



CITY PLANS PANEL

Meeting to be held in Civic Hall, Leeds on
Thursday, 18th August, 2016
at 1.30 pm

MEMBERSHIP

Councillors

P Gruen
N Walshaw
J McKenna
(Chair)
A Khan
A Garthwaite
J Heselwood
B Selby
C Macniven

C Campbell

R Procter
G Latty

T Leadley

D Blackburn

Agenda compiled by:
Kevin Tomkinson
Governance Services
Civic Hall
Tel: 0113 24 74357

AGENDA

Item No	Ward	Item Not Open		Page No
1			<p data-bbox="678 322 970 356">SITE VISIT LETTER</p> <p data-bbox="678 465 1401 533">APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</p> <p data-bbox="678 613 1380 757">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 data-bbox="678 797 1385 940">(*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>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF PRESS AND PUBLIC</p> <p>1 To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.</p> <p>2 To consider whether or not to accept the officers recommendation in respect of the above information.</p> <p>3 If so, to formally pass the following resolution:-</p> <p>RESOLVED – That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:-</p>	
3			<p>LATE ITEMS</p> <p>To identify items which have been admitted to the agenda by the Chair for consideration</p> <p>(The special circumstances shall be specified in the minutes)</p>	
4			<p>DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS</p> <p>To disclose or draw attention to any disclosable pecuniary interests for the purposes of Section 31 of the Localism Act 2011 and paragraphs 13-16 of the Members' Code of Conduct.</p>	

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5			<p>APOLOGIES FOR ABSENCE</p> <p>To receive any apologies for absence.</p>	
6			<p>MINUTES - 28TH JULY 2016</p> <p>To receive and approve the minutes of the meeting held on 28th July 2016.</p> <p>(Copy to follow)</p>	
7	City and Hunslet		<p>PREAPP/15/00782 RESIDENTIAL-LED DEVELOPMENT COMPRISING FIVE TOWERS RANGING FROM 12 TO 41 STOREYS, GROUND FLOOR COMMERCIAL USES AND NEW PUBLIC REALM AT LAND BOUNDED BY BRIDGE STREET, NEW YORK ROAD, REGENT STREET AND GOWER STREET, SHEEPSCAR, LEEDS, LS2</p> <p>The Chief Planning Officer submitted a report detailing a Pre-application presentation for the residential-led development comprising five towers ranging from 12 to 41 storeys, ground floor commercial uses and new public realm at land bounded By Bridge Street, New York Road, Regent Street and Gower Street, Sheepscar , Leeds, LS2.</p>	3 - 16
8	City and Hunslet		<p>PREAPP/15/00955 MIXED USE DEVELOPMENT COMPRISING MULTI-STOREY RESIDENTIAL AND COMMERCIAL BUILDINGS AND PUBLIC REALM LAND OFF GLOBE ROAD AND WATER LANE, HOLBECK, LEEDS, LS11 1LT</p> <p>The Chief Planning Officer submitted a report detailing a Pre-application presentation for the mixed use development comprising multi-storey residential and commercial buildings and public realm at land off Globe Road and Water Lane, Holbeck, Leeds, LS11 1LT.</p>	17 - 30

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9			<p>DATE AND TIME OF NEXT MEETING</p> <p>Thursday 8th September 2016 at 1.30pm in the Civic Hall, Leeds.</p>	

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.

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

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To all Members of City Plans Panel

Planning Services
The Leonardo Building
2 Rossington Street
Leeds
LS2 8HD

Contact: Daljit Singh
Tel: 0113 247 8010
daljit.singh@leeds.gov.uk

Our ref: City Site Visits
Date: 8.8.2016

Dear Councillor

SITE VISITS – CITY PLANS PANEL – THURSDAY 18th August 2016

Prior to the meeting of City Plans Panel on Thursday 18th August 2016 the following site visits will take place (please note that the visit to Victoria Gate is not linked to an item on the formal agenda but is an opportunity for Members to view the works as they near completion):

Time	Ward	Site
09.45-10.30am	City & Hunslet	Land at Globe Road and Water Lane, Leeds 11. Pre-Application reference: PREAPP/15/00955
10.45-12pm	City & Hunslet	Visit to the Victoria Gate development including the new John Lewis Store

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

Yours sincerely

Daljit Singh
Central Area Team Leader

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Originator: Tim Hart

Tel: 3952083

Report of the Chief Planning Officer

CITY PLANS PANEL

18th AUGUST 2016

Pre-application presentation of proposed residential-led development comprising five towers ranging from 12 to 41 storeys, ground floor commercial uses and new public realm, New York Road, Bridge Street, Gower Street and Regent Street, Leeds 2 (PREAPP/15/00782)

Applicant – Ultra Asset Holdings Ltd.

Electoral Wards Affected:

City and Hunslet

Yes

Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: This report is brought to Plans Panel for information. The Developer will present the details of the scheme to allow Members to consider and comment on the proposals at this stage.

1.0 Introduction

- 1.1 This presentation is intended to inform Members of the emerging proposals for the second phase of development on the former British Gas office site located between Bridge Street, Gower Street, Regent Street and New York Road. The site was vacated in the early part of the Twenty-First Century and the buildings have remained vacant since that time until the majority were demolished earlier this year.
- 1.2 In 2011 planning permission was granted for a mixed use redevelopment of the entire site comprising four tall towers located above two separate lower rise podiums. This planning permission remains extant.
- 1.3 The site was acquired by a consortium of Singapore investors in summer 2015. Emerging proposals for the site were presented to City Plans Panel in March 2016, albeit the focus of the presentation was on the first phase of development, a proposed hotel. On 7th July 2016 City Plans Panel deferred and delegated approval

of the planning application for the hotel. Planning permission was subsequently granted for the hotel development on 4th August 2016.

- 1.4 The presentation relates to the intended later phase of the development, a residential-led scheme comprising 775 residential apartments, 342 car parking spaces and new public realm. The development would involve 5 new towers ranging from 12 to 41 storeys in height and a new public route across the site linking Bridge Street and Regent Street.
- 1.5 This phase of the development would come forward in a series of sub-phases, responding to construction considerations and to the market. Once complete the redevelopment of this brownfield site has the potential to play a key role in physically and economically regenerating the area and reconnecting neighbourhoods north of York Road (A64) with the City Centre.

