



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 30 OCTOBER 2014

Subject: POSITION STATEMENT - PLANNING APPLICATION REF. 14/04641/FU MIXED-USE, MULTI-LEVEL DEVELOPMENT COMPRISING THE ERECTION OF 4 NEW BUILDINGS, WITH 744 RESIDENTIAL APARTMENTS, 713SQM OF FLEXIBLE COMMERCIAL FLOORSPACE (A1-A5, B1, D1, D2 USE CLASSES), CAR PARKING, LANDSCAPING AND PUBLIC AMENITY SPACE AT SWEET STREET AND MANOR ROAD, HOLBECK, LEEDS LS11 9AY

APPLICANT

Ingram Row Limited

DATE VALID

7 August 2014

TARGET DATE

25 December 2014
(Extended)

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: For Members to note the content of the position statement and to provide feedback on the questions posed at section 11.0 of this report.

1.0 INTRODUCTION:

- 1.1 Members are requested to give comment on the progress of this application, which if acceptable, would deliver new housing and promote the regeneration of a longstanding cleared brownfield site in the City Centre.
- 1.2 City Plans Panel Members commented on the emerging proposals for this proposal on 5th June 2014. Members stated that the general principle of residential development was acceptable, and in general agreed with the siting of the buildings, provision of landscaping, public realm and active street frontages. Members also made detailed comments about the sizes of flats, building sustainability, the

distribution of building heights around the development, and the detailed architecture of the scheme. The formal minutes of the meeting are attached at Appendix 1 of this report.

2.0 PROPOSAL:

- 2.1 The applicants, Ingram Row Limited have advised that the economic downturn resulted in their previous planning permission not being built at this site. Ingram Row Limited are now in a position to bring the site forward as a Private Rented Scheme (PRS) to be built and thereafter managed long term by a partner institution, and have submitted a full planning application for a revised 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.
- 2.2 The scheme proposal would consist of a total of 744 flats made up of
- 81 studio flats at 29.1 sqm
 - 295 one-bedroom flat at 44.4 sqm
 - 358 two-bedroom flats at 59.7 sqm
 - 10 three-bedroom flats all at ground floor level at 89.7sqm
- 2.3 There would also be 713 sqm of commercial floor space (A1 retail, A3 café/restaurant, B1 office, D1 non-residential institution, D2 leisure) facing onto Sweet Street.
- 2.4 There would be 263 car parking spaces accessed from two points on Ingram Street and 404 cycle spaces.
- 2.5 With reference to Plan 3 attached to this report, open space provision is 21.5% (3063sqm of 14113sqm). The new development has been designed with reference to the Holbeck Urban Village Revised Planning Framework (see Appendix 2, Plan 1), 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.
- 2.6 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 11 storeys – see Appendix 2, Plan 3.
- 2.7 A number of documents were submitted in support of the application:
- Scaled Plans
 - Design and Access Statement (including refuse management and servicing strategy)
 - Landscape Statement and Masterplan
 - Sustainability Statement
 - Code for Sustainable Homes Energy Statements for Codes 3 and 4
 - Transport Assessment
 - Flood Risk Assessment (including Flood Risk Sequential Test Assessment)

- Planning Statement
- Drainage Impact Assessment
- Noise Impact Assessment
- Biodiversity Report
- Daylight and Sunlight Study
- Wind study
- Statement of Community Involvement
- Land Contamination Report
- Coal Recovery Report
- Travel Plan
- Housing Needs Assessment
- Development Viability Assessment

3.0 SITE AND SURROUNDINGS:

- 3.1 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).
- 3.2 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 Granary Wharf, 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 a mixture of 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. Temple Mill, a Grade I listed building on the western side of Marshall Street, has a temporary permission for a public event space.
- 3.3 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.
- 3.4 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.

4.0 RELEVANT 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, now expired.
- 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 Appendix 2, Plan 2). These approvals expired earlier this year.

