

CITY PLANS PANEL

**Meeting to be held in Civic Hall, Leeds on
Thursday, 12th January, 2017
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:
John Grieve
Governance Services
Civic Hall
Tel: 0113 224 3836**

A G E N D A

Item No	Ward	Item Not Open		Page No
1			<p>SITE VISIT LETTER</p> <p>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</p> <p>To consider any appeals in accordance with Procedure Rule 15.2 of the Access to Information Rules (in the event of an Appeal the press and public will be excluded)</p> <p>(*In accordance with Procedure Rule 15.2, written notice of an appeal must be received by the Head of Governance Services at least 24 hours before the meeting)</p>	

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>	

Item No	Ward	Item Not Open		Page No
5			APOLOGIES FOR ABSENCE	
6			MINUTES OF THE PREVIOUS MEETING To consider and approve the minutes of the previous meeting held on 8 th December 2016 (Copy attached)	3 - 14
7	Ardsley and Robin Hood; Weetwood	10.4(5)	OUTLINE PLANNING APPLICATION (APPLICATION NO.16/02583/OT) FOR RESIDENTIAL DEVELOPMENT UP TO 45 DWELLINGS INCLUDING ACCESS AT LAND NORTH OF WEETWOOD AVENUE, WEETWOOD, LEEDS 16. AND APPLICATION NO. 16/02584/OT - OUTLINE PLANNING PERMISSION FOR RESIDENTIAL DEVELOPMENT SEEKING CONSENT FOR UP TO 150 DWELLINGS INCLUDING ACCESS AT LAND SOUTH OF THORPE LANE, TINGLEY, WF3. To consider a report by the Chief Planning Officer which sets out details of an outline planning application (Application No.16/02583/OT) for Residential Development up to 45 Dwellings including Access at Land North of Weetwood Avenue, Weetwood, Leeds 16. And Application No. 16/02584/OT – Outline Planning Permission for Residential Development seeking consent for up to 150 Dwellings including Access at Land South of Thorpe Lane, Tingley, WF3. (Report attached)	15 - 20

Item No	Ward	Item Not Open		Page No
8	Headingley		<p>APPLICATION NO. 16/02582/FU - DEMOLITION OF EXISTING NORTH/SOUTH STAND AND SOUTH STAND AND CONSTRUCTION OF A REPLACEMENT NORTH/SOUTH STAND AND SOUTH STAND, TURNSTILES AND REGULARISATION OF CAR PARKING AT HEADINGLEY CARNEGIE STADIUM, ST. MICHAELS LANE, HEADINGLEY</p> <p>To consider a report by the Chief Planning Officer which sets out details of an application which seeks the demolition of existing North/South Stand and South Stand and construction of a replacement North/South Stand and South Stand, turnstiles and regularisation of car parking at Headingley Carnegie Stadium, St. Michaels Lane, Headingley</p> <p>(Report attached)</p>	21 - 38
9	Burmantofts and Richmond Hill; City and Hunslet		<p>PREAPP/16/00150 PRE-APPLICATION PRESENTATION FOR RESIDENTIAL DEVELOPMENT AT EAST STREET, BOW STREET AND ELLERBY ROAD, LEEDS</p> <p>To consider a report by the Chief Planning Officer which sets out details of a pre application proposal for residential development at East Street, Bow Street and Ellerby Road, Leeds.</p> <p>(Report attached)</p>	39 - 52
10	City and Hunslet		<p>PREAPP/15/00955 - PRE-APPLICATION PRESENTATION OF PROPOSED MIXED-USE DEVELOPMENT ON LAND AT GLOBE ROAD AND WATER LANE, HOLBECK, LEEDS</p> <p>To consider a report by the Chief Planning Officer which sets out details of a pre-application proposal for mixed-use development on land at Globe Road and Water Lane, Holbeck, Leeds</p> <p>(Report attached)</p>	53 - 72

- 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.

Planning Services

The Leonardo Building
2 Rossington Street
Leeds
LS2 8HD

Contact: Daljit Singh
Tel: 0113 3787971
daljit.singh@leeds.gov.uk

Our ref: City Site Visits
Date: 23.12.2016

To all Members of City Plans Panel

Dear Councillor

SITE VISITS – CITY PLANS PANEL – THURSDAY 12th January 2017

Prior to the meeting of City Plans Panel on Thursday 12th January 2017 the following site visits will take place. Please note that the last site visit is an opportunity to visit the recently completed residential development at the former St.Michaels College site and does not relate to a formal item on the afternoon agenda.

Time	Ward	Site
9.30-10.00am	Burmantofts & Richmond Hill	Land at East Street/Bow Street/Ellerby Road, Richmond Hill. PREAPP/16/00150
10.10-10.50am	City & Hunslet	Land at Globe Road and Water Lane, Holbeck. PREAPP/15/00955
11.00 - 11.45am	Hyde Park & Woodhouse	Former St.Michael's College site, St.Johns Road, Little Woodhouse. To view the completed redevelopment of the site.

A mini-bus will be leaving from the Civic Hall at 9.20 am. Please notify Daljit Singh (Tel: 3787971) if you will be attending and meet in the Ante Chamber at **9.15 am at the latest**.

Yours sincerely

Daljit Singh
Central Area Team Leader

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CITY PLANS PANEL

THURSDAY, 8TH DECEMBER, 2016

PRESENT: Councillor J McKenna in the Chair

Councillors P Gruen, R Procter,
D Blackburn, T Leadley, N Walshaw,
C Campbell, A Khan, A Garthwaite,
J Heselwood, C Macniven, B Anderson and
S McKenna

A Member site visit was held in the morning in connection with the following proposals: Land at Thorpe Park, Temple Newsam (Application No.16/02381/RM), Land east of junction 45 of the M1 Motorway, Application No.15/07655/OT), Central Park, New Lane, Leeds 1 (PREAPP/16/00308) and Midland Mills, Silver Street, Leeds 1 (PREAPP/15/00859) and was attended by the following Councillors: B Anderson, J McKenna, T Leadley, C Campbell, D Blackburn and C Macniven.

94 Chair's Opening Remarks

The Chair announced that today's meeting would be the final occasion Afreen Hussain would be in attendance. Afreen was the Panel's Technical Services Officer a role which she had undertaken for the past four years although she had worked in City Development for ten years.

The Chair said Afreen would be moving to the City Museum Services where she would assume the role of Museums visits assistance.

Members joined the Chair in wishing Afreen their best wishes for the future.

95 Appeals Against Refusal of Inspection of Documents

There were no appeals against the refusal of inspection of documents

96 Exempt Information - Possible Exclusion of Press and Public

There were no items where it was considered necessary to exclude the press or public from the meeting due to the confidential nature of the business to be considered

97 Late Items

Although there were no formal late items, However the Chair did accept the inclusion of supplementary information (a revised site boundary plan) in respect of Application No.15/07655/OT (Agenda Item No.8) – Minute No. 102 referred.

98 Declarations of Disclosable Pecuniary Interests

Draft minutes to be approved at the meeting
to be held on Thursday, 12th January, 2017

There were no declarations of disclosable pecuniary interest made at this point in the meeting, however a declaration of interest was made later in the meeting (Minute No.106 refers)

99 Apologies for Absence

Apologies for absence were received from: Councillor B Selby and Councillor G Latty

100 Minutes of the Previous Meeting

RESOLVED – That the minutes of the meeting held on 17th November 2016, be approved as a true and correct record.

101 Matters Arising from the Minutes

With reference to Minute No.92, Councillor Campbell informed Panel Members that he had investigated the applicant's suggestion that an access lift could not be provided to negotiate the change in level from Eastgate to the main entrance due to flood risk issues. He said he had become aware that lifts were available on the market which could be installed in these circumstances. He requested that the issue be raised again with the applicant but not to delay the determination of the application.

The Chief Planning Officer agreed to take up this matter with the applicant

102 Application No15/07655/OT - Outline planning application for the creation of a new community comprising up to 1,100 dwellings, a new food store (A1) a new local centre (A1-A5 and D1 and D2), a new school and areas of public open space, together with the means of vehicular access at land to the east of Junction 45 of the M1 Motorway and to the south of Pontefract Lane, Leeds.

The Chief Planning Officer submitted a report which set out details of an outline application with all matters reserved except the means of access for the creation of a new community comprising up to 1,100 dwellings, a new food store (A1) (up to 2,000sq.m) a new local centre (A1- A5 and D1 and D2) (up to 1,300sq.m), a new school and areas of public open space, together with the means of vehicular access at land to the east of junction 45 of the M1 Motorway and to the south of Pontefract Lane, Leeds.

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

Addressing the proposal the Chief Planning Officer highlighted the following:

- The site is currently identified as employment land in the development plan but in the Aire Valley Leeds Action Plan which is due to be examined in January 2017 is now proposed as housing

- The land was classified as greenfield following its restoration back to agricultural use following opencast coal mining operations
- Colton Beck runs through the middle of the site and Skelton Lake is to the south west, with the River Aire and Calder navigation corridor running some distance away to the south of the site. The site at various points is within flood zones
- Site will include a number of water features to alleviate flooding issues
- Construction of a bridge to south
- No statutory consultees had objected to the proposed form of development
- The adjoining landfill site operated by Biffa would remain operational until April 2018 with restoration works ongoing until April 2023
- 4m high acoustic barrier to be provided
- Air quality monitoring to be undertaken
- Ecology links to other areas of greenspace/ lakes
- School provision – the reservation of sites for primary and secondary schools and a cash contribution to the primary school triggered at the occupation of 300 dwellings as part of the Section 106 Agreement
- Sustainability – Proposed district heating network

The Panel then heard from representatives of the Oulton and Woodlesford Neighbourhood Forum & the Oulton Society who were concerned about the proposal to use Pontefract Lane as an access route and the potential for increased traffic and for rat running to /from the motorway.

The Panel also heard from the applicant's agent and also the developer who reported that the proposal was the subject of a pre-application presentation to City Plans Panel on 17th December 2015, and Position Statement presentation to City Plan Panel on 8th September 2016, on each occasion the application was modified to reflect the views of the Panel.

Responding to the highways concerns raised by the representatives of the Oulton and Woodlesford Neighbourhood Forum & the Oulton Society, it was reported that highway issues would be controlled by the use of traffic regulation orders.

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

- Could the time limit of 5 years for the submission of the reserved matters be reduced – for example to 12 months
- The submission of a sound insulation scheme
- Opportunities and arrangements for transporting children to school(s)
- Air quality monitoring
- Would residents be able to grow vegetables (allotment provision) given the site was a former opencast site
- Impact on residential amenity (noise and smell) from the adjacent landfill site
- Trigger point for the provision of the primary school

- Opportunity for combining the proposed shuttle bus service with that to be provided by the adjacent motorway service station proposal

Responding to the issue of a 12 month period for the submission of the first reserved matters application, the Chief Planning Officer said this was an extensive site with complicated ground conditions. A time limit of 12 months was likely to be impractical but 3 years may be achievable and would be accompanied with a phasing of works programme.

On the issue of a sound insulation scheme, it was reported that the design process for a noise barrier was currently ongoing.

Detailed dialogue was required with Children's Services around the transporting of children to schools. The Section 106 Agreement would include obligations to facilitate a school bus service pending the establishment of on-site provision.

Provision of air quality monitoring would be achieved by an air quality assessment and conditioned as part of reserved matters application

Soil testing would be undertaken and would also be conditioned as part of the reserved matters application

The submission of a sound insulation scheme (for all uses) would be provided as appropriate

Officers reported that the occupancy of 300 dwellings would be required before a primary school was needed so the Section 106 Agreement trigger reflected this.

In summing up the Chair said that there appeared to be a good deal of support for the proposal.

The Chair thanked all parties for their attendance and contributions

RESOLVED –

That the application be deferred and referred to the Secretary of State as a Departure from the Statutory Development Plan, and should the Secretary of State decide not to call in the application for determination, approval be delegated to the Chief Planning Officer subject to an amendment of condition 2 referred to in the report requiring submission of the first reserved matters within 3 years, the other conditions referred to in the submitted report, any revisions or additional conditions required by the Chief Planning Officer and following the completion of a Section 106 agreement to secure the following:

- A contributions of £3,269,554.75 for the provision of a primary school
- The provision of land for the siting of the primary and secondary (through) school

- Agreement to provide or contribute financially to a schools bus service to take pupils off site before on site provision had been established.
- Affordable housing provision of 15% of the dwellings
- A 10 year shuttle bus contribution to fund service between the Templegate Park and Ride and the development site
- Provision of bus stop facilities within the site
- A Travel Plan monitoring and evaluation fee
- Sustainable Travel Fund (figure to be agreed)
- The employment and training initiatives for local people
- Defined publicly accessible areas (including future maintenance)
- Long term management strategy/contribution (to include warden facility at Skelton Lake) to secure biodiversity, habitat and educational improvements
- Funding to secure Traffic Regulation Order to address access and reduced speed limits along Pontefract Lane
- Provision of an area not less than 0.33 hectares for the development of a local centre in the location identified in the D&A. The centre to make provision for space to facilitate a range of services including; retail, health and community uses.

In the event of the Section 106 having not been completed within 3 months of the Panel resolution to grant planning permission, final determination of the application be delegated to the Chief Planning Officer.

103 Application No. 16/02381/RM - Reserved matters application for retail/leisure plot/phase of the Thorpe Park development including the appearance, landscaping, layout and scale of development for the erection of a series of buildings providing retail and leisure floorspace (Use Classes A1, A2, A3, A4, A5 & D2) together with associated ancillary facilities, servicing, access, parking, landscaping & public realm, pursuant to outline planning permission 15/06583/OT

The Chief Planning Officer submitted a report which set out details of a reserved matters application for retail/ leisure plot/ phase of the Thorpe Park development including the appearance, landscaping, layout and scale of development for the erection of a series of buildings providing 27,833sqm (299,602sqft) of retail and leisure floor space (Use Classes A1, A2, A3, A4, A5 & D2) together with associated ancillary facilities, servicing, access, parking, landscaping & public realm, pursuant to outline planning permission 15/06583/OT

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

Addressing the proposal the Chief Planning Officer highlighted the following:

- Parking provision, main access points and transport routes
- Thorpe Park – appearance

- Hardstanding to scheme plus lighting scheme
- Landscaping and tree planting
- Sustainable design strategy
- Use of quality materials; lime stone, marble and mirrored steel
- Retail use, cinema, gym and restaurants
- Potential future rail halt

In response to Members comments and questions, the following issues/ comments were made.

- This is an important scheme for East Leeds
- Welcome employment opportunities
- The provision of a recycling area was required
- Provision of trees in the car park to be considered
- Electrical charging points to be provided

Responding to the provision of trees in the car park, the Chief Planning Officer reporting that planting in the car park area would consist of coppice and shrubs, as there was some concern that trees could obscure the visibility of key elements of the retail scheme from the new link road.

Officers reported that a recycling area and electric charging points would be provided by condition

In summing up the Chair said that there appeared to be a good deal of support for the application.

RESOLVED – That the application be deferred and delegated to the Chief Planning Officer for approval subject to: further clarification and information in relation to parking provision, the realignment of the roundabout south of the site, and the retention of the east/ west footpath/ cycleway to the south of the retail and leisure elements

104 Application No.16/01322/FU - Proposal for Student Residential Accommodation Building Comprising 87 Studio Flats, including Ancillary Communal Facilities and Retail Unit, Associated Landscaping and Car Parking at 46 Burley Street, Leeds LS3 1LB

The Chief Planning Officer submitted a report which set out details of a proposal for student residential accommodation, comprising 87 studio flats, including ancillary communal facilities and retail unit, associated landscaping and car parking at 46 Burley Street, Leeds, LS3 1LB

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

Addressing the proposal the Chief Planning Officer highlighted the following:

- The application was previously considered by City Plans Panel on 8th September 2016 where it was deferred to allow further discussion on design issues
- The applicant had now submitted revised plans
- The proposed building form had been amended 4 storey's rising to 8, to help break down the perceived mass
- The elevation treatment had been revised

It was reported that further representations had been received from a resident of Headingley and the South Headingley Community Association which raised no new issues.

The Panel then heard from local residents Mr B McKinnon and Mr R Hellawell who were objecting to the revised plans to the scheme suggesting they did not address earlier objections in relation to height and massing

The Chief Planning Officer reported that it was the view of officers that the proposed height and mass would be compatible within the character of the area

In response to Members comments and questions, the following issues/ comments were made.

- Rutland Mount – Trees to be planted at ground level, not in tree planters and Yorkstone paving to be used
- There was a strong preference for blue cladding to the eastern and western ends of the building (To be covered by condition)

The Chair thanked all parties for their attendance and contributions

RESOLVED – That the application be deferred and delegated to the Chief Planning Officer for approval subject to the conditions specified in Appendix 1 of the submitted report (and any other which might be considered appropriate) and following the completion of a Section 106 agreement to include the following obligations:

- Use of residential accommodation only by students in full-time higher education
- Restrictions on student car parking
- Co-operation with local employment and training initiatives
- Section 106 management fee (£750)

In the event of the Section 106 agreement having not been completed within one month of the resolution to grant planning permission, final determination of the application be delegated to the Chief Planning Officer

105 PREAPP/16/00308 - Pre-Application Proposal for mixed use multilevel development in a number of blocks ranging from 8-14 storey comprising

offices, residential, hotels, leisure/ancillary use at Central Park, New Lane, Leeds.

