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**CITY PLANS PANEL**

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**Meeting to be held in Civic Hall, Leeds on  
Thursday, 11th February, 2016  
at 1.30 pm**

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**MEMBERSHIP****Councillors**

P Gruen  
S Hamilton  
N Walshaw  
M Ingham  
J McKenna  
(Chair)  
A Khan  
K Ritchie  
E Taylor

C Campbell

R Procter  
G Latty

T Leadley

D Blackburn

# A G E N D A

Item No	Ward	Item Not Open		Page No
1			<p><b>SITE VISIT LETTER</b></p> <p><b>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</b></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>	

Item No	Ward	Item Not Open		Page No
2			<p><b>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF PRESS AND PUBLIC</b></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><b>RESOLVED</b> – 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>	
3			<p><b>LATE ITEMS</b></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><b>DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS</b></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>	

Item No	Ward	Item Not Open		Page No
5			<b>APOLOGIES FOR ABSENCE</b>	
6			<b>MINUTES - 21ST JANUARY 2016</b>  To receive the minutes of the meeting held on 21 <sup>st</sup> January 2016.	3 - 10
7	City and Hunslet		<b>REFERENCE 15/06578/FU PROPOSED REDEVELOPMENT OF TOWER WORKS,GLOBE ROAD, LEEDS, COMPRISING OFFICES, RESIDENTIAL ACCOMMODATION,SUPPORTING A1, A2, A3, A4 AND D1 USES AND PUBLIC OPEN SPACE</b>  To receive a report of the Chief Planning Officer detailing proposed redevelopment of tower works, globe road, Leeds, comprising offices, residential accommodation, supporting a1, a2, a3, a4 and d1 uses and public open space.	11 - 58
8	City and Hunslet		<b>PRE-APPLICATION REFERENCE PREAPP/15/00956 – PROPOSAL FOR MIXED USE RESIDENTIAL DEVELOPMENT AT LEFT BANK, FORMER HYDRO ALUMINIUM FOUNDRY, CLARENCE ROAD, HUNSLET, LEEDS 10</b>  To receive a report of the Chief Planning Officer detailing a proposal for mixed use residential development at Left Bank, Former Hydro Aluminium Foundry, Clarence Road, Hunslet, Leeds 10	59 - 72
9			<b>DATE AND TIME OF NEXT MEETING</b>  1.30pm Thursday 3 <sup>rd</sup> March 2016	

#### **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.

**Chief Executive's Department**

Governance Services

4<sup>th</sup> Floor West

Civic Hall

Leeds LS1 1UR

Contact: Phil Garnett

Tel: 0113 395 1632

Fax: 0113 395 1599

philip.garnett@leeds.gov.uk

Your reference:

Our reference: site visits

Date 2<sup>nd</sup> February 2016

To all Members of City Plans Panel

Dear Councillor

**SITE VISITS – CITY PLANS PANEL – THURSDAY 11<sup>th</sup> FEBRUARY 2016**

Prior to the meeting of City Plans Panel on Thursday 11<sup>th</sup> February 2016, the following site visits will take place:

10:30	City and Hunslet	Former Hydro Aluminum Site
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The site visit will involve a walk along the riverside towpath which may be muddy. The Chair has also agreed to save expenditure on the mini-bus and use the free water taxi which shuttles regularly between Granary Wharf and Leeds Dock. Therefore for those Members wishing to use the water taxi they are asked to meet in the Civic Hall ante-chamber for 9.55am for a prompt start at 10am and to wear suitable walking shoes.

For those not wishing to use the water taxi there are the following alternative transport options:

- take the no.70 bus from the Leeds Railway Station interchange to Leeds Dock – The service runs approximately every 10minutes and takes about 10minutes to reach Leeds Dock. It stops on Clarence Road with a fare of 50 pence per journey but is free for people with Metro cards. There is a departure at 10.08 and 10.17.

- Drive to Clarence Road. There are free short stay parking bays on Clarence Road and adjoining streets allowing parking for 2 hours.

For those making their own way to the site please meet at the junction of Armouries Drive and Clarence Road for 10.30am

Yours sincerely  
Phil Garnett  
Governance Officer

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## CITY PLANS PANEL

**THURSDAY, 21ST JANUARY, 2016**

**PRESENT:** Councillor J McKenna in the Chair

Councillors P Gruen, R Procter,  
D Blackburn, S Hamilton, G Latty,  
T Leadley, M Ingham, A Khan, K Ritchie,  
E Taylor, B Selby and B Cleasby

**86 Appeals Against Refusal of Inspection of Documents**

There were no appeals against refusal of inspection of documents.

**87 Exempt Information - Possible Exclusion of Press and Public**

There were no resolutions to exclude the public.

**88 Late Items**

There was one late item submitted to the agenda for consideration. Agenda Item 8 "Position Statement for residential development of 503 houses, conversion of a former hospital administration block, demolition of the former Villa building, associated infrastructure, including two new vehicle access points to A64, public open space and retention of Clock Tower( APP. REF. 15/07300/FU)" Minute No. 94 refers.

**89 Declarations of Disclosable Pecuniary Interests**

No declarations were made.

**90 Apologies for Absence**

Apologies for absence were received from Cllr Campbell (Cllr Cleasby in attendance as substitute) and Councillor Walshaw (Cllr Selby in attendance as substitute).

**91 Minutes - 17th December 2015**

**RESOLVED** – That the minutes of the meeting held on 17<sup>th</sup> December 2015 be approved as a correct record subject to the amendment to below:

Minute 82 "Application 15/06583/OT Land between Barrowby Lane and Manston Lane, Thorpe Park, LS15"

To insert: "The outstanding sequential / impact assessment information had been provided and assessed and was considered acceptable"

Draft minutes to be approved at the meeting  
to be held on Thursday, 11th February, 2016

To remove from Resolution (1): “Satisfactory outcome regarding consideration of the additional sequential/impact assessment information.”

## **92 Matters Arising From the Minutes**

### Minute No. 81 Matters Arising From The Minutes

The Head of Planning Services reported to the Panel that a response from Miller Homes had been received following the Council’s approach to work constructively with them. The letter of 23<sup>rd</sup> December 2015 highlighted that Miller Homes were not willing to withdraw their appeals but wanted to work co-operatively with the Council. The Panel confirmed that the Council would defend its position.

**RESOLVED** – That all Plans Panel Members receive a copy of the letter from Miller Homes.

### Minute No. 84 PREAPP/1500757 Central Arcade LS1

Members wished to make it known to the developer that they felt the entrance to the Central Arcade would benefit from alterations and improvements to its appearance.

**RESOLVED** – That officers make contact with the developer to convey the Panel’s views about the appearance of the entrance to the Central Arcade.

## **93 OUTLINE APPLICATION FOR MIXED USE REDEVELOPMENT INCLUDING A1,A3, A4 and A5 USES, OFFICES (B1), RESIDENTIAL (C3), MEDICAL CENTRE (D1), COLLEGE (D1), STUDENT RESIDENTIAL ACCOMODATION, MULTI-STOREY CAR PARK, BASEMENT CAR PARKING, ACCESS AND OPEN SPACE ON LAND AT QUARRY HILL (APP. REF. 14/06534/OT)**

The Chief Planning Officer submitted a report which set out an application for mixed use redevelopment including A1, A3, A4 and A5 Uses, Offices (B1), Residential (C3), Medical Centre (D1), College (D1), Student Residential Accommodation, multi-storey car park, basement car parking, access and open space on land at Quarry Hill.

Site photographs and plans were displayed and referred to throughout the discussion of the application.

Representatives from Caddick addressed the Panel in relation to the application and highlighted the following issues:

- That Caddick have been responsible for many high quality developments that have been completed in other cities across the UK



and that the company intended to create something special at Quarry Hill;

- The importance of getting a planning consent in order to progress the scheme;
- That the development was large scale and would take place over 6 phases, the phasing plan yet to be confirmed. It was noted that this plan was flexible;
- The central pedestrianized route would be maintained and be a feature of the development;
- The car parking provision for each of the buildings was explained to Members and it was confirmed that underground parking would form part of the development. There would also be a maximisation of surface parking on the site;
- There was an agreement in place with Caddick and Leeds City Council for a multi storey car park to be built and it would be built once it was established whether it was viable to do so or not;
- Contact had been made with educational establishments about possibly using part of the development. Furthermore discussions had also taken place with a student housing operator for one of the plots; and
- That Caddick were committed to deliver this project and that the development would be a positive one for the City.

In response to Members comments and questions, the following was discussed:

- Details of how the viability would be assessed for the construction of the multi-storey car park and the likelihood of finding an operator to run it;
- The options for what could be developed if it was found that there was no demand to build a multi-storey carpark. It was confirmed that Planning Permission would have to be sought for any development should the multi-storey car park not be built. However it was expected that there would be sufficient demand for parking to build the multi-storey car park;
- The parking provision for residential parts of the development. It was confirmed that there would be parking provision in place but that not all residential units would be allocated a space. Parking spaces would be optional to either buy or rent.
- The importance of bringing forward the site in a coherent and timely manner following the strategic master plan that had been presented;
- The A64 footbridge and the possibility of improving it to allow for good pedestrian and cycle access. It was confirmed to Members that Caddick were under obligation to provide finance for these improvements;
- Water discharge from the site, and whether, following the site's construction, it would contribute to the flooding problems Leeds had recently experienced was considered in detail. Officers assured

Members that adequate drainage provision would be secured as part of the development through appropriate planning conditions and that any change in policy at the time of implementation would be complied with by the developer. It was confirmed that this site was not in a high risk flood zone;

- In discussion it was confirmed to the Panel that once construction begins there would be provision made for people to be dropped off outside the West Yorkshire Play House;
- The relationship of the large DSS building and its visual effect against the new development and surrounding area was discussed. It was confirmed that from certain angles the view of the DSS building would be restricted.

Members were keen for this development to progress quickly and were pleased with both the design and layout presented.

## **RESOLVED –**

That the application be approved in principle and that the final decision be deferred and delegated to the Chief Planning Officer subject to specified conditions outlined in the appendix at the end of the submitted report (and such other conditions as he may consider appropriate) and following the completion of a Section 106 Agreement to secure the following:

- (a) Requirement for public access to and maintenance of all routes through the scheme and public spaces;
- (b) The provision of on-site Affordable Housing (5% of the total number of units to be provided on site, 40% of these to meet the needs of households on the lower quartile of earnings and 60% of these to meet the needs of households on the lower decile of earnings)
- (c) Travel Plan initiatives:
  - i) £34,000 for free trial car club membership package for residents and staff
  - ii) Provision of 3no. car club parking spaces
  - iii) £10,210 Travel Plan Review fee
- (d) Up-grading of bus stop on York Rd to include real time display (£20,000)
- (e) Money for off-site highway works £213,765 – for improvements to junctions and crossings;
- (f) Management and pricing strategy for Multi Storey Car Park;
- (g) Safety improvement works to the footbridge over the A64(M) (£50,000); and
- (h) Local Employment Initiatives together with such ancillary clauses as the Chief Legal Officer shall consider appropriate.

**94 Position Statement for residential development of 503 houses, conversion of a former hospital administration block, demolition of the former Villa building, associated infrastructure, including two new vehicle access points to A64, public open space and retention of Clock Tower( APP. REF. 15/07300/FU)**

The Chief Planning Officer submitted a report which provided a position statement with regards to Planning Application 15/07300/FU for a residential development of 503 houses, conversion of a former hospital administration block, demolition of the former Villa building, associated infrastructure including two new vehicle access points to A64, public open space and retention of Clock Tower on land at Seacroft Hospital, York Road, Leeds, LS14 6UH.

Site photographs and plans were displayed and referred to throughout the discussion of the application.

Further issues highlighted in relation to the application included the following:

- That the site was allocated for housing it being part green field and part brown field;
- The site would have two entrances which would be linked by a central spine road;
- The Clock Tower which formed part of the original hospital buildings on the site would be retained as would some of the existing trees, alongside planting of new trees. There was also provision for public space within the development, although slightly less than normal due to the site abutting a park;
- Confirmation that there would be 905 allocated parking spaces for residents and 101 visitor spaces;
- Flooding issues were addressed and plans to alleviate the possibility of flooding were explained to Members, with the possibility that water storage could be included to allow for slower run -off;
- That the site had been designed so that a secondary school could be built to the eastern side of the development; and
- It was confirmed that 15% of the total proposed residential units would be affordable housing and that a contribution of £964k would be made to the CIL (Community Infrastructure Levy).

The Head of Planning Services commented that highways and air quality issues were key considerations that needed to be addressed together for this site and would need to be progressed once formal comments from consultees were received.

In response to Members comments and questions, the following was discussed:

- In relation to parking provision Members sought clarification that planning permission would be required should any residents wish to convert the garages into habitable rooms in the future;
- Consideration was given to the clock tower including its possible community use and the likely costs of maintaining it;
- The mix of housing was discussed. Members felt that more two bedroomed properties should be included within the development. Extra housing for the elderly was also considered essential. The Panel also questioned the standard that the homes would be built to and considered it important that they matched the “Leeds Standard”;
- In relation to the proposed 15% affordable housing, Members asked that it be considered that coal seams exist in the area and as such the costs relating to any necessary ground stability works could possibly affect the viability of the level of affordable housing being proposed;
- Members felt that they would expect assurance from the developers that they had conducted all enquiries with respect to highways, public transport and air quality. Currently Members felt that they were not in a position to pass comment;
- Members considered that the designs presented for the houses and the apartment buildings needed further improvements. The Head of Planning Services considered that the apartment block replacing the “arts and crafts” building did not look right proportionally in terms of the relationship between the window sizes and solid elevations and further work was needed to improve this design;
- Members requested that consideration be given to keeping the “arts and crafts” building;
- The Panel discussed the possibility of a school being built on the land to the east of the development. Members established the access arrangements for the school and the route buses would be likely to take should it be built; and
- Members noted that it was likely to take up to five years to develop this site and that thought would need to be given to the traffic on the busy road running past the site and how this would affect local residents.

The Chief Planning Officer commented that the development of the site in relation to secondary school provision faced two uncertainties these being the East Leeds Extension and if the school was to be built who would pay for it.

The architect for the site addressed the Panel commenting that the demolition of the “arts and crafts” building currently on the site was an essential part of the development due to it responding negatively to the public realm area which looked over the clock tower.

Members responded to the questions featured at paragraph 11.1 of the submitted report as follows:

1. The design of the accommodation required further work. The separate blocks appeared disjointed and disparate when viewed in relation to each other and the illustrations did not demonstrate the possible quality of the accommodation;

2&3. The approach to greenspace provision was supported;

4. The housing needed to meet the quality and mix promoted by the Leeds Standard and the Council's adopted policy on housing mix. Homes for the elderly should also be considered;

5. More information required on the potential highway impact including the conclusions of the Council's Highway Services and the potential cumulative impact of this and other development in the area on the highway network;

6. Potential drainage impact and flood risk mitigation needed to be addressed by the proposals, particularly for communities further downstream;

7. More certainty is required in relation to the proposed school provision on the site and Children Services should attend Panel when the proposal is next brought to Members;

**RESOLVED** – That the contents of the report be noted.

## **95      Date and Time of Next Meeting**

1.30pm, Thursday 11<sup>th</sup> February 2016.

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Originator: Tim Hart

Tel: 3952083

## Report of the Chief Planning Officer

### CITY PLANS PANEL

11<sup>TH</sup> FEBRUARY 2016

**REFERENCE 15/06578/FU PROPOSED REDEVELOPMENT OF TOWER WORKS, GLOBE ROAD, LEEDS, COMPRISING OFFICES, RESIDENTIAL ACCOMMODATION, SUPPORTING A1, A2, A3, A4 AND D1 USES AND PUBLIC OPEN SPACE**

#### APPLICANT

Carillion (Maple Oak) Ltd

#### DATE VALID

4<sup>th</sup> November 2015

#### TARGET DATE

3<sup>rd</sup> February 2016

#### Electoral Wards Affected:

City and Hunslet

Yes

#### Specific Implications For:

Equality and Diversity

☐

Community Cohesion

☐

Narrowing the Gap

☐

**RECOMMENDATION: DEFER and DELEGATE to the Chief Planning Officer for approval subject to the specified conditions identified in Appendix 2 (and any others which he might consider appropriate) and also the completion of a Section 106 agreement to include the following obligations:**

- The provision of 9 affordable housing units equivalent to 5% of the total number of units;
- £20,000 for implementing traffic control measures to be provided in the event that on-street parking problems arise as a result of the development
- Compliance with agreed Green Travel Plan measures and a review fee of £7,100;
- Provision of cycle hire facility within the scheme;
- 1 car club space to be provided within the site and £25,000 contribution covering incentives and membership for businesses and residents;
- £30,000 only if a bus service is operational on Globe Road or Water Lane within 10 years of first occupation of the first phase;

- **24 hour public access through the site;**
- **Local employment and training initiatives;**
- **Section 106 management fee (£2250).**

**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.**

## **1.0 INTRODUCTION**

- 1.1 Tower Works closed in 1978 followed by significant demolition during the 1980's leaving a largely unoccupied site other than for remaining listed buildings which stood in isolation. An initial phase of redevelopment of the Tower Works site was completed in 2011-2012. Planning permission is now sought to redevelop the remainder of the site which forms an important stepping stone between the city centre and Holbeck Urban Village.
- 1.2 In March 2015, following a competitive bid process, Carillion was selected by the Homes and Communities Agency to deliver the mixed use redevelopment of the remainder of the site (excluding the Engine House). Subsequently, pre-application discussions based on the proposals developed through the bid process began in April 2015. The applicant's team presented the emerging pre-application proposals to City Plans Panel on 11<sup>th</sup> June 2015 following a site visit by Members. A copy of the minutes of that meeting is attached as Appendix 1. The developer intends to commence phased construction of the scheme during June 2016.