5.0 HISTORY OF NEGOTIATIONS

- 5.1 Officers had three pre-application meetings with the applicant and their professional team in 2014.
- 5.2 The applicant undertook local community engagement and held a public event which took place on Tuesday 17 June 2014 at Bewleys Hotel, close to the application site. The event was advertised via a direct mailshot to over 1,200 addresses and in the local press. All of the residents in both Velocity and Manor Mills were directly invited. The public exhibition was held between 3pm and 8pm for all those that wished to attend and discuss the proposals. If anyone could not attend, a freephone community information line was set up and managed by consultants at PPS Group who received and responded to enquiries. The exhibition boards and invites also included an email address, where people could contact the PPS Group at any time with any queries. The exhibition generated a moderate response and of the 40 that attended, 30 left

comments on the feedback form. Overall, the response was positive as detailed in the Statement of Community Involvement submitted with the application. In total, the scheme received a total of 206 good or very good responses to various elements. The top rated aspects were: the proposals met housing needs, the site layout, the courtyard space and the range of units. Only 25 poor or very poor ratings were given. Concerns were mainly related to parking.

- 5.3 City and Hunslet Ward Members were consulted by email on 16 May 2014 at pre-application stage, and the applicant made a pre-application presentation to Councillors at City Plans Panel on 5th June 2014. City Plans Panel Members visited two residential schemes built by the applicant in Salford and Manchester on 15 July 2014.

6.0 PUBLIC/LOCAL RESPONSE:

- 6.1 Planning application publicity consisted of:

6.1.1 Site Notice of Proposed Major Development posted 15.08.2014

6.1.2 Press Notice of Proposed Major Development published 21.08.2014

6.1.3 City and Hunslet Ward Councillors consulted by email 8 August 2014 and 11 August 2014

6.1.4 Holbeck Neighbourhood Forum were consulted by email 8 August 2014

6.1.5 Leeds Civic Trust were consulted by email 8 August 2014, and responded by letter dated 14 August 2014 noting the following comments:

Leeds Civic Trust welcomed the incorporation of public amenity space between the two groups of buildings in the scheme and its connection to the pedestrian link to the city centre. However, concerns were expressed that there should equally be an attractive pedestrian link to the south of Sweet Street to connect to the rest of Holbeck in the context of the wider South Bank area. This should involve the creation of a green corridor along the line of St. Barnabas Road as part of this scheme. Subject to the incorporation of the green corridor, the Leeds Civic Trust would have no objection to the proposed scheme.

- 6.2 Objections have been received from/on behalf of 9 individual residents at the neighbouring Velocity flats and its Management Company, noting the following concerns:

- There is an oversupply of City Centre flats
- Insufficient car parking and cycle storage
- Impact of increased traffic and congestion
- Negative impact on the local economy due to the loss of temporary car parks
- Concerns regarding the viability of the commercial unit
- Excessive height, density and overdominance
- Inadequate daylight and shadow analysis
- Overlooking
- Overdevelopment of the site
- Housing mix not in accordance with draft Core Strategy policy H4
- Monolithic design with little visual interest
- Wind tunnelling and microclimatic effect
- Absence of an appropriate Section 106 agreement

- The status of the expired planning permission
- Other concerns including the nature of works to Ingram Row, bin storage provisions, and the impact of construction on local residents in terms of noise, traffic, dirt and dust

6.3 1 objection has been received from a resident at the neighbouring Manor Mills flats, Manor Road, to the west of the application site, stating the following concerns:

- There is no construction project plan provided for the construction phase
- My only window and balcony door opens towards the site. My flat is like a greenhouse during summer. Construction noise and pollution will make it impossible to live here.
- Traffic is another issue, during busy hours it takes me 30 min to drive 200 m to get to motorways, bringing another 744 residents to this area is absolute madness. There is no space!
- What about parking? Considering the current situation and number of people live and work in the area, its impossible to find a parking space even on Sundays. Bringing another 744 residents and their visitors will make this worse.