The Chief Planning Officer submitted a report which set out details of a Pre-Application presentation for a proposed mixed use multi-level development in a number of blocks ranging from 8-14 storey's comprising offices, residential, hotels, leisure/ ancillary use at Central Park, New Lane, Leeds.

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

The applicant's representative addressed the Panel, speaking in detail about the proposal and highlighted the following:

- The application site is located to the south of Great Wilson Street, to the east and north of Victoria Road and to the west of Meadow Lane in Leeds City Centre
- Safeguarding Direction in place - HS2 Ltd would need to be consulted if application was to proceed
- The development will consist of 8 buildings ranging in height from 8-14 storey's based around a Central Park - 4 blocks of B1 office development, 300 bed two star hotel and a 300 bed four star hotel, 200 residential apartments and retail/food/drink uses at ground floor level
- Vehicular access and egress is proposed using a one-way system with vehicles entering the site from the New Lane/Victoria Road junction and exiting through the proposed car park to the New Lane/ Meadow Lane junction. Servicing /drop off would use the one-way system and follow a dedicated controlled access service route around the perimeter of the public square at ground level
- Comprehensive traffic impact assessment to be undertaken
- 515 basement car parking spaces are proposed
- Connectivity, road network and public realm
- Landscaping strategy to be developed
- Wind assessment to be undertaken

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

- Members were of the view that the proposal for mixed use was acceptable
- Consider relocating the residential element to Great Wilson Street, away from the noisier road frontages
- Potentially high noise levels on Meadow Lane
- Provision of a green buffer (grass and trees)
- Contribution to City Park
- A wind study to be undertaken to ensure wind speeds were acceptable at street level

- On the operation of the Safeguarding Direction, this means that, except where a type of application for planning permission is exempted, LPAs must consult HS2 Ltd on any application for planning permission, or undecided applications for planning permission, which fall within the safeguarded areas of HS2, HS2 Ltd must then respond to these consultations within 21 days, or by an agreed date. If HS2 Ltd objects to a planning application and the LPA is minded to approve it, they must first notify the Secretary of State for Transport. The Secretary of State then has 21 days to either notify the LPA that he has no objections to permission being granted, or issues a direction restricting the granting of planning permission for that application

In drawing the discussion to a conclusion Members provided the following feedback;

- Members were supportive of the principle of the proposed development
- Members were supportive of the indicative scale and layout of the emerging development, however, further consideration of the positioning of the residential units was required, further articulation of the blocks, a suggestion that more height could be considered in return for the provision of more green space, particularly to the road frontages
- Access and egress needs to change to in and out only from Victoria Road and a comprehensive traffic management plan be put in place

RESOLVED –

- (i) To note the details contained in the pre-application presentation
- (ii) That the developers be thanked for their attendance and presentation.

106 PREAPP/15/00859 - Pre-application proposal for a predominantly residential scheme, including the refurbishment of Midland Mills with a new 27 storey Tower with associated landscaping at Midland Mills, Silver Street, Holbeck, LS11 9YW.

The Chief Planning Officer submitted a report which set out details of a Pre-Application presentation for a predominantly residential scheme, including the refurbishment of Midland Mills with a new 27 storey tower with associated landscaping at Midland Mills, Silver Street, Leeds, LS11 9YW

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

The applicant's representative addressed the Panel, speaking in detail about the proposal and highlighted the following:

- The site is surrounded by a number of historical former industrial buildings set within the Holbeck Conservation Area

- The proposed development seeks to provide residential and commercial uses within the refurbished Midland Mills, including the creation of 1 studio apartment, 13 one bedroomed apartments and 11 two bedroom apartments in the former mill buildings. In addition further residences in a 27 storey tower adjacent to Midland Mills, housing ground floor Commercial uses with 180 apartments above (3 x 3 bedroom, 82 x 2 bedroom and 95 x 1 bedroom units
- 25 undercroft car parking spaces with further cycle parking spaces to be provided
- Design, massing, scale and layout
- Midland Mill would undergo sensitive refurbishment works
- Sustainable development
- Wind assessment to be undertaken

(At this point in the proceedings Councillor B Anderson declared an interest. Councillor Anderson informed the Panel that he was an acquaintance of the developer. He withdrew from the meeting and took no part in the discussion or voting thereon)

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

- Good design and use of quality materials was required
- A desire for public realm linkages to be extended to the disused railway viaduct
- Access to be gained from Water Lane through the arch of the viaduct
- Retention/ enhancement of the existing cobbled area
- A need for Members to understand the changing city centre skyline
- A need to relocate the existing businesses

Responding to the comment “a need to understand the changing city centre skyline” the Chief Planning Officer said that a Members Workshop was planned for the New Year to deal with the tall buildings strategy. Given the location of this site together with the South Bank Masterplan, it may be appropriate to extend the workshop to cover wider principals of various proposals

Members were supportive of the Chief Planning Officers suggestion

In drawing the discussion to a conclusion Members provided the following feedback;

- Members were supportive of the principal of the proposed development and considered it appropriate to Holbeck Urban Village
- Members generally supported the principle of the emerging scale, massing and design of the proposal, however, further details were required

- Further details about the proposed landscaping scheme were required and Members requested that the cobbles to the Midland Mill courtyard area be retained
- Members were generally supportive of the emerging car and cycle parking provision/ arrangements with the inclusion of provision of electric car charging points
- The proposal to cross –fund restoration works for Midland Mill were supported
- Further clarification around deliveries to the site (e.g.deliveroo) were required

RESOLVED –

- (i) To note the details contained in the pre-application presentation
- (ii) That the developers be thanked for their attendance and presentation.

107 Date and Time of Next Meeting

RESOLVED – To note that the next meeting will take place on Thursday, 12th January 2017 at 1.30pm in the Civic Hall, Leeds.

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Originator: T Hill
Tel: 0113 2224409

Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 12 JANUARY 2017

Subject: PLANNING APPLICATIONS REF. 16/02583/OT (OUTLINE APPLICATION FOR RESIDENTIAL DEVELOPMENT UP TO 45 DWELLINGS INCLUDING ACCESS AT LAND NORTH OF WEETWOOD AVENUE, WEETWOOD, LEEDS 16) AND 16/02584/OT (OUTLINE PLANNING PERMISSION FOR RESIDENTIAL DEVELOPMENT SEEKING CONSENT FOR UP TO 150 DWELLINGS INCLUDING ACCESS AT LAND SOUTH OF THORPE LANE, TINGLEY, WF3)

APPLICANT

Leeds Cricket Football And
Athletic Company Ltd

DATE VALID

22.4.2016

Electoral Wards Affected:

**Ardsley & Robin Hood
Weetwood**

☐ Yes

Ward Members consulted
referred to in report)

Specific Implications For:

Equality and Diversity

☐

Community Cohesion

☐

Narrowing the Gap

☐

RECOMMENDATION:

MEMBERS ARE REQUESTED TO NOTE THE CONTENT OF THE REPORT AND THE REASONS FOR WITHDRAWAL OF THE APPLICATIONS

1.0 INTRODUCTION:

1.1 City Plans Panel Members will recall that the above Applications were proposing to cross subsidise proposed development at Headingley Carnegie Stadium, St Michaels Lane Headingley.

1.2 Determination of the Applications was deferred following a request by the Applicant on 6 October 2016, pending the receipt by the Council of legal advice regarding the cross subsidy proposals.

- 1.3** Following the LPA's consideration of that advice, the Applicant withdrew both Applications on 22 December 2016 and they will not therefore be considered for determination by the Council. The Application for the proposed development at Headingly Stadium is still to be determined on its own merits and is included elsewhere on this Agenda for determination by the Plans Panel.
- 1.4** Appendix A to this report updates Members as to the legal position regarding the proposals for the Applications to cross subsidise the Headingly Stadium development. Appendix A of the report is exempt from publication under Schedule 12A of the Local Government Act 1972 and Access to Information and procedure Rule 10.4 (5) due to its legally privileged content.

Document is Restricted

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Originators: Laurence Hill
Tel: 0113 378 8036

Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 12th January 2017

Subject:

APPLICATION 16/02582/FU - Demolition of existing North/South Stand and South Stand and construction of a replacement North/South Stand and South Stand, turnstiles and regularisation of car parking at Headingley Carnegie Stadium, St. Michaels Lane, Headingley

APPLICANT

Leeds Cricket Football and
Athletic Company Ltd.

DATE VALID

4th May 2016

TARGET DATE

20th January 2017

Electoral Wards Affected:

Headingley

☐ Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity ☐

Community Cohesion ☐

Narrowing the Gap ☐

RECOMMENDATION

Defer and delegate to the Chief Planning Officer to GRANT PERMISSION subject to the following conditions:

1. Standard 3 year time limit.
2. Details of approved plans
3. Details of all external materials to be submitted and agreed
4. Vehicle spaces to be laid out
5. Provision of contractors during construction
6. Construction management plan to be submitted
7. Cycle/motorcycle facilities to be approved
8. Match day traffic and parking plan
9. Travel plan to be submitted
10. Details of external lighting scheme to be submitted
11. Details of tannoy system to be submitted
12. Hours of construction limited to 0800-1800hrs Monday to Friday and 0900-1300hrs Saturday with no Sunday or Bank Holiday working

13. Surface water drainage scheme to be submitted
14. Submission of phase II land contamination study
15. Landscape scheme to be submitted
16. Submission of remediation statement
17. Implementation of radiation
18. Details of imported soil

1.0 INTRODUCTION:

- 1.1 The application is brought to Plans Panel due to the strategic importance of Headingley Stadium to the city and city region.
- 1.2 Plans Panel Members may recall that the application was previously linked to two planning applications for proposed outline housing developments at Tingley (16/02584/OT) and Weetwood (16/02583/OT) by way of a cross funding case. These two planning applications have been withdrawn by the applicant and will not therefore be considered for determination by the Council. As such the stadium application should now be considered on its own merits.

2.0 BACKGROUND:

- 2.1 Headingley Stadium is one of the premier sporting complexes in Leeds and Yorkshire. The Stadium is an international sporting arena that has been a part of Headingley for over 110 years. It is the home of Yorkshire County Cricket, Leeds Rhinos Rugby League Club and Yorkshire Carnegie Rugby Union Team. As well as being the home venue for the cricket and rugby teams, it also acts as an international venue for both cricket and rugby league, which in turn provides a significant profile for the city.
- 2.2 There are two separate adjoining grounds on the site; the cricket ground to the north and the rugby ground to the south. The grounds are held and managed separately under the ownership of the rugby and cricket clubs, with some of the hospitality and catering provided by the rugby in the cricket ground by agreement.
- 2.3 Both the cricket and rugby clubs have a desire and need to improve their grounds.

Cricket

- 2.4 Headingley Stadium has been a long-standing venue for international cricket in terms of both test matches and one day internationals. The stadium has hosted test cricket since 1899 and has a capacity of 17,500. It is one of nine cricket grounds that are currently used for hosting international cricket through a staging agreement. These are:-

- Lord's Cricket Ground - London
- The Oval Cricket Ground – London
- Old Trafford Cricket Ground – Manchester
- County Cricket Ground Edgbaston – Birmingham
- Headingley Stadium – Leeds
- Trent Bridge – Nottingham
- County Ground Riverside – Chester-Le-Street Durham
- The Rose Bowl – Southampton
- SWALEC Stadium - Cardiff

- 2.5 The current staging agreement, regulated by the English Cricket Board (ECB), expires in 2019. The current staging agreement is for Yorkshire County Cricket Club (YCCC), as a Category A venue, to hold one Test per year until 2019 and at least one, one-day international per year.
- 2.6 At the end of December 2005 the Council provided a £9m loan to YCCC to enable the club to purchase the freehold of the Headingley Cricket Ground and secure user rights for the North-South stand. Ownership of the ground was one of the pre-conditions imposed by the ECB as part of a staging agreement which guaranteed test match at Headingley until the end of the 2019 season. Security for the loan was provided through the loan conditions imposed by the Council on YCCC and by the Council taking a position on the YCCC Board.
- 2.7 At the end of 2019 the existing staging agreements with all of the current test grounds will run out and a decision will be made by the ECB in the next 12 months as to which grounds will be awarded a new staging agreement from 2020 to 2022. The ECB has stated that there will be fewer grounds awarded staging agreements with the number reducing from nine to six.
- 2.8 In December 2014, YCCC submitted a bid for the 2019 Cricket World Cup which will be hosted in England. They were successful in their bid to host four one day matches, namely one England, two Pakistan and one Sri Lanka match.
- 2.9 Both the award of the World Cup Matches in 2019 and YCCC being considered for a new staging agreement for 2020-2022 and beyond are conditional on Headingley Stadium meeting the minimum standard as detailed in the ECB's Minimum Standards Document for model test match grounds.
- 2.10 To gain a clearer understanding of the ECB's approach in relation to the award of a new staging agreement from 2020-2022 and to understand YCCC's chances of success, officers from the Council met with a representative of the ECB in May this year. Despite Yorkshire's standing in the game and the improvements made to other parts of the ground, the North-South stand at Headingley Stadium has deteriorated to a point where it is barely fit for ECB purposes, according to the ECB, and falls somewhat short of the standard at other Category A venues and the ECB's minimum standards for Model Test Match Grounds. Other venues around the country have made greater progress in facility development and have overtaken Headingley when it comes to facilities appropriate for hosting major cricket matches.
- 2.11 The ECB's view is that *"Headingley Cricket Ground has a long tradition of hosting international cricket and Yorkshire has a proud history of producing iconic players through its extensive network of clubs. Yorkshire is also delivering important projects in the local community and is synonymous with cricket. Yorkshire is therefore strategically important to cricket in England and Wales with the old adage of 'when Yorkshire is strong, England is strong' being most apt. Whilst the ECB is delighted with the role Yorkshire CCC is currently playing on and off the field, its facilities in the North/South stand are in need of significant upgrading if Headingley is to retain Category A status in the medium to long-term and reach parity with the other Category A venues across the country"*.
- 2.12 It is safe to say therefore that without the redevelopment of the North-South Stand, Headingley Stadium is unlikely to retain its Category A venue status and there is a clear risk that it may not be awarded a new staging agreement for 2020-2022. In addition, the four 2019 Cricket World Cup matches, conditional on significant

improvements being implemented on the North-South stand in advance of the tournament, will be in jeopardy.

- 2.13 In July 2016 the Council's Executive Board resolved to award a grant of £4m to YCCC to be used exclusively towards the redevelopment of the North-South Stand at Headingley Stadium to ensure the hosting of four 2019 Cricket World Cup matches and the retention of YCCC Category A status including the award of a new staging agreement from 2020-2022 subject to a number of conditions, including that planning permission be granted for the redevelopment of the stand.

Rugby

- 2.14 From a rugby perspective the club need to address ground safety issues in their South Stand, which currently operates at a reduced capacity. In addition, the club needs to modernise its facilities, including its North Stand so that the stadium continues to provide the appropriate level of facilities that compares favourably with alternative venues. It is the case that a number of rugby league clubs have moved to new stadiums in recent years including, Warrington, St Helens Salford, Wigan and Huddersfield, which means that the Headingley Stadium is becoming a less attractive proposition for international events.

Economic Benefits of Sport in Leeds and the City Region

- 2.15 Leeds has long had a well-earned reputation for hosting world class sporting events. From the Tour de France, Rugby League and Rugby Union World Cups to the recent World Triathlon as well as Ashes Tests at Headingley Stadium. The visitor economy is very important to the City and hosting major events is part of the Council's strategy to position the City and the City Region on a global stage. The Leeds City Regions recent Strategic Economic Plan highlights the scope to improve major cultural visitor attractions such as Headingley Stadium, which will contribute towards the City's bid to be submitted for the 2023 European Capital of Culture.
- 2.16 Major sporting events deliver significant economic benefit to the City and City Region. Headingley is the only sporting venue in the City Region with a regular international profile.
- 2.17 There are substantial economic benefits international cricket brings to the region. In 2009, the total number of visiting spectators to the Test Match was 44,018 to Leeds and 28,320 to Yorkshire. The estimated economic benefit assessment from these figures is:
- £4.8m of additional visitor spend in Leeds;
 - £2.4m of organisation spend;
 - £1.1m ticket revenue for a 5 day test match;
 - £75k retail spend on merchandise;
 - £300k hospitality spend;
 - £900k spent on catering.
- 2.18 The redevelopment of the stadium would also create/ retain the following employment benefits:
- During construction of the stands 175 full time construction jobs would be created nationally with 60 coming from the Leeds City Region and 38 from Leeds directly;
 - 8 construction apprenticeships would be created during the works;
 - During a test match the average number of staff working at Headingley is 653;

- The redevelopment of the stadium and retention of international cricket would create 30 new full time employment posts across services such as administration, events, housekeeping, food and drink service and stewarding.