## **2.0 SITE AND SURROUNDINGS**

- 2.1 The Tower Works site is located on the north side of Globe Road to the west of the junction with Water Lane. The Leeds-Liverpool canal abuts the northern boundary of the site with the canal bridge leading to Granary Wharf and the new Southern Station Entrance to Leeds City Station just 70 metres to the east.
- 2.2 The site comprises 1.17 hectares of brownfield land. It was originally established as a card clothing pin works in the 1860s and underwent major expansion in the 1890's and 1920's before finally closing in 1978. Demolition in the 1980's and during the last decade removed a significant number of the late 19<sup>th</sup> century and later sheds which previously covered the site. Five of the surviving buildings are listed: The Engine House, 6-8 Globe Road, and three towers. The smaller ornate tower, built in 1864 in the centre of the site, is based upon the Lamberti Tower in Verona. The largest, and most ornate tower, was built in 1899 close to Globe Road is based upon the Giotto campanile in Florence. The third tower, often referred to as the Little Chimney, was built close to the north-east site boundary in 1919, is plainer than the earlier ones and thought to represent a Tuscan tower house. 6-8 Globe Road, and the extension at its western end, is occupied by a number of small businesses. Landscaping between 6-8 Globe Road and the Giotto tower was completed to a high standard as part of the initial phase of development whereas the surface treatment in the remainder of the site is largely of a temporary nature awaiting redevelopment.
- 2.3 Beyond the boundary wall to the north-east there is a surface car park accessed from Wharf Approach. This car park has been the subject of a previous planning



permission for three buildings, comprising office and residential accommodation (11/01976/EXT). City Plans Panel received a pre-application presentation regarding revised proposals for that site on 26<sup>th</sup> November 2015 for a wholly residential scheme involving three taller blocks. Hol Beck runs adjacent to the site at its south-eastern corner. On the opposite side of Globe Road to the south is a vacant piece of land most recently used as a surface car park with the Round Foundry development beyond. 16 Globe Road known as the Antiques Centre/Globe Quay (last in office and storage use) to the west of the site is a four-storey grade II listed building positioned close to the canal with a long courtyard between the building and Globe Road. Between that property and the railway viaduct is another piece of brownfield land also last used for surface car parking.

- 2.4 The site falls within the boundary of the designated Holbeck Urban Village Planning Framework Area and the Holbeck Conservation Area.

### **3.0 PROPOSALS**

- 3.1 The current proposals comprise 10 new buildings to be constructed in three phases working from the west to the east of the site. The buildings incorporate 160 residential units and over 11,800m<sup>2</sup> of new office floorspace. Generally, residential uses are primarily located in buildings towards the west of the site and office uses (B1) in buildings on the eastern half. A mix of active uses, including shops, restaurants and cafes, and drinking establishments are proposed at ground level of the buildings adjacent to new public routes.
- 3.2 The buildings are arranged as shown on the plan in Appendix 3 with a series of pedestrian routes and public spaces crossing the site:

#### **Building A**

This building would be located on the northern edge of the site alongside the canal towpath and abutting 16 Globe Road on the west boundary. It would be seven storeys (24.5m) in height with roof accommodation resulting in a maximum height of 28.6m. The western end of the building would step down to four storeys and back 4 metres in response to Globe Quay directly to the west. The building would incorporate a two storey (6 metre) 6.8 metre wide cut providing a route from the canal through to the area to the rear of the Engine House and beyond. The cut, together with a different treatment of fenestration above it, would help to break down the scale of the building. The majority of the ground floor of the building would be in commercial use (A2/A3/A4/B1 or D1 uses) with 19 apartments in upper floors of the building.

#### **Building B**

Building A returns to the south towards its western end to form building B. It is the same height as Building A and following revision is splayed increasingly away from the boundary with Globe Quay along its western elevation. The building would contain 33 apartments.

#### **Building C**

This predominantly residential building runs perpendicular to the southern end of Building B and is attached to it by a narrower 6 storey section. It is nine storeys in height (30.8 metres), plus the rooftop accommodation. The western flank wall of the building abuts the Globe Quay boundary and the eastern end extends to 6 metres

from the rear of the Engine House. The combined ground floor of this building and Building B would house a 14 space car park and a commercial unit and management suite, together with supporting bike and bin stores and areas of plant.

#### Building D

This building is situated 4.2 metres to the north of the Verona Tower (30.1 metres tall) and runs up to the northern boundary abutting the canal towpath. It would be six storeys (21.4m) in height with rooftop accommodation resulting in a maximum height of 25.2 metres. The building incorporates a two storey high colonnade, 4.5 metres in depth, along its western edge. The north eastern corner of this building is splayed in response to the alignment of the site boundary. The ground floor fronting the canal and public spaces would be largely commercial with access to the 12 residential apartments located at upper floors from the east side of the building.

#### Building F

This building is situated 4.2 metres to the south of the Verona Tower and runs towards 6-10 Globe Road. The building reflects the height and form of Building D to the north of the tower. The uses would be organised in a similar way to building D with commercial uses at ground floor fronting the Verona Tower and the main piazza, with 14 apartments located within the upper floors.

#### Building G

The ground floor footprint of this building on the north-eastern boundary to the east of Buildings D and F is largely triangular. It would have an acute southern corner pointing towards 6-10 Globe Road. The north-eastern extruded wing would abut the site boundary with the remainder of the elevation set back 3 metres from it. The footplate of the building reduces with height. It would be seven storeys (23.9m) in height with roof accommodation resulting in a maximum height of 27.8m. The northern segment of the building would be five storeys (17.4m) in height. The majority of the ground floor would be in commercial use with a cycle hire shop identified in the northern segment of the building. There would be 29 apartments in the upper levels of the building.

#### Building J

This office building would comprise two linked elements on the north-eastern boundary to the south and east of the Little Chimney. It would be six storeys (26.0m) in height with roof accommodation resulting in a maximum height of 30.4m. The building would be inset 3 metres from the north-eastern boundary following the alignment of buildings D, G and K. The centrally located link would be inset from the forward elevations of the building and include a large double height space. The building would have glazed bridge links to Building L at second and third-floor levels.

#### Building K

This pentagonal-shaped commercial building is proposed in the eastern corner of the site abutting the Hol Beck to the south and the southern limb of the car park to the east. It would be five storeys (22.1m) in height with roof accommodation resulting in a maximum height of 25.4m. The upper floors of the building would be offices whereas the ground floor could potentially be a shop (A1) or offices.

#### Building L

Building L would be located alongside Globe Road abutting the east of 6-10 Globe Road. It would provide office accommodation. It would be four storeys (18.2m) in height with roof accommodation resulting in a maximum height of 22.6m. On the Globe Road frontage, the first floor would be inset from the other levels to reduce the apparent scale of the building. There would be a two storey high cut in the building providing vehicular access into the eastern end of the site.

#### Building N

The refurbishment of 6-10 Globe Road and its extension was completed in 2012 and is already occupied.

#### Building P and Q

This primarily residential building containing 15 units, including 9 affordable units, at the west end of the site fronting Globe Road and abutting the Globe Quay boundary wall. It would be 4 storeys (15.9m) in height with roof accommodation resulting in a maximum height of 19.6m. In common with Building L, the first floor of the Globe Road elevation would be inset from other levels. A two-storey entrance route would be formed at the eastern end of the building providing vehicular access to the western side of the site. The north elevation would incorporate access to garage spaces at ground floor with directional windows to the townhouses above. A commercial unit is proposed at ground floor fronting Globe Road.

The listed Engine House does not currently form part of the development but it is likely that the applicants will acquire the building from the Council in the coming weeks. It is likely that the building would contain a micro-brewery and an art house cinema. There are no proposals for the towers which will be retained by the Council as heritage assets in perpetuity.

#### Spaces, routes and connections

- 3.3 A large public space piazza is proposed at the heart of the development (approximately 45 metres by 45 metres excluding the Engine House). As a fundamentally pedestrian environment there are other interconnected spaces around the site, each with its own character, flanked by active uses at ground floor of buildings.
- 3.4 The masterplan has been informed by the routes to the city centre, emerging proposals on the adjoining car park site, intended connections through the site towards Holbeck and the desire to retain key views of the listed towers. The principal north-south pedestrian route runs between Globe Road and the canal towpath through the principal public open space to the east of the Giotto Tower. A parallel route would run to the east of buildings D and F to the east of the Verona Tower. Diagonal public routes would be located between the entrance archway of 6-10 Globe Road and the Little Chimney, and from Globe Road to the west of building K albeit the usability of these latter routes is dependent upon the redevelopment of the neighbouring car park site coming forward. A further aspirational route is identified between buildings C and P to the west although this route is dependent upon rights of access being agreed over the courtyard to the front of Globe Quay.
- 3.5 Two points of vehicular access are identified from Globe Road via routes formed through buildings L and P. The routes provide access for servicing and delivery

vehicles, emergency vehicles, refuse vehicles and to 29 car parking spaces (8 disabled person's spaces; 1 car club space and 20 spaces for the residential accommodation).

- 3.6 The canal towpath abutting the site boundary to the north would be upgraded to assist and encourage its use and improve pedestrian connection with the city centre. Additionally, the Globe Road footway abutting the site would be widened and resurfaced to assist pedestrian movement and to help reduce the speed of vehicles using the road. A new pedestrian crossing would be provided across Globe Road, potentially outside the historic entrance archway of 6-10 Globe Road, albeit its position will be reviewed as detailed design comes forward and in response to desire lines to the south.

#### Residential accommodation

- 3.7 The location and size of the residential accommodation is identified below:

- 37, one-bedroom flats would be located in buildings A, B, G and P. These would comprise 4, one person flats 39-43m<sup>2</sup>; and 33, two person flats 47-64m<sup>2</sup>.
- 69, two-bedroom flats would be located in buildings A, B, D, F, G and P. These would comprise 21, three person flats 62-65m<sup>2</sup>; and 48, four person duplex flats 69-111m<sup>2</sup>.
- 48, three-bedroom flats in buildings A, B, D, G, P and Q. These would comprise 14, five person flats 91m<sup>2</sup>; 18, six-person flats 94-141m<sup>2</sup>; and 16, six person duplex or triplex flats 107-169m<sup>2</sup>.
- 6, four-bedroom 8 person townhouses (five storey) in building Q 171-184m<sup>2</sup>.
- Each of the properties (9) in building P would be affordable. This equates to 5.6% of the total of 160 dwellings across the site.

Unit type	Area (m <sup>2</sup> )	Number	Total	Percentage		Leeds Standard (m <sup>2</sup> )
1 bed 1 person	39-43	4				38
1 bed 2 person	47-64	33	37	23%		47
2 bed 3 person	62-65	21				60
2 bed 4 person	69-84	36				69
2 bed 4 person duplex	83-111	12	69	43%		77
3 bed 5 person	91	14				84
3 bed 6 person	94-141	18				93
3 bed 6 person duplex	107-133	13				99
3 bed 6 person triplex	142-169	3	48	30%		104
4 bed townhouse	171-184	6	6	4%		
		160	160	100%		

Many of the dwellings benefit from external balconies or roof terraces. Most of the flats will comply with Lifetime Homes standards.

## Materials and sustainability

- 3.8 The primary building materials identified are red brick, slate and glass. It is proposed that these would be supplemented by stone coloured render to the set-back elements on Globe Road responding to the materials at 6-8 Globe Road. Accents of black metal cladding are proposed on the garage and front doors of the townhouses. The frontages to commercial units would be extensively glazed with piers of brickwork connecting down in a regular rhythm from above.
- 3.9 A variety of paving sizes and colours are proposed to respond to the changing character of the spaces and to define routes and connections through the site. These include concrete block paving as the main base material; granite flag paving around the base of each tower; granite setts at vehicular entrances and defining the edge of water features; and larger, engraved, granite units forming the water features and as a central band crossing the site. This would be supplemented by the use of areas of soft landscaping in the form of prairie-style planting; raised lawn and semi-mature tree planting. The three water features comprise two shallow edge pools with centrally-located jets of water and feature lighting; and a dry plaza interactive fountain with 36 programmable jets and associated lighting. New lighting and street furniture would be of a high quality and contemporary design with seating integrated into the landscape. Materials include corten steel planters and granite and hardwood timber seating. A detailed landscape maintenance specification will be prepared to ensure that the site is well-maintained.
- 3.10 The development seeks to achieve high sustainability standards. BREEAM “Excellent” for all non-domestic buildings and Code for Sustainable Homes Level 4 for all dwellings would be achieved through a range of measures including:
- Orientation of the majority of buildings optimises levels of daylight and reduces demand on artificial light and heating;
  - Introduction of saw-tooth roof forms with rooflights on the northern face and photovoltaic cells on the southern face;
  - High standards of thermal performance, high specification glazing, efficient artificial lighting and selection of sustainable materials;
  - A gas-fired combined heat and power plant;
  - Green and brown roofs to encourage wildlife and biodiversity;
  - Rainwater attenuation and SUDS drainage, and finished floor levels set at a level to minimize the impact in the event of flooding;
  - Green Travel Plan including promotion of sustainable forms of transport, including a community cycle hire and car club scheme and limited car parking spaces on site (a total of 28 car parking spaces).
- 3.11 In summary, the development proposes:
- 160 residential units ranging from 1 bedroom flats to 4 bedroom townhouses. 9 (>5%) of the units would be affordable in line with the adopted planning policy for this part of the city.
  - 11,808m<sup>2</sup> of commercial B1 office space.
  - Up to 366m<sup>2</sup> of A1 retail space.
  - 1,447m<sup>2</sup> of A2 office, A3 restaurant, café, A4 drinking establishments; and 180m<sup>2</sup> of non-residential D1 space.
  - Around 50% of the site laid out as public realm including new public routes across the site.

- BREEAM “Excellent” for all non-domestic buildings and Code for Sustainable Homes Level 4 for all dwellings.

3.12 The application is supported by the following documents:

- Design and access statement
- Air quality assessment
- Coal recovery report
- Heritage statement
- Biodiversity survey and report
- Mineral report
- Geo-environmental site investigation
- Planning statement
- Statement of community involvement
- Transport assessment
- Travel Plan
- Drainage statement
- Energy statement
- Flood risk assessment and sequential assessment
- Noise and vibration assessment

## **4.0 RELEVANT PLANNING HISTORY**

- 4.1 Several planning permissions have been granted for redevelopment of the Tower Works site since 2004 culminating in application 08/05144/FU approved on 19<sup>th</sup> October 2009. Permission was granted for demolition, new build and change of use to provide a major mixed use scheme comprising B1 (offices); C3 (approximately 117 residential units); D1 (Community facilities), A1 (retail); A3 (café) and A4 (bar) uses with a combined heat and power plant, ancillary public open space and landscaping; and use of land at Water Lane as a temporary car park. The heights of the buildings typically varied between 7 storey fronting the canal and at the eastern end of the site, and 5 storey fronting Globe Road and within the heart of the site. A variation to this permission (10/02604/FU) involving changes to Block B was approved on 1<sup>st</sup> April 2011. Only Phase 1A of the redevelopment, involving alterations to 6-8 Globe Road; the construction of Block B to its west; and temporary landscaping has been completed.
- 4.2 In March 2015, following a competitive bid process, Carillion was selected by the Homes and Communities Agency to deliver the mixed use redevelopment of the remainder of the site. Pre-application discussion regarding the current proposals commenced in April 2015.
- 4.3 The proposals were presented at pre-application stage to City Plans Panel on June 11<sup>th</sup> 2015 (PREAPP/15/00275). A copy of the minutes of that meeting is appended to the end of this report. Following the comments made at the meeting the neighbouring buildings have been re-sited a little further away from the Verona Tower to improve the relationship and create the opportunity for further usable space; the north-eastern edge of the development has been remodelled to respond to the emerging proposals on the off-site car park site; the proposed building on western boundary has been reconfigured to pull it away from the boundary with Globe Quay; and the applicant has removed a proposed layby on Globe Road and confirmed that the footway will be widened and a pedestrian crossing provided. Details will be presented to Members at the City Plans Panel meeting.

4.4 There have been several unimplemented planning permissions close to the site:

- On land to the west of 16 Globe Road (plot 1, 8 storeys and plot 2, 7 storeys) and to the south-west of Globe Road (plot 4A, 8 storeys and plot 4B, 7 storeys) outline permission was granted to West Register on 31.7.14 for a mixed use development comprising a hotel, residential, A2, A3, A4, A5, B1 and D1 uses (13/03647/OT).
- Permission was granted for a 5 storey hotel on the triangular piece of land to the south of Globe Road on 29<sup>th</sup> November 2010 (08/05440/FU).
- 3 buildings (2 storey offices; 6 storey offices and 7 storey residential over car park) on the car park immediately to the north-east of the Tower Works site was approved on 25<sup>th</sup> November 2011 (11/01976/EXT). This is the car park site which City Plans Panel received a pre-application presentation for emerging proposals in November 2015.

## 5.0 PUBLIC / LOCAL RESPONSE

5.1 Prior to submission of the application the developer presented the scheme to Leeds Civic Trust. The developer also held a public consultation event. Site notices were displayed around the site on 27<sup>th</sup> November 2015 and the application was advertised in the YEP on 26<sup>th</sup> November 2015. The application was re-advertised on 14<sup>th</sup> January 2016 following the receipt of revised plans.

5.2 Leeds Civic Trust (LCT) supports the application for residential, office and other uses which should successfully complete the regeneration of this important historic site. The permeability helps to connect the scheme to the wider area and connections to the south and east are fundamental to the success of the scheme.