7.0 CONSULTATIONS RESPONSES:

7.1 Statutory:

7.1.1 LCC Transport Development Services

Further information is required in terms of:

- The Transport Assessment (TA) focusses on routes to the city centre and local bus services. However there is no discussion of pedestrian links to the wider Holbeck Urban Village, Holbeck and South Bank areas. Given the mixed land uses coming forward in these areas there will be substantial pedestrian movements to the east and west when these are implemented. The additional work on pedestrian connectivity should also include details of routes to the City Station southern access and local facilities such as schools and healthcare. Any improvements should be identified. For instance the existing footway between St. Barnabas Road and Manor Road that runs alongside the northern block is uneven and will need to be resurfaced. The Walking Audit section of the TA needs to be expanded to provide a qualitative review of routes to schools and other local services/ facilities. This would identify any required improvements such as crossing facilities, street lighting or resurfacing. It is also noted that the route to Beeston Hill primary would use the M621 underpass and there may be a need for qualitative improvements.
- The traffic modelling needs to be amended so that the base model more accurately reflects observed queuing at A653 Meadow Road Gyratory and St Barnabas Road/ Sweet Street mini-roundabout.
- Parking provision is very low and has not been justified. Further information on parking demand at similar development is required before this can be accepted. Otherwise additional car parking is required. The Holbeck Urban Village Planning Framework requires parking at new developments be kept to a minimum and advises that the maximum allowable is the standard for the city centre core i.e. 1 space per dwelling. The proposed car parking (263 spaces) is well below this level. It is also low in comparison to many similarly located residential developments in Leeds. Furthermore, it is noted that the previous approval on this site had significantly higher parking provision (784 spaces for 788 apartments). Whilst it is appreciated that the low car parking provision

encourages travel by more sustainable means, there is a history of residents complaining of the lack of parking at other developments and concerns have been expressed by Plans Panel members previously as to whether such low levels of car parking are appropriate. Evidence will be required to support the proposed level of parking, not just the availability of alternative means of travel, which is accepted but on how the development model is expected to work, in terms of residents making educated choices. It would be useful to have information on similar schemes operated by the applicant such as pricing and take up of rented parking spaces. The surrounding area is covered by TROs.

- A Travel Plan has been submitted, and discussions are in progress with the Travel Plans officer. A monitoring fee will be required and would be included in the S106 agreement. The proposed Car Club space on Ingram Row and one year free membership for residents is welcomed. This should be secured via the Travel Plan or a condition. Given the nature of the proposals there is likely to be sufficient demand from residents.
- Cycle parking should be provided in accordance with the Council's minimum requirements. The requirement for cycle parking is 1 space per dwelling as per the UDP - there will be a number of apartments with 2 adult cycles.
- The Design and Access Statement describes the servicing and refuse strategy. This is acceptable although additional swept paths manoeuvres will be required to demonstrate that the turning head at the refuse pick up area can accommodate the refuse vehicle (Phoenix 2-25w with Volvo FM 12 chassis).
- A Section 278 agreement will be required to deal with the works on Ingram Row and Ingram Street as well as any off-site improvements to footways and cycle routes. Additional information is required before a full list of planning conditions can be finalised. There will be a need to amend existing Traffic Regulation Orders as part of the proposals. A new TRO will also be required for the service turning head and the loading bay.
- A public transport contribution would be required under SPD5 £ 163, 254
- The office buildings in this area also generate pedestrian traffic at the start and end of the working day as well as at lunchtime. A Construction Management Plan will be required to control items such as vehicle routing and hours of operation. This would also include details of the storage, parking, loading and unloading of contractors' plant, equipment and materials, and the parking of workforce vehicles.
- The proposals do not raise any specific safety concerns subject to the capacity assessments being finalised and appropriate off-site improvements to pedestrian and cyclist routes being identified.

7.1.2 Environment Agency:

No objection subject to a condition requiring the development to be carried out in accordance with the submitted flood risk assessment.

7.1.3 Coal Authority

No objection

7.2 Non-statutory:

7.2.1 Yorkshire Water

The submitted drainage strategy is not satisfactory - the developer must provide robust evidence of existing positive drainage to the public sewer from the site to the satisfaction of YWS/the LPA by means of detailed investigations. This must clearly demonstrate connections points to the sewer and the areas being served. The submitted reports do indicate that further investigations are required on this matter. The applicant is in discussions with Yorkshire Water regarding this.

