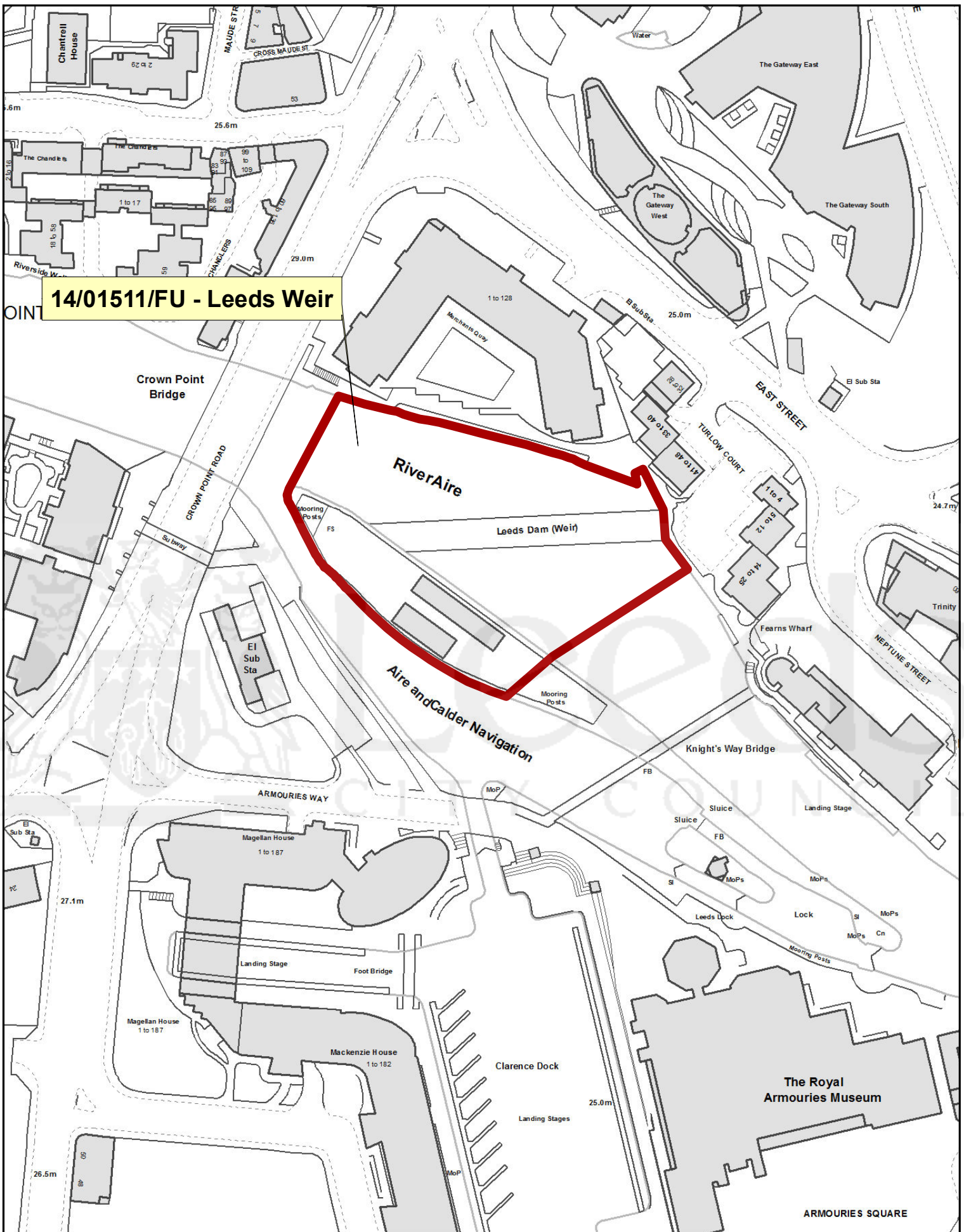
- 21) Prior to the removal of any vegetation full details of the vegetation proposed to be removed shall be submitted to and approved in writing by the Local Planning Authority. In addition, full details of any replacement planting shall also be submitted and agreed with the agreed planting taking place in the next available planting season.

To ensure vegetation is retained where possible and replaced if necessary in accordance with adopted UDPR policy GP5.