5.2.1 LCT still has concerns about the scale of the development around the towers and their relative prominence as a result, including in long-distance views from Whitehall Place. LCT states that the landmark quality of the towers is a particular attribute of Leeds which contributes to its unique identity and must be retained.

5.2.2 LCT suggest that it is unclear how parking under the residential blocks will be allocated whilst provision should be made for parking for visits to businesses in the area. The introduction of water into the site is welcome but it is important that the public realm is well managed.

5.2.3 LCT welcome the larger residential units though might wish to see more.

## 6.0 CONSULTATION RESPONSES

### Statutory:

#### 6.1 Coal Authority

The applicant has addressed the requirements of Policy MINERALS 3 of the adopted Leeds Natural Resources and Waste Local Plan by the submission of a Coal Recovery Report, which demonstrates that the prior extraction of surface coal resources would not be viable as part of this proposed development. Therefore, the Coal Authority has no objection to this planning application.

6.2 **Transport Development Services** - response received prior to revised plans being submitted. Revised comments were not available when this report was finalised. Officers will update Members verbally with any revised comments.

The key permeable routes indicated will support the development being cycling and pedestrian friendly with a large part of the development vehicle free. However, improvements to Globe Road will be required to further improve the links for cycling and walking, including a controlled crossing.

Access to the development for emergency, refuse, delivery and other servicing vehicles, including large removal vehicles, will be required as there will be no scope for servicing from the highway. Vehicle tracking diagrams shows little clearance from buildings and height clearance is below that specified in the Street Design Guide.

The 28 car parking spaces proposed and the allocation of these spaces is acceptable given the nature of the development and its sustainable and accessible location within the Holbeck Urban Village. The proposal for 3 car club bays is likely to be adequate but demand should be monitored over time to assess need.

The Transport Assessment should examine the sustainable credentials of the site to demonstrate that residents in particular can live without reliance on a car. A Travel Plan will be required with robust measures appropriate for the low-car nature of this development. Provision of long stay cycle parking above the UDP levels is advised. Provision for Electric Vehicle and electric bikes will be required as will provision for motorcycle/scooter parking.

Improvements to Globe Road, including widening of the footway (option of shared use to be considered) / narrowing of the carriageway and provision of a controlled crossing will be required, for pedestrian, cycle and disabled access and safety. If supported by the highways improvements, there are no road safety concerns.

### **6.3 Historic England (HE)**

The Tower Works site is a unique, landmark site within a most important historic area. The current proposals will change the character of the site and reduce the dominance of the towers. HE previously accepted a high level of building on the site, however, the critical issue is the need for dominance of the listed towers to be retained as far as possible. HE is broadly supportive of the proposal in terms of the general layout, design and materials. However, HE is concerned about the impact of Block D upon the visibility of the Verona Tower in views from the north such that Block D should be amended to allow this.

### **6.4 Environment Agency (EA)**

EA has no objection to the application providing that the application has passed both the flood risk sequential and exceptions test. A condition is needed that requires the development to be carried out in accordance with the submitted Flood Risk Assessment (FRA).

### **6.5 Canal & River Trust (CRT)**

The proposed scheme positively reflects and acknowledges its canal side location and ensures that the iconic towers are safeguarded for future generations. The CRT request that a series of conditions be applied if planning permission is granted to ensure that the canal and the canal wall are not adversely affected during the construction of the development. The CRT also recommends that the developer funds the improvement of the canal towpath alongside the site.



## 6.6 **Network Rail (NR)**

NR has no objection in principle to the development but seeks conditions regarding drainage; use of cranes and plant near the railway; excavation and construction management; noise and the need for soundproofing of residential properties; and lighting impacts on train drivers; due to the close proximity of the railway.

### **Non-statutory**

## 6.7 **Flood Risk Management (FRM)**

The site is located within Flood Zone 3A(ii) – Leeds SFRA (ie the chance of flooding in any year is greater than 5%). However, this site will be protected by the Leeds Flood Alleviation scheme, which is expected to be complete within the next couple of years.

The conclusions and recommendations of the FRA undertaken for the proposed development has been based on discussions between the developer, FRM, the EA and Yorkshire Water. A comprehensive FRA has been completed from which the final drainage details can be developed. The flood risk and drainage related matters can therefore be conditioned.

## 6.8 **Contaminated Land Team**

No objections. Recommend conditions regarding the need for additional site investigation.

## 6.9 **SDU Nature Conservation**

The bat surveys have identified the Engine House area and land north of this structure to be used by foraging and commuting bats. There may also be a hibernation roost close to the Little Chimney. Conditions are recommended to ensure that this protected species are not adversely affected by the development.

## 6.10 **West Yorkshire Archaeology Advisory Service (WYAAS)**

The Globe Foundry was established a little before 1844. It comprised three buildings which were redeveloped as part of Tower Works which dates to 1863. WYAAS recommend a programme of archaeological observation and recording targeted on the site of the Globe Foundry. This should comprise trenching followed by a strip and record excavation if significant remains survive.

## 6.11 **Transport Policy – Environmental Studies**

Do not wish to object to the proposal on the grounds of local air quality and welcome the intention to install electric vehicle charging points at all private parking spaces within the development.

## 7.0 **POLICY**

### 7.1 **Development Plan**

- 7.1.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the application to be determined in accordance with the development plan unless

material considerations indicate otherwise. For the purposes of decision-making, the Development Plan for Leeds currently comprises the following documents:

- The Leeds Core Strategy (Adopted November 2014)
- Saved UDP Policies (2006), included as Appendix 1 of the Core Strategy
- The Natural Resources & Waste Local Plan (NRWLP, Adopted January 2013) including revised policies Minerals 13 and 14 (Adopted September 2015).
- Any Neighbourhood Plan, once Adopted

## 7.2 **Core Strategy (CS)**

### 7.2.1 Relevant Core Strategy policies include:

#### Spatial policies

Spatial Policy 1 prioritises the redevelopment of previously developed land within Main Urban Area, in a way that respects and enhances the local character and identity of places and neighbourhoods.

Spatial Policy 3 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.

Spatial Policy 6 identifies the housing requirement and allocation of housing land using the following considerations: sustainable locations; preference for brownfield and regeneration sites; least impact on Green Belt; opportunities to enhance communities through the design and standard of new homes; lead-in times; the least negative and most positive impacts on green infrastructure, green space and nature conservation; avoiding or mitigating areas of flood risk.

Spatial Policy 7 sets out the spatial distribution of the district wide housing requirement between Housing Market Characteristic Areas. The site is in the City Centre with a requirement to provide 10,200 units (2012-28)

Spatial Policy 8 supports a competitive local economy including through the provision of a sufficient supply of buildings for B class uses; developing the City Centre for new retail, office and other main town centre uses; and by supporting training/skills and job creation initiatives via planning agreements.

Spatial Policy 9 sets out district-wide requirements for office development.

Spatial Policy 11 includes a priority related to improved facilities for pedestrians to promote safety and accessibility, particularly connectivity between the edges of the City Centre and the City Centre itself; measures to deliver safer roads; the provision of infrastructure to serve new development; and provision for people with impaired mobility.

Spatial Policy 13 states that the Council, with others, will maintain and enhance the canal corridor.

#### City Centre policies

Policy CC1 outlines the planned growth within the City Centre for 10,200 new dwellings, supporting services and open spaces. Part (b) encourages residential development, providing that it does not prejudice town centre functions and provides a reasonable level of amenity for occupiers. Part (f) allows up to 372sqm convenience retail without a sequential test.

Policy CC2 states that areas south of the river in City Centre South will be prioritised for town centre uses, particularly large-scale office development, residential and leisure uses.

Policy CC3 states new development will need to provide and improve walking and cycling routes connecting the City Centre with adjoining neighbourhoods, and improve connections with the City Centre. Where proposals are located in the line of, or adjacent to, a new route or a route planned for improvement development should make appropriate enhancements.

#### Housing policies

Policy H1 identifies a managed release of housing sites largely reflecting Spatial Policy 6.

Policy H2 indicates that new housing will be acceptable in principle on non-allocated sites providing the number of dwellings does not exceed the capacity of transport, educational or health infrastructure.

Policy H3 states that housing development should meet or exceed 65 dwellings per hectare in the City Centre.

Policy H4 states 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.

Policy H5 identifies affordable housing requirements. According to the policy, the affordable housing requirement would be 5% of the total number of units, with 40% of these for households on lower quartile earnings and 60% for households on lower decile earnings.

Policy H8 states developments of more than 49 dwellings should include support for Independent Living.

#### Economic policies

Policy EC2 identifies appropriate locations for office development with the focus being within the City Centre.

Policy EC3 safeguards existing employment land and industrial areas.

#### Design, conservation and sustainability policies

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 that development protect and enhance the district's historic assets in particular, historically and locally important buildings, skylines and views.

Policy P11 states that the historic environment will be conserved and their settings will be conserved, particularly those elements which help to give Leeds its distinct identity. Enabling development may be supported in the vicinity of historic assets where linked to the refurbishment or repair of heritage assets.

Policy P12 states that landscapes, including their historical and cultural significance, will be conserved and enhanced.

Policies T1 and T2 identify transport management and accessibility requirements to ensure new development is adequately served by highways and public transport, and with safe and secure access for pedestrians, cyclists and people with impaired mobility.

Policy G1 states development adjoining areas of Green Infrastructure should retain and improve these; where appropriate by extending the infrastructure, particularly encouraging street trees and green roofs, and the provision for biodiversity and wildlife.

Policy G5 requires commercial developments over 0.5 hectares in the City Centre to provide a minimum of 20% of the total site area as open space.

Policy G9 states that development will need to demonstrate biodiversity improvements.

Policies EN1 and EN2 set targets for CO<sup>2</sup> reduction and sustainable design and construction, including Code for Sustainable Homes Level 4 and at least 10% low or zero carbon energy production on-site.

Policy EN5 identifies requirements to manage flood risk.

### **7.3 Saved Unitary Development Plan Review policies (UDPR)**

#### **7.3.1 Relevant Saved Policies include:**

GP5 requires all relevant planning considerations to be resolved.

N19 states that all new buildings within Conservation Areas should preserve or enhance the character and appearance of the Conservation Area by ensuring the siting and scale of buildings is in harmony with neighbouring buildings and the area as a whole; detailed design is such that the proportions relate to each other; that materials are appropriate; and that careful attention is given to boundary and landscape treatment.

BD2 states new buildings should complement and enhance existing skylines, vistas and landmarks.

BD5 seeks to ensure a satisfactory level of amenity for occupants and surroundings.

BC7 states traditional local materials should be used in Conservation Areas.

LD1 sets out criteria for landscape schemes.

## **7.4 Natural Resources & Waste DPD 2013**

7.4.1 Policies regarding flood risk, drainage, air quality, coal recovery and land contamination are relevant to this proposal. The site is within the Minerals Safeguarding Area for Coal (Minerals 3) and partly within Minerals Safeguarding Area for Sand & Gravel (Minerals 2).

7.4.2 AIR1 states that all applications for major development will be required to incorporate low emission measures to ensure that the overall impact of proposals on air quality is mitigated.

## **7.5 Other material considerations**

### **7.5.1 National Planning Policy Framework (NPPF)**

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.
- 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.

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. LPA's should recognise that residential development can play an important role in ensuring the vitality of centres (para 23). 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).

Section 7 states that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. It is important that design is inclusive and of high quality. Key principles include:

- Establishing a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
- Optimising the potential of the site to accommodate development;
- Respond to local character and history;
- Reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;
- Create safe and accessible environments; and
- Development to be visually attractive as a result of good architecture and appropriate landscaping.

Paragraph 131 states that Local Planning Authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; the positive contribution that conservation of heritage assets can make to sustainable communities, including their economic viability.

## **7.6 Relevant Supplementary Planning Guidance includes:**

SPD Parking  
SPD Street Design Guide  
SPD Travel Plans  
SPD Building for Tomorrow Today: Sustainable Design and Construction  
SPD Biodiversity and Waterfront Development  
SPG City Centre Urban Design Strategy  
SPG3 Affordable Housing and the interim affordable housing policy  
SPG Neighbourhoods for Living  
SPG Leeds Waterfront Strategy  
SPG Holbeck Conservation Area Appraisal

### **7.6.1 Holbeck Urban Village Revised Planning Framework 2006**

The Holbeck Urban Village Revised Planning Framework was adopted as a guide for the sustainable regeneration of the area. The Framework encourages office and residential use as part of a mixed use sustainable community. It encourages buildings of good contemporary architecture that respect and open up key views of the towers on Tower Works. It indicates new development should aim to maximise the visual impact of listed buildings by protecting and opening up views of them. It may be appropriate for new buildings to gradually increase in height away from listed buildings on the site. There should be enhancement to pedestrian permeability through the area, including a route from the canal and with gaps about every 50 metres to allow for pedestrian access through the area. New public realm should be given an adequate sense of enclosure.

Buildings in Holbeck Urban Village should meet BREEAM Excellent for the commercial unit and Code for Sustainable Homes Level 4 for residential accommodation, or equivalent standards.

## **7.7 Draft Site Allocations Plan**

The site is identified as a mixed use site for residential (134 units) and offices (141m<sup>2</sup>).

## **7.8 Best Council Plan**

The Plan identifies 6 objectives in order to achieve the best council outcomes identified between 2014-2017. One of the three best Council outcomes is to “improve the quality of life for our residents”, and the priority “Maximising housing growth to meet the needs of the city in line with the Core strategy” within the Best Council objective “Promoting sustainable and inclusive economic growth” which gives a strong foundation to improving the quality of housing and ‘liveability’ of places delivered under this ambitious programme for the city. Also, the objective “Promoting sustainable and inclusive economic growth” is of relevance to this proposal.

## **7.9 Vision for Leeds 2011-2030**

One of the aims is that by 2030 Leeds' economy will be more prosperous and sustainable. This includes having a skilled workforce to meet the needs of the local economy, and creating significant job opportunities. The vision also states that Leeds will be a great place to live, including the provision of high quality buildings, places and green spaces, where local people benefit from regeneration investment, and there is sufficient housing, including affordable housing, that meets the needs of the community.

#### **7.10 City Priority Plan 2011-2015**

The Plan states that Leeds will be the best city to live in and the best city for business. The City Priority Plan includes an objective to maximise investment to increase housing choice and affordability. The sustainable growth of a prosperous Leeds' economy is also a priority.

#### **7.11 Leeds Growth Strategy**

The Strategy identifies seven core priorities intended to drive future growth to create a prosperous and sustainable economy. These include Financial and Business Services which will be enhanced in the city centre; Creative, Cultural and Digital Industries where Holbeck Urban Village is recognised as an existing hub; and Housing and Construction where Leeds will encourage housing to catalyse key development in targeted areas.

#### **7.12 The Leeds Standard**

The Leeds Standard was adopted by the Council's Executive Board on 17<sup>th</sup> September 2014 to ensure excellent quality in the delivery of new council homes under three themes: Design Quality, Space Standards and Energy Efficiency Standards. It sets out how the Council can use the Leeds Standard in its role as Council landlord through its delivery and procurement approaches. Through its actions the Council can also seek to influence quality in the private sector. Those aspects of the Standard concerned with design quality will be addressed through better and more consistent application of the Council's Neighbourhoods for Living guidance. The Leeds Standard sets out the importance of excellent quality housing in supporting the economic growth ambitions of the council. Whilst the standard has not been adopted as formal planning policy in Leeds given its evidence base in determining the minimum space requirements alongside the Government's Technical Housing Standards – Nationally Described Space Standard, it is used to help inform decisions on the acceptability of development proposals.

- 7.13 An informal planning statement was prepared in June 2014 to guide the bid process for the site.

### **8.0 MAIN ISSUES**

- Principle of the development
- Scale and layout and the impact upon the significance of listed buildings and the character of the conservation area
- Traffic, access and connectivity issues
- Flood risk considerations
- Section 106 obligations and CIL

## **9.0 APPRAISAL**

### **9.1 Principle of the development**

- 9.1.1 The site was historically used as a card clothing pin works between the 1860's and 1970's at which time the entirety of the site was covered in buildings of varying quality. From the 1980's the site was gradually cleared and became largely vacant. The initial sub-phase of re-development during the last 5 years instigated the re-introduction of sustainable activity but only involved a small portion of the site. The re-use and re-development of the remainder of this brownfield site in a sustainable city centre location accords with wide range of local and national planning policies and helps to implement Leeds Growth Strategy and to deliver priorities within the Best Council Plan.
- 9.1.2 The development involves a predominantly residential and B1 office scheme. The National Planning Policy Framework, Core Strategy, Leeds Unitary Development Plan Review saved policies, and the Holbeck Urban Village Revised Planning Framework all support the principle of residential development and office development within this area. The principal uses would be supported by a mix of more active uses including bars, cafes, restaurants, a shop and a cycle hire shop, and possibly a doctor's or dentist surgery or crèche, at pedestrian level. Such activities would help to animate the site throughout the day and are consistent with the intent to make this a vibrant, mixed use, area whilst also being compatible with the city centre location. Emerging proposals for the Engine House, although not part of the current application, are likely to supplement these uses.