2.19 Economic modelling shows that the investment in Headingley Stadium to develop the North-South stand could increase the economic benefits realised to:

- £5.75m of additional visitor spend within Leeds by 2020;
- £5.3m additional visitor spend in Yorkshire by 2020;
- 175 full time construction jobs nationally during construction;
- £1.5m ticket revenue for a 5 day test match.

2.20 In addition the estimated global TV audience for the 2015 Cricket World Cup of 354 million should not be overlooked. International cricket also has the ability to draw significant crowds, with the potential attendance for the entire 2019 World Cup tournament estimated at almost 1 million supporters. According to Ernst and Young, Leeds has the potential to realise approximately £20.5 million in economic benefit through tourism spending, as a result of hosting 4 Cricket World Cup matches at Headingley Stadium in 2019.

3.0 SITE AND SURROUNDINGS:

3.1 The Headingley Stadium complex currently accommodates two separate adjoining grounds on the site; the cricket ground to the north and the rugby ground to the south. The current planning application relates to the replacement of the shared North-South Stand between the two grounds and also the replacement of the South Stand at the rugby ground.

3.2 The existing shared North-South Stand was built in the 1930's and has been renovated several times since then notably in 1990 when seats were installed on the south side facing the rugby ground in what was formerly the standing paddock and the internal changing room facilities were modernised. There are around 3600 seats on two tiers on the north side facing the cricket pitch and there are around 5300 seats on the south side facing the rugby pitch.

3.3 The existing rugby South Stand is a single storey terrace building located off St Michael's Lane. The rugby ground recently completed the redevelopment of the Carnegie stand at the eastern edge of the ground facing St Michael's Lane. The ground itself is located within the urban area and within a predominantly residential area. Although the south stand is separated slightly from the neighbouring residential properties, due to the siting of the parking area adjacent to the road, the siting of the stand and shape of the site result in the eastern-most corner of the existing stand being on the boundary with St Michaels Lane. The rugby stand is located on higher ground level than the adjacent properties on St Michael's Lane by 1.5m. The Headingley Conservation Area boundary is situated to the East of the cricket ground following a line along the rear of the properties fronting Cardigan Road.

3.4 The existing South Stand is in a poor state of repair and has, due to safety reasons seen its capacity reduced. It has a safety certificate for its current capacity of 6,000 which is due for renewal next year. The rugby club have previously invested substantial funds in repairing the existing terrace stand just to maintain it at its current reduced capacity. It is recognised that the existing stand is in need of being

replaced to afford spectators, fans and the ground with facilities that modern sporting stadia require. In addition the design and appearance of the existing stand is rather poor, particularly when it is viewed next to the East stand.

4.0 PROPOSAL:

- 4.1 The proposal is a full planning application for the replacement of the existing North/South Stand (Main Stand) which is the shared Main Stand for the cricket and rugby grounds and the replacement of the South Stand to the rugby ground.

North/South Stand

- 4.2 This replacement stand is broadly sited on the footprint of the existing stand in the centre of the wider stadium complex. The stand will result in an increase in height over the existing stand of approximately 10 metres incorporating five levels of accommodation. Seating and spectator circulation space are provided at ground and first floor for both the cricket and rugby and fifth floor level for cricket. Corporate and broadcasting facilities located at third and fourth floor levels. The Stand will increase the capacity of the cricket stand from 1,787 to 4,219, an increase of 2,432 and decrease the capacity of rugby stand from 5,235 to 3,825, a decrease of 1,410. The stand is dual facing with the rugby ground element designed to reflect the scale of the existing rugby stands. The cricket ground element is more individual in design with a light weight 'floating' canopy roof being the main defining design element of the Stand.

South Stand

- 4.3 As with the North/South Stand, the replacement South Stand is broadly sited on the footprint of the existing stand. The replacement stand will result in an increase in height of approximately 5 metres over the existing stand incorporating ground floor level changing facilities and spectator standing and an upper tier of seating. The capacity of the stand increases from 7,030 to 7,721, an increase of 691. Turnstiles are to be located to the south of the site providing spectator access to the South Stand, off St Michaels Lane. The existing parking area to the south of the site is to be laid out as a formal car park. This will result in a decrease in on-site parking from 120 to 64. The stand will have chamfered side elevation to provide greater separation to the closest residential properties on St Michael Lane. A materials palette of brick and composite and clear panelling is proposed.

5.0 RELEVANT PLANNING HISTORY:

5.1 Headingley Stadium

26/156/00/RM: Alterations & extension to pavilion new east stand new shop terracing and new raised roof to north/south stand. **Approved 30.10.2000.**

26/12/01/FU: 4 storey stand with practice area bar restaurant and 36 bedroom/box hotel. **Approved 01.05.2001.**

26/19/02/FU: New terracing to cricket ground. **Approved 06.06.2002.**

08/02354/FU: Demolish existing winter shed stand, media centre and boundary wall to Kirkstall Lane, replace with 5 storey building for university teaching space and admin offices, new cricket facilities including changing and officials rooms, hospitality facilities, new media centre, replacement spectator seating and admin offices, associated landscaping and car parking off St Michael's Lane. **Approved 16.03.2009.**

26/185/95: Outline application for new cricket and rugby stands and facilities – including a redevelopment of the existing winter shed and media centre. **(Access and Siting approved) August 2000.**

11/02021/FU: Demolition of existing South Stand and replacement of new covered spectator terrace with associated facilities, Leeds Rugby Club, St Michaels Lane. **Approved 2012** and permission implemented but the new stand has not been built.

6.0 PRE-APPLICATION PRESENTATION

City Plans Panel March 2016

- 6.1 The applicant presented the proposal at a meeting of the City Plans Panel on 3rd March 2016 under the following pre-application references:

PREAPP/14/00627 – Demolition of existing North-South and South Stands and erection of replacement stands.

PREAPP/14/00660 – Residential development for circa 40 dwellings.

PREAPP/16/00661 – Residential development for circa 170 dwellings.

- 6.2 Members of the Panel heard from representatives of the developer and also the Weetwood Residents Association at the meeting. Representations from local ward members were also heard at the meeting.

- 6.3 At the Plans Panel meeting Members discussed the following:

- The history behind Leeds Rugby's ownership of the Tingley and Weetwood sites, the prices paid for the sites and the current values;
- The possibility for value engineering to reduce the costs of developing the stands;
- Traffic in the area on match days and that work would be required to be done to mitigate against the effect of this;
- Noise on matchdays was considered and it was noted that the new stands would be designed to reduce the impact of crowd noise;
- Timings of the development and the reliance on the sale of the land at Tingley and Weetwood for housing in order to progress the stands. Furthermore it was confirmed that additional funding would also need to be found to complete the stands but that all money from the sale of the two residential sites would be used for the stands;
- The number of applications was discussed, Members commented that they would have preferred one application to encompass the re-development of the North / South Stand and the South Stand;
- Members commented that further work would need to be done in relation to the applications to build houses at Tingley and Weetwood and that the development at Tingley was too dense;
- Members noted that if the North/South Stand was re-developed there would still be no guarantee of international cricket after the 2019 staging agreement ends between Yorkshire CCC and the ECB;
- It was noted that the clubs undertake charitable work and that the stadium is an asset to Leeds. However Members commented that there were no obvious benefits to the residents of Tingley and Weetwood who would lose green belt land and gain more houses putting pressure on roads, schools and health centres; and

- It was confirmed that Leeds Rugby and Yorkshire CC had no other saleable assets.

6.4 Members further commented that they wanted to see world class sporting facilities in Leeds. However they felt this was an enabling application being used to contribute to facilities in Headingley and that the people of Tingley and Weetwood would feel little benefit and lose important green belt. Members recognised that these two sites were in the Draft Site Allocation Plan but not in phase 1 but that they were still Green Belt land. Besides this Members felt that much more work would need to be done to improve the layout of the residential developments.

6.5 Members responded to the questions featured with the pre-application report with the following comments:

- Members wished to see Headingley re-developed and were supportive of this taking place. However the Panel had concerns about bringing forward development of the green belt at Weetwood and Tingley ahead of the conclusion of the site allocations process.
- Members felt that they did not have enough information to comment on the design of the residential sites or Headingley Stadium. They did feel that there were too many dwellings on the Tingley site, that the apartments in the Weetwood scheme should be removed and that careful consideration would need to be given to the relationship of the new south rugby stand to dwellings on St Michaels Lane.
- Members were concerned about the loss of the urban green corridor at Weetwood and the impact this could have on the Conservation area.
- Members felt careful consideration needs to be given to the highways surrounding the stadium but also the impact to highways, especially, Junction 28 of the M62, by building new houses at Tingley and Weetwood
- The other issues members wished to raise at this stage were the importance of local people benefitting from any development and also that flooding would need to be considered at the Tingley site . Finally Members considered that legal advice should be sought in relation to the “enabling development” issue with regards to both the Weetwood and Tingley sites

6.6 The housing applications for the sites in Tingley and Weetwood have now been withdrawn and are not now relevant to the consideration of the merits of the application for the redevelopment of Headingley Stadium.

7.0 COMMUNITY CONSULTATION

7.1 The applicant has looked to engage with the local community and stakeholders at the pre-application stage. Local Ward Members in Headingley were sent correspondence with information relating to the submissions in the Autumn of 2015 with offers of meetings taken up by some Ward Members.

7.2 Two community events were held in Headingley, in February 2016. These events were advertised by local letters drops and the applicant issued press releases in the local press and on their website.

8.0 PUBLIC/LOCAL RESPONSE:

8.1 The planning application has been publicised by means of site notice and in the local press. The following responses have been received in relation to the application.

Headingley

8.2 Councillor Walshaw has commented on the application. He has no objections to the principle of two new stands with their design considered acceptable. Consideration needs to be given to the impact the operation of the Stadia will have on the local community.

8.3 73 letters of representation have been received, 68 in support of the development with 5 raising objections.

8.4 The letters of support can be summarised as the agreement for the need to improve the facilities at Headingley Stadium to ensure the Rugby and Cricket Clubs have world class facilities for spectators and broadcasters and in doing so ensuring international cricket is retained at Headingley.

8.5 The concerns raised in the letters of objection can be summarised as follows:

- The proposed height of the south stand is too high and will tower over the houses on St Michael's Lane.
- The stand's sound system needs to reduce the amount of noise leakage from the Stadium.
- Light pollution from the Stadium needs to be reduced.
- A match day management plan for vehicle and pedestrians to reduce impacts on St Michael's Lane.
- The noise and disruption from construction needs to be managed.
- The wider appearance of the Stadium should be improved.
- The South Stand should be retained as a terraced stand.

9.0 CONSULTATION RESPONSES:

Headingley

9.1 Coal Authority – No objections.

Sport England – No objections.

Yorkshire Water – No objections subject to conditions.

LCC Highways – No objections subject to conditions.

LCC Contaminated Land – No objections subject to conditions.

LCC Transport Development Services – No objection subject to conditions.

LCC Neighbourhoods and Housing (Air Quality) – No objections subject to 1 electric charging point per 10 parking spaces being provided.

LCC Flood Risk Management – No objections subject to conditions.

LCC Public Rights of Way – No objections.

LCC Landscape Officer – No objections subject to conditions.

10.0 PLANNING POLICIES:

- 10.1 As required by Section 38(6) of the Planning and Compulsory Purchase Act 2004 this application has to be determined in accordance with the Development Plan unless material considerations indicate otherwise. The development plan currently comprises the adopted Local Development Framework Core Strategy (2014), those policies saved from the Leeds Unitary Development Plan (Review 2006) (UDP) and the Natural Resources and Waste Local Plan.

The Local Development Framework **Core Strategy** was adopted by the Council on 12th November 2014. The following policies contained within the Core Strategy are considered to be of relevance to this development proposal:

General Policy – Sustainable Development and the NPPF
Spatial Policy 1 – Location of Development
Spatial Policy 8 - Economic Development Priorities
Spatial Policy 11 - Transport Infrastructure Investment Priorities
Spatial Policy 13 - Strategic Green Infrastructure

Policy P10 – Design
Policy P11 – Conservation
Policy P12 – Landscape
Policy T1 - Transport Management
Policy T2 – Accessibility and New Development
Policy EN1 – Climate Change
Policy EN2 – Sustainable Design and Construction
Policy EN5 – Managing Flood Risk
Policy ID2 - Planning Obligations and Developer Contributions

- 10.2 The most relevant policies from the Natural Resources and Waste Development Plan Document (DPD) are outlined below:

General Policy 1 - Sustainable Development
Minerals 3 - Surface Coal
Air 1 - Management of Air Quality through Development
Water 1 - Water Efficiency
Water 2 - Protection of Water Quality
Water 6 - Flood Risk Assessments
Water 7 - Surface Water Run-Off
Land 1 - Contaminated Land
Land 2 - Development and Trees

- 10.3 The most relevant saved policies from the **Leeds Unitary Development Plan** are outlined below:

GP1 - Land uses and the Proposals Map
GP5 - Development control considerations including impact on amenity
BD5 - Design of new buildings
LD1 - Landscape design

10.4 Relevant **Supplementary Planning Documents and Guidance** are outlined below:

- Neighbourhoods for Living SPG (December 2003)
- Greening the Built Edge SPG (June 2004)
- Sustainable Urban Drainage SPG (June 2004)
- Designing for Community Safety SPD (May 2007)
- Public Transport Improvements and Developer Contributions SPD (August 2008)
- Street Design Guide SPD (August 2009)
- Headingley and Hyde Park Neighbourhood Design Statement SPD (September 2010)
- Sustainable Design and Construction (August 2011)
- Travel Plans SPD (August 2011)
- Parking SPD (January 2016)
- Accessible Leeds SPD (November 2016)

10.5 Other **relevant guidance** includes:

- The Guideline Distances from Development to Trees document (March 2011)
- Vision for Leeds 2011 to 2030 (2011)
- DRAFT Headingley Neighbourhood Plan (Policy Intentions) (2015)

10.6 The **National Planning Policy Framework** (2012) sets out the Government's planning policies for England and how these are expected to be applied. It sets out the Government's requirements for the planning system. The National Planning Policy Framework must be taken into account in the preparation of local and neighbourhood plans, and is a material consideration in planning decisions.

11.0 SECRETARY OF STATE CALL IN PROCEDURE:

11.1 The three linked planning applications submitted to the Council (16/02582/FU Headingley Stadium, 16/02583/OT Weetwood and 16/02584/OT Tingley) were subject to a request by interested third parties to the Secretary of State (SoS) in May 2016 to be considered for intervention by the SoS. Whilst the two planning applications at Weetwood and Tingley have subsequently been withdrawn by the applicant the Headingley Stadium application being considered by Plans Panel is still subject to this request.

11.2 The request only comes into effect if the Council were to approve the Stadium application. If Plans Panel are minded to approve the application in agreement with the officer recommendation the Council would be unable to issue a decision until the SoS has had the opportunity to consider whether the application should be called in for determination by the SoS.

11.2 The officer recommendation is thus to 'defer and delegate' the granting of planning permission to the Chief Planning Officer until the SoS has had the opportunity to consider whether to call in the application through the call in procedure. If the SoS confirms he does not wish to call in the application as part of the consideration procedure then the Chief Planning Officer will (if Members agree with it) be able to issue the decision in due course. If the SoS confirms that he wishes to call in the application for a determination, then the SoS will become the decision maker for the application.

12.0 MAIN ISSUES

1. Principle of development
2. Design, scale and appearance;
3. Residential amenity; and,
4. Highway safety and parking
5. Other relevant issues
6. Conclusions

13.0 APPRAISAL:

HEADINGLEY STADIUM

13.1 Principle of development

The Leeds Core Strategy makes specific reference to the importance of supporting the improvements of the existing sporting venues within Leeds stating that *'in principle, the Council supports improvement at its major sporting venues, such as Headingley Carnegie Stadium.'* The proposal is for substantial investment in the Headingley Carnegie stadia complex providing significant improvements in the quality and level of facilities offered. Furthermore, as the new stands are a replacement of the existing stadium facilities and will provide clear social, economic and environmental benefits the proposal clearly meets aspirations of the Leeds Core Strategy and the definition of 'sustainable development' and therefore can be supported in principle.

- 13.2 With regards specific policies regarding the matter of principle within the Development Plan, whilst both the cricket and rugby pitches are designated as protected playing pitch within the UDPR, none of the stands within the Stadium are covered by the designation. As the replacement Main and South Stands do not interfere with either of the pitches the proposal is compliant with Policy N6 of the UDPR which seeks to protect playing pitches from development.

Design, Scale and Appearance

- 13.3 Detailed consideration has been given to the design, form and scale of the proposed replacement stands. The current shared North/South Stand and South Stand are antiquated, in a relatively poor state of repair and do not provide the standard and range of facilities commensurate with a major sporting arena. The proposal is considered a substantial improvement upon the existing spectator facilities that are provided at the Stadium. The design and appearance of the scheme is of a modern design and can help to make a positive statement about both Headingley Stadium and the City's commitment to good stadia design. Given the international nature of the game and the role of television media providing coverage the proposal is considered to positively enhance the image of the City in an international context.