7.2.2 LCC Environmental Protection

No objection subject to conditions regarding construction practice, construction working hours (08.00 hours on weekdays and 09.00 hours on Saturdays nor after 18.30 hours on weekdays and 13.00 on Saturdays), commercial unit delivery times (8am to 18:30 hours Monday to Saturday and 9am to 13:00 hours on Sundays and Bank Holidays), details of extract ventilation, provision of grease trap for any food businesses.

7.2.3 LCC Flood Risk Management:

No objection subject to conditions regarding surface water drainage and implementation of the scheme in accordance with the submitted Flood Risk Assessment.

7.2.4 West Yorkshire Combined Authority (Metro):

No comments at time of writing

7.2.5 LCC Children's Services

No comments at time of writing

7.2.6 LCC Waste Management

The bin storage arrangements are acceptable.

7.2.7 LCC Air Quality Management

10% of parking spaces should be for electric vehicle charging points.

PLANNING POLICIES:

8.1 **Development Plan**

Leeds Unitary Development Plan Review 2006 (UDPR)

The UDPR includes policies that require matters such as good urban design principles, sustainability, highways and transportation issues, public realm, landscaping, biodiversity and access for all to be addressed through the planning application process. The site is allocated as a strategic housing site in the adopted Unitary Development Plan Review 2006 under Policy H3-1A.44 and 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 a large scale contribution to housing supply, with supporting employment uses, environmental improvements to the public realm and new pedestrian routes. The overall aim is to regenerate the area as a sustainable community.

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.

8.1.2 Draft Leeds Core Strategy

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. The Submission Draft Core Strategy was examined by an Inspector between July 2013 and May 2014. The Inspector has approved two sets of Main Modifications to the Core Strategy. Following the recent receipt of the Inspectors report the Core Strategy is considered sound with agreed modifications and the Plan is now moving towards adoption shortly. The Plan is therefore at a very advanced stage.

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 enhances the local character and identity of places and neighbourhoods.

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)

Paragraph 5.1.14 City Centre strategic Themes and Character – ‘A Growing Residential Community’ of the Core Strategy states that:

‘With significant house building between 1995 and 2010 a substantial residential population exists in the City Centre. Despite the recession and pause in construction activity, city living remains extremely popular with little vacancy. Considerable land opportunities exist in the City Centre to boost the residential population further. It is important that efforts are made to make best use of this opportunity in order to make efficient use of land and provide a wide housing offer for Leeds as a whole, as delivery of housing in the City Centre is key to the overall delivery of the Core Strategy. However, with some of the first residents putting down roots and wanting to continue to live in the City Centre it is important that a wider variety of sizes and types of housing are made available than have previously been built. In line with Policy H4 Housing Mix, major housing developments across the City Centre will be expected to contribute to a wider mix of dwelling sizes. Potential for creation of family friendly environments exist on the fringes of the City Centre where densities can be lower, and more greenspace and supporting services can be delivered, including medical and education services.’

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.

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.

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

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.

Table H4: Preferred Housing Mix (2012 – 2028)

Type*	Max %	Min %	Target %
Houses	90	50	75
Flats	50	10	25
Size*	Max %	Min %	Target %
1 bed	50	0	10
2 bed	80	30	50
3 bed	70	20	30
4 bed+	50	0	10

*Type is applicable outside of city and town centres; Size is applicable in all parts of Leeds

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.

Policy P10 requires new development to be based on a thorough contextual analysis to provide good design appropriate to its scale and function, delivering high quality innovative design and enhancing existing landscapes and spaces.

Policy P12 states that landscapes will be conserved and enhanced.

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

Policies EN1 and EN2 set out the sustainable construction and on-going sustainability measures for new development. In this case, Code for Sustainable Homes Level 4 is required.