### **9.2 Scale and layout and the impact upon the significance of listed buildings and the character of the conservation area**

- 9.2.1 The proposals have the potential to contribute significantly towards the ongoing regeneration of this important historic area and to improve linkages between the City Centre and adjacent areas. At the same time Tower Works is a unique, landmark, site and redevelopment proposals must strike a balance between development requirements and conservation issues recognising that considerable importance and weight should be given to preserving the setting of listed buildings and conservation areas.
- 9.2.2 Current views of the listed towers provide instant recognition for the site and signpost the Holbeck Urban Village area. Following the demolition of buildings on Tower Works and adjoining sites, these views are currently more dramatic and open than they were originally, particularly from approaches closer to the site. In determining the previous planning application (08/05144/FU) it was considered unrealistic to expect the retention of almost 360 degree views of the towers following the redevelopment of the site and wider area. The HUV Planning Framework recognises this and identified the views to be retained on key approaches to the site from the west, south and north-east. Accordingly, new buildings ranging from 4 to 7 storeys high were considered to acceptably maintain the setting of the historic listed buildings on the Tower Works and adjoining sites as part of application 08/05144/FU.
- 9.2.3 The buildings now proposed are broadly similar in scale to the previous approved scheme albeit the arrangement of buildings has altered such that a direct comparison is of reduced value. Notwithstanding, in common with the previous scheme, an analysis of the impact on key views around the site has been



undertaken in recognition of the importance of heritage assets. The key views identified within the Planning Framework are:

- 1 View from Globe Road to the west of the site near the railway viaduct
- 2 View from the canal bridge
- 3 View from near the canal lock keeper's cottage
- 4 View from Water Lane adjacent to the Round Foundry
- 5 View from the west of 1 Whitehall Riverside

The applicant has also prepared a number of additional views to help visualise how the development would appear.

#### 9.2.4 Building A

This building alongside the canal previously comprised two separate buildings stepping down from 23.6m adjacent to Globe Quay to 22.8m for the eastern building. The current proposals (see paragraph 3.2 above) involve a single building, with a centrally-located ground and first floor cut. The building is a similar height to that originally approved, albeit roof accommodation has subsequently been added. The roof, itself, would not have significant impact in relation to the building. The principal change results from the amalgamation of the buildings producing an impression of a greater mass and the impact of the roof in longer distance views. However, the building does not extend as far east as that originally approved providing a much more significant gap to the neighbouring building (D) 24 metres than previously approved (18 metres) thereby enabling clearer views into the heart of the site including towards the Verona and Giotto Towers. Views of the tops of these buildings would also remain in longer-distance views. Additionally, the proposed building drops down at its western end to four storeys thereby improving the relationship from that previously approved which was 7 storeys adjacent to Globe Quay (Key View 5 and additional view 20).

#### 9.2.5 Building B/C

This part of the site close to the western boundary has been reconfigured since the pre-application presentation in order to reduce the impact upon the setting of Globe Quay. The arrangement of the building is now reminiscent of the previously approved scheme with the northern limb (Building B) of the upper levels of the building set back from the boundary with Globe Quay and the adjoining building (C) positioned perpendicular to the boundary. However, Building C is two storeys taller than originally approved such that in views from Globe Road to the west this building is seen in the context of the Giotto Tower (Key View 1 and additional view 22) and as a backdrop to the Giotto Tower in Additional View 6 from the east.

#### 9.2.6 Building D and F

These buildings are proposed to the north and south of the Verona Tower. Whilst their footprint is largely the same as previously approved the proposed scheme includes a two-storey height colonnade on the western flank of each building to help the relationship with the Verona Tower and the primary public piazza (additional views 12 and 17). However, each of the buildings are 3.9m taller to eaves level (plus a sawtooth roof) than the previously approved buildings. The top of the Verona Tower is 31m above ground level whilst the roofs to Blocks D and F are a maximum of 25m. The additional height relative to the approved scheme would not affect nearby views of the tower but could have an effect from medium range, although the top of the tower would still be clearly visible from the canal bridge (Key View 2).

Further, the additional height when combined with the close proximity of the buildings affects the legibility of the tower in longer range views. However, whereas Buildings A and D block longer views of the body of the tower the top of it remains visible both from the railway and also from land north of the River Aire (Key View 5). Additionally, new views of the tower are generated by the position of the new buildings including from the main piazza (Additional View 19) whilst an interesting and quite intimate space would be formed to the east of the Verona Tower (Additional View 19).

#### 9.2.7 Building G

This wedged-shaped building would be situated on and close to the north-eastern boundary to the east of Buildings D and F and between the Verona Tower and Little Chimney. The building would limit views of the Verona Tower from the east although views from the Canal Bridge of the tower and the Giotto Tower are retained, albeit changed (Key View 2). Should the car park site to the north-east be developed in accordance with details previously presented to City Plans Panel such views would be further affected (Key View 2A). Ultimately, the Tower Works Building G and car park site building A would abut each other.

#### 9.2.8 Building J

This six-storey office building close to the north-east boundary has a large footplate albeit fragmented by a centrally-located atrium. The building would be positioned 3m to the east side of the Little Chimney and its eaves would be a similar height to the Little Chimney albeit rooftop accommodation would be taller than it (Key view 2). Again, if the car park site to the north-east is developed such views would be further affected (Key View 2A). The arrangement of buildings in the previously approved scheme in this part of the site was appreciably different such that the comparison is less valid. However, it is noted that the approved buildings were a storey lower and it was previously proposed to extend the height of the Little Chimney to increase its prominence.

#### 9.2.9 Building K

This is a newly proposed 5 storey plus roof accommodation building in the extreme eastern corner of the site. Its position would help to address the junction of Globe Road and Water Lane at the same time as providing a positive boundary to the site (Additional views 7, 13 and 15). It was originally intended to retain the existing boundary wall as part of the new structure but structural investigations suggest this may not be possible. A recessed first floor provides a separation between old and new buildings and helps to break down the mass of the building to an acceptable size on this prominent corner.

#### 9.2.10 Building L

Building L would be located on the site frontage abutting the eastern flank of the listed range of buildings at 6-10 Globe Road. The buildings would be a storey lower than Building K with a recessed first floor to help the step down in scale towards the listed buildings whilst also retaining sufficient mass to help screen the taller buildings to the north (Additional view 6). The ground floor facet creates a new “factory” wall in response to neighbouring buildings. This building would be a similar height to that previously approved although rooftop accommodation has been added.

#### 9.2.11 Building P/Q

This building is proposed on the site frontage to the west of the Giotto Tower terminating on the boundary with Globe Quay (Key views 1 and 4). It would be a similar height to Building L and a storey higher than the recently constructed extension located on the site frontage to the east. It would be a little smaller than the previously approved building. In common with other new buildings proposed along Globe Road it would have a recessed first floor, retaining the remaining part of the boundary wall below.

#### Assessment of impact

- 9.2.12 As referred to above, the proposed development affects the setting of several listed buildings, comprising the entrance range to Tower Works, the three Italianate towers and the Engine House within the site. Other listed buildings affected by the development are Globe Quay and the lock keeper's cottage to the north east of the site, separated by the existing car park. The site is also in the Holbeck Conservation Area. As the listed buildings mentioned above are within or in the setting of the conservation area, there is a great deal of overlap in the assessment of impact.
- 9.2.13 Special regard needs to be paid to the desirability of preserving the listed buildings and their setting or any features of special architectural or historic interest which they possess. Additionally, special attention needs to be paid to the desirability of preserving or enhancing the character or appearance of the conservation area.
- 9.2.14 The entrance range and the towers built as flues are industrial structures but are dignified with Italianate architectural detailing (in fact two of the towers are modelled on Renaissance examples in northern Italian towns). Their historical (associative and illustrative) value is at least matched by their aesthetic value as examples of Victorian/early 20<sup>th</sup> century revival architecture. Globe Quay is significant as an example of a specialised industrial building (steam powered grain mill). The lock keeper's cottage is part of the historic canal infrastructure that skirts the northern boundary of the conservation area and has a prominence because of its position on the bridge and sturdy classical detailing, the towers forming a back-drop in views from closer to the city centre to the east.
- 9.2.15 The proposed scheme is similar in many respects to the previously approved scheme, which has been partly implemented. Both schemes successfully integrate into the grain of the area and propose forms that reflect the industrial building in the area. The massing of the buildings has been kept deliberately low on the Globe Road frontage to give an appropriate relationship with the listed entrance range with the taller buildings set within the site and towards the canal side. This will result in a dramatic shift in scale between building B and Globe Quay but the juxtaposition is satisfactorily mediated by an open-sided recessed multi-storey terrace which is lower than the ridge height of the listed building. The setting of the Engine House is preserved and enhanced through the laying out of high quality open space on three sides and inter-visibility between it and two of the listed towers.
- 9.2.16 The proposed development will change the setting of the towers, which are landmarks in the northern part of the conservation area and the wider South Bank due to their prominence, singular character and group value. Historic England are concerned about the visibility of the Verona Tower in views from the north. However, the strategy of maintaining a series of glimpsed key views through the development reflects the approach adopted by the previous planning permission. In common with the approved scheme, loss of almost 360 degree views will be offset by the benefits of their new context which will set up a dialogue with high quality

buildings, framing views of the towers and exploiting them as incidents in a new urban townscape. While their overall historical value and prominence will be reduced, their aesthetic value will be enhanced from key views and from within the new public realm.

- 9.2.17 One of the key views is from the canal bridge (Key View 2) where framed views of all three towers would continue to be experienced following completion of this development, thus maintaining if not enhancing the fortuitous visual association which is part of its setting and special interest.
- 9.2.18 In summary, the proposed development will preserve the special architectural interest of the listed buildings affected by the development, including the listed towers, which will lose their overall dominance but will gain a new context which will enhance their aesthetic value thereby offsetting the impact upon their historic interest. The significance of the listed buildings will therefore be preserved. As the listed buildings are within the conservation area and considerations in the conservation area are similar, it follows that the development will enhance the character or appearance of the conservation area.

### 9.3 Traffic, access and connectivity issues

- 9.3.1 Holbeck Urban Village (HUV) lies in close proximity to the heart of the city centre such that a range of sustainable transport options are located nearby. Indeed, access to the train station from this part of the city has recently been significantly enhanced with the opening of the Station Southern Entrance 250 metres from the site. However, the area has historically been used as a rat-run for vehicles whilst limited permeability and environmental conditions have discouraged use by pedestrians and cyclists.
- 9.3.2 In response to the location of the site and historic conditions the HUV Revised Planning Framework identifies the intent:
- to create a pedestrian-friendly environment that will promote walking and cycling both into and throughout the area;
  - to minimise traffic levels and speeds throughout the village, particularly on Globe Road and Water Lane;
  - to reduce the current level of on-street parking; and
  - to achieve the twin objectives for the village of encouraging sustainable forms of movement and of creating an attractive environment for users of the area whilst keeping parking to a minimum.
- 9.3.3 The proposed scheme accords with the principles identified within the HUV Planning Framework through limiting vehicle-use of the site and by opening up a series of new and improved pedestrian and cycle routes both through and adjacent to the site. Much of the development would be vehicle-free although occasional deliveries will need to be catered for within the site as there will be no scope for servicing from Globe Road itself. Deliveries will be directed to the principal access to the west of the Giotto Tower using signage and published material. Vehicles will wait in holding areas and on-site management will control further penetration into the site.
- 9.3.4 There would be only limited provision for car parking within the site. 20 dedicated car parking spaces are proposed for the residential component of the development in addition to 8 disabled parking spaces and 1 car club space (with the option for one more if there is demand). These vehicles will be able to gain access beyond the demountable bollards through prior arrangement with the site management team.

The developer has sought the views of residential letting agents who have confirmed that whilst units may sometimes sell better if they have dedicated parking attached to them, these are not always used, and there remains a significant demand for car-free residential accommodation in the city centre. Similarly, the absence of employment parking has been carefully considered. It is not uncommon for city centre office developments to have no private parking provided and such an approach is consistent with the principles contained within the HUV Planning Framework. Those employees who do choose to drive can park in one of the many car parks within the city centre.

- 9.3.5 To help support opportunities for sustainable travel the proposals are supported by a Green Travel Plan which brings all the initiatives together, as well as identifying targets and delivery mechanisms. A Travel Plan Manager will be assisted by company representatives who will be required to take part in the Travel Plan as part of the lease agreements. The key features of the Travel Plan include a marketing strategy with a bespoke website and a travel hub in the on-site management suite; identification of opportunities to minimise the cost of journeys made by sustainable travel modes; provision of high quality facilities for cyclists, including shower and changing facilities; funding of an on-site cycle centre providing opportunities for bike hire, sales and maintenance; at least one car club bay; and provision of electric charging points to all private parking bays, the car club bay and one of the disabled parking bays.
- 9.3.6 The site was historically fully developed such that routes to and from Holbeck were restricted. The development includes new pedestrian routes across the site (see paragraph 3.3-3.6) which, together with the development of adjoining sites, will significantly augment the permeability of the area. Further, the widening of the Globe Road footway abutting the site, as the first part of wider improvements, and the provision of a new pedestrian crossing across Globe Road will enhance cycling and walking links between Holbeck Urban Village, communities to the south and the city centre. On the northern edge of the site through agreement with the Canal & River Trust the surfacing of the canal towpath will be improved to enhance its appearance and to encourage pedestrian use.
- 9.3.7 Consequently, the development's approach to transport and connectivity issues is underpinned by the principles identified in the HUV Planning Framework and backed up by more recent policy contained within the Core Strategy and the Parking SPD. The scheme involves a comprehensive package of measures which should help to deliver significant improvements to connectivity and permeability, and a high quality pedestrian dominated space, without resulting in any disadvantages in terms of highway safety or congestion.

#### 9.4 Flood risk considerations

- 9.4.1 The site is located immediately to the south of Leeds-Liverpool Canal which itself joins the River Aire approximately 300 metres downstream. The site also abuts a small section of the Hol Beck which runs in a channel at its south-eastern corner. As such, the site is categorised as lying within Flood Zone 3A(ii) (ie the chance of flooding in any year is greater than 5%). However, it is noted that the site did not flood during the recent flood event that affected significant parts of the city. Notwithstanding, the site will benefit from additional flood protection when the Leeds Flood Alleviation Scheme is completed.

- 9.4.2 Due to the type of development (residential uses are classed "more vulnerable") and the identified flood risk of the site it is necessary for the suitability of the site for the

development be considered by way of a sequential and subsequently an exception test. The applicant provided a Sequential Test which demonstrated that the large majority of Holbeck Urban Village is at a similar risk of flooding as Tower Works. There are, however, some areas which have a lower risk of flooding (Zone 2). However, these comprise the Temple Works site which Burberry intends to develop and other smaller sites which would not be able to accommodate the scale of development proposed. Consequently, it is apparent that there are no sequentially preferable sites within the area which are suitable for the development.

9.4.3 If, following application of the Sequential Test, it is not possible, for the development to be located in zones with a lower probability of flooding, the Exception Test can be applied. As noted above, it is clear that the development would provide wider sustainability and regeneration benefits to the community that outweigh flood risk. The application was also supported by a detailed Flood Risk Assessment and a Drainage Strategy. The details have been reviewed and agreed by the Environment Agency and the Council's Flood Risk Management Team have confirmed that detailed drainage proposals can be based upon the conclusions and recommendations of the Flood Risk Assessment and conditions are proposed in this respect.

9.4.4 Whereas detailed drainage design needs to be developed in accordance with the Flood Risk Assessment the landscaping scheme has been designed to respond to potential flood occurrences by locating the three water features and open channel at the low point of the site enabling water from the canal, if it were to flood, to run safely through the development to Hol Beck to the south. The surface water drainage strategy also includes on-site surface water attenuation to restrict rates of discharge from the development. Further, details of the southern elevation of building K alongside the Hol Beck to withstand a flood event have been provisionally agreed with the Environment Agency. As such, the exception test has been passed and it is considered that potential flooding issues have been appropriately addressed.

## 9.5 Section 106 obligations and Community Infrastructure Levy

9.5.1 A legal test for the imposition of planning obligations was introduced by the Community Infrastructure Levy Regulations 2010. These provide that a planning obligation may only constitute a reason for granting planning permission for the development if the obligation is:

- (a) necessary to make the development acceptable in planning terms,
- (b) directly related to the development; and
- (c) fairly and reasonably related in scale and kind to the development.

9.5.2 The proposed scheme produces the need for the following obligations which it is considered meet the legal tests:

- The provision of 9 affordable housing units equivalent to 5% of the total number of units;
- £20,000 to be provided for implementing traffic control measures in the event that on-street parking problems arise as a result of the development;
- Compliance with Green Travel Plan measures and review fee of £7,100;
- Provision of a cycle hire facility within the scheme;
- 1 car club space to be provided within the site and £25,000 contribution covering incentives and membership for businesses and residents;

- £30,000 only if a bus service is operational on Globe Road or Water Lane within 10 years of first occupation of the first phase;
- 24 hour public access through the site;
- Local employment and training initiatives;
- Section 106 management fee (£2250).

9.5.3 This development is liable to the Community Infrastructure Levy (CIL) and is likely to generate a CIL charge of £480,205 which will be paid in three instalments as the three phases are commenced. The payment of CIL is non-negotiable, except in exceptional circumstances, and consequentially is not material to the determination of the planning application. Accordingly, this information is presented simply for Members' information.

## 9.6 Conclusion

9.6.1 The proposed scheme would bring forward a vibrant, mixed use of the Tower Works site fulfilling the aspirations for this brownfield site following the cessation of the previously approved scheme. In doing so the scheme would deliver 160 residential dwellings, including 9 affordable apartments, which would all benefit from high levels of amenity and exceed the Leeds Standard in terms of space. Over 11,800m<sup>2</sup> of new office space would be provided to supplement existing facilities within the city centre. The regeneration of the site would accord with a raft of local and national planning policies and help to realise the ambitions of Leeds Growth Strategy and to deliver priorities within the Best Council Plan. Although the prominence of the listed towers would be reduced their new context alongside high quality vernacular architecture and new public spaces will enhance their aesthetic value and enhance the character and appearance of the conservation area. The largely-car free development would significantly and sustainably improve connectivity and permeability across the site which forms an important stepping-stone between the city centre and Holbeck Urban Village and in doing so should be a catalyst for the sustainable development of vacant sites beyond.