2.0 Site and surroundings

- 2.1 The site is located towards the northern fringe of the designated city centre on land bordered by Bridge Street, Gower Street, Regent Street and New York Road. The body of the site as a whole is effectively rectangular in shape measuring approximately 140 metres x 70 metres (approximately 1.27 hectares). Levels tend to fall gradually from the highest point in the north-west corner towards the east (Regent Street). The site was formerly used by British Gas and was primarily used for offices. Other than for a period of unauthorised commuter car parking the site was vacant for several years. Buildings were primarily located around the periphery of the site with 2 and 3 storey buildings fronting Gower Street and Bridge Street, and a 10 storey tower positioned above a 3 to 4 storey podium at the corner of New York Road and Bridge Street. The majority of these buildings have been demolished during recent months leaving the remaining tower and podium which are to be converted into a hotel.
- 2.2 Existing buildings along New York Road to the west of the site include Crispin House apartments (Grade II listed), 5-7 New York Road (currently being converted into apartments and Baker House (self-storage). Other buildings in close proximity to the north of the site, including those on the north side of Gower Street, are more typically 2 to 3 storeys in height, such as Crown Buffet restaurant in the former Leeds Board School, although beyond Byron Street contemporary residential and commercial buildings are more commonly 5 to 9 storeys in height. Properties on the east side of Regent Street around Mabgate are generally 2 to 3 storeys in height, including the retail warehousing on the north side of Gower Street.
- 2.3 The Inner Ring Road/York Road (A64M) passes the site at an elevated level to the south of New York Road which falls eastwards towards Regent Street. Together, the heavily-trafficked roads present a significant barrier. Pedestrian access via Bridge Street and Eastgate (north) / Regent Street to and from the city centre is currently achieved beneath unwelcoming bridged structures by reason of their poor surface finishes, inadequate lighting and narrow footways. Low rise residential accommodation is situated at Ladybeck Close to the east of Bridge Street on the southern side of the Inner Ring Road. The west side of Bridge Street, predominantly used for surface car parking, will ultimately be redeveloped during Phase 2 of the Victoria Gate development.

3.0 Proposals

- 3.1 The site can be divided into four principal components:

- Those buildings flanking New York Road on the southern edge of the site. These comprise the approved hotel (up to 14 storeys) and a new 12 storey (c.40 metre tall) residential building situated between the eastern end of the hotel range and the junction of New York Road and Regent Street;
- 4 towers positioned perpendicular to and abutting Gower Street. Moving from west (Bridge Street) to east (Regent Street) the towers would be 17 storey (c.55 metres tall), 41 storey (c.129 metres tall), 31 storey (c.98 metres tall) and 21 storey (c.68 metres tall). These buildings would accommodate a total of 706 residential apartments. Across the development as a whole 475 units would be single dwellings (61%); there would be 272 two bedroom dwellings (35%); and 28 would be 3 bedroom dwellings (4%). The towers would be separated by areas of private amenity space.
- An area of public realm linking Bridge Street to Regent Street between the linear buildings on the southern flank of the site and the towers to the north. The central portion of the space would be raised a storey above ground level accessed by steps and a lift at both ends.
- The development would sit above a basement parking and servicing level other than in the area of the retained buildings. Vehicular access would be from a point mid-way along Gower Street. There would be three levels of parking above the basement on an increasingly reduced footprint. 342 parking spaces are identified.

4.0 Relevant planning history

4.1 Planning permission was granted in May 2011 for the redevelopment of the site (reference 08/01948/FU). None of the existing buildings would have been retained. The scheme comprised 4 slender towers ranging in height from 23 to 40 storeys, located above 3 and 4 storey podiums. Each of the four towers was positioned at a slightly different orientation to form a shallow curve. Approximately 25 per cent of the total developable site area was allocated for ground level external public space; additional tree planting was to have been delivered along Regent Street; and a contribution was to have been made towards improvement of off-site greenspace. The top of the main podium, almost 0.5 hectares in extent, was also to have been landscaped and used as private amenity space. A three-storey car park and service area was intended beneath ground level.

4.2 The approved uses comprised:

- 4049m² of bulky goods retail warehousing
- 228m² of ancillary A1 retail
- 3427m² of D1/D2 “healthy-living” uses
- 204 bed hotel
- 99 serviced apartments and 108 long-stay hotel rooms
- 636 residential apartments including 15% affordable housing

4.3 Planning permission for phase 1 of the development, the hotel, was granted on 4th August 2016 (16/02252/FU).

5.0 History of negotiation and engagement

5.1 Pre-application discussions regarding the current proposals commenced in late 2015. A number of design meetings have been held involving both the developer’s team and officers from Planning, Design and Highways.

5.2 The current proposal was presented at pre-application stage to City Plans Panel on 24th March 2016 following a site visit albeit the focus of the presentation was on the first phase of development, the proposed hotel. In respect of the second phase Members commented that:

- Should any towers be constructed the developer should give consideration to the impact they would have on wind in the area;
- The impact on Regent Street and how the public realm spaces should be addressed;
- That this was a noisy part of the city and that this would need to be considered in the design of the buildings; and
- Initial observations regarding the emerging masterplan for the site were that 39 storeys was too tall and that the full scheme looked over intensive.

5.3 Since initial submission the scheme has evolved through an iterative process. In particular revisions have been made to the arrangement of the towers, the massing of the proposed building in the south-east corner of the site, and extent and position of active uses alongside areas of public realm.

5.4 The developer held a public consultation event on 20th July 2016.

6.0 Consultation responses

6.1 Councillor Nash commented upon the proposal as originally submitted (the tallest tower was located adjacent to Regent Street). Councillor Nash stated that the tower does seem rather high compared with the surrounding area and that wind issues need to be examined.

6.2 LCC Highways - The proposals don't yet address the practicalities of delivery and servicing. The impact on on-street parking bays and potential for loss of revenue also needs to be considered. The buildings at lower level have been set back at the corner of Gower Street and Regent Street and New York Road and Regent Street to provide wider footways. Part of the area beneath the building will need to be dedicated as highway to preserve continuous adopted footway around the site.

6.3 Environment Agency – Part of the site lies within flood zone 3. A detailed flood risk assessment will be required. Finished floor levels should be set a minimum of 600mm above the highest recorded flood level or modelled level plus a further 300mm for flood proofing. There must be no increase in surface water runoff from the site and attenuation and storage should be provided. Sustainable drainage systems are promoted. Flood resilient or flood proof construction techniques are advocated.

6.4 Historic England – the proposed towers could have an impact upon heritage assets over a wide area which should be analysed as part of the Environmental Statement.

6.5 LCC Flood Risk Management - Flood Zone 3 extends within the site while parts of the western boundary along Bridge Street fall within Flood Zone 2. A flood risk assessment would be required to determine the finished floor/ basement entrance level of the redeveloped site to reduce the risk of flooding from these surrounding areas during extreme rainfall events. Above ground sustainable drainage systems should preferably be used to control surface water run-off from the site.

6.6 LCC Contaminated Land Team – the site has historically been the subject of a potentially contaminative land use. As such, a phase 1 desk study would be required in support of the application. Depending on the outcome of the phase 1, a phase 2 site investigation and remediation statement may also be required.

6.7 LCC Nature Conservation - there are no significant nature conservation concerns.

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 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; and improving connections between the City Centre and adjoining neighbourhoods.

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 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.

Policy EC3(A) states that the change of use of sites last used for employment to town centre uses will only be permitted where (i) the proposal would not result in the loss of a deliverable employment site or (ii) existing buildings and land are considered to be non-viable in terms of market attractiveness, business operations, age, condition and/or compatibility with adjacent uses; or (iii) the proposal will deliver a mixed use development which continues to provide for a range of local employment opportunities and would not undermine the viability of the remaining employment site.

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.

Policy CC3 states new development will need to provide and improve walking and cycling routes connecting the City Centre with adjoining neighbourhoods.

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% for households on lower quartile earnings and 60% for households on lower decile earnings.

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

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 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 CO² reduction and sustainable design and construction, 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:

BD2 - New buildings should complement and enhance existing skylines, vistas and landmarks.

Policy BD5 states that a satisfactory level of amenity for occupants and surroundings should be provided.