- 13.4 With specific reference to the North/South stand, the dual aspect requirements of this stand have driven the design proposed. Where the stand fronts the rugby stand the design, form and scale of the stand responds to the existing rugby stands and reflects the design of the proposed south stand. The roof reaches a height of approximately 20 metres. A more individual approach is proposed for the north side of the stand fronting the cricket ground. The stand includes five levels and a roof

height of 26.5 metres. The design will appear as a distinct stand, with a light weight 'floating' roof which will be a positive addition to the cricket ground.

- 13.5 Clearly the new stand will be a substantial addition to the Stadia and potentially a prominent addition to the wider area therefore it is important any wider impact is considered. The new North/South stand will be located within the centre of the Stadia and as a result will be largely screened by the existing stands of the cricket and rugby grounds. As a result, the stand, despite its height and scale, will not be a prominent or overly dominant addition to the immediate area. As is the case with the existing Stadia long and medium range views will be afforded of the new stand, predominantly from views from the south. The new stand will be a noticeable addition within these long and medium range views, however given these will be seen in context with the existing stands and flood lights, and as the design of the stand is high quality, these views will not be harmed
- 13.6 With regards to the south stand, it is considered that the design, scale and form of the stand are acceptable. The stand will largely be set over the existing footprint of the existing stand and will increase the height of the stand by 5 metres. The design of the stand is chamfered at the point it meets St Michael's Lane to provide a degree of separation from the highway and nearby properties. Whilst a larger stand than the existing it is considered that the development will result in a significant improvement to the visual amenity of the St Michael's Lane. The existing south stand is currently in a poor state of repair and the external appearance of the current stand is visually poor within the street scene. The stand is also out of keeping with the style and appearance of new developments at the stadium complex, particularly those located along St Michael's Lane. The proposal will replace the existing stand with a well-designed modern stand which will be light weight in appearance and include a palette of appropriate materials.
- 13.7 In addition, currently the site presents a poor frontage to this part of St Michael's Lane and relates poorly to the residential character of the area due to the expanse of poor quality car parking to the front of the stand; the appearance of the existing stand; and the lack of soft landscaping on the frontage. The proposal seeks to address these issues with increased tree planting along the boundary with St Michaels Lane and the footpath to the west.
- 13.8 Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in the exercise, with respect to any buildings or other land in a conservation area of any functions under the Planning Acts, that special attention shall be had to the desirability of preserving or enhancing the character or appearance of that area. Given the north eastern boundary if the cricket ground abuts Headingley Conservation Area, it is therefore essential that the impact of the new stands will have on this designation are fully considered. The location of both the new North/South and South stands is such that they will be a degree of separation from the Conservation Area which will ensure the stands will not become a dominant addition or feature of the Conservation Area. Furthermore, views of the new stands will be limited from the Conservation Area and where views are available the new stands will be seen in the context of the wider stadium complex. In light of this, the new stands will not cause harm to the character and appearance of Headingley Conservation Area.
- 13.9 Overall, it is considered that both the replacement North/South stand and the South Stand represent high quality development which will sit comfortably within the existing Headingley Carnegie stadia complex and will be positive additions that will enhance the overall appearance of the site. As such, the development complies with

P10 and P11 of the Leeds Core Strategy and GP5 of the saved Unitary Development Plan Review (2006).

Residential Amenity

- 13.10 Careful consideration has been given to the impact the new stands will have on the residential amenity of the residents of nearby properties. Whilst being the larger of the two stands the location of the North/South stand within the centre of the Stadia ensures there is a reasonable degree of separation to the properties on St Michael's Lane and The Turnways and views of the stand from the properties will be, in most cases, screened by the existing stands. Shadow path calculations have been provided as part of the application submission with these confirming that no significant additional overshadowing of surrounding properties will result from new stand.
- 13.11 The proposed South Stand will be located close to properties located on St Michael's Lane and therefore it is imperative that the potential impact on the occupants of these properties is fully considered. The new stand is set back from the boundary with St Michaels Lane which improves on the existing situation where the corner of the stand adjoins the boundary. The height of the stand is increased by 5 metres above the existing however the increase in height is mitigated by degree of the set back from the highway. The lighter weight feel to the design resulting from the clear side elevations and the mono-pitch roof further enhances the appearance of the building and reduces the over-bearing impact on neighbouring residents. There is a change in levels of approximately 1.5m between the site and St Michaels Lane but the set back of the new stadium will help to mitigate for this and ensure no significantly overbearing impact from the new stand.
- 13.12 Drawings have been supplied which show the relationship between the new stadium and nearby residential properties. These show the visual improvements from the setting back of the stand on the amenity of residents of St Michaels Lane beyond that currently experienced. The set-back creates a greater feeling of space to the front of the dwellings and reduces the over bearing impact of the stand on neighbours. To the west the stand is closer to the properties on The Turnways than the existing stand. However at its closest point the stand will still be approximately 13m from the rear garden of the nearest property on The Turnways and 45m from the rear of the nearest house and is therefore unlikely to result in any significant loss of amenity.
- 13.13 With regards to direct overshadowing the applicant has produced shadow path plans showing the anticipated overshadowing from the new stand at various times of the day and of the year in comparison with the situation resulting from the existing stand. These show that there will be very little difference in overshadowing to neighbouring properties in general, with only a small increase in overshadowing to a small number of properties to the east of the stand in the evening during the summer beyond that which they already experience.
- 13.14 The proposed new stands increases the capacity of the cricket ground by 2,436 from 17,137 to 19,537 with the capacity of the rugby ground decreasing by 719 from 20,508 to 19,789. The overall capacity of the combined Stadia therefore increases from 37,645 to 39,645. It is considered that the increase to the capacity of the cricket ground is modest and will not, subject to the continued appropriate management of match days, result in a discernible increase in the noise and nuisance travelling to and from the site from noise from spectators within the ground. The reduction in the capacity of the rugby ground clearly raises no issues in this regard.

- 13.15 Other amenity issues related to lighting, noise from tannoy systems and signage and raised within representations can be controlled via planning conditions and within the agreed Management Plan for the wider Stadium.
- 13.16 Overall it is considered that the amenity of local residents has been considered in the design of both the North/South and South stands. As a result, it is considered that no significant harm to the residential amenity of the occupants of neighbouring properties will result from the constriction of the stands or the future operation of the rugby and cricket grounds. As such, the proposal complies with policies GP5 and BD5 of the Saved Unitary Development Plan Review (2006).

Highway Safety and Parking

- 13.17 Consideration has been given to the impact the development will have on highway safety and parking provision locally. The proposed vehicular and pedestrian access and servicing arrangements for the stadium will remain as existing. The redevelopment of the South Stand for the rugby ground will include a reduction in the car parking area available and the formalising of the layouts of the car parks accessible to St. Michaels Lane. This will result in a reduction of spaces from the 120 which exist on an informal basis at present to 60 spaces which will be formally laid out as part of the new car parking layout. However it should be noted that this reduction is considered to be an overestimate as on match days car parking is often bumper to bumper. The applicant has proposed measures within the Transport Statement and Event and Travel Plan for the stadium to promote public transport, walking and cycling to reduce car use which will help to mitigate against the loss of spaces and any potential impact on surrounding streets. These include clear information for supporters on the public transport options, working with train operating companies to provide greater frequency and capacity of trains on match days, shuttle bus services to and from the stadium on match days, continuing the management and restriction of on street parking on match days, continued provision for coach parking for away supporters and management of surrounding pedestrian routes to ensure safe access for supporters accessing the stadium on foot and to minimise disruption to local residents. These issues will be picked up in a full Travel Plan, the requirement of which will be required by condition. Members will be aware from previous proposals that the existing Travel Planning measures for the stadium are extensive and on the whole work well with the current proposals seeking to continue and extend these measures. These additional measures are considered appropriate by the Council's Highways Team and as such no objections are raised subject to appropriate planning conditions to control these details. Sufficient parking is provided to meet the non-match day parking requirements of the stadium.
- 13.18 The proposal will not impact on the existing car parking available to the Cricket ground which are considered acceptable to serve the development.
- 13.19 With regards to pedestrian access and movements, the design of the North/South stand continues to allow the free flow of pedestrians around the overall complex once the fans have passed through the turnstiles. Pedestrian access for the South Stand is to be taken via new turnstiles to the south of the site. These pedestrian arrangements are considered acceptable.
- 13.20 Overall it is considered that the development will not result in any significant issues highway safety or parking location. As such, the proposal complies with policies GP5 Saved Unitary Development Plan Review (2006) and T2 of the Leeds Core Strategy.

Other relevant issues

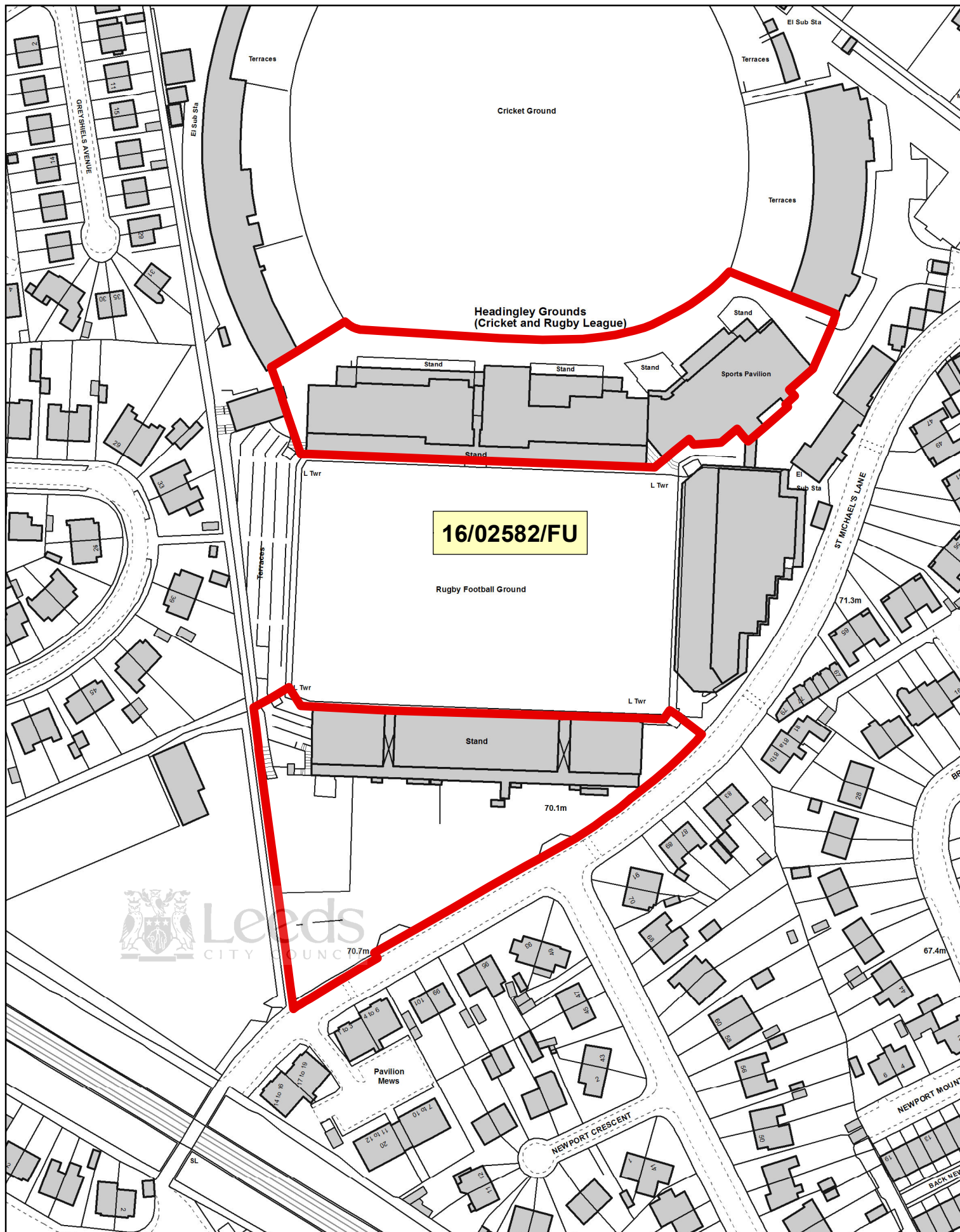
- 13.21 With regards flood risk, the site is located in an area designated as Flood Risk Zone 1 'Low Probability' and as a result Flood Risk Management have advised that, subject to a condition to agree surface water drainage details, no objections regarding flood risk are raised.
- 13.22 The development is CIL liable and generates a sum of £22,031.85.
- 13.23 All other material planning issues and comments raised by statutory and non-statutory consultees have been fully considered in reaching a recommendation on the proposal.

14.0 CONCLUSIONS

- 14.1 In conclusion, it is considered that the replacement of the North/South stand, South stand and the regularisation of the car park represents a positive development which will result in significant improvements to the visual appearance of the Headingley Carnegie Stadium and which will offer spectators, the media and other users of the Stadium greatly improved facilities. Furthermore, and crucial to the entire proposal, the improvements will ensure that Headingley Cricket Ground will meet the requirements of the ECB in allocating test match cricket and enable the ground to be considered for hosting matches of the 2019 Cricket World Cup. As a result, the proposal is compliant with the principles of the Leeds Core Strategy and ensures that the Headingley Stadium complex will be able to continue to be considered for hosting test match cricket and other international sporting events.
- 14.2 The stands have been designed with due regard to the close neighbouring properties and will not result in any significant harm to the occupants of these properties. Furthermore, the continued appropriate management of events at the stadium will ensure that impact on local residents on match days and other events days can be kept to a minimum.
- 14.3 Overall, it is considered that, subject to conditions, the proposal is compliant with all relevant policies with the Leeds Core Strategy, the Saved Unitary Development Plan Review and the National Planning Policy Framework. It is recommended that planning permission is granted subject to conditions.

Background Papers:

Application file.



CITY PLANS PANEL



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Originator: C. Briggs

Tel: 0113 2224409

Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 12th January 2017

Subject: PREAPP/16/00150 Pre-application presentation for residential development at East Street, Bow Street and Ellerby Road, Leeds

Applicant: S. Harrison Developments Ltd.

Electoral Wards Affected:

**Burmantofts and Richmond Hill
City and Hunslet**

☐ Yes

Ward Members consulted

Specific Implications For:

Equality and Diversity ☐

Community Cohesion ☐

Narrowing the Gap ☐

RECOMMENDATION: This report is brought to Panel for information. The Developer 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 a proposed major residential development on vacant brownfield land between East Street, Bow Street and Ellerby Road, at the eastern edge of Leeds City Centre. The work-in-progress proposals will be presented to Panel by the landowner S. Harrison Developments Ltd. to allow Members to comment on the evolving scheme and raise any issues, prior to the intended submission of a full planning application next month.

2.0 Site and Surroundings:

- 2.1 The proposal site lies on the eastern edge of the City Centre on East Street. The site consists of two parcels of vacant land either side of Bow Street. The smaller parcel of land is located to the west of Bow Street and bounded by East King Street, and lies within the designated City Centre. The larger site to the east of Bow Street lies outside the designated City Centre. The total site area is 0.91 hectare. The larger site lies partially within the Eastern Riverside Conservation Area, and new

development at both sites would be within the setting of the following listed buildings:

- Grade I St. Saviour's Church
- Grade II* Mount St. Mary's Church
- Grade II St. Saviour's Sunday School
- Grade II Rose Wharf
- Grade II East Street Mills

- 2.2 The larger site rises in level by approximately 12 metres between East Street and Ellerby Road. A coal seam is located in the bank towards the rear of the site which would require excavation and capping. Two existing sewers also run across the site. Following initial investigations, the applicant understands that one of the sewers is redundant. The remaining sewer would need to be diverted and the applicant is in discussions with Yorkshire Water. In terms of other ground conditions, historically the site featured terraced properties working up the bank, and the applicant anticipates that the foundations and cellars associated with these properties would be encountered during site development.
- 2.3 The north western part of the larger site is designated as greenspace, as part of the adjoining Bow Street Recreation Ground.

3.0 Proposal

- 3.1 The proposal is for a total of 340 flats, made up of 169 one-bedroom flats, 159 two-bedroom flats, and 12 three-bed flats. The flat sizes would be as follows, which would exceed the Leeds Standard and the Nationally Described Space Standard:
- 1 person 1 bed apartment – 44m²
 - 3 person 2 bed apartment – 67m²
 - 4 person 3 bed apartment – 79m²
- 3.2 The scheme comprises four blocks split across the two sites. The proposed storey heights would be as follows:
- Block A – 8
 - Block B – 8
 - Block C – 9
 - Block D – 7
- 3.3 Block A would be located within a parcel of land bounded by East Street, Bow Lane and East King Street. It would comprise of a lower ground car park and plant space, above which there will be 7 storeys of flats located around a central core.
- 3.4 Blocks B, C and D are located on the larger site between East Street and Ellerby Road. The blocks would vary in height but all have undercroft car parking at base level which is continued into an internal courtyard and parking area.
- 3.5 One key view that was clearly defined as part of the 2004 consented scheme was the view of St Saviour's church from the junction of East Street and Bow Lane. This key view has been retained and improved upon by the current scheme as the retained view would be located centrally on the tower of the church.
- 3.6 113 car parking spaces are proposed within the courtyard and undercroft, which would be accessed off Bow Street.