CITY PLANS PANEL

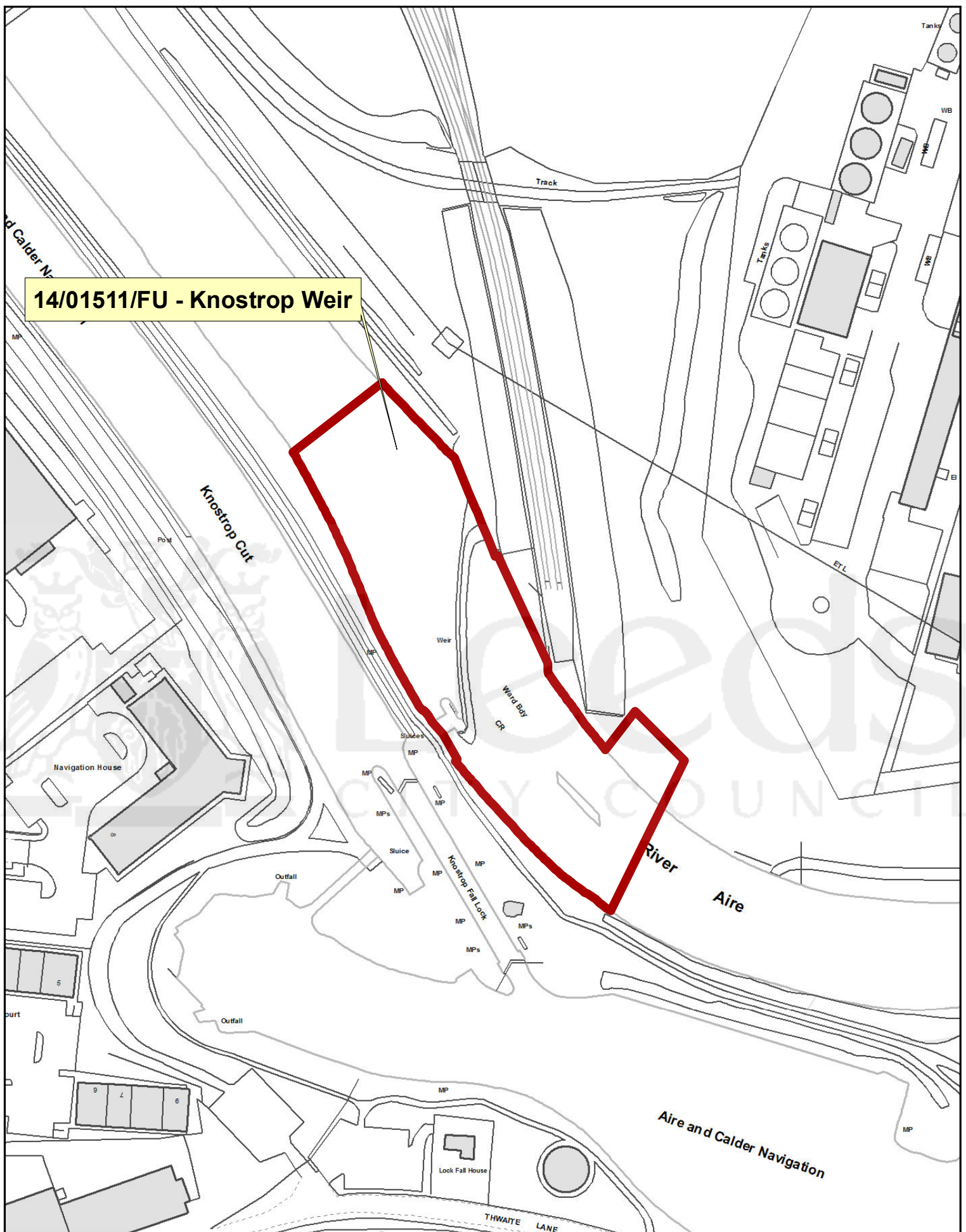




14/01511/FU - Leeds Weir

CITY PLANS PANEL





14/01511/FU - Knothrop Weir

CITY PLANS PANEL



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Originator: C. Briggs

Tel: 0113 2224409

Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 5 JUNE 2014

Subject: PRE-APPLICATION Reference PREAPP/14/00337 – Proposal for residential development at Sweet Street, Leeds by Ingram Row Limited.

Electoral Wards Affected:

City and Hunslet

Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: This report is brought to Plans Panel for information. The developer's representatives will be asked to present the emerging scheme to allow Members to consider and comment on the proposals.

1.0 INTRODUCTION:

1.1 This pre-application presentation relates to the proposed development of a new residential development at land between Manor Road, Ingram Road and Sweet Street, Leeds. The initial proposals will be presented to Panel by the developer Ingram Row Limited to allow Members to comment on the evolving scheme and raise any issues, prior to the intended submission of a full planning application later in the year.

2.0 SITE AND SURROUNDINGS:

2.1 The 1.9 hectare site lies between Manor Road, Ingram Road and Sweet Street, Leeds, in the Eastern Gateway Area of the Holbeck Urban Village regeneration area, within Leeds City Centre's South Bank. The site lies in flood risk zone 2. The application site consists of two temporary long stay car parks with landscaped boundary treatments. To the east lies the Velocity residential scheme (part 5, 7 and 8 storeys), and the Lateral office building (5 storeys). Immediately to the west is the stone office building, The Mint (8 office storeys), and the Manor Mills residential block (9 residential storeys). To the south lies the cleared City One site, currently in

use as temporary car park, and to the north lies a number of occupied low rise office buildings (3-4 office storeys).

- 2.2 Over the last ten years, a mix of offices, residential, and supporting retail and food and drink uses have been developed in Holbeck Urban Village at the Round Foundry, Tower Works, Marshall's Mill, Manor Mills, and The Mint. A number of planning proposals have also been agreed by Plans Panel in the immediate area for large scale redevelopment of vacant or cleared sites for residential and offices at the Oakapple Site, Sweet Street, City One site on Sweet Street, the former Reality Depot Site to the south of Sweet Street, and an office and multi-storey car park scheme at 10-12 Sweet Street. These are yet to be implemented. This site has permission for 788 flats with ground and first floor A1/A2/A3/A4/A5/B1 uses - see paragraph 4.4 of this report. Temple Mill, a Grade I listed building on the western side of Marshall Street, has a temporary permission for a public event space.
- 2.3 The development of the Leeds Station Southern Entrance has commenced on-site, which will improve public transport connectivity to the South Bank and Holbeck Urban Village.
- 2.4 Leeds South Bank (including Holbeck Urban Village) covers a total of 136 hectares, has over 300,000 sq.m of development land and is the largest regeneration project in the North. With the close proximity to the future City Centre Park, and the proposed arrival of High Speed Rail at New Lane, the scheme has potential to contribute to new housing provision, place-making opportunities and economic benefits.