LD1 - Sets out criteria for landscape schemes.

7.4 Natural Resources & Waste DPD 2013

7.4.1 The plan sets out where land is needed to enable the City to manage resources, such as 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 drainage, air quality, land contamination and flood risk are relevant to this proposal.

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.
- 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. A safe and suitable access to the site should be provided (para 32). 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).

7.6 **Relevant Supplementary Planning Guidance includes:**

SPD Tall Buildings Design Guide
SPD Parking
SPD Street Design Guide
SPD Travel Plans
SPD Building for Tomorrow Today: Sustainable Design and Construction
SPG City Centre Urban Design Strategy
SPG3 Affordable Housing and the interim affordable housing policy
SPG Neighbourhoods for Living

7.6.1 Tall Buildings Design Guide SPD (TBDG)

The guide provides design guidance on the location, form and appearance sustainability, micro-climate and public realm of tall buildings, so that they can be successfully integrated into the environment and contribute to the changing skyline. The strategic principles to be taken into account are to:

- Locate tall buildings in the right place, to integrate them into and make them compatible with their surroundings.
- Enhance skylines, views and settings. Protect and preserve areas of special character and interest, principal views across the city and the historic skyline.

- Ensure that new tall buildings have a good relationship with the street, movement patterns and transport facilities, creating high quality public space at the same time.
- Ensure that tall buildings assist in the legibility of the city and contribute strongly to a sense of place.
- Make tall buildings environmentally sustainable and operational.
- Promote the highest design quality for tall buildings and their composition resulting in a distinctive, recognisable, skyline.

It is essential that appropriate risk assessment and quantitative analysis is carried out to demonstrate that tall buildings will not produce harmful effects on pedestrians, cyclists or vehicles. The study will also need to demonstrate that appropriate mitigation measures have been applied where comfort and safety criteria are not met.

The TBDG identifies potential opportunity areas for tall buildings taking into account more sensitive areas such as the setting of listed buildings and conservation areas, together with existing infrastructure and tall buildings. The site is located on the edge of the eastern gateway into the city and the approved scheme is identified on the “Opportunities” plan.

7.7 Mabgate Development Framework (2007)

The Framework aims to ensure that the following issues are addressed

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

7.8 Site Allocations Plan

- 7.8.1 The site is identified in the Publication Draft of the Site Allocations Plan for housing with a potential to accommodate 636 units within the first phase of sites to be released for housing (HG1-247).

7.9 The Leeds Standard and the DCLG Technical Housing Standards

The Leeds Standard sets out the importance of excellent quality housing in supporting the economic growth ambitions of the Council. The Leeds Standard sizes closely reflect the Government’s Technical Housing Standards – Nationally Described Space Standard which seek to promote a good standard of internal amenity for all housing types and tenures. Whilst neither of these documents has been adopted as formal planning policy in Leeds given their evidence base in

determining the minimum space requirements they are currently used to inform decisions on the acceptability of development proposals.

8.0 Issues

Members are asked to comment on the proposals and to consider the following matters:

8.1 Principle of the development

8.1.1 The previous use of the site as British Gas offices ended over twenty years ago and there has been minimal investment in the buildings since that time. Buildings around the site boundary have recently been demolished leaving the office tower and podium, and a neighbouring building on New York Road (which is due to be demolished in the near future). There has been no commercial interest in utilising the office space which does not meet current requirements whilst there remains significant, undeveloped, office accommodation in the area, such as at Quarry Hill.

8.1.2 The phase 2 proposal is for a predominantly residential development. The Core Strategy, saved policies of the Unitary Development Plan Review and the National Planning Policy Framework all support the principle of residential development within the designated City Centre providing that it does not prejudice town centre functions and provides a reasonable level of amenity for occupiers.

8.1.3 In addition to the phase 1 hotel, phase 2 of the scheme also includes ancillary retail space, cafes and offices located in areas intended to animate the development. Again, such uses accord with local and national planning policy.

8.1.4 Do Members consider that the proposed uses are acceptable in principle?

8.2 Design and townscape considerations

8.2.1 The site is located at a transitional position at the gateway to the city centre and is especially prominent on approaches to the city centre along York Road from the east. The condition of the site has deteriorated during recent years and presently has a detrimental impact upon the character and appearance of the area.

8.2.2 The massing of the current scheme has evolved from the extant planning permission primarily so as to provide a built buffer between the noisy environment associated with York Road / New York Road and the site itself. Additionally, the change in the policy context is such that large scale retail warehousing is no longer an integral requirement of the development.

8.2.3 It is intended that the towers would be seen as a continuation of the northern string of taller buildings situated along the route of the Inner Ring Road, such as Broadcasting Place, Sky Plaza and CLV tower, noted within the Tall Buildings Design Guide. The site also sits at a low point within the city such that height of the towers in long-distance views is offset to an extent by its location.

8.2.4 During the course of pre-application discussion the proposed placement of the towers on the northern side of the site has been reviewed and revised. The former office tower which has permission for conversion into a hotel in the south-west corner of the site is 14 storeys. The podium of the hotel linking the hotel tower to the new building at the junction of Regent Street would be 4 storeys, kept lower than other buildings along this part of New York Road in order to enable the public realm

and buildings to the north to benefit from natural daylight and also so as not to disrupt the composition of the taller towers.

- 8.2.5 The proposed building in the south east corner of the site addresses the junction of New York Road and Regent Street. The location of the building would help to provide an improved environment to the remainder of the site. It would also enable and help to define an improved entrance to the east end of the public realm. At 12 storeys it would be similar in height to those buildings proposed to the south of York Road on the Quarry Hill frontage and would also be comparable with the approved hotel to the west.
- 8.2.6 On the north side of the public realm the arrangement of buildings involves the towers stepping up from 21 storeys at the junction of Regent Street and Gower Street, and continuing to step up along Gower Street to 31 storeys and 41 storeys, before dropping back down to 17 storeys at the junction of Gower Street and Bridge Street, a height not dissimilar to the proposed hotel tower. The scale of the buildings is comparable to the approved scheme in which the buildings ranged from 23 to 40 storeys in height.
- 8.2.7 At a more local level it is proposed that the towers on the north side of the site emerge from bases which are intended to respond in scale and materiality to the existing buildings situated to the west of the site between New York Road and Trafalgar Street. These elements of the buildings would have a masonry façade, deep openings and be of a human scale and grain. The upper volumes are likely to utilise an aluminium and glass façade within a vertically expressed grid, and are designed to present an elegant composition.
- 8.2.8 **Do Members agree that the massing of the buildings, subject to detailed design, is appropriate?**

8.3 Public realm and permeability

- 8.3.1 Historically, there has been no public access across the site that was enclosed by a range of buildings constructed up to the back edge of the footway. The extant planning permission identified a new pedestrian route running at grade alongside New York Road, then running diagonally between the two podiums towards the junction of Regent Street and Gower Street. The retention and extension of the buildings flanking New York Road make this approach, which involved significant technical challenges in retaining New York Road, undeliverable.
- 8.3.2 The proposed public realm is a largely linear strip running directly north of the proposed hotel between Bridge Street and Regent Street. In this location it has the advantage over the earlier permission of being an extension to the alignment of Trafalgar Street to the west. At its narrowest point towards the centre the route would be approximately 10 metres wide, a similar width to Trafalgar Street but it would be wholly pedestrianised. Both Bridge Street and Regent Street entrances into the public realm would open out into wider plaza areas. A palette of high quality natural materials, with street trees, planters and water features are proposed. The servicing requirements, particularly of the hotel, are such that the central segment of the public realm rises by a storey to enable access to be achieved to the hotel beneath it. A cascade of steps would be reinforced by lifts at either end to make the route more accessible.
- 8.3.3 The pedestrian footway on Gower Street would be widened, providing the potential opportunity for some street trees outside business start-up units proposed fronting

that street, alongside entrance lobbies and site management areas. Uses at pedestrian level around the entirety of the site are intended to animate the built edges of the development. At the Bridge Street end a café and small retail unit would face the principal hotel entrance across the public realm. A similar arrangement is intended at the Regent Street end where a café and retail unit would sit either side of the arrival space. Hotel bedrooms would look over the heart of the public realm opposite a series of business start-up units, and terraced landscaped areas and green walls.