- 3.7 Approximately 1300sqm on-site amenity space would be provided as a useable landscaped terrace at the northern part of the site.

4.0 Relevant Planning History and History of Negotiations

- 4.1 Under planning reference 20/21/04/FU planning permission was granted for 185 flats, 300sqm offices and 255 undercroft car parking spaces. This permission was not implemented and expired in 2010.

- 4.2 Under planning reference 16/01825/FU, there is a current application for the demolition of the public house and construction of a five storey block of 16 apartments with associated car parking and landscaping, at the former Cavalier Public House site application to the north east of this site. The application is currently being considered at the time of writing.

- 4.3 Officers have had two meetings with the developer and their professional team in May 2016. The first pre-application scheme proposed buildings that were taller than the scheme approved in 2004. Discussions focussed on residential amenity, scale and mass, design, the setting of the listed buildings, highways safety, open space and drainage. Officers advised that the scale of the proposal needed to be more sensitive to the historic setting of the nearby listed buildings and conservation area. Officers were generally supportive of the detailed architectural treatment in red-brick with a well-ordered and proportioned framework, which would complement the setting of the nearby listed buildings. The developer revised their proposal with the following changes:

- Reductions in the height and mass of all blocks
- Increase separation of Block A from adjacent properties.
- Blocks C and D were split from one another to improve pedestrian links through the site and increase visibility between the blocks.
- Improved view to St Saviour's church from the junction of Bow Street and East Street.
- Block C lowered to existing footpath level to provide ground floor street presence.
- Block B had been extended up the hill to increase the size of the internal courtyard. This was shown as an 'L' shape in the plan for the previous submission.
- Landscape design was developed to improve pedestrian connectivity across the site and promote the use of amenity space to the northeast of the site.
- The vehicular entrance to the site was widened.
- Key views from the local and wider area in relation to St. Saviour's Church were assessed.

- 4.4 Burmantofts and Richmond Hill, and the neighbouring City and Hunslet, Ward Councillors, were consulted by email on 26 October 2016.

- 4.5 The applicant is aware of the need to consult with neighbours, the local community, and Historic England (who would be a statutory consultee for this scheme) before making their application.

5.0 Consultations

5.1 LCC Transport Development Services

No objection subject to the detailed matters discussed at section 6.4 of this report

5.2 **LCC Flood Risk Management**

No objection in principle. A drainage scheme (i.e. drainage drawings, summary calculations and investigations) detailing the surface water drainage works and SuDS features will need to be submitted for approval. The applicant should consult with Yorkshire Water regarding any sewer diversion works and to agree a foul drainage connection. The site is classed as a major development therefore a surface water greenfield discharge rate is applied where possible (5l/s per hectare). Infiltration drainage may not be appropriate on this site, therefore underground attenuation storage methods should be investigated to achieve a greenfield discharge rate along with SuDs for example green roofs on each building.

5.3 **Canal and Rivers Trust**

No comments to make.

6.0 **Relevant Planning Policies**

6.1 **The Development Plan**

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. Now that the Core Strategy has been adopted, this can now be given full weight as part of the statutory Development Plan for Leeds. For the purposes of decision making, the Development Plan for Leeds currently comprises the following documents:

1. The Leeds Core Strategy (Adopted November 2014)
2. Saved UDP Policies (2006), included as Appendix 1 of the Core Strategy
3. The Natural Resources & Waste Local Plan (NRWLP, Adopted January 2013)
4. Any Neighbourhood Plan, once Adopted

These development plan policies are supplemented by supplementary planning guidance and documents.

6.2 **Leeds Core Strategy**

The Core Strategy sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. The most relevant policies are set out in the paragraphs below:

- Spatial Policy 4 – Identifies the Aire Valley Leeds as a Regeneration Priority Programme Area. Priority will be given to developments that include quality housing, affordability and choice. 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.
- 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. 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.
- 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 G4 Greenspace provision - 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 G5 – Open space requirements – within the city centre, mixed use development on sites measuring more than 0.5ha or greater in area are required to provide at least 20% of the site area as open space or a minimum of 0.41 hectares per 1,000 population of open space, whichever is greater.
- 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 P11 Heritage
- Policy P12 states that landscapes will be conserved and enhanced.
- Policies T1 and T2 identify transport management and accessibility requirements for new development.
- Policies EN1 and EN2 set out the sustainable construction and on-going sustainability measures for new development. In this case, a 20% improvement on building regulations and at least 10% low or zero carbon energy generation on-site is required.
- Policy 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 ID2 Planning obligations and developer contributions

6.3 **Leeds Unitary Development Plan Review 2006 (UDPR) Saved Policies**

The site lies partially within the designated City Centre. Part of the site is also allocated as greenspace in the Saved UDPR. Saved policies that are relevant to this scheme are:

GP5 all relevant planning considerations
 N19 conservation areas and new buildings
 BD2 new buildings
 LD1 landscaping

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

The Natural Resources and Waste Development Plan Document (Local Plan) is part of the Local Development Framework. Policies regarding sustainable drainage, land contamination, coal risk and recovery, air quality and trees are relevant to this scheme.

6.5 **Emerging Aire Valley Area Action Plan**

The site lies within the boundary covered by the emerging Aire Valley Leeds Area Action Plan (AVLAAP) which is being prepared in accordance with Core Strategy Spatial Policy 5 and will form part of the Local Plan when adopted. The AAP has been the subject of public consultation, and it signals the Council's aspirations and priorities for the future development of the area. The draft AVLAAP has been submitted to the Secretary of State and the Examination in public is to be held

between 24-26 January 2017 and is therefore at an advanced stage. Where policies and proposals are not subject to objection they can now be accorded significant weight in decisions. There have been no objections to the principle of the allocation or the planning requirements for this site.

The vision for the Aire Valley Leeds Urban Eco-settlement is to create transformational opportunities for new jobs and homes, within an attractive, safe, resilient, connected, low carbon environment, which together enhance the area's unique character and strategic location. The site falls within the East Bank, Cross Green and Richmond Hill sub-area of the plan, and the East Street Opportunity Area (Policy EB4), and the main objectives and opportunities for this area include:

- Distinctive, innovative and high quality buildings and spaces as a gateway into the City Centre.
- Active frontages to ground floors along main routes
- Delivery of a range of new homes, including affordable housing
- Improved public realm and greenspaces
- Improve pedestrian and cycle connectivity
- Conserve the setting of the area's heritage assets and the conservation area
- Explore opportunities to connect to local heat networks

The site is allocated for residential use in the emerging site allocations process under the draft Aire Valley Area Action Plan (AVAAP) under Policy AVL7, as sites AV28 (23 units) and AV29 (79 units). 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.

Under Policy AVL7 and paragraph 4.3.68 the following site requirements are specified:

- Site AV29 to contribute to improvement of the adjacent green space at Bow Street Recreation Ground to mitigate the loss of the existing Saved UDPR allocation of green space within the site.
- The development should provide a pedestrian/cycle route through the site to link Ellerby Road and Bow Street/East Street as indicatively shown on the area map.
- The sites are within/adjacent to a Conservation Area. Development should have regard to the Conservation Area Appraisal and management plan.
- Site AV29 is adjacent to the Grade I listed St Saviour's Church and other listed buildings. Any development should preserve the special architectural interest or setting of these buildings.

Policy EB1 part 3 requires improvements to crossings across East Street to improve connections between the area and the City Centre, Leeds Dock and the South Bank.

- 6.6 **Relevant Supplementary Planning Documents/Guidance includes:**
SPG Neighbourhoods for Living
SPD Building for Tomorrow Today: Sustainable Design and Construction
SPD Street Design Guide
SPD Parking
SPD Travel Plans

- 6.7 **National Planning Policy Framework (NPPF)**
The NPPF sets out the Governments planning policies for England and how these are expected to be applied, only to the extent that it is relevant, proportionate and necessary to do so. It states that 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). The NPPF also considers the importance of promoting sustainable patterns of travel, including public transport. The Government attaches great importance to the design of the built environment. Section 7 (paras 56-66) 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. It also states that heritage assets should be conserved in a manner appropriate to their significance.

6.8 Other Material Considerations

6.8.1 The Leeds Standard and the Nationally Described Space Standard

The Leeds Standard was adopted by the Council's Executive Board on 17th September 2014 to ensure excellent quality in the delivery of new council homes. 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. This standard closely reflects 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 and only limited weight can be attached to them, given their evidence base in determining the minimum space requirements, they are currently used to help inform decisions on the acceptability of development proposals.

7.0 Issues

7.1 Principle of use and housing quality

7.1.1 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 residential use in the emerging site allocations process under the draft Aire Valley Area Action Plan. The applicant will need to justify their approach to one, two and three bedroom dwellings in accordance with Core Strategy Policy H4.

7.1.2 The proposed flat sizes would meet the Nationally Described Space Standard. The scheme would be supported by a Sustainability Statement, which should set out in detail how 10% on-site low carbon energy generation, 20% betterment on carbon emissions above the 2013 building regulations, and the water usage target, will be achieved on-site. These measures are required by Core Strategy Policies EN1 and EN2. Core Strategy Policy EN4 District Heating identifies the potential for district heat networks to serve major developments such as this one. The AVAAP states at section 4.3.68 that the site is located within Phase 1 of the indicative heat network shown on Map 6 (AAAP Section 3.7 and Policy AVL17 (Heat Networks in Aire Valley Leeds)). The scheme should be designed so that when the network from the Veolia RERF in Cross Green becomes available, connection from this scheme can be easily made.

7.1.3 Any application would need to be supported by noise and air quality reports to demonstrate the provision of adequate amenity for future residential occupiers, and these documents should set out measures to mitigate any identified environmental issues, such as high specification double or triple glazing systems and appropriately filtered mechanical ventilation systems.

7.1.4 In amenity terms, the principle of a courtyard-style development is considered appropriate at the site west of Bow Street (Blocks B and C). It is considered that there would be satisfactory privacy relationships between buildings in terms of distances between facing habitable room windows across the scheme. Within the context of a dense edge of centre urban grain it is considered that the distances between habitable room windows are generally acceptable where they exceed around 15-20m to avoid overlooking and loss of privacy between new dwellings. It is considered that Block A, sited between Bow Street and East King Street would not result in undue loss of daylight, sunlight and privacy to dwellings at East Street Mills some 20m away, and that the proposed flats would benefit from adequate outlook and daylight. At the larger site, blocks B and D would be sited some 40m apart, and the minimum distance between Blocks B and C would be 18.5m. Block A would be some 29m away from Robert's Wharf, and Block B some 32m to Rose Wharf to the south.

7.1.5 Do Members support the principle of residential use, and the emerging quality of accommodation?

7.2 Design and the setting of nearby listed buildings and the conservation area

7.2.1 When considering any planning application that affects a conservation area the local planning authority must pay special attention to the desirability of preserving or enhancing the character or appearance of that area (Planning (Listed Buildings and Conservation Areas) Act 1990). The site previously benefitted from a planning permission (ref. 20/21/04/FU) for a mixed use residential development. This scheme proposed an acceptable height and building footprint in relation to the local context and the setting of the heritage assets in the area, and the scheme was based on a thorough urban design and heritage analysis. The developer's architect has repeated the analysis of key views of the scheme and St. Saviour's Church, with the new proposal and on balance it is considered that the form and layout of the proposal would preserve similar glimpsed views of the church, whilst enabling a sustainable redevelopment of the site, in an architectural treatment and scale appropriate to East Street.

7.2.2 It is considered that the height and layout of the proposal would be appropriate to the scale and form of the nearby listed former mill buildings at East Street Mills, Robert's Wharf and Rose Wharf, whilst also being appropriate to high quality modern City Centre residential development.

7.2.3 In terms of detailed building design, details such as a clearly defined order of base-middle-top, the relationships between solid and void elements, rhythm of windows, junctions between different materials, depth of window reveals, and treatment of roof parapet lines have been considered by the architect. The architectural features and red-brick materials indicated are considered appropriate as an approach for this site as a high quality modern residential development, which would also be appropriate to the historic context of the surrounding area.

7.2.4 Do Members support the emerging layout, scale and detailed design?

7.3 Greenspace, public realm and pedestrian routes

- 7.3.1 The siting of the buildings, provision of public realm, balance of hard and soft landscaping, and location of future pedestrian routes, would be appropriate to create a sense of place and ensure good pedestrian connections linking across the site from the Ellerby Road in the north east to East Street and the riverside beyond, linking to the South Bank. Along East Street, sufficient space should be provided for new street trees.
- 7.3.2 Part of the site is currently allocated as greenspace in the Saved UDPR site allocations. The emerging AVLAAP removes the allocation on this proposal site because the principle for the loss of a small element of the park was established in 2004 when permission was granted. The Plans Panel West report from 23 September 2004 for the expired planning permission at the site (ref. 20/21/04/FU) states that the capital receipt for the site would compensate for the loss of this small part of the Bow Street Recreation Ground. The site was sold by the Council to the then developer and previous owner for £837,978 in 2005, and the capital receipt vested with Leeds Partnership Homes (now Renew). This met the requirement to compensate for the loss of Saved UDPR-allocated greenspace at this site.
- 7.3.3 Core Strategy Policy G4 requires that 80 square metres of greenspace is provided per dwelling in this location for the larger site that lies outside the designated City Centre, and Policy G5 would apply within the City Centre. Approximately 1300sqm of on-site greenspace is proposed, which would equate to approximately 14% of the total site area. It would be at the northern part of the site, in terraces leading up to Ellerby Lane. However, due to the high density of the proposal, there is likely to be a shortfall in on-site greenspace provision. This would lead to a commuted sum requirement of £790, 338 based on the percentage of accommodation within and outside the City Centre boundary. This sum would need to be targeted towards an identified scheme for new public space or improvements to existing, for example Bow Street recreation ground.
- 7.3.4 Public Rights Of Way officers have advised of claimed rights of way between East Street and Ellerby Road which should be retained. In addition, the sites are identified in the Aire Valley Action Plan for housing (refs; AV28 and AV29) and there is a site requirement that any development should provide a pedestrian/cycle route through the site to link Ellerby Road and Bow Street/East Street. All public accessible areas of the site, including routes between Ellerby Road and East Street, will need to be secured as publicly accessible land in the Section 106 agreement.
- 7.3.5 Do Members support the emerging amenity space, public realm and landscape design principles?**

7.4 Highways and Transportation

- 7.4.1 The site is located in a sustainable location with generally good access to facilities and public transport in the City Centre and Richmond Hill. Regarding highways and accessibility matters, the applicant will need to demonstrate that the scheme is practical and workable in terms of vehicle movements, parking levels, layout and facilities for vehicles, pedestrians, cyclists, disabled users, taxi pick up and drop off, and arrangements for shopping deliveries and refuse servicing. The applicant will need to demonstrate that the proposed level of car parking at 33% provision, and the approach to pedestrian accessibility would not result in adverse impact on highways safety or amenities, including visitor parking. A travel plan will be required,

including site specific travel plan measures such as car club trial provision for residents. Also required would be 10% electric vehicle charging points, long and short stay cycle parking for all uses in the scheme (including one space per flat).

7.4.2 Following concerns regarding the forward visibility of cars turning off East Street onto Bow Street and then into the site, Highways officers have advised that the proposed vehicle access to the courtyard is only acceptable if right turn movements are prevented between Bow Street and the site. An enlarged central island would be required at the junction of Bow Street and East Street to physically block right turning traffic at the site access, the detail of this would be subject to analysis and a safety audit at the application stage. Access between Bow Street and East Street would remain open for vehicles turning left in and left out.

7.4.3 It is considered that the scheme should contribute to improving connectivity between the City Centre and neighbouring communities and in particular will help to provide better connection between the East Bank/Richmond Hill and South Bank areas. AVAAP Policies AVL12 and EB1 (3) require a new pedestrian crossing to East Street to reduce severance along the car-dominated East Street and improve pedestrian safety and connectivity for an increased number of local residents that would live in this development, especially to the South Bank via the proposed bridge at Low Fold, or the existing one accessed from Neptune Street. Highways officers have identified the most appropriate location for an additional crossing along East Street. It is noted that this pedestrian crossing was identified as being necessary to support housing development at this site under the previous approval.

7.4.4 What are Members views to the approach to parking, vehicular access and pedestrian connectivity?

7.5 Planning obligations and Community Infrastructure Levy (CIL)

7.5.1 If acceptable, likely Section 106 agreement obligations would be:

- 5% affordable housing on-site (17 units), split 60/40 social rent/submarket rent with a pro-rata mix of units
- On-site publicly accessible greenspace at the northern part of the site, with a publicly accessible pedestrian route from East Street to Ellerby Road
- Off-site greenspace contribution £790, 338
- Sustainable Travel Fund £81, 812.50
- Travel plan monitoring fee £TBC
- Cooperation with local jobs and skill initiatives

7.5.2 A new pedestrian crossing across East Street is also recommended as off-site highways works, to improve pedestrian connectivity in the area, this is estimated at a cost of approximately £120, 000

7.5.3 CIL charging is applicable and based on the floorspace figures provided this would be £129, 240

7.5.4 However, the developer has indicated that it may not be viable to meet all the planning obligation requirements, and they submitted a viability appraisal in support of their case. At the time of writing, this is being independently assessed on behalf of the Council by the District Valuer.