3.0 PROPOSAL

- 3.1 Ingram Row Limited have advised that the economic downturn resulted in the extant permission not being built at this site. Ingram Row Limited are now in a position to bring the sites forward as a Private Rented Scheme (PRS) to be built and thereafter managed long term by a partner institution, and are seeking Plans Panel's views on their revised pre-application scheme. They advise that a PRS development is managed as a whole in perpetuity as part of an institution's investment portfolio. This means a continued lettings and management presence on-site which should ensure that the development is managed and is retained long term to so that the development remains attractive to tenants. Ingram Row Limited advise that PRS developments are a concept to increase housing delivery and provide high quality and managed rented homes, which allow people to remain in the same development but move to a smaller or larger apartment if their circumstances change.
- 3.2 The scheme proposal would consist of a total of 750 Apartments made up of
- 91 x Studios
 - 319 x 1 Bed
 - 335 x 2 Bed
 - 5 x 3 Bed at ground floor level
- 3.3 There would also be 696 sqm of commercial floor space (A1, A3, B1, D1, D2) facing onto Sweet Street.
- 3.4 There would be 263 car parking spaces accessed from two points on Ingram Street and 352 cycle spaces.

- 3.5 With reference to Plan 3 attached to this report, open space provision is 29.5%. This would be 15,084sqm (red line plus Ingram Row). The policy requirement would be 20% without Ingram Row. The new development has been designed with reference to the HUVPRF, with building, courtyards and streets aligned to reflect the historic street patterns. The proposal is a perimeter block approach promoted by the Framework. The buildings would be set back from the edge of the footpath and feature new planting to the edges of the streets and spaces.
- 3.6 The prevailing height of the surrounding buildings is between seven and nine storeys. The proposed development would contain buildings of a mixture of heights in order to create interest and allow daylight into the two new courtyard areas. The proposed building heights would range between 6 and 13 storeys – see Plan 3.

4.0 HISTORY OF NEGOTIATIONS AND PLANNING HISTORY

- 4.1 Reference 11/05238/FU Use of Site as Car Park (278 Spaces) at Ingram Street - temporary permission granted until 2017.
- 4.2 Reference 11/05239/FU Use of site for car park (225 spaces) at Ingram Row - temporary permission granted until 2017.
- 4.3 Reference 20/61/05/OT Outline application for mixed use development comprising 3 new buildings, including 50,167sqm of residential use (720 flats), 13,192sqm of Class B1 office space and 929sqm of A1/A2/A3/A4 uses at the lower 2 floors of the buildings and 795 car parking spaces - approved
- 4.4 Reference 20/64/06/OT Outline application to erect multi-level development with 788 flats and A1/A2/A3/A4/A5/B1 uses (amendment to 20/61/05/OT) and reserved matters application for multi-level development up to 20 storeys with 788 flats A1/A2/A4/A4/A5/B1 uses, 720 basement car parking spaces and courtyard landscaping. This was made up of 112 studio flats, 401 one-bedroom flats and 275 two-bedroom flats. The scheme consists of:

Buildings A, B and C would be located on the northern site bounded by Manor Road, a new linked section of Ingram Street provided by this scheme, Ingram Row, and the footpath link to the north of St. Barnabas Road.

- Building A – 20 storey block consisting of 18 storeys of residential with ground and first floor commercial uses.
- Building B – 11 storey block consisting of 9 storeys of residential with ground and first floor commercial uses.
- Building C – 9 storeys consisting of 7 storeys of residential with ground and first floor commercial uses, fronting onto Manor Road. The block would then step down to 6 storeys consisting of four storeys of residential and two storeys of commercial at its junction with Building B.

Buildings D, E and F would occupy the southern part of the site bounded by Sweet Street, Ingram Street, Ingram Row and St. Barnabas Road.

- Building D – 8 storeys fronting onto Ingram Street, consisting of 6 storeys of residential with 2 storeys of commercial at ground and first floor.
- Building E – 9 storeys consisting of 7 residential and the lower two as commercial. The building fronts onto Sweet Street and the public courtyard.
- Building F – 10 storeys consisting of ground and first floor commercial, and 8 floors of residential.

This was approved in principle at Plans Panel (City Centre) March 2006 with planning permission granted 28 August 2009 following the completion of the Section 106 agreement. Reference 20/160/06/RM, a parallel reserved matters application was also approved at the same time. (See Plan 2)

- 4.5 Officers have had two pre-application meetings with Ingram Row and their professional team in 2014. Ingram Row Limited intends to follow a community engagement strategy with a public event anticipated to take place on Tuesday 17th June.
- 4.6 City and Hunslet Ward Members were consulted by email on 16 May 2014 regarding this new pre-application.