Other relevant draft Core Strategy policies include:

Policy EN4 district heating

Policy EN5 Managing flood risk

Policy ID2 Planning obligations and developer contributions

Policy G1 Enhancing and extending green infrastructure

Policy G2 Creation of new tree cover

Policy G3 Standards for open space, sport and recreation

Policy G5 Open space provision in the City Centre

Policy G9 Biodiversity improvements

8.1.3 **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.

8.2 **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

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 residential and commercial uses as part of a mixed use sustainable community.

The site is identified within the Eastern Gateway area of the Urban Village (see attached Appendix 2 - 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 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.

8.3 National Planning Policy Framework (NPPF)

National Planning Policy Framework (NPPF)

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

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

- Proactively drive and support sustainable economic development to deliver homes
- Seek high quality design and a good standard of amenity for existing and future occupants.
- Encourage the re-use 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).

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.

9.0 MAIN ISSUES

- 9.1 Principle of use
- 9.2 Urban design and landscaping
- 9.3 Highways and transportation
- 9.4 Amenity
- 9.5 Sustainability
- 9.6 Flood risk
- 9.7 Wind
- 9.8 Section 106 obligations

10.0 APPRAISAL

10.1 Principle of use

10.1.1 The National Planning Policy Framework, Leeds Unitary Development Plan Review, the Leeds Core Strategy, and the Holbeck Urban Village Revised Planning Framework would all support a residential development of significant scale with some supporting small scale town centre commercial uses in this City Centre brownfield site location. The UDPR designates Holbeck Urban Village as a strategic housing site, and encourages a significant contribution to housing supply in the City Centre in this location.

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

10.1.2 The applicant has submitted a Housing Needs Assessment, which is currently being assessed against the targets in Policy H4.

Studio/one-bed flats (376)	50.6% (policy range 0-50% of total flats proposed)
Two-bedroom flats (358)	48.1% (policy range 30-80% of total flats proposed)
Three bedroom flats (10)	1.3% (policy range 20-70% of total flats proposed)

With regard to these guidelines, there is a shortfall in three-bedroom flat provision and an overprovision of studio/one-bed flats across the scheme as a whole. The applicant states in their Housing Need Assessment that part of the rationale for the scheme is to assist tenants to stay living within the development as their accommodation needs change, by providing a mix of sizes of dwellings. This rationale would be helped if more 3 bed units were available for initial tenants to progress onto as their lifestyle changes. The creation of family friendly environments on in and around the City Centre with developments of a wider mix of dwelling sizes is a Core Strategy objective. However, the policy is not prescriptive. It acknowledges that the nature of the development and character of the location should be taken into account, such as the nature of the proposal as a “build-to-rent” scheme. It is acknowledged that demand for rental accommodation will be predominantly in the age group 20-30 years, and the City Centre will be particularly attractive to economically and geographically mobile households that will tend to be smaller and childless. This is borne out by the research that informs the applicants’ Housing Need Assessment, including Dandara’s experience of typical residents, and feedback from a local letting agent, Eddisons. On balance, in the context of the above issues, following five years of a depressed housing market with very little residential building activity in the City Centre, and very little present-day evidence of oversupply, it is considered that the delivery of the proposed new homes on previously developed brownfield land in an identified regeneration area within the City Centre is an overriding factor in this case.

Do Members agree that, on balance, the proposed mix of units is appropriate for this City Centre location?

10.2 Urban design and landscaping

10.2.1 The 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 is achieved. 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. The 10 three-bedroom flats would be at ground floor level to benefit from the private terraces fronting the street and the courtyard edges. The detailed design of these frontages is under discussion with the applicant at the time of writing.

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

10.2.2 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 12 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, and the proposed distribution of heights has been amended since the pre-application presentation. The tallest element of the scheme is now facing Ingram Street opposite The Mint (12 storeys), with the height to the southern part of St. Barnabas Road now reduced from

13 to 11 storey. The varied storey heights would also allow daylight and sunlight into the courtyards.

Do Members consider that in this context, the proposed height of the buildings proposed and the revised distribution of building heights around the scheme, is acceptable?