8.3.4 Areas of private, communal garden space are proposed at level 3 between the towers on the north side of the development. Planting will be more domestic in scale with areas of seating and shade. The communal areas would be enclosed by planting to reduce the impact upon private terraces intended around the towers. Further areas of private terracing are intended at level 14 to top the surrounding bases of the tower buildings.

8.3.5 **Do Members support the emerging approach to the public realm within the site?**

8.3.6 The lighting and walling in the Bridge Street underpass is to be improved as part of the first phase of the development. Equally, the environment beneath the A64, linking Regent Street and Eastgate North to the south east of the site, requires significant improvement to make this an attractive route for pedestrians. There is an opportunity to provide an improved pedestrian environment by means of better lighting and surfacing adjacent to the existing LCC Cleansing depot. Subject to ensuring that the functions of the depot are not compromised or an alternative location is provided for these functions then it is considered appropriate and reasonable for this development to fund the pedestrian connectivity improvements to better serve the residents of the site.

8.3.7 **Do Members support the requirement for improvements to be made to the A64 underpass immediately to the south east of the site?**

8.4 Wind

8.4.1 The intended height of the buildings is such that wind issues need to be considered in detail in the design of the development. The applicant is fully committed to undertake the necessary assessments and has appointed wind engineers to study the potential impacts. The studies will need to take into account the varying and cumulative impacts that may arise depending upon the sequence in which the towers are constructed. The results of preliminary analysis identify the need for the provision of some form of mitigation within a central part of the public realm. It is likely that a canopy will be introduced within this area in order to ensure appropriate conditions are delivered.

8.5 Residential amenity and mix

8.5.1 The current proposals identify 775 residential apartments comprising the following components:

- 475 one bedroom apartments
- 272 two bedroom apartments
- 28 three bedroom apartments

- 8.5.2 All apartments would meet or exceed the targets identified in the Leeds Standard and National Standards. The apartments would also benefit from internal areas of dedicated communal space at level 03, together with areas of external private amenity space situated between the towers. Designs for these spaces are currently emerging.
- 8.5.3 The floorplan of the apartments has not been fixed but it is evident that if the Leeds Standard is attained good quality daylighting should be achievable. The internal arrangement enables the majority of apartments to have an uninterrupted outlook to the north or south. Further, even where apartments are situated towards the centre of the tower footplate the minimum separation is approximately 18m such that the main aspects from the accommodation within the towers would be of a good standard.
- 8.5.4 Policy H4 of the Core Strategy seeks to ensure that new housing is of a range of types and sizes to meet the mix of households expected over the Plan period, taking account of preferences and demand in different parts of the city. With this in mind the Policy is worded to offer flexibility. 475 units would be single dwellings (61%); there would be 272 two bedroom dwellings (35%); and 28 would be 3 bedroom dwellings (4%). This would provide a greater percentage of smaller units than the policy targets. The applicant intends to provide a housing needs' assessment with the application to demonstrate that the accommodation mix is appropriate for the locality.
- 8.5.5 **Do Members have any comments on the emerging housing mix at this stage?**

Conclusion

- 8.6 Members are asked to note the contents of the report and the presentation, and are invited to provide feedback on the issues outlined below:

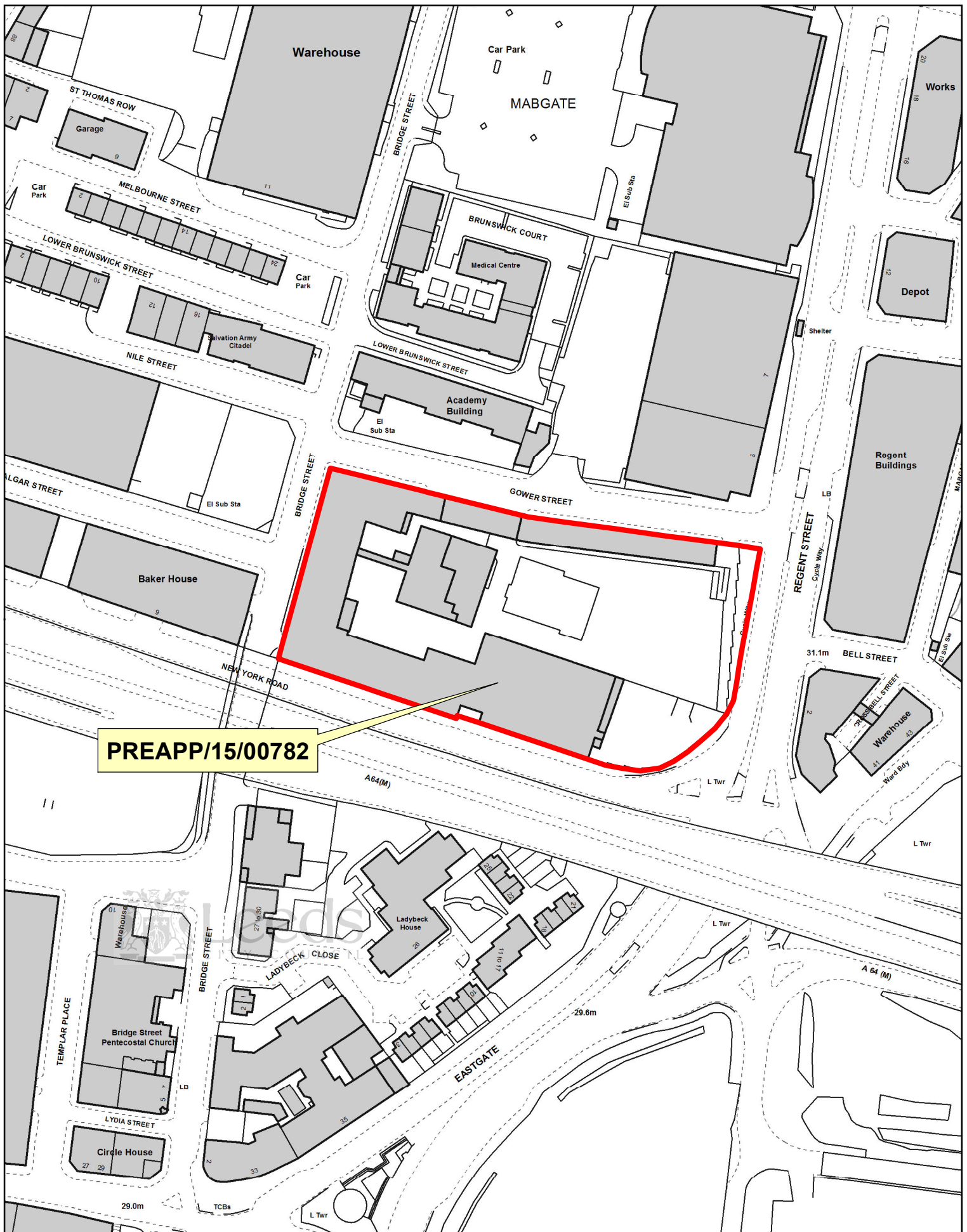
**Do Members consider that the proposed uses are acceptable in principle?
(7.1.4)**