5.0 RELEVANT PLANNING POLICIES

5.1 National Planning Policy Framework (NPPF)

The National Planning Policy Framework (NPPF) came into force in March 2012 and represents the government's commitment to sustainable development, through its intention to make the planning system more streamlined, localised and less restrictive. It aims to do this by reducing regulatory burdens and by placing sustainability at the heart of development process. The National Planning Policy Framework (NPPF) sets out the Governments planning policies for England and how these are expected to be applied, only to the extent that it is relevant, proportionate and necessary to do so.

The NPPF identifies 12 core planning principles (para 17) which include that planning should:

- Proactively drive and support sustainable economic development to deliver homes...
- Seek high quality design and a good standard of amenity for existing and future occupants.
- Encourage the reuse of existing resources, including conversion of existing buildings.
- Conserve heritage assets in a manner appropriate to their significance.
- Actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling.

The NPPF states that LPA's should recognise that residential development can play an important role in ensuring the vitality of centres (para 23). Housing applications should be considered in the context of the presumption in favour of sustainable development (para 49). LPA's should normally approve applications for change to residential use where there is an identified need for additional housing in the area (para 50).

Planning should proactively support sustainable economic development and seek to secure high quality design. It encourages the effective use of land and achieves standards of amenity for all existing and future occupiers of land and buildings. One of the core principles is the reuse of land that has previously been developed. Paragraph 49 states that housing applications should be considered in the context of the presumption in favour of sustainable development. The NPPF states that local authorities should deliver a wide choice of homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities (para 50).

On 6 March 2014 the Government launched the National Planning Practice Guidance, which brought together most national planning guidance and circulars under one web-based resource.

5.2 Development Plan

Leeds Unitary Development Plan Review 2006 (UDPR)

The site is allocated as in the adopted Unitary Development Plan Review 2006 within Proposal Area 31 Holbeck Urban Village. This states that the area should be developed in accordance with the Holbeck Urban Village Revised Planning Framework 2006, to promote employment uses, and provide environmental improvements to the public realm, including new pedestrian routes.

Other relevant policies include:

GP5 all relevant planning considerations

GP7 planning obligations

GP11 sustainability

GP12 sustainability

BD2 new buildings

A1 improving access for all

A4 safety and security provision

N12 urban design

N13 design and new buildings

N25 boundary treatments

N29 archaeology

BD4 all mechanical plant

CC3 City Centre character

CC10 public space and level of provision

CC11 streets and pedestrian corridors

CC12 public space and connectivity

CC13 public spaces and design criteria

H3-1A.44 Holbeck Urban Village Strategic Housing and Mixed Use site

Holbeck Urban Village Proposal Area Statement 31A

E14 Office development

T2 Transport provision for development

T2C Travel plans

T2D public transport provision for development

T5 pedestrian and cycle provision

T6 provision for the disabled

T7A cycle parking

T7B motorcycle parking

T24 Car parking provision

LD1 landscaping

R5 employment and training for local residents associated with the construction and subsequent use of developments

N38A development and flood risk

N38B planning applications and flood risk assessments

N39A sustainable drainage systems

N51 Nature conservation

H4 Housing

H11-H13 set out the requirement for the provision of affordable housing. The Interim Affordable Housing policy states that 5 per cent of the dwellings should be provided as affordable housing if the development is implemented in two years.

5.3 Relevant Supplementary Planning Guidance includes:

SPD Street Design Guide

SPD5 Public Transport Improvements and Developer Contributions
SPD Travel Plans
SPD Building for Tomorrow Today: Sustainable Design and Construction
SPG City Centre Urban Design Strategy
SPG Neighbourhoods for Living
SPG6 Self-contained flats
SPG3 Affordable Housing and the interim affordable housing policy

5.3.1 **Holbeck Urban Village Revised Planning Framework 2006**

The Holbeck Urban Village Revised Planning Framework was adopted in 2006 as a guide for the sustainable regeneration of the area. The Framework encourages office use as part of a mixed use sustainable community.

The site is identified within the Eastern Gateway area of the Urban Village (see attached diagram Plan 1). The Area Statement for the Eastern Gateway states that there is the opportunity to redevelop the area and create character where none exists. This could be achieved through high quality architecture, use of high quality facing materials, the development of perimeter blocks to reinforce the enclosed traditional street pattern of the area, and give character and continuity to Sweet Street and Manor Road.

The Framework envisages that a building height of around seven to nine storeys in the east at the Ingram Row site, stepping down to approximately four/five storeys to the west of this site, creating a more modest building form along Marshall Street opposite Temple Mill.

The Framework would encourage the provision of a new pedestrian routes towards Marshall Street running east to west, through the public square between The Mint and Manor Mills, and north to south between Manor Road and Sweet Street. The Framework states that 20% of each development site area shall be public open space, which in this case would take the form of two courtyards. Schemes in Holbeck Urban Village will also contribute financially to strategic public realm improvements within the designated area, in accordance with the schedule in the Framework, in order to realise the vision for improving the attractiveness of the urban village, and create a distinct sense of place, appropriate to the historical importance of the area.

