



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 5 JUNE 2014

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

Electoral Wards Affected:

City and Hunslet

Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

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

1.0 INTRODUCTION:

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

2.0 SITE AND SURROUNDINGS:

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

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

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

3.0 PROPOSAL

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

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

4.0 HISTORY OF NEGOTIATIONS AND PLANNING HISTORY

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

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

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

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

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

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

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

5.0 RELEVANT PLANNING POLICIES

5.1 National Planning Policy Framework (NPPF)

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

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

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

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

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

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

5.2 Development Plan

Leeds Unitary Development Plan Review 2006 (UDPR)

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

Other relevant policies include:

GP5 all relevant planning considerations

GP7 planning obligations

GP11 sustainability

GP12 sustainability

BD2 new buildings

A1 improving access for all

A4 safety and security provision

N12 urban design

N13 design and new buildings

N25 boundary treatments

N29 archaeology

BD4 all mechanical plant

CC3 City Centre character

CC10 public space and level of provision

CC11 streets and pedestrian corridors

CC12 public space and connectivity

CC13 public spaces and design criteria

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

Holbeck Urban Village Proposal Area Statement 31A

E14 Office development

T2 Transport provision for development

T2C Travel plans

T2D public transport provision for development

T5 pedestrian and cycle provision

T6 provision for the disabled

T7A cycle parking

T7B motorcycle parking

T24 Car parking provision

LD1 landscaping

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

N38A development and flood risk

N38B planning applications and flood risk assessments

N39A sustainable drainage systems

N51 Nature conservation

H4 Housing

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

5.3 Relevant Supplementary Planning Guidance includes:

SPD Street Design Guide

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

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

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

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

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

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

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

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

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

5.5 **Leeds Core Strategy Publication Draft 2012**

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

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

6.0 ISSUES

Members are asked to consider the following matters in particular:

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

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

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

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

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

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

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

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

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

Do Members have any other comments on the proposed landscaping?

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

Do Members have any other comments on the emerging design?

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

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

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

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

Appendices:

Plan 1 Holbeck Urban Village Revised Planning Framework 2006 Eastern Gateway

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

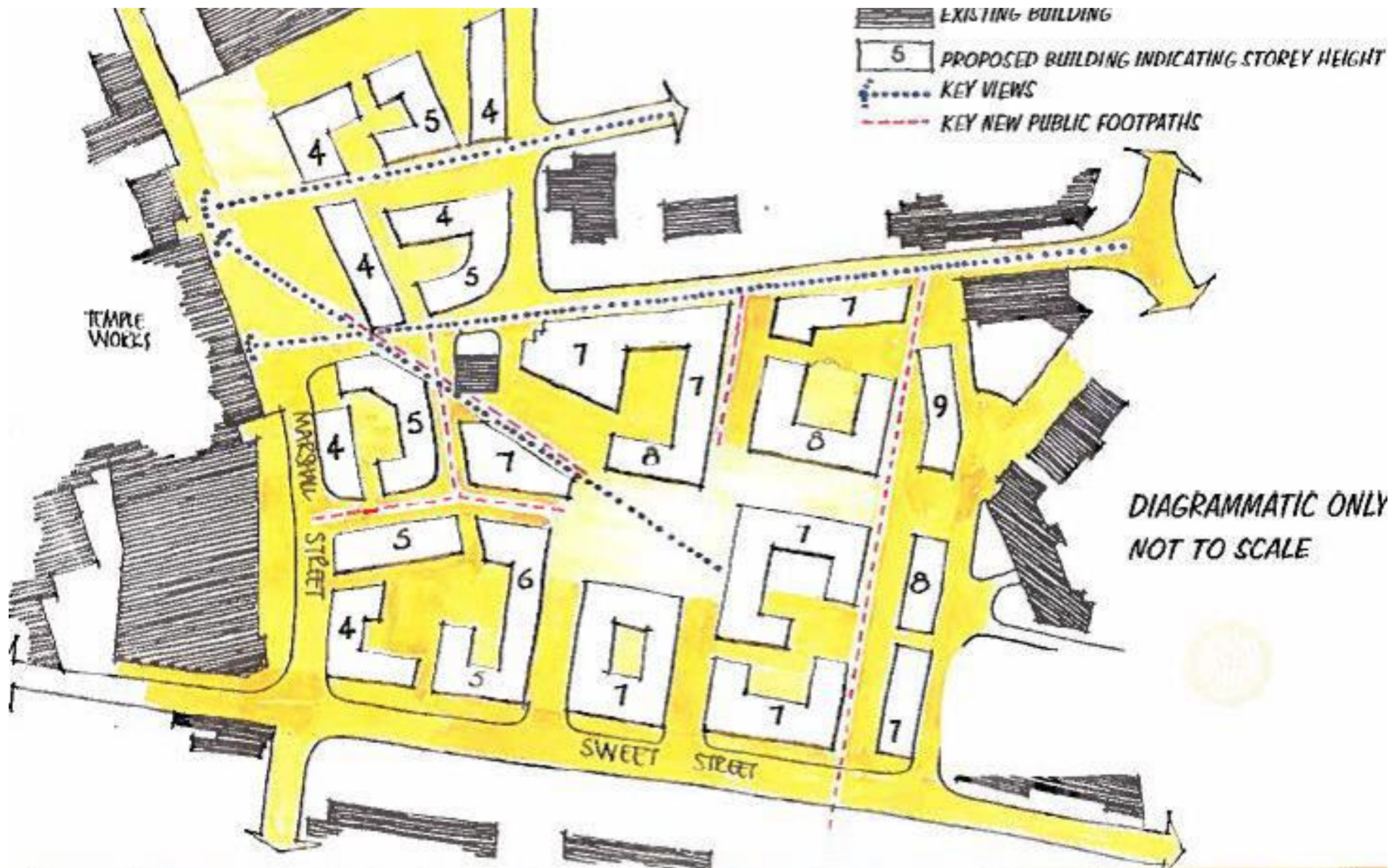
Plan 3 Current pre-application proposal

Background Papers:

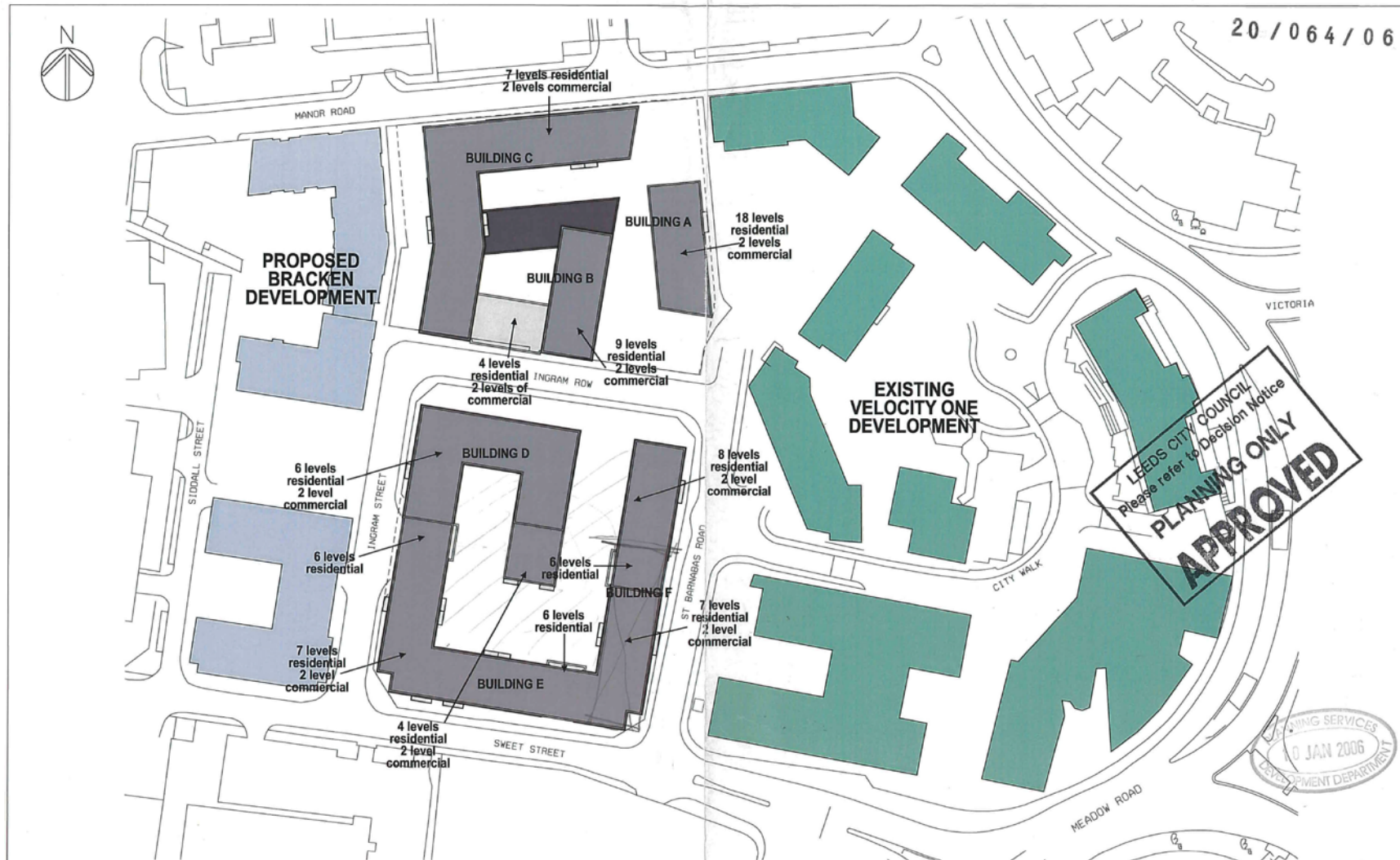
Application files 20/64/06/OT and 20/160/06/RM