8.0 Conclusion

This proposal presents the opportunity to deliver 340 much needed new homes at a prominent longstanding vacant brownfield site on a major route into the City Centre,

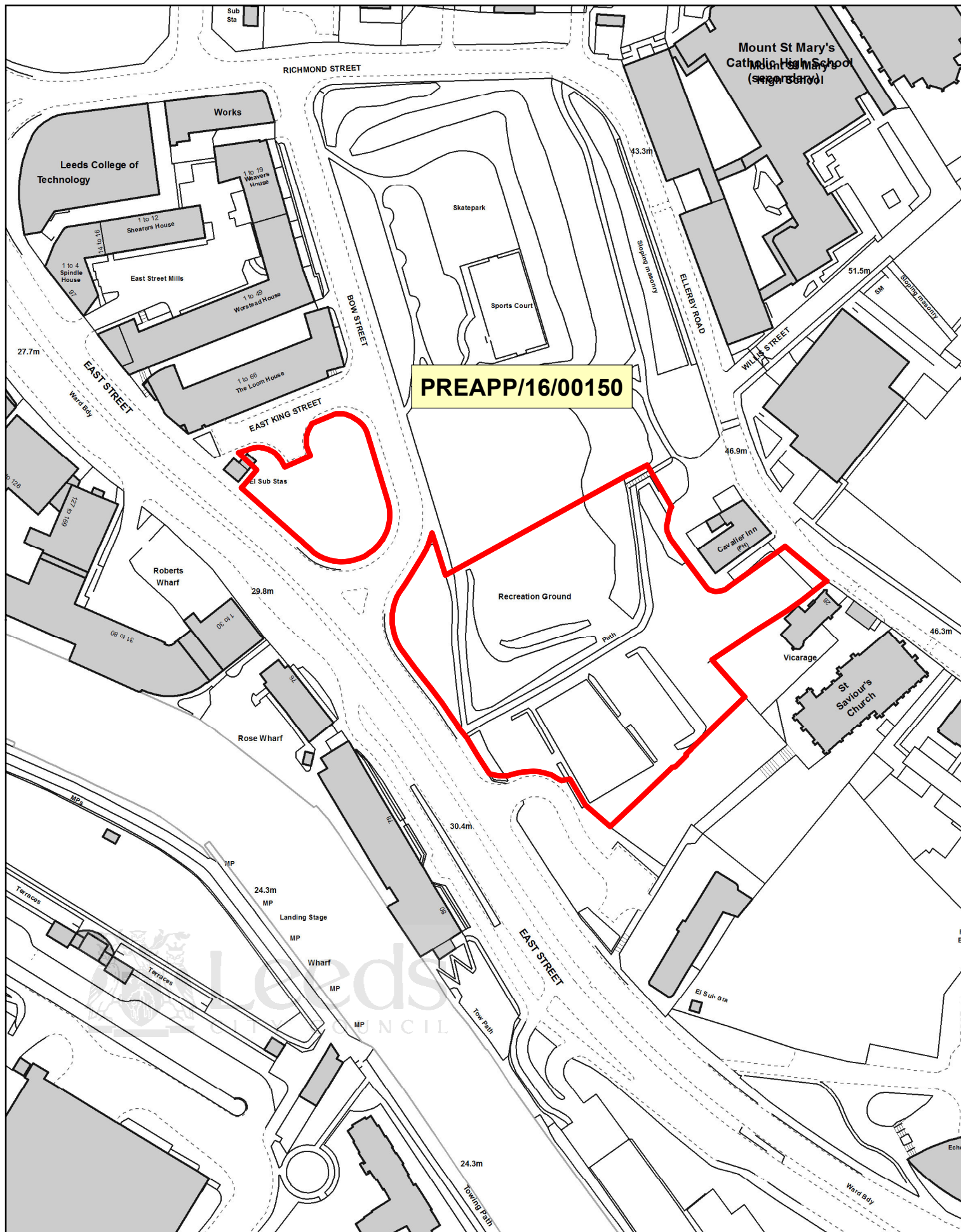
in the Aire Valley regeneration area. Members will be advised of the details of the emerging scheme and are asked to provide responses to the following questions:

- 8.1 Do Members support the principle of residential use, and the emerging quality of accommodation?**
- 8.2 Do Members support the emerging layout, scale and detailed design?**
- 8.3 Do Members support the emerging amenity space, public realm and landscape design principles?**
- 8.4 What are Members views to the approach to parking, vehicular access and pedestrian connectivity?**

Background Papers:

Pre-application file: PREAPP/16/00150





CITY PLANS PANEL



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Report of the Chief Planning Officer

CITY PLANS PANEL

12th January 2017

Pre-application presentation of proposed mixed-use development on land at Globe Road and Water Lane, Holbeck, 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 current proposals for the redevelopment of several parcels of land to the north and south of Globe Road and Water Lane in Holbeck collectively known as the Temple Quarter. Pre-application proposals for a primarily office-led scheme were presented to City Plans Panel on 18th August 2016 although references were made to an alternative scheme at the time. The current proposals are based upon the alternative scheme which contains a more balanced mix of uses predominantly comprising residential and office buildings, together with other uses that may include a hotel, a primary school, a health centre, a multi-storey car park, as well as retail and commercial facilities. The general arrangement of buildings now proposed is similar to that previously identified albeit some of the buildings are significantly taller than in the office-led scheme. The masterplan continues to provide large areas of public realm together with new and enhanced pedestrian routes. It remains 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 land was 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, the Round Foundry and at Globe Quay. 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 whilst the height of two of the buildings is such that they would have an impact across the wider cityscape.
- 1.3 The comprehensive development would deliver in the region of 450-550 residential units, significant new office accommodation with large footplates and a mix of other uses, new public realm and 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.
- 1.4 CEG remains committed to early delivery of the proposed development and is therefore targeting submission of a planning application, part in detail, part in outline, in spring 2017.

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 railway station. Part of the site lies within the Holbeck Conservation Area and there are several listed 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 presents a poor quality appearance 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 is used for surface parking.
- 2.3 Between Globe Road and Water Lane (now referred to as “Globe Arches”, “Globe Square and “Globe Point”)
 - 2.3.1 Globe Arches comprises the westernmost plot of land and is located between the railway viaduct and the disused viaduct. The site is presently occupied by Magnetic Motors and Prestige, a car dismantling business.
 - 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 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 is 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 from Water Lane along the western boundary. The main printworks and attached workshops along Bath Road were constructed in the Arts and Crafts style around the turn of the 19th century although the building has been significantly altered. The building incorporates the partial remains of a late 18th century malthouse.

3.0 Proposals

- 3.1 The mixed use scheme would comprise a combination of primarily residential buildings (4) and predominantly office buildings (5) together with two other buildings which could include some of the following: residential/hotel; offices; multi-storey car parking; two form entry primary school; health centre or retail/food and beverages. The majority of the buildings would incorporate ground floor commercial premises (use classes A1, A3 and A4). The new buildings would range in height from single storey up to 40 storeys. The masterplan identifies large areas of public realm interposed by pavilion structures 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.
- 3.2 The application will be a hybrid one entailing both detailed and outline elements. Globe Waterside, Globe Arches and Globe Square are likely to come forward in outline whereas Globe Point and Beck Court are likely to be in detail.
- 3.3 Three buildings are proposed in the Globe Waterside area between Globe Road and the canal. A residential tower (maximum height 136.5m, 40 storeys) is proposed closest to the canal. An 11 storey office building with a triangular footplate would be situated towards the south-west of the tower and fronting Globe Road. A small pavilion building is identified in the open space to the east of the two larger buildings.
- 3.4 Globe Arches would accommodate a single building, slightly cranked in the middle in response to the alignment of the railway viaduct. The northern component of the building would be 10 storeys and the southern section 7 storeys. There would be a two-storey cut towards the centre separating the two taller elements. The use of the building would be within the range of uses identified at paragraph 3.1.
- 3.5 Four buildings are identified within Globe Square between Water Lane and Globe Road. A 10 storey structure in the north-west corner would accommodate one or a combination of the uses identified at paragraph 3.1. A second residential tower (maximum height 88.5m, 25 storeys) is proposed to the south west adjacent to the junction of the disused viaduct and Hol Beck. A part 7, part 17 storey residential building is shown in the north east corner of Globe Square running perpendicular to Globe Road. The remainder of the area north-west of the retained listed footbridge would be laid out as public realm, potentially accommodating a low pavilion structure towards the western side.
- 3.6 Globe Point comprises the land between Tower Works and Round Foundry. The proposals for two office buildings are similar to those presented to City Plans Panel

in August 2016. The proposals involve a part 6, part 8 storey building on the west side. The south-west corner of the building would be 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 in Globe Square to the west. The eastern building would be a part 4 (east end) and part 6 storey office building.

- 3.7 The proposed composition for Beck Court identifies the retention of the front, two storey element of the former print works on the south side of Water Lane and also the erection of two new buildings. The retained building would be converted to office use. A 6 storey office building is proposed to the south-west alongside Bath Road. A 7 storey residential building is proposed in the south-east corner towards Marshall's Mill. The remainder of the site would be public space.

4.0 Relevant planning history

- 4.1 Pre-application proposals for an office-led scheme on the land were presented to City Plans Panel on 18th August 2016. Members commented that the emerging masterplan for the site was appropriate and that the proposed commercially-led development was acceptable in principle. Members stated that they could support the emerging scale of the development, subject to detail. Panel also stated that, in principle, it could 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, although Members did feel they needed further information regarding these matters. Members also commented that it would be beneficial for the developers to work with the City to look at apprenticeship opportunities on the project. A copy of the minutes of the meeting is attached at Appendix 1.
- 4.2 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.
- 4.3 CEG has been working closely with the Flood Alleviation Scheme team in order that bridge routes can be built into the scheme. CEG has also made a contribution of £300,000 in order to ensure that the listed bridge can be retained at grade as part of the flood alleviation works.
- 4.4 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).
- 4.5 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).
- 4.6 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).

- 4.7 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 have been retained and integrated into a new building behind the facades.
- 4.8 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.
- 4.9 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.
- 4.10 A pre-application proposal for a 27 storey (84m) tower adjacent to Midland Mills to the south west of Temple Quarter was considered by City Plans Panel in December 2016 (PREAPP/15/00859).

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 John Thorp. The developer's team has also had several meetings with the Flood Alleviation Team.
- 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 still awaited such that Highways remain unable 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.

In reflecting the Spatial Vision, the Core Strategy identifies objectives to support the continued vitality, economic development and distinctiveness of the City Centre as the regional centre. The Core Strategy will accommodate first and foremost the needs of offices, shops, hotels, institutions and leisure and entertainment uses, accepting that there is a place for residential and supporting facilities such as parks, convenience stores, health centres, nurseries and schools (para 3.3).

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 at least 655,000sqm of office floorspace and 10,200 dwellings.

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, and there is also substantial opportunity for residential development.

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 H1 identifies the managed release of sites allocated for housing.

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.

Policy H5 identifies affordable housing requirements.

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 requires that new buildings complement and enhance existing skylines, vistas and landmarks.

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

BD6 states alterations and extensions should respect the scale, form, detailing and materials of the original building.

LD1 identifies the 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). 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.

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 to deliver homes;
- Seek high quality design and a good standard of amenity for existing and future occupants; and

- Actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling.

The NPPF states that town centre uses including office development and residential development can play an important role in ensuring the vitality of centres (para 23). A safe and suitable access to the site should be provided (para 32). Planning should proactively support sustainable economic development and encourage the effective use of land including 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.

7.6 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).

7.7 Relevant Supplementary Planning Guidance includes:

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

7.7.1 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 per cent of the gross site area should be provided as publicly accessible open space. It is intended that the area should meet some of the

identified need for city centre housing for people on lower incomes. Housing types such as live/work units and family housing is encouraged. 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. The aim here 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.

7.7.2 Tall Buildings Design Guide SPD (TBDG)

The guide, which is currently being reviewed, 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 midway between the western gateway / western string and the southern gateway / cluster, and to the south of the potential “super-towers” area identified close to the railway station.

7.8 Draft Holbeck Neighbourhood Plan

Although the draft 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.

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 reflects 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 current proposals and to consider the following matters:

8.1 Principle of the proposed uses

8.1.1 The proposals identify a much broader range of possible uses than identified when City Plans Panel considered the proposals in August 2016. However, the core components of the scheme involve a substantial amount of residential accommodation (up to 53,000sqm providing in the region of 550 units) and also significant commercial accommodation (up to 39,500sqm). An additional 30,000sqm of space would be provided in buildings in Globe Arches and Globe Square which would include some of the following uses: residential, hotel, commercial, car parking, primary school, health centre, retail, food and beverages.

8.1.2 Whilst the size and specification of the residential units has not yet been fixed it is intended that the housing mix will respond to housing need and demand as the scheme matures, taking account of housing market characteristics and using the nationally described space standards as a benchmark. CEG is also seeking to provide family-sized accommodation as part of the mix and is committed to providing 5 per cent of the units as affordable housing.

- 8.1.3 The mixed use proposals are supported by a raft of local and national policies. In particular, the Holbeck, South Bank SPD vision for the area is to create a mixed-use one including a mixture of working, living, retailing and recreational opportunities. The sites are also identified for mixed use in the Draft Publication Site Allocations Plan. The re-use and re-development of this brownfield land in a highly sustainable city centre location would also help to implement Leeds Growth Strategy and to deliver priorities within the Best Council Plan.
- 8.1.4 **Do Members consider that the proposed mixed use 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 of poor visual 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 area presently contains very limited public realm. The masterplan strategy for the current proposals closely follows principles established for the commercial-led proposals presented to City Plans Panel in August 2016. The greater emphasis on residential accommodation in these proposals has resulted in the reduction in scale of some of the building footplates previously identified. In itself, this has naturally generated additional spaces and permeability within the scheme. Consequently, the plan provides new connections and linkages to connect the site not only into the broader city centre but also connects Holbeck's constituent parts more directly.
- 8.2.3 Central to the development of the masterplan remains 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. A bridge crossing is now identified to the north of Saw Mill Street responding to the more natural desire line between Tower Works and Round Foundry. The proposals would significantly improve pedestrian connectivity and provide the potential to realise opportunities for Hol Beck itself according with priorities within the Holbeck, South Bank SPD.
- 8.2.4 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; and other more intimate spaces around and between buildings such as Beck Court. Smaller pavilion buildings are now proposed to introduce more animation within these areas.
- 8.2.5 **Do Members consider that the refined masterplan for the site is acceptable?**
- 8.2.6 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.

- 8.2.7 In essence, there is an existing 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. Subject to detail and additional information, City Plans Panel generally supported the proposed scale of development in August 2016.
- 8.2.8 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 current proposals still identify the stepping up in the height of development from east to west albeit the proposed maximum height of elements of the development towards the western side has significantly changed. The principal buildings to the east of Marshall Street follow a very similar scale and mass to that previously identified, ranging in height from 4 to 8 storeys. The southern edge of the easternmost building has been articulated and reduced in scale to provide an improved relationship with the scale of buildings on the southern side of Water Lane whereas the northern edge has been extended towards Globe Road with the benefit of better screening the neighbouring 8 storey building in views from the east. The scale of buildings within Beck Court, around the former printworks on the southern side of Water Lane, remains as previously proposed.
- 8.2.9 More dramatic changes are proposed to the west of Marshall Street to the north of Water Lane where the proposed buildings range between 7 and 40 storeys in height. The tallest building is proposed at the northern extreme of the site, close to the junction of the railway viaduct and the Leeds-Liverpool canal which itself is close to the River Aire. Clearly, a building of such a height will be visible from many locations within the city, including within the nearby conservation areas, and would also affect the setting of nearby listed buildings including Globe Quay beyond the proposed public space to the east. However, its proximity to the city station helps to justify its location and its position adjacent to major infrastructure helps to mitigate its impact at street level and within local views. The prominence of the building is such that it would demand to be of highest architectural quality.
- 8.2.10 In Globe Square, between Globe Road and Water Lane, the 10 storey building in the north-west corner would balance the scale of development of the proposed 11 storey building on the north side of Globe Road. The building would be flanked by two taller residential towers. A part 7, part 17 storey building identified to its east, would be prominent in views north up Marshall Street beyond the newly formed public space alongside Hol Beck. A 25 storey tower is identified in the south-west corner, end on to the disused viaduct and sitting on the northern edge of Hol Beck. Although aligned directly behind two of the Tower Works towers when viewed from the Canal Bridge at Granary Wharf, illustrations produced suggest that the building would not be visible from this location if buildings on the Granary Wharf car park site are constructed as proposed. Whilst clearly visible along Water Lane, the tower would appear subservient to the 40 storey to the north and would also be seen in conjunction with the 27 storey tower proposed to the north of Midland Mills (PREAPP/15/00859).