Do Members agree that the massing of the buildings, subject to detailed design, is appropriate? (7.2.8)

Do Members support the emerging approach to the public realm within the site? (7.3.5)

Do Members support the requirement for improvements to be made to the A64 underpass immediately to the south east of the site? (7.3.7)

**Do Members have any comments on the emerging housing mix at this stage?
(7.5.5)**



PREAPP/15/00782

CITY PLANS PANEL







Originator: Tim Hart

Tel: 3952083

Report of the Chief Planning Officer

CITY PLANS PANEL

18th AUGUST 2016

Pre-application presentation of proposed commercially-led major development on land at Globe Road and Water Lane, Leeds (PREAPP/15/00955)

Applicant – CEG acting on behalf of ASE II Developments Ltd.

Electoral Wards Affected:

City and Hunslet

Yes Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: This report is brought to Plans Panel for information. The Developer will present the details of the scheme to allow Members to consider and comment on the proposals at this stage.

1.0 Introduction

1.1 This presentation is intended to inform Members of the emerging proposals for the redevelopment of several land parcels to the north and southern sides of Globe Road and Water Lane in Holbeck known collectively as the Temple Quarter. Whereas the final mix and quantum of development is yet to be established pre-application discussions have focussed on alternative residential and office-led schemes for the site. However, the presentation will concentrate on a primarily office scheme. The emerging masterplan would provide large areas of public realm together with new and enhanced pedestrian routes. It is also the intention to change the function of Globe Road and Water Lane from one which is car-dominated to one that gives more priority to pedestrian and cyclists.

1.2 The parcels of land were acquired by CEG, the developers of Kirkstall Forge, during 2015. Prior to 2015 the sites have been the subject of a series of unimplemented planning permissions. Much of the land is cleared and presents a run-down appearance, detracting from the Holbeck Conservation Area, and the setting of nearby listed buildings including those within Tower Works and the Round Foundry.

The development of these sites offers the opportunity to deliver high quality buildings and spaces which would enhance the character and appearance of the area. Their comprehensive development would deliver significant new office space and provide much improved pedestrian linkages to and from the city centre. The investment involved would help to realise the ambitions of Leeds Growth Strategy and to deliver priorities within the Best Council Plan. In doing so it should also be a catalyst for the sustainable development of vacant sites beyond thereby acting as the next stepping stone between the city centre and communities to the south.

2.0 Site and surroundings

2.1 The site comprises several parcels of land in Holbeck to the south of the Leeds-Liverpool Canal and to the south-west of Granary Wharf which, itself, is located adjacent to the city station. Part of the site lies within the Holbeck Conservation Area and there are a number of listed buildings and unlisted historic buildings dating from the industrial revolution in the period between the late Eighteenth Century and early Nineteenth Century close to the boundaries of the site. The Hol Beck, located in a channel to the north of Water Lane, crosses west to east through the heart of the site. A disused railway viaduct meanders from north to south close to the western boundary of the site. Consequently, although much of the site is presently poor quality it sits within a sensitive location.

2.2 North of Globe Road (referred to as “Globe Waterside”)

2.2.1 This parcel of land is bounded by the canal and railway viaduct along the north and west edge; Globe Road runs along the southern boundary; and Globe Quay, a 4-storey grade II listed Victorian former iron foundry building and courtyard sits between the site and Tower Works on the eastern flank. The site is cleared and used for surface parking.

2.3 Between Globe Road and Water Lane (referred to as “Globe Tower”, “Globe Square and “Globe Point”)

2.3.1 Globe Tower comprises a plot of land located between the railway viaduct and the disused viaduct. The site is presently occupied by Magnetic Motors and Prestige, a car dismantler.

2.3.2 To the east of the disused viaduct, is a triangular piece of land approximately 250 metres in length. The plot tapers to a point at the junction of Globe Road and Water Lane between Tower Works and Round Foundry. The central section of this plot is currently occupied by a vacant, two storey, former industrial building dating from the 20th Century and of little visual or historic interest. There is a small Grade II listed bridge over Hol Beck close to the south east corner of this building. Land to the east and west of the storage building is cleared and presently used for surface car parking.

2.4 South of Water Lane (referred to as “Beck Court”)

2.4.1 This part of the site comprises the former Water Lane printworks. A listed wall, forming the western boundary to the Marshall’s Mill Grade II* listed complex, runs along the eastern boundary. Bath Road runs in a southerly direction on the western boundary. The main printworks and attached workshops along Bath Road are constructed in the Arts and Crafts style around the turn of the 19th century although there were later modifications. The building incorporates the partial remains of a late 18th century malthouse.

3.0 Proposals

- 3.1 The commercially-led scheme would comprise predominantly office buildings ranging in height from 3 to 13 storeys. The masterplan would provide large areas of public realm together with new and enhanced pedestrian routes. It is also the intention to minimise the amount of through traffic on Globe Road and Water Lane so as to give more priority to pedestrian and cyclists.
- 3.1.1 A 12 storey office-building is proposed in the northern half of Globe Waterside with edges parallel to the canal, Globe Quay and the railway viaduct. An 11 storey triangular-shaped building would be situated to its south-west with bridge links up to the tenth floor. The building would front the north side of Globe Road.
- 3.1.2 Globe Tower would accommodate a 7 storey building, potentially a multi-storey car park. The southern portion of the space between the building and Hol Beck would be laid out as public realm.
- 3.1.3 Globe Square would comprise two principal office buildings. A 13 storey building would flank Hol Beck and Water Lane. Initial indications are that the upper floors would be cantilevered over the ground floor on the Hol Beck-facing elevation so as to enable a pedestrian route on the north side of the beck. A 13 storey off-shoot would be situated directly to the north-west corner of the building. An 11 storey office building would be located on the northern side of the plot, opposite the triangular-shaped building on the north side of Globe Road.
- 3.1.4 Beyond the main public square proposed opposite Marshall Street, Globe Point would accommodate two office buildings. The most recent proposals identify an 8 storey building at the west side, stepping down to 6 storeys fronting Water Lane. The south-west corner of the building is chamfered to follow the alignment of Marshall Street whilst the northern edge is set back from Globe Road to aid the legibility of buildings and spaces to the west. The eastern building would be a part 4 (east end) and part 6 storey office building. The buildings would be linked by a single storey element. In common with the building on Globe Square to the west indications are that the upper floors would be cantilevered over the ground floor on the Hol Beck-facing elevation. An area of public space would be laid out between the eastern end of the eastern building and the junction of Globe Road and Water Lane.
- 3.1.5 The proposed composition for Beck Court identifies 3 and 6 storey elements to the side and rear of the retained building and a 6 storey building in the south-east corner of the plot. All buildings other than a 6 storey residential building in the south east of Beck Court would be commercial buildings.