9.6.2 The developer intends to commence the development in June 2016 and, accordingly it is recommended that the scheme should be approved subject to the conditions specified in Appendix 2 and the completion of a Section 106 agreement.

## APPENDIX 1 - Minutes of the meeting of City Plans Panel, 11<sup>th</sup> June 2015 in respect of the pre-application presentation of the scheme by the applicant's team

Plans, photographs including a 1951 photograph of the site; an historic painting of Holbeck; graphics; precedent images and a fly-through were displayed at the meeting. A Members site visit had taken place earlier in the day

The Deputy Area Planning Manager introduced the proposals and referred to the number of proposed developments for Holbeck Urban Village including the Tower Works site which had been brought forward but had not progressed. Reference was also made to the Holbeck Urban Village Planning Framework, which set out the urban design framework and key principles for development within Holbeck Urban Village (HUV) and the number of historic buildings within the area, several of which were Listed

The Tower Works site was owned by the Homes and Communities Agency which had run a competition to develop the site, with Carillion Developments winning the competition and having now entered into pre-application discussions with Officers. The parameters for the competition had referenced the existing planning permission for the site and the adopted planning guidance for the area in relation to massing; scale; connectivity and preserving the setting of the Listed Buildings

Members were informed that an application proposal had also been received from the adjacent site owner, with pre-application discussions beginning to take place and that it was important that the developers of both sites worked collaboratively to ensure delivery of the planning objectives in the Holbeck Urban Village Planning Framework

The Panel then received a presentation from a representative of the developers of the Tower Works site, with Members being provided with information on the proposals which included:

- the mix of uses proposed, these being residential; flexible office space and a range of active uses, including shops, restaurants, cafes and bars, along with public open space
- that nine buildings were proposed to be arranged around the site
- the provision of a main square area which would include a water feature
- that 50% of the site would be Public Open Space and that the use of text within the floor plan would provide a history of the site to its visitors
- the use of greenery which would be used vertically and horizontally
- that to respect the Listed Buildings, the buildings on Globe Road would be kept to a lower level and that the original factory entrance would be used to access the site
- the treatment of Water Lane, with the historic factory wall being continued and new building being sited above it
- the residential accommodation and that this would be a mix of town houses and flats

In response to questions from Members, additional information was provided relating to:

- on-site parking. This would be at a low level as the site was in a highly sustainable location and was close to public transport links. Low level/minimal parking was specified in the HUV Planning Framework and to avoid vehicles coming into HUV, a multi-storey car park was proposed on the periphery of the village. The Listed Building posed limitations in terms of providing an underground car park, as did the risk of flooding. From agent feedback from the development at Granary Wharf, only 27% of residents had taken up the parking on this site, with the developers considering that people who would be interested in living on the site would be making a lifestyle choice not to have a car



- energy efficiency. That BREEAM 'excellent' was being aimed for and that in terms of the provision of solar panels, the number of these to be provided would be that required to meet this standard
- the relationship between blocks D and F and Verona Tower; that these buildings would step back to give the historic tower some breathing space and that a mini square would be created around Verona Tower, with building G benefitting from glazed walls to enjoy the views in this space
- the Engine House and future uses for this. It was noted this building was in Council ownership. The developer's representative stated that a number of uses were being considered for this building, including a micro-brewery and an art house cinema

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

- the attractiveness of much of the scheme, particularly at Globe Road and the use of the original entrance archway but concerns that the historic, listed towers were not being sufficiently respected within the scheme; that they were being crowded; that from some aspects, it would be difficult to glimpse views of them and from the canal view, any building on the adjacent site could obscure the towers entirely and that in previous discussions about the site, Members had stressed the importance of retaining views of the towers
- the Globe Quay building and that this would be dwarfed by the surrounding buildings and that a less dense development which provided more space around the Towers would be more appropriate
- the excellent use of brickwork in the scheme
- the green credentials being aimed for and the importance of buildings in this area meeting high BREEAM standards
- the use of green walls within the scheme which was welcomed as was the accommodation types, with some triplex units being provided
- that the considerable attention given to the Globe Road frontage had not been sustained in respect of buildings inside the site
- concerns about blocks G, J, K and L which were felt to create a closed in effect
- land ownership and commercial matters and how these could be affected if a less dense development was proposed
- that the low level of on site car parking provision must be justified, particularly for family sized units

The Panel considered the specific points Officers required Members' comments on, as set out in the submitted report. Prior to this, the Deputy Area Planning Manager highlighted that whilst ground floor active uses were generally supported by planning policy, the amount of A1 use was normally restricted. The developer's representative stated that the A1 use could be reduced to less than 372 sqm

In response to the questions posed in the report, the Panel made the following comments:

- that the mix of proposed uses were acceptable, in view of the comments made on behalf of the applicant about the extent of the A1 uses
- that the scale and arrangement of the buildings were not appropriate, especially with regard to the listed towers and buildings and that further consideration needed to be given to these matters, in light of the detailed comments by Members
- that Members were supportive of the emerging mix and standard of residential accommodation being proposed
- to note Members' concerns and views on the approach to car parking provision within the site and the need for accessibility improvements on Globe Road

The Deputy Area Planning Manager stressed the importance of the pedestrian access being as good as it could be to accommodate greater pedestrian trips generated by the proposals, with Officers being of the view that the width of the Globe Road footpath was not wide as was desired and that there were aspirations to better connect this site to the surrounding area to the south

**RESOLVED** - To note the report, the presentation and the comments now made

## **APPENDIX 2 – DRAFT CONDITIONS 15/06578/FU**

1

The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

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

The Ground Risk Data Review report (Ref WSP: 7001853-WE2) indicates that additional Phase II Site Investigation is necessary, and therefore no development shall commence in the relevant part of the site until an additional Phase II Site Investigation Report has been submitted to, and approved in writing by, the Local Planning Authority.

Where remediation measures are shown to be necessary in the Phase II Report and/or where soil or soil forming material is being imported to site, development shall not commence until a Remediation Statement demonstrating how the relevant part of the site will be made suitable for the intended use has been submitted to, and approved in writing by, the Local Planning Authority. The Remediation Statement shall include a programme for all works and for the provision of Verification Reports.

To ensure that the presence of contamination is identified, risks assessed and proposed remediation works are agreed in order to make the site suitable for use in accordance with policies Land 1 of the Natural Resources and Waste Local Plan 2013 and GP5 of the Unitary Development Plan Review 2006.

4

If remediation is unable to proceed in accordance with the approved Remediation Statement, or where significant unexpected contamination is encountered, the Local Planning Authority shall be notified in writing immediately and operations on the affected part of the site shall cease. An amended or new Remediation Statement shall be submitted to, and approved in writing by, the Local Planning Authority prior to any further remediation works which shall thereafter be carried out in accordance with the revised approved Statement.

To ensure that any necessary remediation works are identified to make the site suitable for use in accordance with policies Land 1 of the Natural Resources and Waste Local Plan 2013 and GP5 of the saved Unitary Development Plan Review.

5

Remediation works, where necessary, shall be carried out in accordance with the approved Remediation Statement. On completion of those works, the Verification Report shall be submitted to the Local Planning Authority in accordance with the approved programme. The relevant phase of development shall not be brought into use until such a 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 policies Land 1 of the Natural Resources and Waste Local Plan 2013 and GP5 of the saved Unitary Development Plan Review.

6

The Local Planning Authority shall be notified in writing immediately where unexpected significant contamination is encountered during any development works and operations in the affected part of the site shall cease.

Where remediation of unexpected significant contamination is considered by the Local Planning Authority to be necessary, a Remediation Statement shall be submitted to and approved in writing by the Local Planning Authority prior to the recommencement of development on the affected part of the site. The Remediation Statement shall include a programme for all remediation works and for the provision of verification information.

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

To enable the Local Planning Authority to ensure that unexpected contamination at the site is addressed appropriately and that the development will be suitable for use in accordance with policies Land 1 of the Natural Resources and Waste Local Plan 2013 and GP5 of the saved Unitary Development Plan Review.

## 7

Any soil or soil forming materials brought to site for use in soft landscaping, public open space or for filling and level raising shall be tested for contamination and suitability for use. A methodology for testing these soils shall be submitted to, and approved in writing by, the Local Planning Authority prior to these materials being imported onto site. The methodology shall include information on the source of the materials, sampling frequency, testing schedules and criteria against which the analytical results will be assessed (as determined by risk assessment). Testing shall then be carried out in accordance with the approved methodology. Relevant evidence and verification information (for example, laboratory certificates) shall be submitted to, and approved in writing by, the Local Planning Authority prior to these materials being imported onto the site.

To ensure that contaminated soils are not imported to the site and that the development shall be suitable for use with respect to land contamination in accordance with policies Land 1 of the Natural Resources and Waste Local Plan 2013 and GP5 of the saved Unitary Development Plan Review.

## 8

Prior to the commencement of development a Construction Environmental Management Plan (CEMP:Biodiversity) shall be submitted to and approved in writing by the Local Planning Authority. The CEMP (Biodiversity) shall include the following:

- a) Risk assessment of potentially damaging construction activities to include impacts of lighting on the canal, and lighting and noise on the bat roost in the Engine House building and potential hibernating feature of the Little Chimney structure;
- b) Identification of biodiversity protection zones to include the Engine House and Little Chimney in relation to roosting and hibernating bats and the canal in relation to light disturbance;
- c) Measures to avoid or reduce impacts during construction;
- d) Location and timings of sensitive works to avoid harm to biodiversity features, including nesting birds in built structures;

e) The times during construction when specialist ecologists need to be present on site to oversee works;

f) Responsible persons and lines of communication;

g) Use of protective fences, exclusion barriers and warning signs.

The approved CEMP shall be adhered to and implemented throughout the construction period strictly in accordance with the approved details, unless otherwise agreed in writing by the LPA.

To ensure the protection of existing biodiversity features in accordance with Core Strategy Policy G8 and the NPPF.

9

No works shall commence on the relevant phase of development until a Statement of Construction Practice for that phase has been submitted to and approved in writing by the Local Planning Authority. The Statement of Construction Practice shall include full details of:

(a) the methods to be employed to prevent mud, grit and dirt being carried onto the public highway from the development hereby approved;

(b) measures to control the emissions of dust and dirt during construction;

(c) details of access, storage, parking, loading and unloading of all contractors' plant, equipment, materials and vehicles (including workforce parking); and

(d) how this Statement of Construction Practice will be made publicly available by the developer.

(e) confirmation of construction works within the hours of 0700-1800 hours Monday to Saturday and not at all on Sunday and Bank Holidays, unless in exceptional circumstances which shall be agreed in writing in advance by the Local Planning Authority.

The approved details shall be implemented at the commencement of work on site, and shall thereafter be retained and employed until completion of works on site. The Statement of Construction Practice shall be made publicly available for the lifetime of the construction phase of the development in accordance with the approved method of publicity.

In the interests of residential amenity of occupants of nearby property in accordance with saved Leeds UDP Review (2006) policy GP5 and the National Planning Policy Framework.

10

No excavation or built development shall take commence in the location of the former Globe Foundry until a written scheme of investigation (WSI) has been submitted to and approved by the Local Planning Authority. For land that is included within the WSI, no demolition or built development shall take place other than in accordance with the agreed WSI, which shall include the statement of significance and research objectives, and

(a) The programme and methodology of site investigation and recording and the nomination of a competent person(s) or organisation to undertake the agreed works;

(b) The programme for post-investigation assessment and subsequent analysis, publication and dissemination and deposition of resulting material.

To ensure necessary investigation of below ground archaeology in accordance with Policy P11 of the Core Strategy, Policy N29 of the saved Unitary Development Plan Review and the NPPF.

commencement of the superstructure of the first phase of the development

11

Notwithstanding the approved details, the superstructure of the relevant phase of the development shall not be commenced until full details of cycle/motorcycle parking and facilities for that phase have been submitted to and approved in writing by the Local Planning Authority. The development shall not be occupied until the approved cycle/motorcycle parking and facilities have been provided. The facilities shall thereafter be retained for the lifetime of the development.

In order to meet the aims of Core Strategy policy T2.

12

The approved disabled car parking layout shall be implemented in accordance with current British Standard BS8300 unless otherwise agreed in writing prior to occupation of any phase of the development.

To ensure the provision of disabled parking in accordance with Core Strategy policy T2.

13

The relevant phase of the development shall not be occupied until the proposed vehicular access and all areas shown on the approved plans to be used by vehicles have been fully laid

out, surfaced and drained such that surface water does not discharge or transfer onto the highway. These areas shall not be used for any other purpose thereafter.

To ensure the free and safe use of the highway in accordance with Core Strategy policy T2 and Street Design Guide SPD (2009).

14

The relevant phase of development shall not be occupied until a plan showing details of dedicated space for loading, unloading and parking of service/delivery vehicles has been submitted to and approved in writing by the Local Planning Authority. This space shall be retained for the lifetime of the development.

To ensure the free and safe use of the highway in accordance with Core Strategy policy T2.

15

The relevant phase of development shall not be occupied until a Car Park and Servicing Management Plan (including timescales) has been submitted to and approved in writing by the Local Planning Authority. The plan shall be fully implemented and operated in accordance with the approved timescales.

To ensure the free and safe use of the highway in accordance with Core Strategy policy T2.

16

Development of the superstructure of the first phase of the development shall not commence until details of works along that part of the site abutting Globe Road and Water Lane comprising the reinstatement of any redundant crossings to full height footway, footway widening, dropped kerbs, tactile paving, and a zebra crossing at Globe Road, including an independent Road Safety Audit undertaken in accordance with HD19/15, have been submitted to and approved in writing by the Local Planning Authority. The approved works shall be fully implemented prior to the first occupation of the development.

In the interests of highway and pedestrian safety and to support sustainable travel in accordance with Core Strategy policy T2 and saved Leeds Unitary Development Plan policy GP5.

17



The development shall be carried out in accordance with the approved Flood Risk Assessment (FRA) dated October 2015, ref 70010853 (WSP) and the following mitigation measures detailed within the FRA:

- a) Finished floor levels for residential developments are set no lower than 27.67 m above Ordnance Datum (AOD);
- b) Finished floor levels for commercial and office developments are set no lower than 27.57 m above Ordnance Datum (AOD);
- c) Threshold levels for basement developments are set no lower than 27.52 m above Ordnance Datum (AOD);
- d) There is no habitable development within the basements.

The mitigation measures shall be fully implemented prior to occupation and in accordance with the phasing of the scheme, or within any other period as may subsequently be agreed, in writing, by the Local Planning Authority.

To reduce the risk of flooding to the proposed development and future occupants to accord with the Core Strategy, Natural Resources and Waste Local Plan and the NPPF.

18

Development shall not commence until a scheme detailing surface water drainage works, has been submitted to and approved in writing by the Local Planning Authority. The details should be consistent with that set out in the FRA (WSP) 70010853 dated 29/10/15, which indicates that there should be no increase in the surface water discharges to the watercourse and appropriate attenuation storage should be provided to reduce the risk of flooding when the outfall connection to the watercourse is submerged. The works shall be implemented in accordance with the approved scheme before the development is brought into use, or as set out in the approved phasing details.

To ensure sustainable drainage and flood prevention in accordance with the Natural Resources and Waste SPD and the NPPF.

19

No development shall take place adjacent to the canal towpath until:

- a) a scheme of investigation of that section of the canal wall adjacent to the application site has been submitted to and approved in writing by the Local Planning Authority to establish the structural condition of the wall, and the need for any rebuilding or

- strengthening works as may be necessary to ensure that the structural integrity of the canal wall can be maintained during and after construction.;
- b) details of the proposed foundations, excavations and works method statement shall be submitted to the Local Planning Authority for approval in order to determine the impact of the works on the canal and the retaining wall;
  - c) a method statement detailing how the canal will be protected during the works has been submitted to and approved in writing by the Local Planning Authority.

The works shall be carried out in accordance with the details thereby approved.

To establish whether mitigation works are necessary in order to ensure that the development does not adversely affect the canal by weakening or otherwise damaging the offside bank of the canal adjacent to the application site and to accord with the advice and guidance contained in the National Planning Policy Framework and the National Planning Practice Guidance.

20

Development of the superstructure of the first phase of the development shall not commence until details of improvements to the canal towpath abutting the site comprising resurfacing works have been submitted to and approved in writing by the Local Planning Authority. The improved towpath shall be made available for use prior to occupation of the second phase of the development.

In the interests of pedestrian safety and to support sustainable travel in accordance with Core Strategy policy T2, saved Leeds Unitary Development Plan policy GP5 and the Holbeck Urban Village Revised Planning Framework.

21

Prior to commencement of construction of the superstructure of an individual block, typical detailed 1:20 scale (or other appropriate scale) working drawings of the following elevational features shall be submitted to and approved in writing by the Local Planning Authority:

- (a) Sections through windows and door reveals;
- (b) Balconies, shop-fronts and entrances;
- (c) Details of roof parapets, eaves line and soffits to each building;
- (d) Details of sawtooth roof accommodation.

The works shall be constructed in accordance with the approved details.

In the interest of visual amenity and providing a high quality design and to accord with Core Strategy policy P10 and P11.

22

Prior to commencement of construction of the superstructure of an individual block a sample panel of the external finishing materials to be used shall be approved in writing by the Local Planning Authority. The panel(s) shall be erected on site to establish the details of the type, bonding and coursing of the materials. The materials shall be constructed in strict accordance with the sample panel(s) which shall not be demolished prior to the completion of the development.