8.2.11 At the extreme west of the site the proposed building between the used and disused viaducts has been fragmented into a part 7 and part 10 storey building enabling clear views to be gained between the two parts of the building through the site when travelling by train.

8.2.12 **What are Members' views on the potential scale of the taller buildings identified?**

8.3 Transport

8.3.1 The Holbeck, South Bank SPD highlights the desire to produce a pedestrian and cycling friendly environment, in part by minimising through traffic in the area and by developing with the minimum acceptable parking provision. In August 2016 City Plans Panel confirmed that, in principle, they could 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, although Members did feel they needed to have site of the information in respect of the transport testing and other traffic management data.

8.3.2 The CEG highway engineering team has been building a traffic microsimulation model which will enable the impact of development-related traffic on the nearby road network, including City Square, to be assessed. CEG are also currently establishing the take-up of car parking spaces within recent residential and office developments and the peak traffic generation of these sites to better inform the likely traffic generation of the current proposals. A Travel Plan is being prepared alongside this work which will consider the way in which the development can improve pedestrian and cyclist movements from the site to the City Centre and through the wider South Bank and Holbeck area, including making recommendations in relation to improved access by bus. Detailed work on these matters is still ongoing such that Highways are not currently able to comment on the development impacts or mitigation requirements at this stage.

8.3.3 The masterplan implies a number of vehicular access points, including from Globe Road, Bath Road and Water Lane, as well as significantly enhanced pedestrian permeability and improvements to the pedestrian environment by the careful siting of buildings, positioning of vehicular and servicing arrangements, and the introduction of a number of at-grade bridge crossings over Hol Beck.

8.3.4 Whilst the Holbeck, South Bank SPD encourages development with the minimum acceptable car parking it also recognises the need for car parking provision in response to commercial requirements and residential demand, noting that a shared or communal multi-storey car park could enable the remainder of the area to be more pedestrian friendly. 50 spaces are proposed in the basement of buildings within Globe Point and Beck Court. An additional 450 spaces could be provided, including within a multi-storey car park. However, it is intended that the ultimate number of car parking spaces provided will respond to the final quantum and mix of proposed uses delivered on site

8.3.5 **Do Members have any further comments regarding the emerging proposals for car parking within 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 mixed use development is acceptable in principle? (8.1.4)

Do Members consider that the refined masterplan for the site is acceptable? (8.2.5)

What are Members' views on the potential scale of the taller buildings identified? (8.2.12)

Do Members have any further comments regarding the emerging proposals for car parking within the development? (8.3.5)

Appendix 1 – Minutes of the City Plans Panel meeting 18th August 2016 (Item 43)

PREAPP/15/00955 Mixed use development comprising predominantly commercial buildings and public realm Land off Globe Road and Water Lane, Holbeck, Leeds, LS11 1LT

The report of the Chief Planning Officer informed Members of a pre-application presentation for a mixed use development comprising predominantly commercial buildings and public realm Land off Globe Road and Water Lane, Holbeck, Leeds, LS11 1LT.

A site visit took place prior to the meeting and site plans and photographs were displayed and referred to throughout the discussion on this pre-application.

The applicant's representative addressed the Panel. Issues highlighted in relation to the proposals included the following;

- An introduction which included details 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 as the Temple Quarter), the introduction also set out the proposed masterplan, architectural aspirations, the strategic aspirations for the site, demonstrated the relative heights of the buildings and the quality of the public space.
- Information in respect of the existing site and its surroundings.
- Details with regard to the sites relevant planning history.
- Details of consultation that had taken place to date.
- An explanation as to the proposed use of the site which was proposed to be a commercially-led development for 1 client covering approximately 500,000 sq ft and 7000 jobs from across the region which would involve predominantly new office accommodation, together with a small element of residential accommodation towards the southern end of the Temple Quarter. There may also be some commercial uses such as bars and restaurants.
- They would like the development to be completed by mid 2019.

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

- The location of the reservoirs referred to in the report at 6.8 and the views of the West Yorkshire Archaeology Advisory Service.
- The listed buildings (towers) on the adjacent site and the need where possible for those not to be obscured/hidden by the new development, the developer advised Members that he was very mindful of the towers and they were trying to create a space to make them as visible as possible. In discussing this Members were advised that the development would be a strong cluster of buildings that work as a group and would be 'campus style'. Members also made some comments around the scale and layout of the proposals and location of the taller buildings to which the developer responded. Members felt it would be beneficial to see a model of the site.
- Members discussed transport impacts in detail, particularly the impact on traffic when the development was complete, the relationship of the road networks with any future initiatives at City Square, the capacity of surrounding roads, the issue of public transport particularly accessibility if proposals are to include narrower roads to allow improved pedestrian access. Members also asked that parking provision be considered as the temporary car parks would be displaced from the existing site when this is developed. Members were advised that an aimsun model would be developed to look at potential traffic impacts across the city including the route from the M62 to Armley Gyratory and to include City Square in addition to surveys at key junctions near the development.
- Members also referred to the printworks and asked if the style of the existing saw tooth roof could be used as part of the new design in this location.

- Members also commented that it was paramount that the quality of materials used was high, particularly as the development would front onto the railway and this would make a statement as you entered the City by rail.

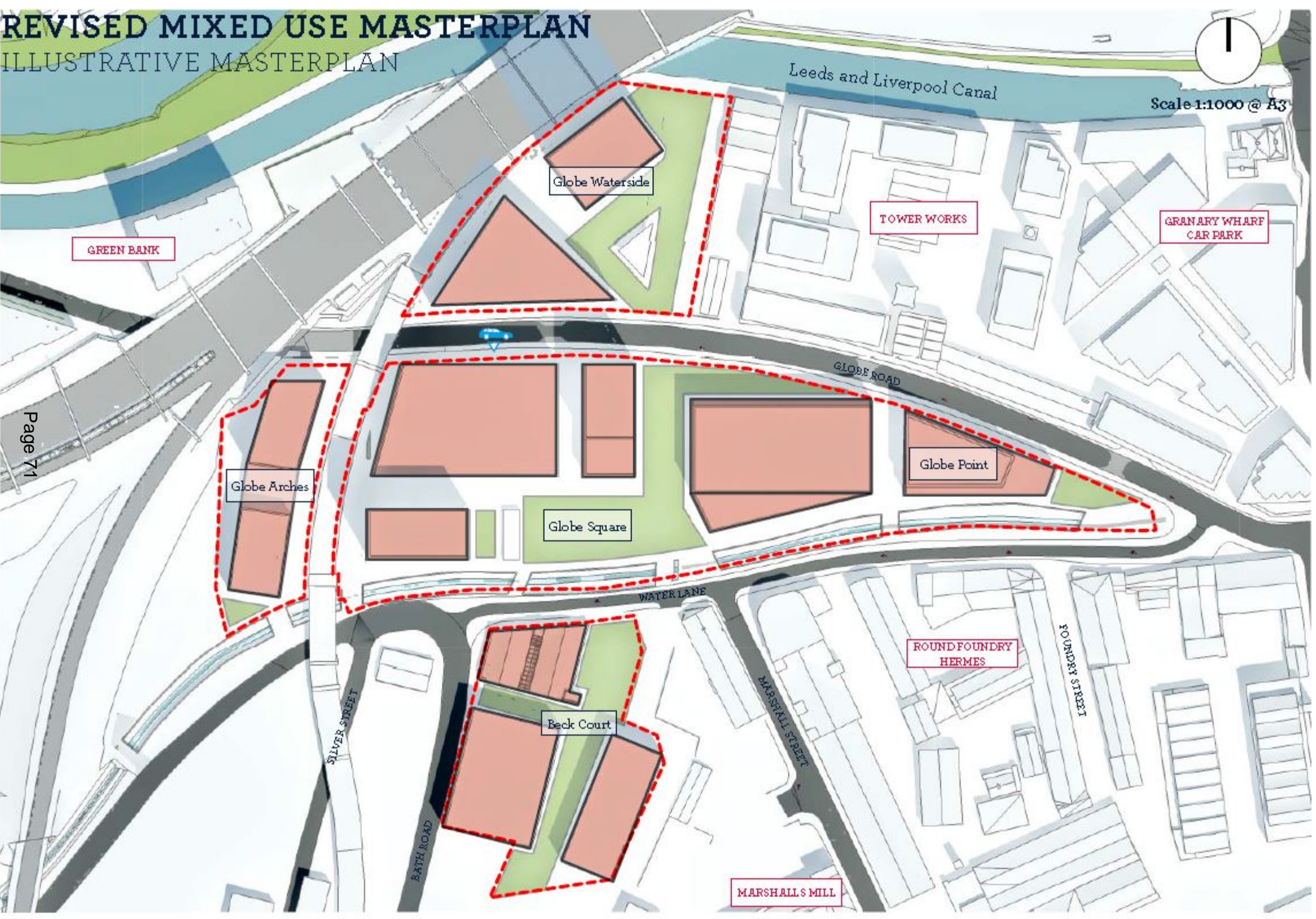
In drawing the discussion to a conclusion Members provided the following feedback;

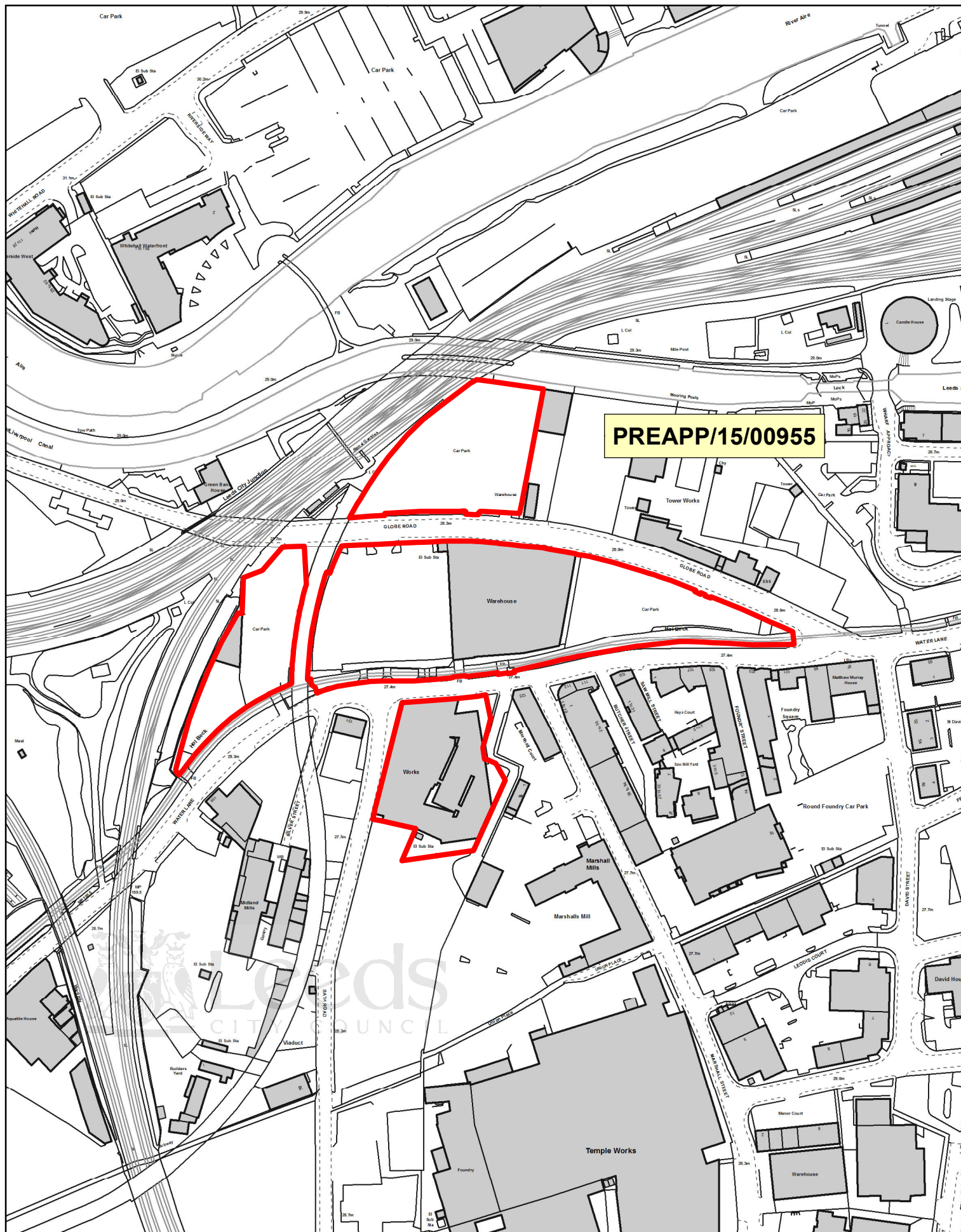
- They felt that the proposed commercially-led development was acceptable in principle.
- They felt that the emerging masterplan for the site was appropriate.
- They felt that they could support the emerging scale of the development subject to some 'fly through' and modelling details.
- They felt that in principle they could 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, although Members did feel they needed to have site of the information in respect of the transport testing and other traffic management data.
- They felt that in respect of this development it would be extremely positive if the developers could work with the City to look at apprenticeship opportunities on this long term project.

RESOLVED – To note the details of the pre-application and thanked the developers for their attendance.

REVISED MIXED USE MASTERPLAN

ILLUSTRATIVE MASTERPLAN





CITY PLANS PANEL





Originator: Richard Smith

Tel: 0113 3788030

Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 12th January 2016

Subject: Pre-Application Reference PREAPP/16/00680 – Reserved matters for phase Purple A for an office block to the former Doncaster Monkbridge Works site on Whitehall Road

Applicant: BAM Monk Bridge Ltd

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 proposed scheme to allow Members to consider and comment on the proposals.

1.0 Introduction

- 1.1 This pre-application presentation relates to designs proposed to be submitted under a Reserved Matters application for an office block to the former Doncaster Monkbridge Works site on Whitehall Road.
- 1.2 The emerging proposals will be presented to Panel by the applicant to allow Members to comment on the scheme and raise any issues, prior to the intended submission of a reserved matters submission.

2.0 Site and Surroundings

- 2.1 Doncaster Monkbridge is a cleared former works site which is set either side of a redundant grade II listed viaduct that splits through the site. To the Whitehall Road side (south-east) office development has been consented and part implemented. This includes Phase 'Red' (or Building O1), a 8 storey office block built in 2006 / 07 and tenanted by Yorkshire Post.

- 2.2 Behind Phase Red to the north-west side is Phase 'Purple A' (or Building O2), which has Reserved Matters consent for an 8 storey office building. There are further office blocks with Phase 'Yellow' (or Building O3) set also fronting Whitehall Road, where reserved matters has been approved for a 10 storey block. To the rear of this, two further multi storey buildings are shown through the original Outline consent now termed as Phase Purple 'B' (Buildings O4 & O5) but which have not been subject to reserved matters approval to date. A Pocket Park, set to the opposite side of the Canal is termed 'Phase Blue' and has been implemented.
- 2.3 Beyond the north of the viaduct four residential tower blocks up to 38 stories high were approved in the original Outline, but which have not been built out to date.
- 2.4 The area is surrounded by a mixture of residential apartment blocks, the river and the canal, cleared land and office developments along Whitehall Road. The general theme of architecture along Whitehall Road is modern and contemporary, aside from the historic viaduct, which is grade II listed.
- 2.5 The site is currently unallocated within the designated City Centre in the saved Unitary Development Plan Review Proposals Map. Within the emerging Local Development Framework Site Allocations plan, the Doncaster Monkbridge site is identified as a mixed use site.
- 2.6 The site lies in flood risk zone 2 (medium probability).
- 2.7 Phase 'Purple A' which is the subject of the proposal already benefits from reserved matters consent for a multi-storey office building granted under reference 10/04135/RM.

3.0 Proposal

- 3.1 Notwithstanding the previous consent for reserved matters the developer now intends to submit revised reserved matters for Phase 'Purple A', mainly to cover changes to the appearance of the office building.
- 3.2 Access and Layout matters were approved at Outline stage.
- 3.3 The building is proposed at 8 stories tall with a double height entrance. The second to seventh floors are repeat single storey levels. There is also basement car parking. The Gross Internal Floorspace is therefore 13,667m² of office accommodation with 2,501m² of ancillary basement space (total of 16,168m²).
- 3.4 The 13,667m² of office space is comparable to that approved under previous reserved matters for this plot (13,594m²).
- 3.5 These new designs now show a central stair core to the south side which has enabled clear views from the north of the building across the canal and river into Leeds. The designs show a contemporary façade, with a larger amount of glazing than the previous designs.
- 3.6 Car parking is provided for 85 cars and 7 motorcycles. The basement also provides for 84 long stay covered bicycle spaces. 14 short stay bicycle spaces are also provided external to the building. These are comparable again with the previous designs which totalled 83 car parking spaces, 7 motorcycle spaces and 82 long stay bicycle spaces.