Buildings in Holbeck Urban Village should meet BREEAM Excellent for the commercial unit and Code for Sustainable Homes Level 4 for residential, or equivalent standards, and accord with the guidance in the SPD Building for Tomorrow Today: Sustainable Design and Construction and the draft Core Strategy.

5.4 **Leeds Natural Resources and Waste DPD 2013**

The Natural Resources and Waste Local Plan was adopted by Leeds City Council on 16th January 2013. The Natural Resources and Waste Development Plan Document (Local Plan) is part of the Local Development Framework. The plan sets out where land is needed to enable the City to manage resources, like minerals, energy, waste and water over the next 15 years, and identifies specific actions which will help use natural resources in a more efficient way. Policies regarding flood risk, drainage, air quality, trees, coal recovery and land contamination are relevant to this proposal.

5.5 **Leeds Core Strategy Publication Draft 2012**

- 5.5.1 The draft Core Strategy sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. On 26th April 2013 the Council submitted the Publication Draft Core Strategy to the Secretary of State. The Inspector examined the Strategy during October 2013. Some weight can now be attached to the document and its contents recognizing that the weight to be attached may be limited by outstanding representations which have been made which will be considered at the examination.
- 5.5.2 Spatial Policy 1 sets out the broad spatial framework for the location and scale of development. This policy prioritises the redevelopment of previously developed land within Main Urban Area, in a way that respects and enhance the local character and identity of places and neighbourhoods.
- 5.5.3 Spatial Policy 3 Role of Leeds City Centre seeks to maintain and enhance the role of the City Centre as an economic driver for the District and City Region, by
- comprehensively planning the redevelopment and re-use of vacant and under-used sites for mixed use development and areas of public space,
 - enhancing streets and creating a network of open and green spaces to make the City Centre more attractive
 - improving connections between the City Centre and adjoining neighbourhoods
 - Expanding city living with a broader housing mix (including family housing)
- 5.5.4 Core Strategy Policy CC1 outlines the planned growth within the City Centre for 10, 200 new dwellings. Policy CC2 (City Centre South) states that areas for development opportunity south of the river will be prioritised for large scale office development, delivery of a new park, residential, cultural and leisure uses.
- 5.5.5 Policy H2 refers to new housing development. The development will be acceptable in principle providing the development does not exceed the capacity of transport, educational and health infrastructure and the development should accord with accessibility standards.
- 5.5.6 Policy H3 states that housing development should meet or exceed 65 dwellings per hectare in the City Centre.
- 5.5.7 Policy H4 says that developments should include an appropriate mix of dwelling types and sizes to address needs measured over the long-term taking into account the nature of the development and character of the location.
- 5.5.8 Policy H5 states that the Council will seek affordable housing from all new developments either on-site, off-site or by way of a financial contribution if it is not possible on site.
- 5.5.9 Policy P10 requires new development to be based on a thorough contextual analysis to provide good design appropriate to its scale and function, delivering high quality innovative design and enhancing existing landscapes and spaces.
- 5.5.10 P12 states that landscapes will be conserved and enhanced.
- 5.5.11 Policies T1 and T2 identify transport management and accessibility requirements for new development.
- 5.5.12 Environment and sustainability policies EN1 and EN2 will make the requirements of the Sustainable Construction SPD mandatory. However, these are currently the

subject of Examination by the Planning Inspectorate and therefore, at this point in time, it is not possible to say whether they will be adopted in their current form.

6.0 ISSUES

Members are asked to consider the following matters in particular:

- 5.1 The National Planning Policy Framework, Leeds Unitary Development Plan Review, the Draft Leeds Core Strategy, and the Holbeck Urban Village Revised Planning Framework would support a predominantly residential development in this City Centre location.

Do Members agree that the proposed use of the site for a predominantly residential scheme is appropriate?

- 5.2 The new scheme proposes four pairs of linked blocks which would create two landscaped courtyards above the semi-basement car parking. The ground floor level of the flats needs to be lifted for flood risk reasons. The courtyards are larger and more open than the previous scheme. Level disabled access and permeability through the courtyards would need to be achieved. There is also the opportunity to provide enhanced public realm to Ingram Row (which would be 25m wide), and private forecourt gardens to the ground floor flats, which would feature front doors to the street, and within the courtyards.

Do Members agree that the general siting of the building, provision of landscaping and public realm, and provision of active street frontages is acceptable?

- 5.3 The Eastern Gateway Area Statement within the Holbeck Urban Village Revised Planning Framework gives indicative guidance on building heights for new development. This site has been indicated in the Framework ranging between seven and nine storey buildings. The neighbouring building to the east, The Mint, has been approved and built at part 8/part 9 storeys including its rooftop plant, which is higher than the 7 storeys indicated in the Planning Framework. The 2006 Ingram Row scheme proposed a range of heights between 6-10 storeys around the perimeter with a 20 storey tower. It is considered that the current scheme proposes a more open and greener public realm, and a range of heights from 6 to 13 storeys, which would remove the tower block element. The changes to the approved scheme that result in the loss of the 20 storey tower are considered an improvement, however the proposed distribution of heights may need further consideration. There is a significant opportunity for green roofs or a roof-mounted energy system within this development, but the roof lines need to feature a raised parapet to ensure that all rooftop plant, cleaning equipment and safety rails are hidden from long views.