In the interests of visual amenity and to ensure that the materials harmonise with the character of the area and to accord with Core Strategy policy P10 and P11.

23

No external surfacing works of each phase shall commence until details and samples of all surfacing materials for that phase have been submitted to and approved in writing by the Local Planning Authority. Such materials shall be made available on site prior to the commencement of their use, for the inspection of the Local Planning Authority who shall be notified in writing of their availability. The surfacing works shall be constructed from the materials thereby approved.

In the interests of visual amenity and to accord with Core Strategy policy P10 and P11.

24

Development of the relevant phase shall not commence until full details of both hard and soft landscape works, including an implementation programme for that phase, have been submitted to and approved in writing by the Local Planning Authority. Hard landscape works shall include

- (a) proposed finished levels ,
- (b) vehicle and pedestrian access and circulation areas,
- (c) hard surfacing areas,
- (d) water features,

(e) minor artefacts and structures (e.g. street furniture, refuse or other storage units, directional signs, lighting, bollards etc.),

(f) proposed and existing functional services above and below ground (e.g. drainage, power cables, communication cables, pipelines etc., indicating lines, manholes, supports etc.).

Soft landscape works shall include

(g) planting plans

(h) written specifications (including soil depths, cultivation and other operations associated with plant and grass establishment) and

(i) schedules of plants noting species, planting sizes and proposed numbers/densities.

All hard and soft landscaping works shall be carried out in accordance with the approved details, approved implementation programme and British Standard BS 4428:1989 Code of Practice for General Landscape Operations. The developer shall complete the approved landscaping works and confirm this in writing to the Local Planning Authority prior to the date agreed in the implementation programme.

To ensure the provision of amenity afforded by appropriate landscape design and to accord with Core Strategy policy P10 and G2.

25

The landscape details to be submitted pursuant to condition 24 shall provide full construction details of tree pits and raised planted areas to be provided in paved areas. These shall include:

- a) the depth and area of growing media;
- b) specification of topsoils including additives and conditioners;
- c) proprietary structures to support paving over extended sub-surface rooting areas
- d) tree grilles and guards and means of anchoring root balls;
- e) passive irrigation including directed use of grey water / roofwater or surface water;
- f) active temporary irrigation systems, using mains water or filtered, re-cycled greywater, its application rate, distribution system and controls;
- g) means of positive piped drainage of pits.

To ensure that the cultural requirements for viable landscape and tree establishment are integrated into the development scheme design and to accord with Core Strategy policy P10 and G2.

26

No landscape works shall take place for each phase until a plan, schedule and specification for landscape management has been submitted to, and approved in writing by, the Local Planning Authority. This shall include reference to planting and hard landscaped areas, including paving, water features and other street furniture. The schedule shall identify the frequency of operations for each type of landscape asset and reflect the enhanced maintenance requirement of planted areas during the establishment period. It shall provide for an annual inspection during late summer for any areas of failed tree or shrub planting, and the identification of the replacements required in the autumn planting season. Maintenance shall commence when each phase of development is completed. Maintenance shall be carried out thereafter in accordance with the approved management plan.

To ensure successful establishment and aftercare of the completed landscape scheme in the interests of visual amenity and to accord with Core Strategy policy P10.

27

If within a period of five years from the date of the planting of any tree or shrub that tree or shrub, or any replacement, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the Local Planning Authority, seriously damaged or defective, another tree or shrub of the same species and size as that originally planted shall be planted in the same location as soon as reasonably possible and no later than the first available planting season, unless otherwise agreed in writing by the Local Planning Authority.

To ensure maintenance of a healthy landscape scheme, in accordance with Core Strategy Policy P12, Saved Leeds UDP Review policies GP5 and LD1, the Leeds Natural Resources and Waste DPD, and the NPPF.

28

Prior to the first occupation of the development a Lighting Design Strategy for bats shall be produced by an appropriately qualified ecological consultant and submitted to and approved in writing by the LPA. The strategy shall:

- a) Identify those areas/features on site that are particularly sensitive for commuting and foraging bats - using an appropriately scaled map to show where these areas are;
- b) Show how and where external lighting will be installed (through the provision of appropriate lighting contour plans and technical specifications) so that it can be clearly demonstrated that areas to be lit will not disturb commuting and foraging bats.

All external lighting shall be installed in accordance with the specifications and locations set out in the Strategy, and shall be maintained thereafter in accordance with the Strategy. Under no circumstances should any other external lighting be installed without prior consent from the Local Planning Authority in the areas identified in the Strategy as particularly sensitive for commuting and foraging bats.

To safeguard a protected species (bats) in accordance with Core Strategy policy G8 and the NPPF.

29

Prior to the commencement of the superstructure of the first phase of the development, a plan shall be submitted to and approved in writing by the Local Planning Authority of a summer bat roosting and winter bat hibernating feature to be provided close to the north west boundary of the site near the interface with the canal. The agreed Plan shall show the specification of the bat roosting features and where they will be located, together with a commitment to being installed under the supervision of an appropriately qualified bat consultant. All approved features shall be installed prior to first occupation of the dwelling on which they are located and retained thereafter.

To maintain and enhance biodiversity in accordance with Core Strategy Policy G9 and the NPPF.

30

Prior to the commencement of the superstructure of any individual block containing residential accommodation a scheme for protecting future occupiers of the proposed residential units from noise from the commercial uses within the proposed block, from nearby commercial premises and from railway and road traffic noise, shall be submitted to and agreed in writing by the Local Planning Authority.

The use of the block shall not commence until the agreed sound insulation works have been completed and any such noise insulation as may be approved shall be retained thereafter.

In the interest of residential amenity and to accord with saved Unitary Development Plan Review policy GP5 and the National Planning Policy Framework.

31

Plant and machinery operated from any commercial premises shall limit noise to a level at least 5dBA below the existing background noise level (L90) when measured at the nearest noise sensitive premises with the measurements and assessment made in accordance with BS4142:1997.

In the interests of residential amenity and in accordance with saved Unitary Development Plan Review policy GP5 and the National Planning Policy Framework.

36

No installation of externally mounted plant or equipment shall take place until details of the installation and/or erection of any air conditioning or extract ventilation system, flue pipes, window cleaning equipment or other excrescences proposed to be located on the roof or sides of the building, including details of their siting, design, noise attenuation, and external appearance have been submitted to and approved in writing by the Local Planning Authority. Works shall be carried out in accordance with the approved details and retained as such thereafter.

In the interests of amenity and visual amenity, in accordance with Saved Unitary Development Plan Policies GP5, BD2 and BD4, Leeds Core Strategy policy P10 and the NPPF.

37

Prior to the occupation of each block the approved bin stores shall be provided and made available for use. The bin stores shall thereafter be retained and maintained as such in accordance with the approved details, unless otherwise agreed in writing by the Local Planning Authority. Refuse shall not be stored outside the approved areas.

To ensure that adequate provision for bin storage is made and in the interests of visual and residential amenity, in accordance with Leeds UDPR Policy GP5, Leeds Core Strategy Policies T2 and P10 and the NPPF.

38

Prior to the commencement of development of each phase an updated Sustainability Statement shall be submitted which will include a detailed scheme to demonstrate compliance with Core Strategy policies EN1 and EN2 comprising:

- (i) a recycle material content plan (using the Waste and Resources Programme's (WRAP) recycled content toolkit);
- (ii) a Site Waste Management Plan (SWMP),
- (iii) details of measures demonstrating compliance with Building Regulations 2015

Within 6 months of the first occupation of each phase a post-construction review statement for that phase shall be submitted and approved in writing by the Local Planning Authority;

The development and buildings comprised therein shall be maintained and any repairs shall be carried out all in accordance with the approved detailed scheme and post-completion review statement or statements.

To ensure the adoption of appropriate sustainable design principles in accordance with Core Strategy Policies EN1 and EN2, Leeds Sustainable Design and Construction SPD, the Holbeck Urban Village Revised Planning Framework, and the NPPF.

39

Notwithstanding the provision of the Town and Country Planning (General Permitted Development) Order 1995 (or any Order revoking or re-enacting that Order with or without modification) planning permission shall be obtained before any change of use, of the Class A2, A3, A4 and D1 premises referred to in this permission, to any use within Use Class A1; or from any use of B1 premises to C3 accommodation, as detailed in the Town and Country Planning (Use Classes) Order 1987 (or any Order revoking or re-enacting that Order with or without modification).

In order that the Local Planning Authority can retain control over uses which it considers could be harmful to the character and objectives of the Holbeck Urban Village Planning Framework area and to the viability of the City Centre in general.

**For information:-**

In reaching a decision the case officer dealing with the application has worked with the applicant and agent in a positive way to produce an acceptable scheme in accordance with paragraphs 186 and 187 of the National Planning Policy framework.



The applicant should be aware that there is an Agreement by way of undertaking under Section 106 of the Town and Country Planning Act 1990 affecting this site.

The proposed development lies within a coal mining area which may contain unrecorded coal mining related hazards. If any coal mining feature is encountered during development, this should be reported immediately to the Coal Authority on 0345 762 6848. Further information is also available on the Coal Authority website at [www.coal.decc.gov.uk](http://www.coal.decc.gov.uk) Property specific summary information on past, current and future coal mining activity can be obtained from the Coal Authoritys Property Search Service on 0345 762 6848 or at [www.groundstability.com](http://www.groundstability.com)

All reports addressing land contamination should be compiled in accordance with best practice and policies Land 1 of the Natural Resources and Waste Local Plan 2013 and GP5 of the Unitary Development Plan Review 2006. Prior to preparing any reports in compliance with conditions related to land contamination the applicant is also advised to refer to the Leeds City Council guidance leaflets in the series:- The Development of Contaminated Sites:

The Blue Leaflet (CL2) - Reports in Support of Planning Applications

The Green Leaflet (CL3) - Human Health Quantitative Risk Assessment

The Yellow Leaflet (CL4) - Residential Development on Land Affected by Contamination

These leaflets can be obtained from the council at the Leonardo Building Reception, 2 Rossington Street, Leeds, LS2 8HD or from our website [www.leeds.gov.uk/contaminatedland](http://www.leeds.gov.uk/contaminatedland)

The applicant is advised that remediation of any contaminated site is required to a standard such that the site would be suitable for use policies Land 1 of the Natural Resources and Waste Local Plan 2013 and GP5 of the Unitary Development Plan Review 2006. This includes the quality of imported soils and soil forming materials. The developer is responsible for the ensuring that development is safe and suitable for use for the intended purpose.

The applicant is advised to contact Network Rail [assetprotection@networkrail.co.uk](mailto:assetprotection@networkrail.co.uk) regarding the need to protect the railway during the construction and operation of the nearby railway line. Network Rail also advise that:

1. There should be no increase to average or peak flows of surface water run off leading towards Network Rail assets, including earthworks, bridges and culverts.

2. All surface water run off and sewage effluent should be handled in accordance with Local Council and Water Company regulations.
3. Attenuation should be included as necessary to protect the existing surface water drainage systems from any increase in average or peak loadings due to normal and extreme rainfall events.

The applicant/occupants should phone Floodline on 0345 988 1188 to register for Floodline Warnings Direct. It is a free service that provides flood warnings direct by telephone, mobile, fax or pager. It also gives practical advice on preparing for a flood, and what to do if one happens. By getting an advanced warning it will allow protection measures to be implemented such as moving high value goods to an elevated level as well as evacuating people off site.

The Environment Agency recommends that consideration be given to use of flood proofing measures to reduce the impact of flooding when it occurs. Flood proofing measures include barriers on ground floor doors, windows and access points and bringing in electrical services into the building at a high level so that plugs are located above possible flood levels. It is recommended that services should be raised as high as practicable to avoid possible flood damage. Consultation with your building control department is recommending when determining if flood proofing measures are effective. Additional guidance can be found in our Flood line Publication 'Damage Limitation'. A free copy of this is available by telephoning 0845 988 1188 or can be found on our website [www.environment-agency.gov.uk](http://www.environment-agency.gov.uk) click on flood in subjects to find out about, and then floodline. Reference should also be made to the Department for communities and local Government publication 'Preparing for Floods' <http://www.planningportal.gov.uk/uploads/odpm/4000000009282.pdf> as well as the communities and local Government publication 'Improving the flood performance of new buildings' which can be viewed at: <http://www.communities.gov.uk/publications/planningandbuilding/improvingflood>.

Details of the necessary archaeological work, in the form of a specification or WSI, will be provided to the developer, on written request, by the WY Archaeology Advisory Service in their capacity as Leeds City Council advisors on archaeological matters. The WY Archaeology Advisory Service will also be responsible for monitoring the work of the archaeological contractor commissioned by the developer to undertake this work, on behalf of the Planning Authority. From the 1st of April 2011 in accordance with the agreement of the Council Committee that oversees our work the WY Archaeology Advisory Service will charge the developer for these and

concomitant services. Please note that the production of a specification may take up to three working weeks from receipt of a written request. The WY Archaeology Advisory Service can also provide a list of archaeological contractors who may be available to tender for the work. For further information please contact: David Hunter, West Yorkshire Archaeology Advisory Service: 01924 306798.

The applicant/developer contact the Canal & River Trust Works Engineer at an early stage to discuss all works and identify where Canal & River Trust consents will be required. The relevant contact is Alan Daines (07827 873682). All works alongside the canal should comply with the Code of Practice for Works Affecting Canal & River Trust.



DO NOT SCALE THIS DRAWING. ALL DIMENSIONS MUST BE CHECKED ON SITE. INFORM THE ARCHITECT OF ANY DISCREPANCIES PRIOR TO CONSTRUCTION.

KEY PLAN

NOTES

REV	DATE	DESCRIPTION	DRN	CHK
P01	20.10.15	PLANNING	TP	JUD
P02	08.01.16	PLANNING	CM	JUD

SCALE 1:250

STATUS  
PLANNING

DRAWING NO  
2648-JW-054

DRAWING TITLE  
PROPOSED PLAN  
THIRD FLOOR PLAN - LEVEL 03

CLIENT  
CARILLION DEVELOPMENTS

PROJECT  
TOWER WORKS  
LEEDS

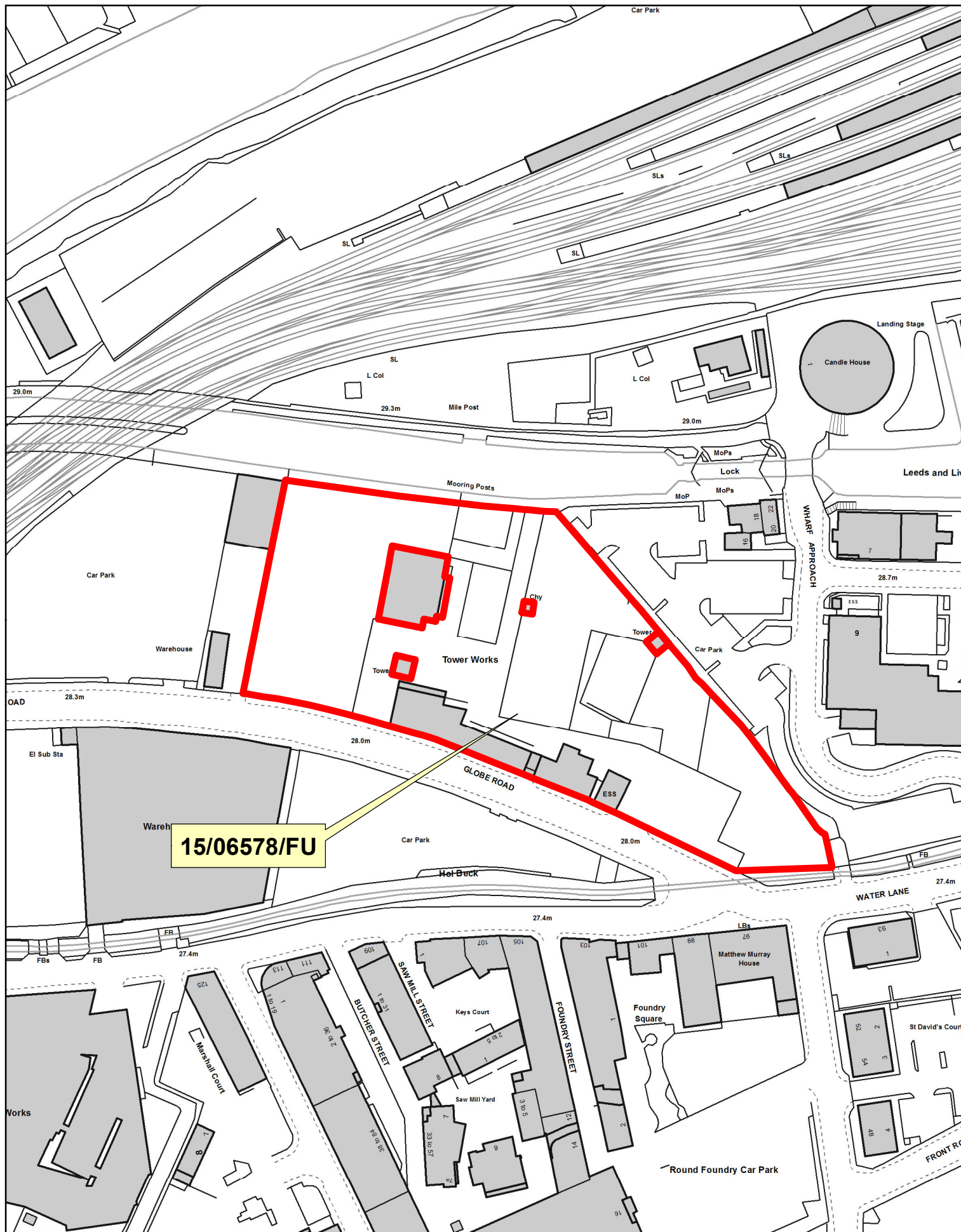
REV  
P02

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1 Colbourn Street London NW1 2HP  
t +44 (0) 20 7380 0302 f +44 (0) 87 0822 0732 w [jesticovhiles.com](http://jesticovhiles.com)

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# CITY PLANS PANEL



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Originator: C. Briggs

Tel: 0113 2224409

## Report of the Chief Planning Officer

### **CITY PLANS PANEL**

**Date: 11 FEBRUARY 2016**

**Subject: PRE-APPLICATION Reference PREAPP/15/00956 – Proposal for mixed use residential development at Left Bank, Former Hydro Aluminium Foundry, Clarence Road, Hunslet, Leeds 10**

**Applicant: Citu**

#### **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 major development at the former Hydro Aluminium Foundry site, which lies between Clarence Road and the River Aire, located to the south of Leeds Dock at the edge of Leeds City Centre. The initial work-in-progress proposals will be presented to Panel by the landowner and developer Citu to allow Members to comment on the evolving scheme and raise any issues, prior to the intended submission of a full planning application.