- 3.7 The proposals now also include wind mitigation measures at the main entrance, which was also recommended in the recent wind study compiled as part of the Phase Yellow reserved matters application. This wind study will again be submitted to support the new reserved matters application.

4.0 Relevant Planning History

- 4.1 The planning history associated with the site includes:

06/02880/OT Outline application to layout access and erect multi-level mixed use development for residential and office uses up to 33 storeys high, with ancillary class A1, A2, A3, A4, A5, D1 and D2 uses and associated car parking and landscaped areas Approved – 10.09.07

06/05718/FU Laying out of access road and erection of 8 storey office block, with basement car parking and rooftop plantroom Approved – 10.09.07
("Phase Red")

08/03199/RM Laying out of pocket park with landscaping Approved -
28.10.08 ("Phase Blue")

10/04135/RM Reserved Matters application for the erection of one 8 storey office building with basement car park and rooftop plantroom Approved – 14.12.10
("Phase Purple A")

13/02017/RM Reserved matters application for 10 storey office block with basement car park and roof top plant room Approved - 12.10.2015
("Phase Yellow")

16/04118/OT Amendments to conditions 4 (phasing plan), 46 (Design Statement/Design Code) and 53 (plans schedule) of approval 06/02880/OT
Approved – 21.10.2016

- 4.2 City and Hunslet Ward Members were consulted by email on 19th December 2016 regarding this pre-application.

5.0 History of Negotiations

- 5.1 The applicant has had detailed discussions with the Council's Design and Planning Officers. Officers have raised no objections to the emerging new designs with comparisons drawn to the previous designs and those approved on Phase Yellow.

6.0 Consultation Responses

- 6.1 Design Officer – No objections.
- 6.2 Flood Risk Management – No objections in principle, further detail required.
- 6.3 Highways – No objections.

7.0 Relevant Planning Policies

7.1 Development Plan

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 Relevant Core Strategy Policies include:

Policy P10 (Design) requires new development to be based on a thorough contextual analysis to provide good design appropriate to its location, scale and function, delivering high quality innovative design which contributes to place making, local distinctiveness, quality of life / wellbeing. Proposals should accord with principles around size, scale, design, layout, character, surroundings, public realm, historic / natural assets, visual, residential and general amenity, safety, security and accessibility to all.

Policy T2 (Access Requirements and New Development) outlines that developments should be located in accessible locations that are adequately served by existing or programmed highways, by public transport and with safe and secure access for pedestrians, cyclists and people with impaired mobility. Reference is also drawn to off-site infrastructure where required, provision of Transport Assessments / Statements and Travel Plans where necessary. Parking provision should be in accordance with current guidelines.

Policies EN1 (Climate Change – Carbon Dioxide Reduction) & EN2 (Sustainable Design and Construction) set related targets, including meeting the energy and carbon emissions reduction targets for developments over 1000m² with at least 10% low or zero carbon energy production on-site. This is also aimed to achieve BREEAM 'Excellent' rating in construction by 2016.

Policy EN4 (District Heating) advises on connections to District Heating networks where feasible.

Policy EN5 (Managing Flood Risk) advises on a range of measures including protection of the functional floodplain, flood risk to be considered in new development and reducing surface water run-off.

Policy EN6 (Strategic Waste Management) including guidance on new developments providing space for recyclable waste to be stored appropriately.

7.3 Leeds Unitary Development Plan Review 2006 Saved Policies

Relevant policies include:

GP5 (Requirement of Development Proposals) seeks to ensure that development proposals resolve detailed planning considerations, including amenity.

BD2 (Design and Siting of New Buildings) should complement and where possible enhance existing vistas, skylines and landmarks

BD4 (Plant Equipment and Service Areas) advises that all mechanical plant, pipework, equipment and escape stairs should normally be contained within the envelope of the building. All service and delivery areas should be screened from view as far as possible.

LD1 (Landscaping Schemes) proposals should allow sufficient space around buildings to retain existing trees in healthy condition and allow new trees to grow to maturity.

7.4 Natural Resources & Waste Plan

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, water efficiency, drainage, air quality, trees, and land contamination are relevant to this proposal.

7.5 Relevant Supplementary Planning Guidance/Documents includes:

- SPD Building for Tomorrow Today: Sustainable Design and Construction (2011)
- SPD Travel Plans (2015)
- SPD Parking (2016)

7.6 National Planning Policy Framework (NPPF)

The National Planning Policy Framework (NPPF) sets out the Governments planning policies for England and how these are expected to be applied, only to the extent that it is relevant, proportionate and necessary to do so. It states that planning should proactively support sustainable economic development and seek to secure high quality design which also promote / reinforce local distinctiveness. 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. The NPPF also considers the importance of promoting sustainable patterns of travel, including public transport.

8.0 Main Issues

The scale, form, footprint and associated landscaping of the proposed building are the same as previously approved. The main changes proposed are to the elevations.

Design Approach

8.1 The designs now show principally a greater level of glazing to the designs in comparison to the previously approved designs. The new design still show a strong horizontal and vertical emphasis and lines which run parallel and connected to the adjacent Phase Red building but does not seek to match the appearance of the Phase Red building.

8.2 The applicants consider that in the ten years since the development of Phase Red, current market trends in design have led them to consider an alternative arrangement of the floor plans and exterior appearance to produce what they consider a more marketable building for potential occupants. This follows a review of

other recently built, under construction or permitted schemes for new modern office development across Leeds City Centre such as:

- Phase Yellow plot;
- Wellington Place (MEPC);
- Central Square (Roydhouse Properties);
- 6 Queen Street (Marshall CDP / Rockspring);
- 3 Sovereign Square (Bruntwood / Kier);
- Whitehall Riverside (Town Centre Securities);
- City House - Platform (Bruntwood).

8.3 The fenestration design allows for a large area of glazing set within a steel frame construction. This will allow for large spans to provide for uncluttered floor plates and facades with full height clear glazing to each of the office floors. The spandrel panels masking the floor zones are the same as Phase Red.

8.4 The applicant outlines that tenants are now more commonly seeking open plan office accommodation with maximum visibility to the external environment, improving user's perception of wellbeing. This has allowed better views of the Pocket Park and natural landscape and in addition a greater level of natural surveillance onto these well used routes (watercourse and towpath) and park.

View from the Canal

8.5 The bottom section (ground floor) has been proportioned to again match the same in the Phase Red block. To the upper floor levels a slightly different fenestration pattern is then shown. This comprises coloured horizontal sections of glazing to reflect the lines taken through the original Phase Red block which was made up of artificial stone panels. The vertical sections of the sub-frame to the building are also proportioned in a format to reflect the same in Phase Red.

8.6 The previously constructed brise-soleil has been generally omitted from the south elevation this time as much of this will be shaded by Phase Red.

8.7 These design cues are to help present the blocks as a balanced pair of buildings on this key Canal frontage but now with their own designs which reflect the approach across the wider Doncaster Monkbridge office blocks.

Views within the development and from Whitehall Road

8.8 When viewed from within the site and through the spine road (from Whitehall Road) due to the slight difference in the design of the individual office block components, the emerging plans are considered appropriate to their setting and within the overall site development.

8.9 The views to the rear of the new block when aligned adjacent against the stone viaduct gives a more obvious juxtaposition of new and old architecture sitting alongside one another.

Plant Equipment

8.10 Like before the plant equipment will be roof mounted and this has been repositioned so that it aligns more in mirror image to that above Phase Red. The building height to parapet and the top of plant screen are the same as the approved scheme.

Wind

8.11 Extensive wind analysis was undertaken as part of Phase Yellow with landscaping recommendations conditioned within application 13/02017/RM. The wind study

recommended also a position for minor screening works to the side of the front entrance of Phase Purple A. The detail of this would be drawn out through the Reserved Matters application.

Design Conclusions

- 8.12 Officers raise no objections with the approach taken and consider that the updated designs meet the requirements of the NPPF, policy P10 of the Core Strategy and policies BD2 and GP5 of the Unitary Development Plan Review.

9.0 Conclusion

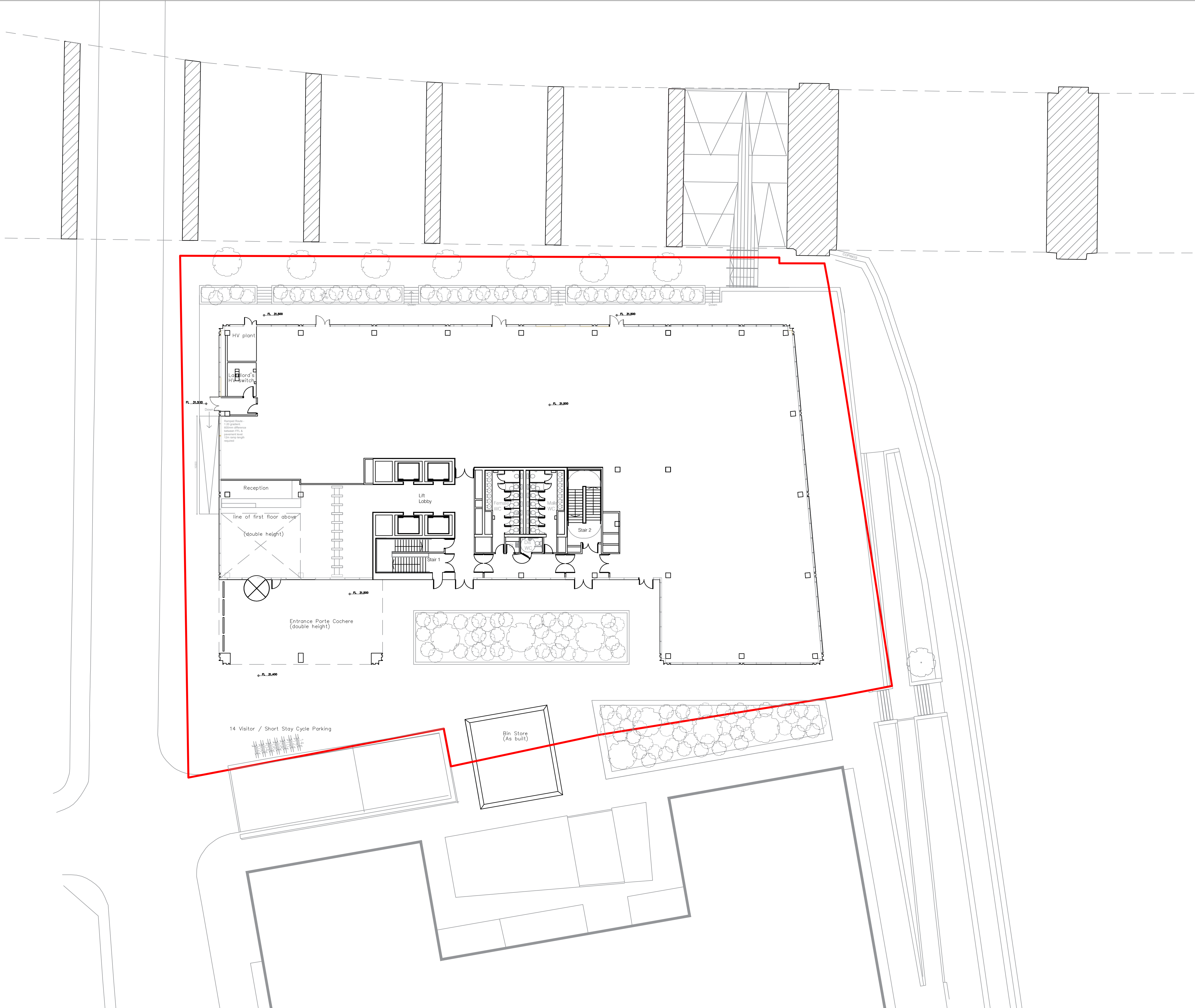
- 9.1 The scheme still presents an appropriate approach to modern office accommodation which would harmonise this building amongst the Phase Red (as built) and Phase Yellow (as approved) schemes. Members are asked to note the contents of the report and the presentation, and are invited to provide feedback on the issues outlined in the questions below.

1. Do Members support the revised designs of the emerging development?

2. Do Members have any other questions or comments at this stage?

Background Papers:

Pre-application file PREAPP/16/00680



KEY

— RESERVED MATTERS APPLICATION BOUNDARY

AREAS

GIFA = 1661 sq.m

SITE AREA = 4950 sq.m

BUILDING TO SITE RATIO = 1:2.9801324

DO NOT SCALE FROM THIS DRAWING.

ALL DIMENSIONS TO BE CHECKED ON SITE.

FOR REFERENCED VIEWS REFER TO REFERENCE_VIEW_A0 SERIES OF DRAWINGS

Status Code (as defined in BS1192)

Work In Progress (WIP)

S0 - Initial Status or WIP

Shared

S1 - Issued for co-ordination
S3 - Issued for internal review

S2 - Issued for information
S4 - Issued for construction approval

Documentation (Pre-construction)

D1 - Issued for costing
D3 - Issued for contractor design
D4 - Issued for manufacture/procurement

Documentation (Contractual)

A - Issued for construction
B - Issued for construction but with comments
C - Comprehensive revision required

Archive

AB - Record Drawing



project **Latitude Purple A**

title **SITE PLAN**

scale **1:200 @ A1**

date **23/12/15**

drg / doc ref.

drawn **JH**

checked **SR**

project code

originator

zone

level

type

role

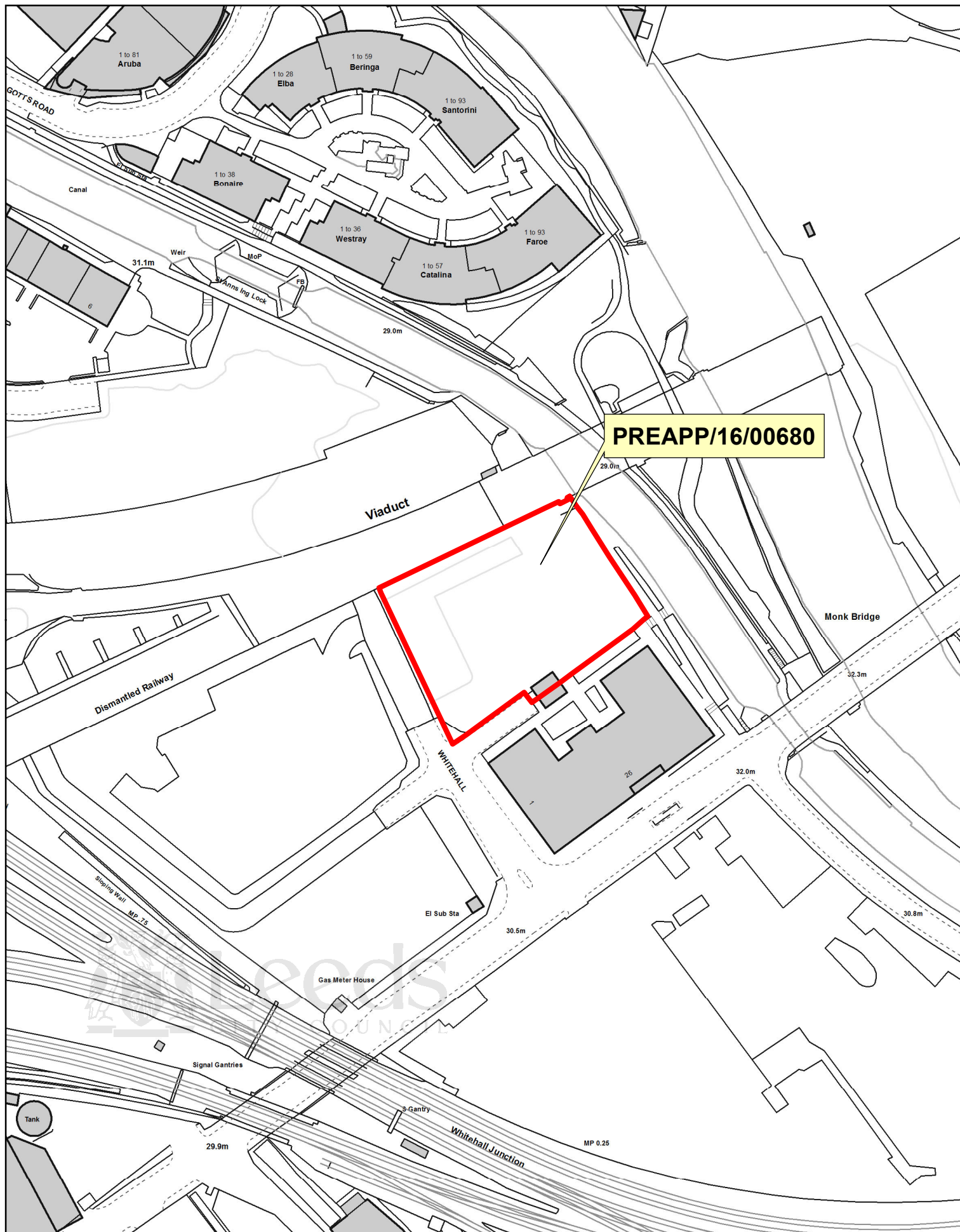
number

rev.

BAM job no. **4444**

drg status **S2**

03



CITY PLANS PANEL



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