There is the need to consider the impact of the proposed building heights on nearby residential units at Manor Mills to the west and Velocity to the east, and on the public realm within and around the scheme. Manor Mills would be approximately 15 metres from Block A2, which would be a slightly lower building height of 8 residential storeys. It is considered that this relationship is acceptable, as it is common to many city centre streets. Similarly the relationships between blocks C2 and B2 within the development, and between block D1 (10 storeys of residential) and The Mint (8 storeys of office) are considered reasonable in a city centre context. The relationship between blocks B1 (10 storeys) and C1 (13 storeys) needs consideration with respect to the impact on daylight and sunlight and outlook on the Velocity flats, which ranges between 5 and 8 residential storeys in height, at a

distance of approximately 30 metres (to be confirmed by the architect at Plans Panel).

Do Members consider that in this context, the overall height of the buildings proposal including any requirements for rooftop plant, and the distribution of building heights around the scheme, is acceptable?

- 5.4 Officers are of the view that the developer would need to demonstrate how the planting to the courtyards and the back edge of footways would be healthy and viable in the long term. The courtyard planting would be above the car park deck, and therefore long term maintenance and management commitment are necessary.

Do Members have any other comments on the proposed landscaping?

- 5.5 Although scheme development is at an early stage, the eventual application proposal will be a full planning application. Officers would like to see further architectural work as the CGI images shown at the time of writing do not appear to reflect the detailing of the precedent images. Officers have concerns regarding the detail and expression presented of the ground floor, the main body of the building, and the tops of the buildings, and are keen to avoid a monotonous appearance around the development. More variation is also considered necessary to the gables of the blocks, as many feature only limited glazing or detailing at present.

Do Members have any other comments on the emerging design?

- 5.6 The residential accommodation proposed is a mixture of studio, one-bed and two-bed flats. The studio apartments would be 29.1 sqm, the one-bedroom flats would be 44.4 sqm, the two-bedroom flats would be 59.7 sqm, and the three-bedroom flats would be 89.7 sqm. The architect will present detailed images of the flat types and layouts to Panel.

What are Members views regarding the mix of units; and the size, proportions and quality of the proposed flats?

- 5.7 Adopted policies result in the following necessary Section 106 matters:
- Affordable Housing on-site
 - Public transport contribution
 - Holbeck Urban Village Public Realm Contribution
 - Off-site Highways Works contribution
 - Specific travel plan measures contributions
 - Travel plan monitoring fee
 - Education contribution
 - Public access through the site
 - Cooperation with local jobs and skills initiatives

At this stage the exact sums have not been calculated, however Ingram Row Limited have stated they will be submitting a viability appraisal in support of the scheme. The findings of independent assessment of any such study would be reported to Members in a Position Statement following submission of the application.

Appendices:

Plan 1 Holbeck Urban Village Revised Planning Framework 2006 Eastern Gateway

Plan 2 Outline Planning Permission 20/64/06/OT

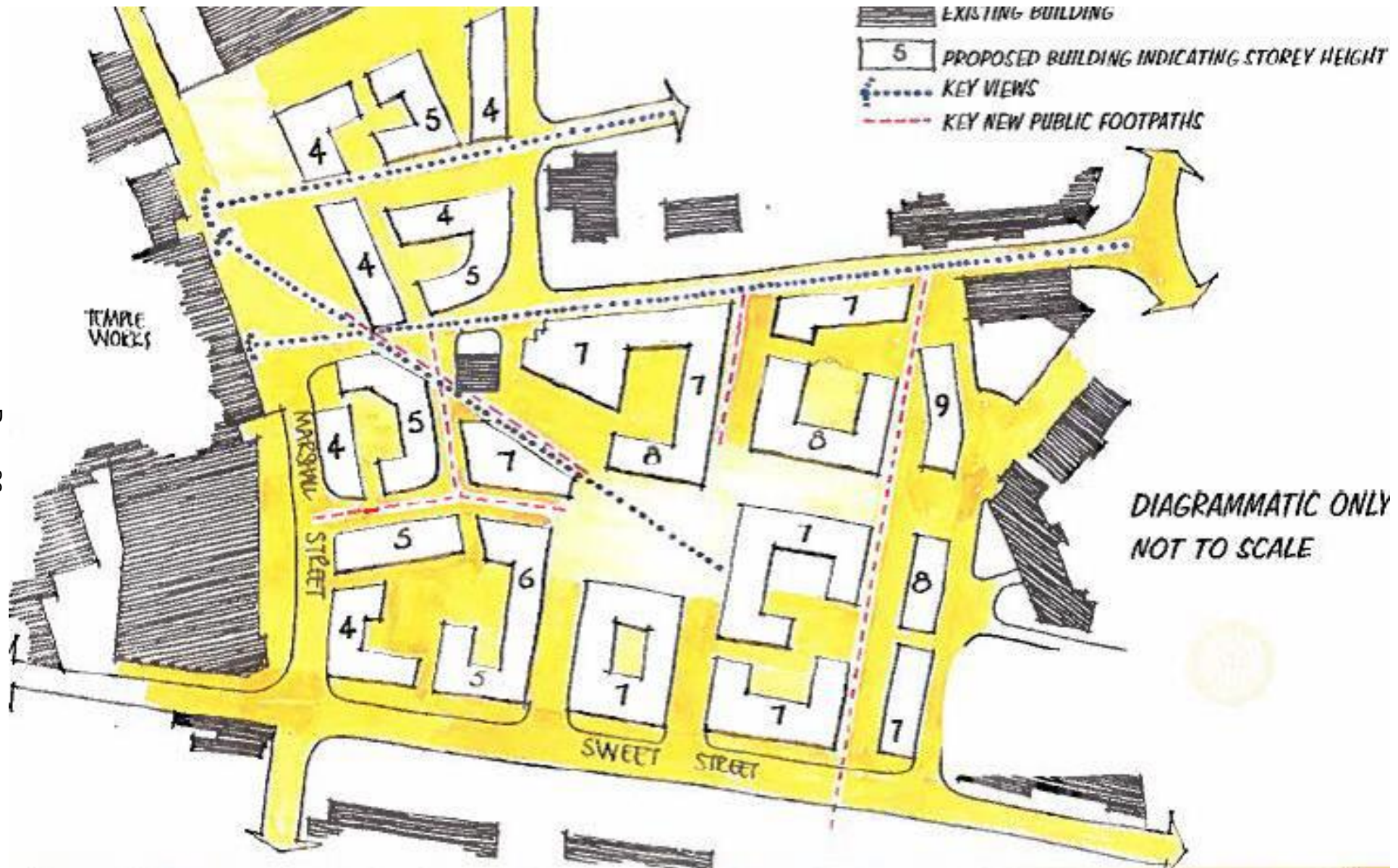
Plan 3 Current pre-application proposal

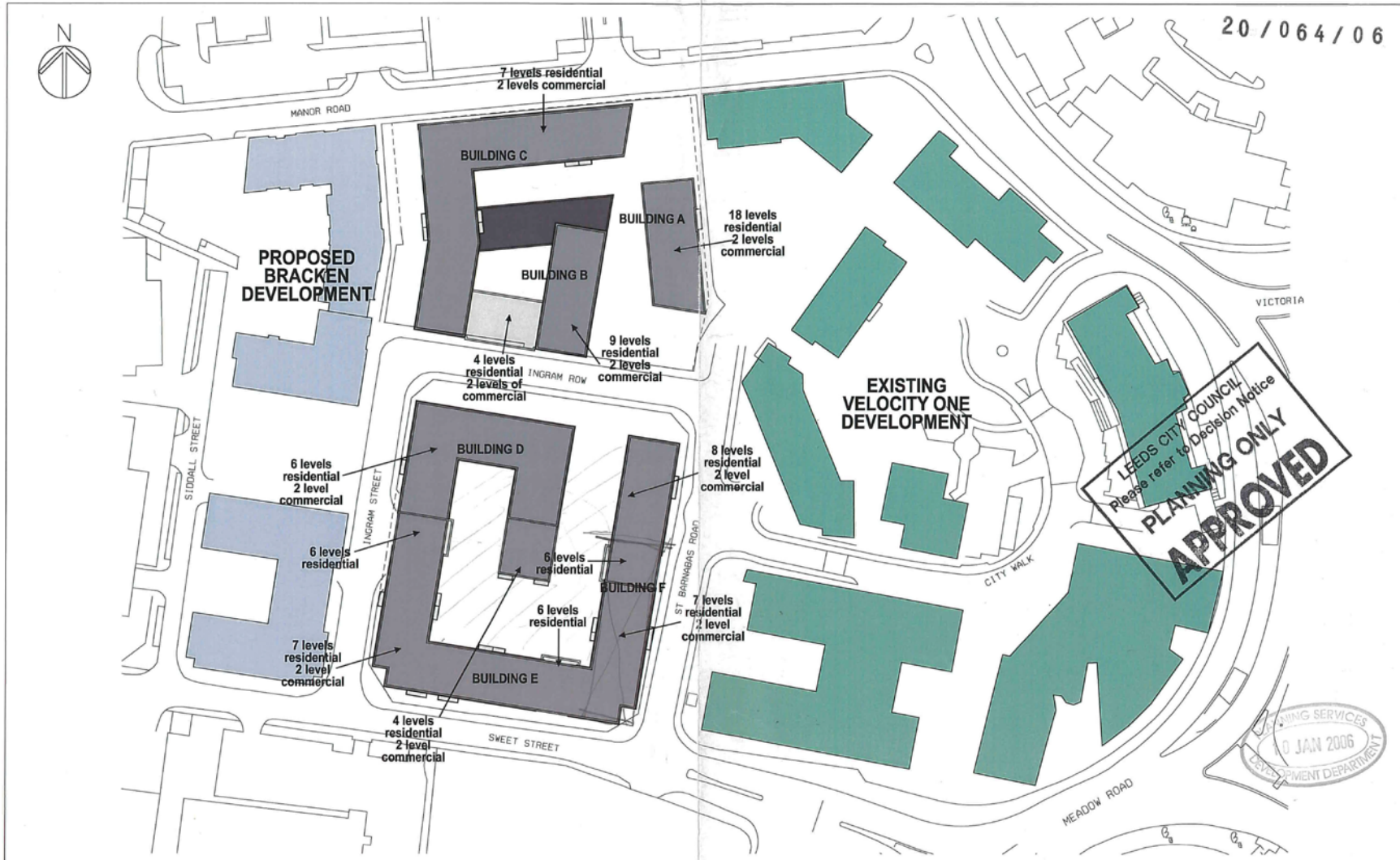
Background Papers:

Application files 20/64/06/OT and 20/160/06/RM

Holbeck Urban Village Revised Planning Framework 2006

Plan 1 - Holbeck Urban Village Revised Planning Framework 2006 Eastern Gateway





Rev A: Amendments to Building Heights following Client Review 11.07.05
 Rev B: Amendments to Building Heights following Planning Review 25.07.05
 Rev C: Amendments to Building Heights following Client Instruction 23.08.05
 Rev D: Amendments to building envelope, Building Heights and roof plan. Issued for Scheme Design Report 17.10.05
 Rev E: Building A updated and issued with Outline Planning Application 06.01.06

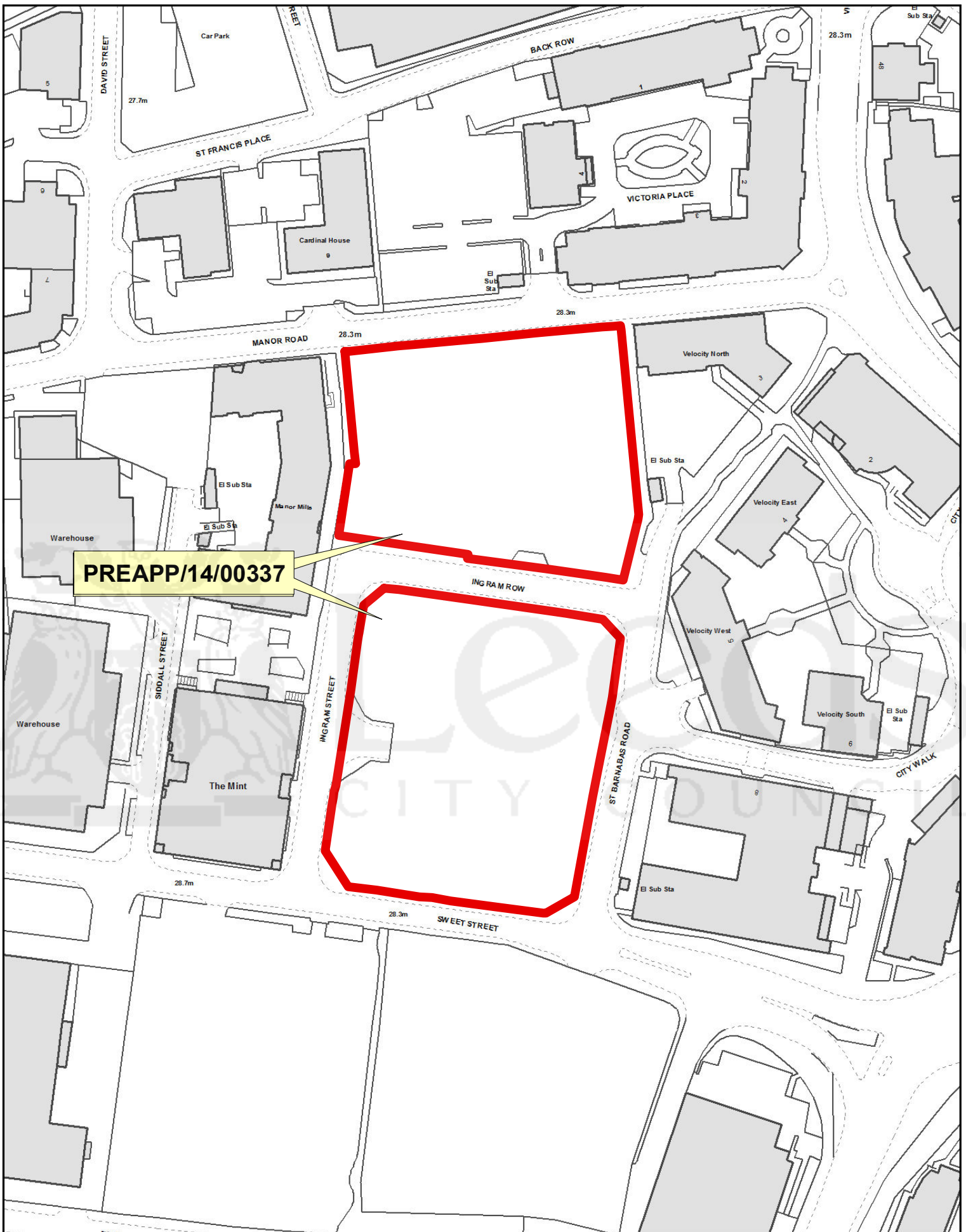


DRAWING: Building Heights Plan
 DATE: 06/06/05
 SCALE: 1:1000
 DRAWING NO.: 2696_00_402_E

Plan 3 - Current Pre-Application Proposal



Please note: This plan should be read in conjunction with the massing studies and contextual elevations included in the Feasibility Study.



PREAPP/14/00337

CITY PLANS PANEL