## **2.0 SITE AND SURROUNDINGS:**

- 2.1 The 1.6 hectare vacant brownfield site is located on the southern edge of Leeds City Centre, within the South Bank sub-area of the emerging Aire Valley Leeds Area Action Plan. The site has been vacant since 2005 when the foundry closed, and the buildings have subsequently been demolished. The scheme has potential to contribute to the planned new housing provision (over 6500 homes) and place-making opportunities for this area. The site is currently unallocated in the saved

LDF Proposals Map, and allocated for mixed use /residential in the emerging Aire Valley Area Action Plan.

- 2.2 The site is bounded by the River Aire and Transpennine Trail to the east and Clarence Road to the west. To the north is the Liberty Dock student flats, and to the south, industrial premises at Vickers Oils. Allied Glass is located to the south west. The applicant is aware that they need to take account of local industrial and road noise, odour and air quality in their scheme design proposal, in order to protect the amenities of future residents without adversely affecting the operation of existing local businesses.
- 2.3 The remaining part of the former Hydro Aluminium foundry site, to the west on the opposite side of Clarence Road/Sayner Lane, is the subject of a current planning application by Citu for a 2 storey office extension to the existing vacant industrial warehouse. The application reference is 15/07175/FU. The premises would be used as a housing research and development, manufacturing and exhibition facility for Citu's new housing developments. The proposal would bring a long term vacant and unsightly building and site back into active use, and bring new jobs and skills to the area, to develop the houses that would be built at Left Bank (subject to planning) and at Low Fold on the opposite side of the river. Subject to further discussion at Plans Panel, officers will request if Members are able to agree that the current planning application by Citu 15/07175/FU for a two storey office extension to existing warehouse and associated works on the opposite side of Clarence Road can be determined under delegated powers – see question 7.8 below.
- 2.4 To the north and west of the former foundry site on Clarence Road and Sayner Lane (subject of application 15/07175/FU) is the Leeds Discovery Centre, a vacant site, and the proposed route of the NGT trolleybus. There is a proposed NGT stop at Sayner Lane close to the junction with Carlisle Road.
- 2.5 The site also has potential to connect to East Street, Cross Green and Richmond Hill for pedestrians and cyclists by linking over the River Aire to the Low Fold site. The nearest primary school is Richmond Hill (via the proposed footbridge) and the closest secondary schools are Mount St. Mary's and the Ruth Gorse Academy on Black Bull Street (due to open September 2016)
- 2.6 The site lies in flood risk zone 3, and the applicant is aware of the requirements to undertake a Flood Risk Assessment, and implement appropriate flood resilience and evacuation plan measures.

### **3.0 PROPOSAL**

- 3.1 Citu delivered the Greenhouse project in Beeston in 2010, and gained planning permission for a new sustainable housing scheme at Low Fold in 2015. Start of works on-site at Low Fold is expected this year.
- 3.2 The proposal includes 205 dwellings, arranged in 13 blocks (see attached plan at Appendix 1), made up of a mixture of flats, live-work units and houses, built to high sustainability standards, and mainly with dual aspect. The proposal includes associated private, shared communal (including glazed winter gardens in Block 3, and "deck access" to the 11 storey Block 12), and public open space, and ancillary community and café uses (958sqm). 121 car parking spaces are proposed, with car share and electric car charging points on-site, and secure cycle parking.



- 3.3 As at the Low Fold scheme, the homes on Left Bank would be owned, managed and operated by the residential occupiers within a development using a purpose formed community interests company (CIC). The scheme would feature a unique digital platform that allows the homeowner the ability to control energy remotely via a desktop, laptop, tablet or smartphone.
- 3.4 The proposed dwellings would be constructed to a zero-carbon standard which means that they would not require conventional heating. The ambient heat given off in the house would be retained through a highly insulated air tight structure. Whilst the Passivhaus standards are predominantly concerned with the goal of lowering energy consumption there are several components of the approach that also improve acoustic insulation and the internal air quality of dwellings. To achieve the thermal and acoustic performance criteria it is likely that windows would be triple glazed as well. Ventilation to a dwelling would not rely on opening windows, instead a Mechanical Ventilation Heat Recovery (MVHR) system is installed within each dwelling. The system has a ventilation unit with two fans, one draws outside air in and supplies it to bedrooms and living rooms, the other extracts air from kitchens and bathrooms to exhaust to the outside. Inside the unit is a heat exchanger which transfers the heat from the outgoing air to the incoming air without any recirculation of the air itself. Also housed within this unit are air filters to clean the incoming air. In tandem the units work to ensure that less heat is lost than by opening a window and that the supply air continuously delivered into the dwelling is clean. Rainwater and storm water collection would form part of a sustainable integrated urban drainage system. Solar panels would deliver on-site renewable energy via a community owned company utility company with a private wire network for electricity and energy storage.
- 3.5 The units would be built by Citu with a timber panel system. Discussions with the applicant are underway regarding the architectural detailing and building materials.
- 3.6 The dwelling types, numbers and sizes would be as follows:
- "Corner House" - 4 two-bed units - 70 square metres each
  - "Bungalow" - 5 one-bed units - 50 square metres
  - "Bungalow" – 30 two-bed units – 70 square metres
  - "Bungalow" – 10 three-bed units – 86 square metres
  - "Bungalow" – 5 four-bed units – 108 square metres
  - "T2B" – 18 one-bed units – 60 square metres
  - "T2B" – 18 two-bed units – 74 square metres
  - "T2B" – 18 three-bed units – 108 square metres
  - "T2B" – 6 four-bed units – 147 square metres
  - "Atrium" – 10 one-bed units – 60 square metres
  - "Atrium" – 20 two-bed units – 74 square metres
  - "Atrium" – 10 three-bed units – 108 square metres
  - "Cottage" – 18 two-bed units – 81 square metres
  - "Cottage" – 6 three-bed units – 101 square metres
  - "Warehouse" – 19 four-bed units – 125 square metres
  - "Live-work" – 8 three bed units – 119 square metres
- 3.7 The site would have approximately a 130m long riverside frontage, and pedestrian and cycle access through the site from Clarence Road, linking to East Street via Low Fold over the bridge (permission ref. 15/00415/FU approved at June 2015 City Plans Panel, also by Citu, and works are due to start on-site this year). A 12m wide tree-lined public space would link Clarence Road to the bridge, and there would be

public access between the scheme and the riverside at various points along its frontage.

## **4.0 HISTORY OF NEGOTIATIONS AND PLANNING HISTORY**

- 4.1 Officers have had one pre-application meeting with Citu and their professional team in January 2016.
- 4.2 City and Hunslet Ward Members were consulted by email on 20 January 2016 regarding this new pre-application.
- 4.3 A previous planning application 06/02364/FU for a multi-level development in 14 blocks up to 10 storeys comprising 625 residential units, hotel, and offices with ancillary retail, restaurants, bars, gallery space, public space and car parking was approved at Plans Panel (City Centre) in 10 January 2008 and subsequently granted permission 26 October 2009. The permission has now expired. This proposal related to both former Hydro Aluminium foundry sites to the east and west of Clarence Road.

## **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 Government's 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**

- 5.2.1 The Leeds Core Strategy was adopted by the Council on 12th November 2014. This now forms the development plan for Leeds together with the Natural Resources & Waste Plan and saved policies from the UDPR. A number of former UDP saved policies have been superseded by Core Strategy policies and have been deleted as a result of its adoption. Appendix 1 of the Core Strategy provides a full list of 'deleted' UDP policies and policies that continue to be 'saved' (including most land use allocations). Relevant Saved Policies would include:

GP5 all relevant planning considerations  
BD2 new buildings  
LD1 landscaping

- 5.2.2 **Relevant Core Strategy Policies include:**  
Spatial Policy 2 – Spatial approach to retailing

Policy P8 – sequential and impact assessments for main town centre uses – sets out a centres first approach to the location of main town centre uses and the requirements for sequential and impact assessment. The proposals include a number of small-scale town centre uses (café, and bakery). These will require a sequential assessment to be carried out in accordance with Policy P8. As the site is located in an edge of centre location, the assessment would only needs to consider sites within centres in the relevant catchment area.

Spatial Policy 4 – Identifies the Aire Valley Leeds as a Regeneration Priority Programme Area. Priority will be given to developments that include housing quality, affordability and choice, improve access to employment and skills development, enhance green infrastructure and greenspace, upgrade the local business environment and improve local facilities and services. Emerging work on the draft Aire Valley Area Action Plan has proposed the site as a housing allocation which could make a significant contribution towards meeting the area's requirement to provide 6,500 dwellings. This allocation was approved at Executive Board in February 2015 as the basis for consultation on the publication draft version of the plan, which took place in late 2015. Issues relating to the loss of employment land (based on the existing allocation) are discussed in the appraisal section of this report.

Spatial Policy 5 – Sets out the broad principles for development in the Aire Valley Regeneration Priority Programme Area including targets for housing (6,500 units) and employment land (250 ha) specific to the area.

Spatial Policy 7 – Sets out the spatial distribution of the district wide housing requirement between Housing Market Characteristic Area. The site is in the City Centre HMCA with a requirement to provide 10,200 units (2012-28) Being consistent with the site allocation in the draft AVLAAP, the proposed development will contribute to the achievement to the housing targets set out under both the above policies.

Spatial Policy 8 states that training/skills and job creation initiatives would be supported by planning agreements linked to the implementation of appropriate developments given planning permission.

Spatial Policy 11 – Transport Investment Priorities – includes a priority related to improved facilities for pedestrians to promote safety and accessibility, particularly connectivity between the edges of the City Centre and the City Centre itself.

Policy EC3 – Safeguards existing employment land and industrial areas unless specific criteria are met.

Policy CC3: Improving connectivity between the City Centre and neighbouring communities – provide and improve routes connecting the City Centre with adjoining neighbourhoods to improve access and make walking and cycling easier.

Spatial Policy 13 – Strategic Green Infrastructure – The River Aire corridor is part of the GI network described in the policy. The applicant will also need to address Policy G1 (green infrastructure) and G9 (biodiversity).

Policy H2 – New housing development on non-allocated sites & Policy T2 accessibility requirements – refers the capacity of infrastructure and accessibility standards in Appendix 3. Links to local shops, primary schools, secondary schools, parks and employment locations are important.

Policy H3 – Density of development. A minimum density target of 65 dwellings per hectare is set for edge of centre locations.

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.

Policy H5 – Affordable Housing. The affordable housing requirement would be 5% of the total number of units, with 40% for households on lower quartile earnings and 60% for households on lower decile earnings

Policy EC3 Safeguarding existing employment land and industrial areas.

Policy G4 – Open space requirements. Outside the City Centre the normal requirement is 80 sqm per dwelling. The delivery of a proportionate amount of open space per dwelling, both private and shared communal, and the provision of public realm, is important and is currently being discussed with the developer. Contribution to specific off-site greenspace enhancements to mitigate a shortfall on-site may be required.

Policy G9 Biodiversity improvements

Policies EN1 & EN2 Policy set targets for CO2 reduction and sustainable design & construction, including meeting the energy and carbon emissions reduction targets of the former Code for Sustainable Homes Level 4 and at least 10% low or zero carbon energy production on-site.

Policies EN4 District Heating. This site lies within the area identified as having potential in the Aire Valley & City Centre Energy Masterplan (Map 6 of the draft AVAAP).

Policy EN5 – flood risk. A flood risk assessment and sequential test would be required as the site lies in Flood Zone 3. Housing is proposed in Zone 3 and therefore the exceptions test would also be required. The applicant would need to consider the layout of site and potential for locating green space in the in higher flood risk zones in accordance with NPPG advice.

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.

Policy P12 states that landscapes will be conserved and enhanced.

Policies T1 and T2 identify transport management and accessibility requirements for new development.

### 5.3 **Natural Resources & Waste Plan**

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, and land contamination are relevant to this proposal. The site is within the Minerals Safeguarding Area for Coal (Minerals 3) and Sand and Gravel (Minerals 2).

### 5.4 **Emerging Aire Valley Area Action Plan**

The site is located within the Aire Valley Leeds Regeneration Programme Area for which an Area Action Plan is being prepared. This will form part of the development plan when adopted and make allocations within the area (replacing or renewing existing UDP land use allocations). The AAP has been the subject of public consultation, but has limited weight in decision making currently, however it signals the Council's aspirations and priorities for the future development of the area. The site is allocated for mixed use residential development under site reference AV14, to provide 105 dwellings, with office and leisure development. Para 3.3.9 of the draft AVLAAP makes clear that housing should form a significant proportion of the total development area and the capacity should therefore be treated as a minimum figure. The office capacity assumes that half the site is developed for that use but should not be treated as a minimum in the same way because other uses (including leisure) may be appropriate. In principle therefore the housing use (as the main use proposed) is consistent with emerging policy in the area

The AVAAP also has relevant policies regarding strategic transport infrastructure for the area, green infrastructure, pedestrian connectivity, and specific guidance for the Clarence Road sub-area of the South Bank.

### 5.5 **Relevant Supplementary Planning Guidance includes:**

- SPD Street Design Guide
- SPD Travel Plans
- SPD Building for Tomorrow Today: Sustainable Design and Construction
- SPD Biodiversity and Waterfront Development
- SPG Neighbourhoods for Living
- SPG Leeds Waterfront Strategy
- SPD Parking

### 5.6 **Other material considerations**

#### **5.6.1 Best Council Plan**

The Plan identifies 6 objectives in order to achieve the best council outcomes identified between 2014-2017. One of the three best Council outcomes (Best Council Plan 2013-17) is to “improve the quality of life for our residents”, and the priority “Maximising housing growth to meet the needs of the city in line with the Core strategy” within the Best Council objective “Promoting sustainable and inclusive economic growth” which gives a strong foundation to improving the quality of housing and ‘liveability’ of places delivered under this ambitious programme for the city. Also, the objective “Promoting sustainable and inclusive economic growth” is of relevance to this proposal. This would be achieved by improving the economic wellbeing of local people and businesses, meeting the skills needs of business to support growth, boosting the local economy, creating ‘more jobs, better jobs’ by working with employers and businesses, and continuing to secure local training and recruitment schemes.

#### **5.6.2 Vision for Leeds 2011-2030**

One of the aims is that by 2030 Leeds’ economy will be more prosperous and sustainable. This includes having a skilled workforce to meet the needs of the local economy, and creating significant job opportunities. The vision also states that Leeds will be a great place to live, where local people benefit from regeneration investment, and there is sufficient housing, including affordable housing, that meets the need of the community.

#### **5.6.4 The Leeds Standard**

The Leeds Standard was adopted by the Council’s Executive Board on 17 September 2014. The introduction of a Leeds Standard seeks to ensure excellent quality in the delivery of new council homes under three themes: Design Quality, Space Standards and Energy Efficiency Standards. It sets out how the Council can use the Leeds Standard in its role as Council landlord through its delivery and procurement approaches. Through its actions the Council can also seek to influence quality in the private sector. Those aspects of the Standard concerned with design quality will be addressed through better and more consistent application of the Council’s Neighbourhoods for Living guidance. The Leeds Standard sets out the importance of excellent quality housing in supporting the economic growth ambitions of the council.

### **6.0 ISSUES**

Members are asked to consider the following matters in particular:

#### **6.1 Principle of the scheme**

The National Planning Policy Framework, Leeds Core Strategy, and the emerging Aire Valley Area Action Plan would support a residential development in this edge of City Centre location, as a major contribution to the Aire Valley Urban Eco-Settlement. The site is allocated for mixed residential use in the emerging site allocations process under the draft Aire Valley Area Action Plan. There is a small amount of commercial floorspace for office and/or café use, community use, and some live-work units. Policy EC3 safeguards existing employment land and industrial areas unless specific criteria are met. As the site was last used for employment, the criteria set out in Part A of the policy will need to be addressed in the context of the broad development requirements set out above. The draft AVLAAP makes an assumption that some employment development could be delivered at the site (0.8 ha of offices under Policy AVL3) to contribute to the overall employment land target of 250 ha. However paragraph 3.2.24 states that there is an overall oversupply of 6.2 hectares in the document which provides some flexibility.