3.2 Commercially-led (Option 2)

- 3.2.1 This sub-option is identical to the main option other than for the addition of a two storey link between Globe Square and Globe Point, and the omission of the 13 storey off-shoot building in the north-west corner of Globe Square.

4.0 Relevant planning history

- 4.1 Outline planning permission was granted on land north of Globe Road and on the central plot of land between Globe Road and Water Lane for a mixed use development with hotel, residential, A2/A3/A4/A5/B1/D1 uses and car parking in December 2006 (20/245/05/OT), November 2010 (09/05209/EXT) and 31st July 2014

(13/03647/OT). The maximum height of buildings was 8 storeys (approximately 27m).

- 4.2 Outline planning permission on land between the viaducts between Globe Road and Water Lane for a residential and office development of part 3 and part 15 storeys in height was approved in October 2005 (20/372/05/OT) and October 2008 (08/04633/OT).
- 4.3 Planning permission was granted for a hotel on the triangle of land between Globe Road and Water Lane in November 2010 (08/05440/FU). The hotel would have been predominantly 5 storeys (approximately 18m) with an additional inset plant element (approximately 21m).
- 4.4 Outline planning permission for the mixed use redevelopment of land to the south of Water Lane between Bath Road and Marshall Street, including the Water Lane printworks and Marshall's Mill was granted in June 2005 (20/380/04/OT) and March 2012 (10/02672/EXT). The 5 phases of development proposed substantial demolition of the former printing works. Only the traditional frontages to Water Lane and Bath Road would be retained and integrated into a new building behind the facades.
- 4.5 Planning permission (13/03191/FU) for the Leeds Flood Alleviation Scheme was granted in March 2014. The proposals identify works to Hol Beck including 1m high stone and brick walls east of the viaduct on Bath Road. All bridges, other than the listed bridge and the footbridge adjacent to the junction of Water Lane and Globe Road were to be removed. The works retained the potential for two new footbridges across Hol Beck.
- 4.6 Planning permission for the proposed development of Tower Works was granted on 12th July 2016. The building in the eastern corner of the site would be five storeys in height with roof accommodation resulting in a maximum height of 26.9m. Between the eastern building and the listed range fronting Globe Road a four storey plus rooftop accommodation (maximum height 22.8m) building is proposed. A four storey extension was added to the west end of the two storey listed range in 2012. In the south-west corner of the site a 4 storey building with roof accommodation is proposed with a maximum height of 19.6m. Proposed buildings within the site are taller than those proposed on the Globe Road frontage.
- 4.7 Planning permission was agreed in principle at City Plans Panel on 9th June 2016 for the mixed use development of the car park between Tower Works and Wharf Approach (16/01115/FU). The tallest building, fronting Water Lane at the junction with Wharf Approach would be 31m high, stepping down to 23m high abutting the proposed building at the eastern extreme of the Tower Works site.

5.0 History of negotiation and engagement

- 5.1 Pre-application discussions regarding the current proposals commenced early in 2016. A number of design meetings have been held involving both the developer's team, officers from Planning, Design and Conservation and, latterly, John Thorp. The developer's team has also had several meetings with the Flood Alleviation Team and officers from Highways.
- 5.2 A collaborative process has enabled the production of a clear masterplan for the comprehensive redevelopment of the Temple Quarter. Several design principles have been established encompassing the extension and creation of north-south and

east-west routes; the provision of new public spaces; protection of key views; and stepping up in the height of development from east to west.

- 5.3 The developer held a public consultation event on the weekend of 25th and 26th June 2016 to coincide with the Waterfront Festival.

6.0 Consultation

- 6.1 Coal Authority - Whilst the proposed development site falls within the defined coalfield, it is located outside of the defined Development High Risk Area. The proposed development site falls within the Surface Coal Resource area and accordingly, the applicant will need to afford due consideration to the potential for prior extraction of these surface coal resources prior to development taking place, and submit this information in support of their planning application in the form of a Coal Recovery Report.
- 6.2 Network Rail - The developer must ensure that their proposal, both during construction, and after completion of works on site, does not affect the safety, operation or integrity of the operational railway, Network Rail and its infrastructure or undermine or damage or adversely affect any railway land and structures. All operations, including the use of cranes or other mechanical plant working adjacent to Network Rail's property, must at all times be carried out in a fail safe manner. Security of the railway boundary will need to be maintained at all times. There will be an increased risk of trespass onto the railway. The Developer must provide a suitable trespass proof fence adjacent to Network Rail's boundary (minimum approx. 1.8m high) and make provision for its future maintenance and renewal. All excavations/ earthworks carried out in the vicinity of Network Rail property/ structures must be designed and executed such that no interference with the integrity of that property/ structure can occur. Crane usage adjacent to railway infrastructure is subject to stipulations on size, capacity etc. which needs to be agreed.

Applications that are likely to generate an increase in trips under railway bridges may be of concern to Network Rail where there is potential for an increase in bridge strikes. If required there may be a need to fit bridge protection barriers which may be at the developers expense. Any building should be situated at least 2 metres from Network Rail's boundary to allow construction and future maintenance to be carried out from the applicant's land. The Developer should be aware that any development for residential use adjacent to an operational railway may result in neighbour issues arising. Every endeavour should be made by the developer to provide adequate soundproofing for each dwelling. All surface and foul water arising from the proposed works must be collected and diverted away from Network Rail property. Where trees/shrubs are to be planted adjacent to the railway boundary these shrubs should be positioned at a minimum distance greater than their predicted mature height from the boundary. Where new lighting is to be erected adjacent to the operational railway the potential for train drivers to be dazzled must be eliminated. Open spaces and amenity areas must be protected by a secure fence along the boundary which should not be able to be climbed.

- 6.3 LCC Highways - Highways have agreed scoping for a microsimulation model of a local network area to assess the impacts of the proposed development and changes to the local highway network. In terms of the highways issues being reviewed these include: connectivity on foot, bicycle and public transport; parking numbers and vehicle use; impact on on-street parking; proposals for public realm enhancements and downgrading of Globe Road and Water Lane and making Water Lane one-way;

and new bus services to serve this part of Holbeck. A technical note submission on modelling assumptions, trip generation and assignment is awaited such that Highways are not able to comment on the development impacts or mitigation requirements at this stage.