Holbeck Urban Village Revised Planning Framework 2006

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



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



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



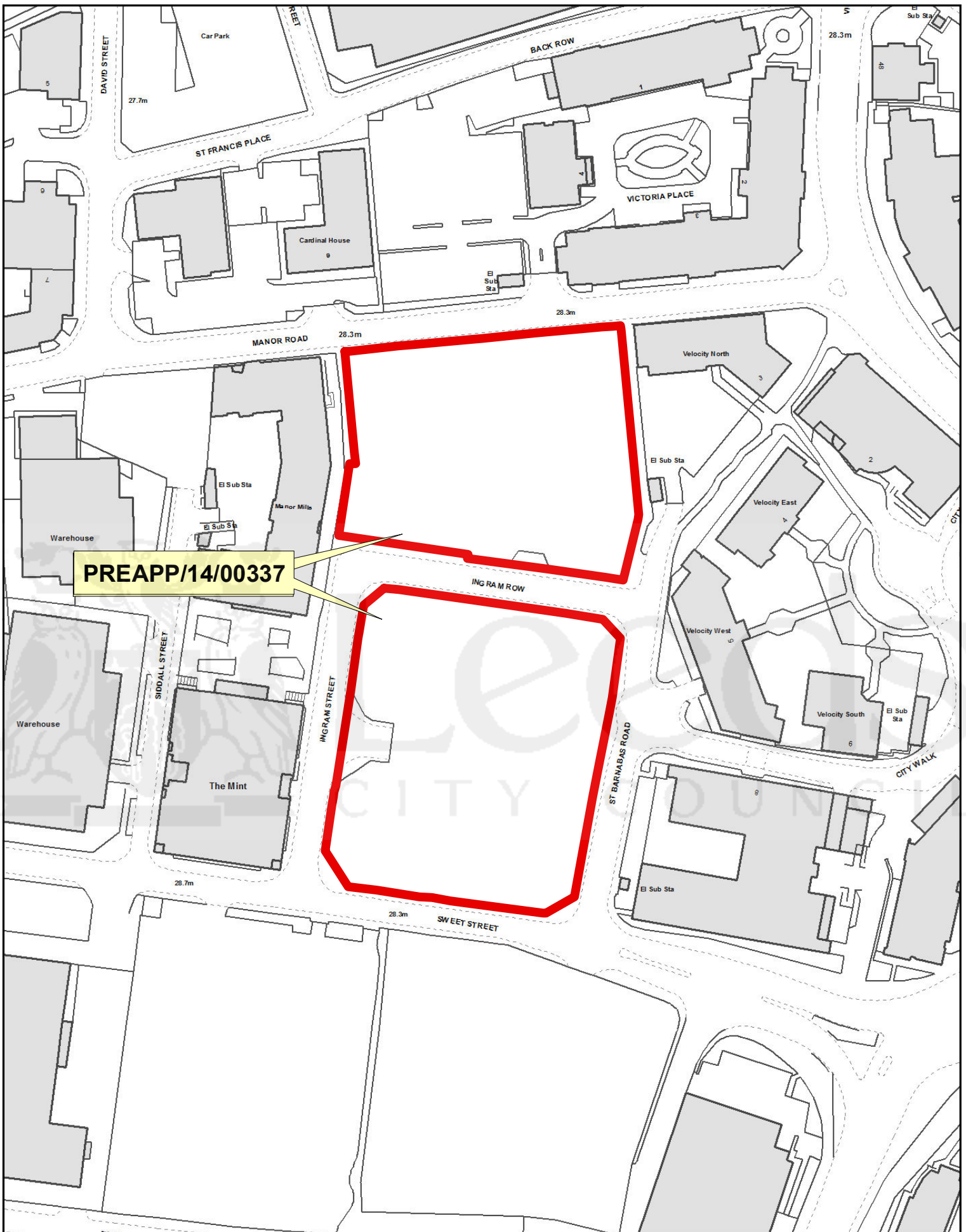
DRAWING: Building Heights Plan
 DATE: 06/06/05
 SCALE: 1:1000
 DRAWING NO.: 2696_00_402_E



Plan 3 - Current Pre-Application Proposal



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



PREAPP/14/00337

CITY PLANS PANEL