The contribution the proposal makes to the area's housing targets is considered to outweigh this small loss of potential employment land. The site is not in an area of employment shortfall so part B of the policy does not apply. The proposal is for a mix of 1, 2, 3, and 4 bedroom dwellings, to meet the objectives of Policy H4 for a balanced provision of house types. The proposal meets the percentage ranges set out in the policy:

<b>Unit size</b>	<b>One</b>	<b>Two</b>	<b>Three</b>	<b>Four</b>
Proposed No.	33	90	52	30
%	16	44	25	15
<b>H4 Min-Max %</b>	<b>0-50</b>	<b>30-80</b>	<b>20-70</b>	<b>0-50</b>

**Do Members agree that the proposed use of the site for a predominantly residential scheme, and the mix of dwellings proposed, would be appropriate?**

## **6.2 Residential Quality**

In the context of the Executive Board adoption of the “Leeds Standard” for the Council's own housing schemes, it is strongly encouraged that private developers also meet our aspirations for high quality, liveable homes in the City, particularly in relation to design quality, space standards and energy efficiency standards. This includes meeting the latest Building Regulations for carbon emissions and energy targets in accordance with Core Strategy Policies EN1 and EN2, and meeting the Nationally Described Housing space standards. This scheme would be designed to Passivhaus principles, and would exceed the minimum space and energy/efficiency sustainability standards encouraged by the Council under the Leeds Standard, the Nationally Described Housing Standards and Core Strategy Policies EN1 and EN2.

**What are Members' views on the quality of the homes proposed, in terms of design, space standards, energy efficiency and sustainable construction?**

Discussions with the applicant regarding residential amenity considerations are on-going. The applicant will need to demonstrate that there are satisfactory privacy relationships between buildings in terms of distances between facing habitable room windows. Distances between habitable room windows are generally considered acceptable where they exceed 15-20m, unless it can be demonstrated that the internal configuration of the dwellings are such that overlooking and loss of privacy can be avoided through internal room configurations and locations of windows. With reference to the attached Proposed Block Plan (Appendix 1), the spaces between dwellings ranges from 10m between Block 11 and Block 10 for example, and 10.7m and 20.7m between Blocks 2 and 3. The relationships between Blocks 1, 2, 3, 4, and 5 and 6 are considered appropriate in this case.

However, officers have some concerns regarding the proximity of facing habitable room windows between for example Blocks 11 and 10, and 8 and 9, where distances are around 10m. The quality of outlook at 10m towards the boundary wall of Vickers Oil to the south in relation to the dual aspect units in Blocks 7 and 8 also needs careful consideration. The applicant will also need to design the scheme so that amenity concerns arising from nearby industrial uses are minimised, and the proximity of habitable room windows in Blocks 6, 7 and 8 towards Allied Glass and Vickers Oils need careful consideration to ensure that these existing businesses are not impacted upon by the potential for complaints by future residents.

Officers have highlighted concerns with the “deck access” to Block 12. The applicant's aim is to re-invent the concept, promote a sense of community, and

create opportunity for interaction with neighbours. However, this will need balancing against considerations of a sense of privacy, security, safety, management and the overall form and design of the building.

**What are Members' views on the general siting of the buildings and the spaces between them?**

### **6.3 Site Layout and Outdoor Amenity Space**

The scheme has been designed with a hierarchy of hard and soft amenity space for private space, shared private communal space, and publicly accessible space. Discussions are ongoing with officers regarding the amount, type and distribution of space around the site. Core Strategy Policy G4 requires that 80 square metres of greenspace is provided per dwelling in this location. Due to the high density of the proposal, which may be appropriate in principle in this edge of city centre location, there is likely to be a shortfall in on-site provision. This can be mitigated through an off-site s106 contribution, which would need to be targeted to a specific local greenspace scheme. In this case the open space requirement for 205 dwellings would be 16,400sqm, which exceeds the total site area in this case (approx. 16,000sqm). At present, the applicant is proposing:

- 3045 square metres of private amenity space in the form of gardens, terraces and balconies, including a glazed winter garden-style atrium for the flats in Block 3.
- 2493 square metres of shared resident-only communal space between the townhouses at blocks 5, 6, and 7
- 6007 square metres of publicly accessible space across the whole site, including hard-surfaced space, footpaths and the shared deliveries/emergency vehicle route.

It is considered that the dwellings would benefit from a good level of private and shared communal private amenity space for residents to enjoy, have ownership over, and feel secure in.

However, the proposal appears to be predominantly hard paved in this area, with limited green pockets having views into/out of the development from the Transpennine Trail along the riverside. The difference in levels between the towpath and the site, at some 1.5m, can be addressed with ramps and steps. Much of the public space on-site is primarily for movement rather than recreation/relaxing. This could be improved by removing Block 13 and providing a more generous focussed riverside setting. However, without change, officers consider that there is a lack of useable greenspace with a significant riverside aspect, and that the proposal would not take the opportunity to enhance and green the waterfront corridor in this location.

**Do Members consider that the balance and amount of private amenity space is appropriate for the mix of dwellings proposed?**

### **6.4 Design, Scale and massing**

The varied housing types within the proposal present a range of building forms varying from 2 storeys to 11 storeys:



- Blocks 8, 9, 10 and 11 would be two/three storeys in height at right angles to the riverside
- Blocks 5, 6 and 7 would be four/five storeys in height, at right angles to Clarence Road
- Block 1 would be four storeys in height facing Clarence Road ("The Warehouse")
- Block 4 would two storeys
- Block 12 would be an 11 storey tower on the waterfront
- Block 13 would be 5 storeys

It is considered that the range of building heights would be appropriate in the context of the varied scales of development around the site – from 3-4 storeys proposed at Low Fold, and present at the neighbouring student housing to the north, 14 storeys at Echo on East Street, 8 storeys generally at Leeds Dock (with a 20 storey tower) to large scale industrial premises at Allied Glass and Vickers Oils. The proposed materials would be a mixture of timber, brick slips, tiles and metal cladding, which subject to exact details, would complement the existing and future character of the area.

**Is the scale and form of the proposed development considered appropriate at this location?**

## **6.5 Car parking provision and accessibility**

The scheme proposes 121 undercroft car parking spaces, which would equate to 59% parking provision. Car parking spaces would be rented rather than purchased. The developer is also proposing travel plan measures in order to encourage future residents to rely less on private car use, such as providing real-time public transport information and car sharing apps for each household to access. The site is located in a sustainable location with good access to public transport on Hunslet Road and Clarence Road, and the future NGT stop at Sayner Lane/Carlisle Road. Secure cycle storage would be provided for each dwelling. The applicant is also exploring car club options as part of their travel plan preparation. The applicant will need to justify their approach to parking provision, including visitor parking.

The scheme shows a landing area to be provided to the proposed pedestrian/cycle bridge to link the site with the Low Fold housing development proposed on the site on the opposite bank of the river. The drawings also show linkages through the site to Clarence Road allowing links through to Leeds Dock and the South Bank of the City Centre. This reflects the indicative routes referred to in emerging Policy SB1 and shown on Map 7 of the draft AVLAAP and the site requirements under Policy AVL7, Site AV14. It is considered that that the scheme would contribute to improving connectivity between the City Centre and neighbouring communities and in particular will help deliver the bridge and route to provide better connection between the East Bank / Richmond Hill and South Bank areas.

**Subject to the agreement of Transport Development Services (to ensure there would be no adverse impact on highways safety or amenities) would the proposed level of car parking and approach to accessibility be considered acceptable?**

## **6.6 Section 106 Obligations and CIL**

The proposal would be subject to the Community Infrastructure Levy (CIL) which is estimated at £140 655 based on the current proposal.

Adopted policies would result in the following necessary Section 106 matters:

- Affordable Housing 5% on-site in accordance with the policy for the area
- Specific travel plan measures contributions to be agreed
- Travel plan monitoring fee
- Off-site greenspace contribution in accordance with Policy G4
- Public access through the site
- Cooperation with local jobs and skills initiatives
- Management fee

## **7.0 Conclusion**

This scheme is a significant regeneration opportunity that will contribute to the delivery of the Council's vision for the South Bank. Members' views are sought at an early stage on the evolving scheme, in particular on the following matters:

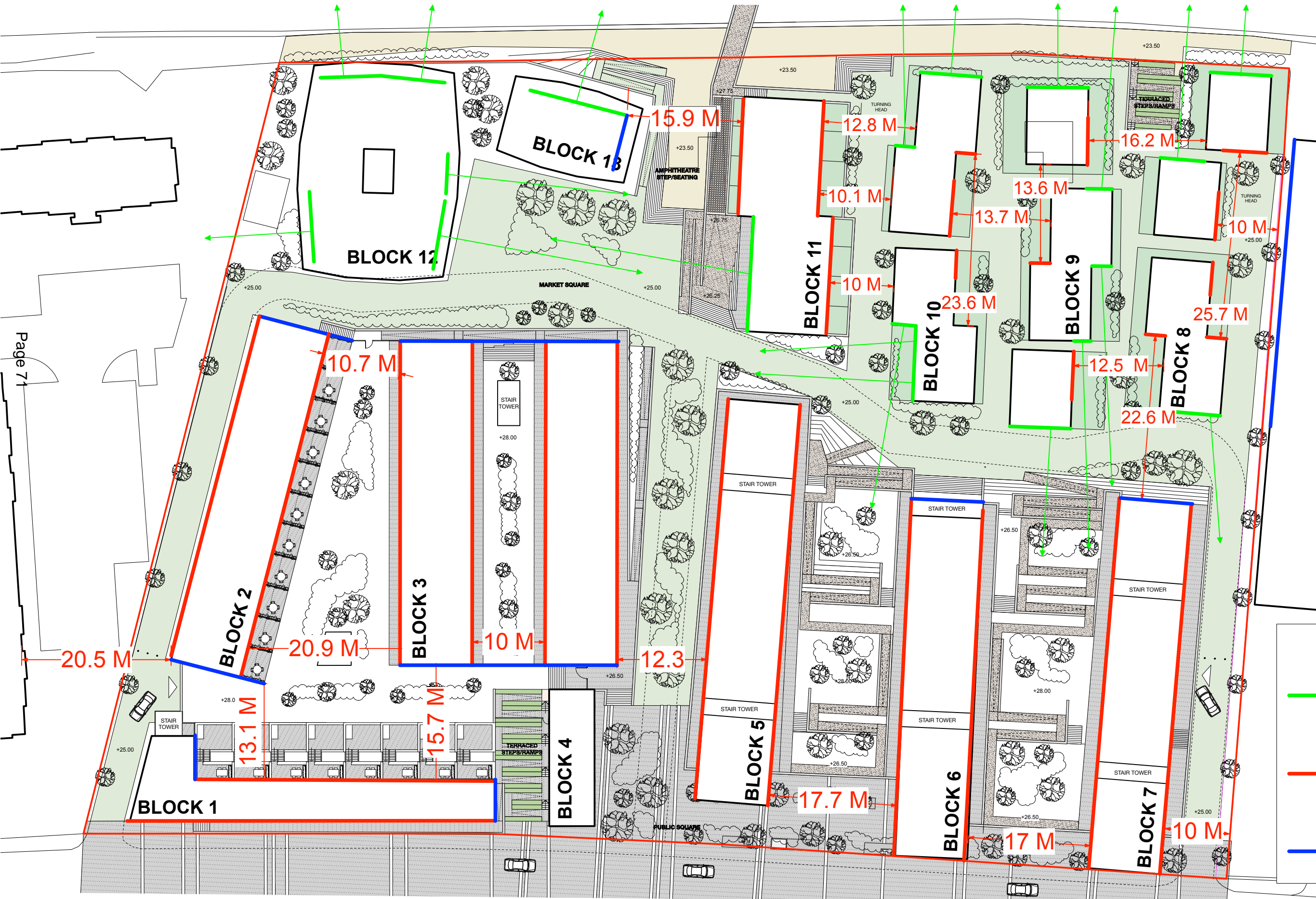
- 7.1 Do Members agree that the proposed use of the site for a predominantly residential scheme, and the mix of dwellings proposed, would be appropriate?**
- 7.2 What are Members' views on the quality of the homes proposed, in terms of design, space standards, energy efficiency and sustainable construction?**
- 7.3 What are Members' views on the general siting of the buildings and the spaces between them?**
- 7.4 Do Members consider that the balance and amount of private amenity space is appropriate for the mix of dwellings proposed?**
- 7.5 Is the scale and form of the proposed development considered appropriate at this location?**
- 7.6 Subject to the agreement of Transport Development Services (to ensure there would be no adverse impact on highways safety or amenities) would the proposed level of car parking and approach to accessibility be considered acceptable?**
- 7.7 Are Members able to agree that subject to the satisfactory resolution of detailed planning matters, the current planning application by Citu 15/07175/FU for a two storey office extension to existing warehouse and associated works to create a housing research and development, manufacturing and exhibition facility for Citu on the opposite side of Clarence Road, can be determined under delegated powers?**
- 7.8 Do Members have any other comments at this stage?**

## **Appendix 1**

Ollier Smurthwaite Architects Proposed Block Plan

## **Background Papers:**

Pre-application file PREAPP/15/00956



KEY

PRINCIPAL OUTLOOK  
FROM HABITABLE ROOM  
(UNRESTRICTED)

PRINCIPAL OUTLOOK  
FROM HABITABLE ROOM  
(DISTANCES INDICATED)

BLANK WALL



PROPOSED SITE PLAN SHOWING OUTLOOK AND OVERLOOKING DISTANCES

IMPORTANT NOTES:

DRAFT

rev A

REVISION	DATE	DESCRIPTION

CLIENT: CITI	
PROJECT: NEW RESIDENTIAL DEVELOPMENT	
ADDRESS: LEFTBANK, CLARENCE ROAD, LEEDS	
DRAWING TITLE:PROPOSED SITE PLAN: UPPER GROUND LEVEL	
SCALE: 1:250@A1	DATE: JAN '16
DRAWING NO: A306_P_020	

OLLIER SMURTHWAITE ARCHITECTS

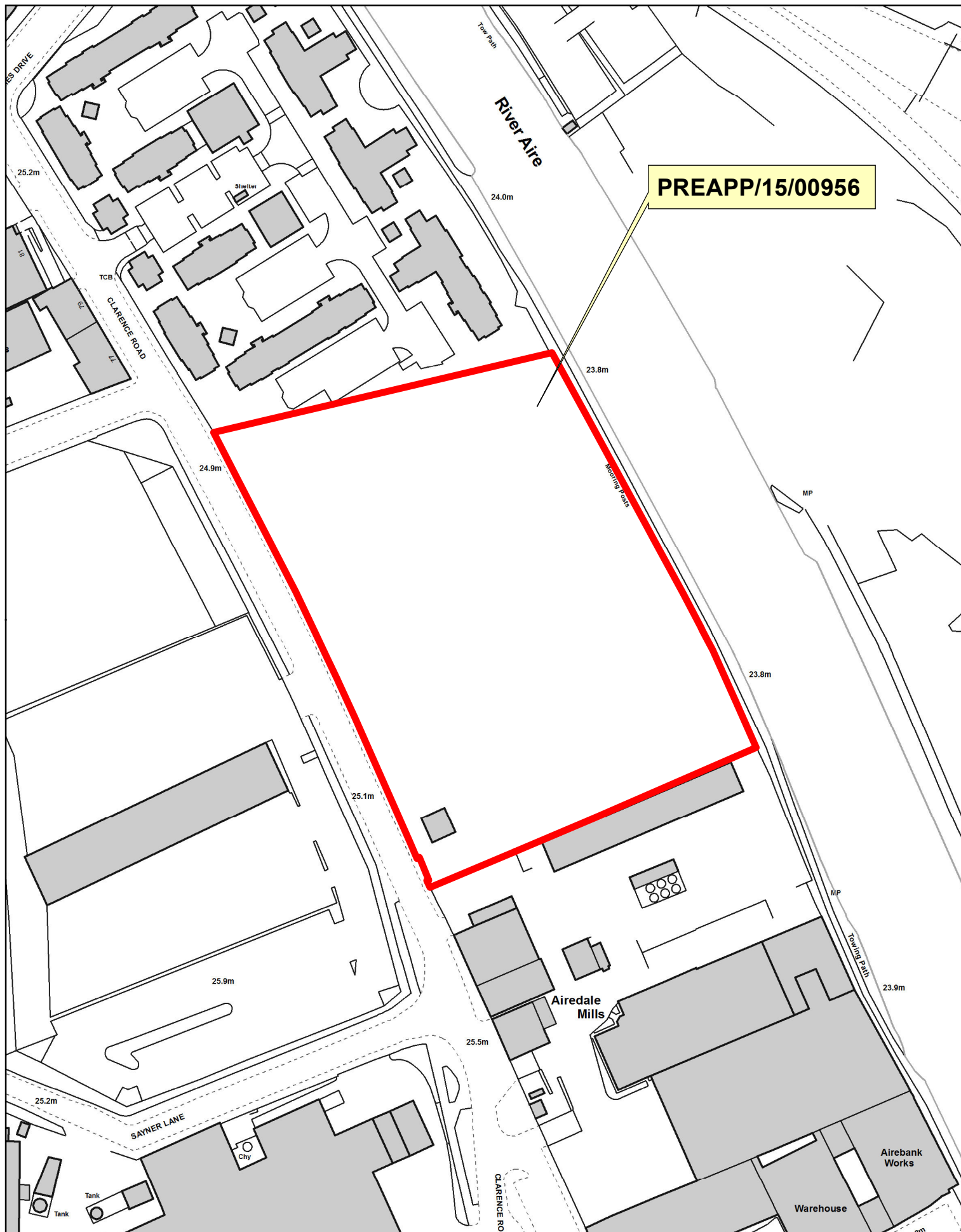
106 Albert Mill, 10 Hulme Hall Road, Manchester, M15 4LY

T 0161 883 0838

F 0161 883 0839

E mail@olliersmurthwaite.com





# CITY PLANS PANEL

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SCALE : 1/1500