- 6.4 LCC Public Rights of Way – a public footpath and a claimed footpath run between Globe Road and Water Lane between the used and disused viaducts. These should remain on their original lines.
- 6.5 LCC Flood Risk Management (Main Drainage) – Residential accommodation should be located above ground floor level. Storage of surface water should be provided. Floor levels will need to take account of the Christmas 2015 floods. The developer should consider whether the surface water from northern plots could be discharged to the canal, and if the surface water from the southern plot 7 could be discharged to Hol Beck, via a new connection across Water Lane. This would help to reduce the volume of surface water being discharged to the combined sewer and would align more closely with the hierarchy for the disposal of surface water.
- 6.6 LCC Nature Conservation - The main impact on biodiversity will be along the route of the Hol Beck. The objective should be to keep it open and carry out biodiversity enhancements alongside, including tree planting and the provision of bat and bird boxes to create an attractive landscaped feature.
- 6.7 LCC Contaminated Land Team – the site and surrounding area has a history of extensive potentially contaminative land uses. As such, a phase 1 desk study or data review would be required in support of the application. The Data Review would be expected to report the current state of the site, in addition to compiling and reassessing the extensive investigation data available for the site. Depending on the outcome of the phase 1, a phase 2 site investigation and remediation statement may also be required.
- 6.8 West Yorkshire Archaeology Advisory Service - recommends that the necessary archaeological evaluation of Marshall's 'A' Mill, reservoirs associated with Marshall's Mills and mid-19th century housing of the former Brunswick Street and vacant land to the north of Globe Road is carried out pre-determination to allow a balanced judgement on the requirement for further archaeological excavation to be made and a suitable programme of archaeological excavation to be designed as mitigation to the proposed development should it be warranted. Whilst there is currently little evidence of pre-industrial activity in the area the archaeological evaluation should also address this potential in addition to the structures, water management and arrangements for water and steam power etc.. The former print works should be subject to an appropriate level of archaeological and architectural recording.

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 Policy 1 prioritises the redevelopment of previously developed land 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; and improving connections between the City Centre and adjoining neighbourhoods.

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 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.

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

Policy CC1 outlines the planned growth within the City Centre including 655,000sqm of office floorspace.

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.

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 protects 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.

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 CO² reduction and sustainable design and construction, 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:

BD2 - New buildings should complement and enhance existing skylines, vistas and landmarks.

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).

Other material considerations

7.5 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;
- Seek high quality design;
- Actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling.

Planning should proactively support sustainable economic development, the effective use of land and the reuse of land that has previously been developed.

Section 7 states that good and inclusive design is a key aspect of sustainable development. Key principles include:

- Establishing a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
- 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.

7.6 Relevant Supplementary Planning Guidance includes:

Holbeck, South Bank SPD
 Parking SPD
 Street Design Guide SPD
 Travel Plans SPD
 Building for Tomorrow Today: Sustainable Design and Construction SPD
 Holbeck Conservation Area Appraisal SPG

7.6.1 Holbeck, South Bank SPD

The Holbeck, South Bank SPD was adopted in June 2016 as an updated revision to the 1999 and 2006 Holbeck Urban Village planning frameworks. As with earlier versions the main aim of the SPD is to create vibrant, sustainable, mixed use communities whilst safeguarding the unique historic character of the area. The whole of Holbeck, South Bank, is designated as a mixed-use area which should include a mixture of working, living, retailing and recreational opportunities. For sites over 0.5ha 20% of the gross site area should be provided as publicly accessible open space. Further improvements to connectivity including along the canal towpath, utilising the disused viaduct and along Hol Beck, are encouraged. At the same time a pedestrian and cycling friendly environment is sought in part by minimising through traffic in the area. Encouragement will also be given to developing with the minimum acceptable parking provision.

The site falls within the Tower Works and Temple Works character areas. Within the Tower Works area the aim is to maximise the visual impact that the listed buildings have on the area both by protecting and opening up new views. New buildings in their immediate vicinity should respect the scale and heights of listed buildings with the overall aim of the listed towers being visually dominant and important views of them protected. This suggests heights no greater than the ridge of the listed range on Globe Road. Buildings of this height would also relate well with the Round Foundry area to the south. It may be appropriate for new buildings to gradually increase in height away from the listed buildings. Buildings should define street frontages and provide pavement widths responding to building scale. New footpath links along Hol Beck are encouraged. New public realm should be given an adequate sense of enclosure by the buildings that define them. Relevant specific proposals for this area include the extension and enhancement of the footpath along the southern side of the canal to Globe Road; a connection to this footpath northwards from Marshall Street; a route from the canal and across the land between Globe Road and Water Lane; and a route alongside the viaduct and along the banks of the Hol Beck, including consideration of opening up an arch to allow the new footpath to pass through it.

The proposed Beck Court is located in the Temple Works area. Here the aim is to maximise the benefit derived from the listed buildings and structures and to provide a greatly enhanced setting for them. New buildings should be sympathetic in scale to adjacent listed buildings and reinforce the character of the area. The historic, listed, brick wall should be retained. The scale of spaces should generally relate to the height and scale of buildings that surround them.

7.7 Site Allocations Plan

The site is identified in the Publication Draft of the Site Allocations Plan for mixed uses including housing and offices (MX1-13).

7.8 Draft Holbeck Neighbourhood Plan

Consultation on the draft plan has recently finished. Although the Plan area does not directly affect the site a key objective of the plan is to seek better connections for pedestrians, cyclists and public transport in the area between Holbeck and the city centre, including a proposed green route on the disused viaduct.

8.0 Issues

Members are asked to comment on the emerging masterplan proposals and to consider the following matters:

8.1 Principle of the development

8.1.1 The commercially-led development involves predominantly new office accommodation, together with a small element of residential accommodation towards the southern end of the Temple Quarter. The ground floor of some of the buildings may incorporate some other commercial uses such as bars and restaurants. The proposal would accord with Core Strategy policies CC1 and CC2 which identify and support the provision of significant new office development in this part of the city centre. The Holbeck, South Bank SPD designates the area as a mixed-use one. Whereas the proposed development involves principally office accommodation recently approved schemes in the area at Tower Works, the Wharf Approach car park and Ironworks on David Street all incorporate significant residential accommodation such that a balanced-mix of uses is likely to come forward in the area as a whole.

8.1.2 **Do Members consider that the proposed commercially-led development is acceptable in principle?**

8.2 Design and townscape considerations

8.2.1 Holbeck is an area of great importance both historically, as the cradle of the industrial revolution in Leeds, and architecturally with two conservation areas and a concentration of listed buildings. Consequently, although much of the site is presently poor quality the development of the Temple Quarter has the potential to contribute significantly towards the ongoing regeneration of this important historic area whilst striking 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.

8.2.2 The strategy of the masterplan seeks to draw on the site's historic past to help inform the approach to the future. The plan seeks to express the desire to provide new connections and linkages to connect the site not only into the broader city centre but also to connect Holbeck's constituent parts more directly. Central to the development of the masterplan is the provision of a north-south route as a natural extension northwards of Marshall Street up to the Leeds-Liverpool canal. The route would be complemented by a new east-west route providing a footway along the northern side of Hol Beck between the junction of Globe Road and Water Lane in the

east and the railway viaduct to the west. Not only would this significantly improve connectivity it would provide the potential to realise opportunities for Hol Beck itself according with priorities within the Holbeck, South Bank SPD.

8.2.3 The area presently contains very limited public realm. In response to both the historic grain of the area and the intended routes through it, it is intended to provide a series of spaces rather than a single large space. Consequently, proposed spaces include areas to the north of the junction of Marshall Street and Water Lane and the corridor north to the canal; a triangular space to the west of the junction of Globe Road and Water Lane; a space to the east of the disused viaduct to the south of Globe Road; a space between the disused viaduct and the railway viaduct; and other more intimate spaces around and between buildings such as Beck Court.

8.2.4 **Do Members consider that the emerging masterplan for the site is appropriate?**

8.2.5 The masterplan of routes and spaces, alongside surrounding buildings and infrastructure, helps to inform and define both appropriate locations for new buildings and also their scale. The area is characterised by an eclectic mix of historic buildings. The existing buildings vary in scale from single and two storey buildings on the south side of Water Lane close to the Round Foundry and the listed Tower Works range on the northern side of Globe Road, to larger buildings and structures such as the seven storey Marshall's Mill, the three towers at Tower Works and the railway viaducts. More recently approved buildings within the Tower Works and adjacent car park site primarily respond to the scale of the larger buildings but step down in scale towards the more sensitive locations along Globe Road, whilst also protecting key views.

8.2.6 In essence, there is a natural step-up in scale from east to west along the Globe Road and Water Lane frontages. Accordingly it is considered appropriate to recognise this transition within the masterplan identifying smaller scale buildings to the east of the line of Marshall Street and enabling the potential for significantly larger buildings to the west, subject to testing the impact upon key views, where there is less impact upon listed buildings and the conservation area.

8.2.7 The current proposals identify the stepping up in the height of development from east to west. To the east of Marshall Street the buildings range in height from 4 to 8 storeys whereas those to the west are more typically 11 to 13 storeys. A point of debate remains regarding the scale of the buildings, in particular whether those proposed to the east side respond sensitively to the setting of existing buildings on the northern side of Globe Road and the southern side of Water Lane. Further details, including how the buildings would relate to key views, are to be presented at Plans Panel.

8.2.8 **Are Members supportive of the emerging scale of development?**

8.3 Transport

8.3.1 The Core Strategy and the Holbeck, South Bank SPD highlight the desire to improve the public realm and to create places which are less-car dominated. The developer's transportation team have been investigating the opportunities which the Temple Quarter project offers, in respect to the positive influence that the re-development of the area could have upon the management of traffic within this part of Holbeck, as a city centre component and specifically in relation to the future function of the Globe Road and Water Lane links.

8.3.2 The developer's transportation team considers that potential opportunities for the area could include:

- Minimising traffic movements through the area;
- The giving back of road space to pedestrians and cyclists;
- A comprehensive approach to walking and cycling in the area and the removal of barriers to the city centre core and adjacent areas such as Beeston and the wider South Bank;
- Creating a street scene which reduces vehicle speeds through the area with the aim being to introduce 20mph zones;
- New bus services to serve the area; and
- Commensurate parking associated with development and retention of some on-street parking.

8.3.3 Highways have agreed scoping for a model of the local highway network to assess the potential impacts of the proposed development and changes to the local highway network. However, detailed work on these matters is ongoing such that Highways are not able to comment on the development impacts or mitigation requirements at this stage.

8.3.4 Do Members support the intent to reduce the extent of through traffic in the area, to limit parking provision, and to deliver a pedestrian and cycling friendly environment as part of the development?

Conclusion

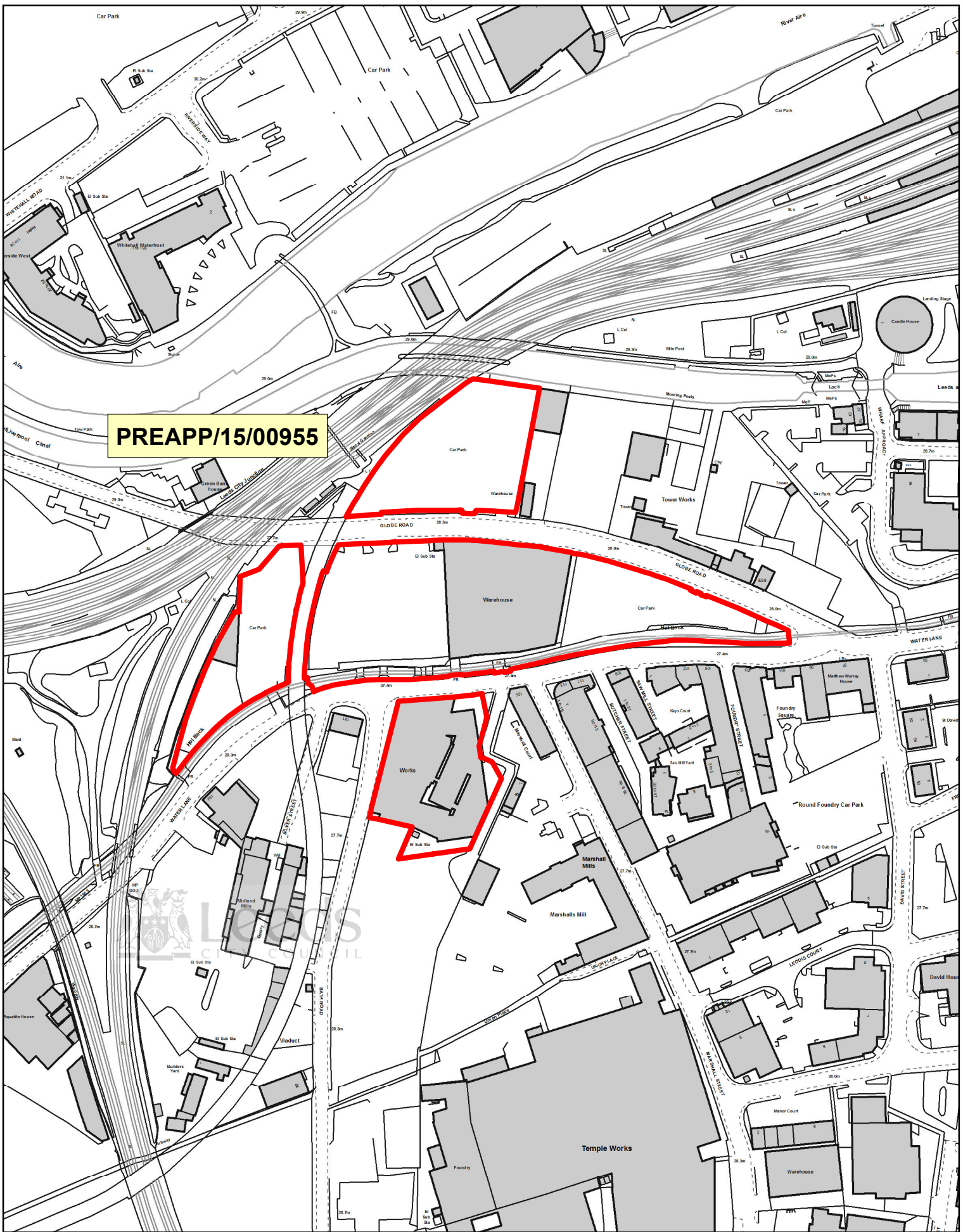
8.4 Members are asked to note the contents of the report and the presentation, and are invited to provide feedback, in particular, on the issues outlined below:

Do Members consider that the proposed commercially-led development is acceptable in principle? (8.1.2)

Do Members consider that the emerging masterplan for the site is appropriate? (8.2.4)

Are Members supportive of the emerging scale of development? (8.2.8)

Do Members support the intent to reduce the extent of through traffic in the area, to limit parking provision, and to deliver a pedestrian and cycling friendly environment as part of the development? (8.3.4)



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CITY PLANS PANEL



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