10.2.3 The applicant has revised the architectural treatment of the buildings since the pre-application presentation. Members had concerns that the proposal was too uniform in terms of its palette of materials and the articulation of the façade. The architectural approach features modern and traditional materials. The low level brick walls and gables would be complemented by a 'hanging' framed multi-storey bay in pre-cast concrete, with a full width useable balcony. The base-middle-top ordering is achieved by a brick wall providing backdrop to 'lighter weight' bay framing which ends below eaves height. The brick elements would provide a consistent and robust feel to the elevations. Officers are currently in discussion regarding how the layering of the proposed materials on the façade can give the building a simple expression, avoid blandness and create a sense of place.

Do Members consider that the proposed design and architectural treatment and materials are acceptable?

10.3 Highways and transportation

There are a number of outstanding issues as detailed in paragraph 7.1.1 that need resolving prior to officers being able to make a positive recommendation. A revised Transport Assessment and Travel Plan are required and discussions are ongoing at the time of writing.

10.4 Amenity

10.4.1 It is considered that the amenities of future occupiers would be acceptable. All flats would benefit from a balcony or ground floor terrace, and have good sized windows, and an appropriate level of outlook and privacy in the context of a City Centre urban environment. The residential accommodation proposed is a mixture of studio, one-bed and two-bed flats. Under the Government's consultation on minimum housing unit sizes, the HCA level 1 standard and the Leeds Standard guidance, studio flats would be a minimum of 38sqm, one-bedroom units 47sqm, two-bedroom units 60 sqm and three-bedroom units 73 sqm. In this proposal, 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.

Given the proposed unit sizes, and following the visit to the Spectrum and St. George's Island developments in Manchester where the same unit sizes are built, do Members agree that the accommodation would have appropriate size, outlook, and natural light?

10.4.2 Regarding the impact on Velocity flats, the relationship between blocks B1 (now 12 storeys increased from 10) and C1 (now 11 storeys reduced from 13) is considered acceptable 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 25 metres at its nearest point.

10.4.3 Regarding the impact on Manor Mills flats and The Mint offices, 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.

Do Members agree that in the context of a densely built City Centre location, the proposal would give appropriate space between buildings, and not have significantly adverse effects on the amenities of neighbouring properties?

10.4.4 Regarding other matters raised by objectors so far, refuse storage and collection and the treatment of Ingram Row would be resolved through detailed discussions with Highways officers, and the outcome reported at a future Plans Panel. Construction traffic, noise, dirt and dust, and membership of the Considerate Constructors' scheme would be controlled by a condition if a planning permission were granted.

10.5 Sustainability

10.5.1 The scheme would achieve the standards set out in the adopted sustainable design and construction SPD Building for Tomorrow Today. The proposal would meet at least a BREEAM Excellent standard for the commercial unit and Code for Sustainable Homes Level 4. A minimum of 10% energy generation would be developed through on site low carbon energy sources, in this case a Combined Heat and Power plant (CHP). The scheme would also deliver at least a 25% reduction in carbon emissions over building regulations standards.

10.6 Flood risk

10.6.1 The application site lies in Flood Risk Zone 2. The proposed uses are classed as 'less vulnerable' in the case of office, retail, cafe and restaurant, non-residential institutions, and leisure uses, and as 'more vulnerable' for the residential use according to the flood risk vulnerability classification table set out in the NPPF technical guidance on flood risk. Therefore in accordance with the requirements set out in the NPPF (para 100) a flood risk sequential tests has been submitted on behalf of the applicant and are considered acceptable. This demonstrates that no sequentially preferable sites within a lower flood risk are available to deliver this project on a site that is within the Holbeck Urban Village area as defined by the UDPR. The site is considered sustainable given its location within an identified regeneration area, accessible to pedestrians and cyclists and close to public transport links, the site is previously developed land, and through the submission of an acceptable flood risk assessment, the proposal would adequately safeguard against potential flooding impact. The proposed uses are appropriate for the City Centre as identified in the NPPF, and the site is within the specific Holbeck Urban Village Revised Planning Framework, which identifies the potential to deliver the regeneration of the area through new development.

10.7 Wind

10.7.1 The applicant has submitted a qualitative wind assessment in support of the proposal which states that the wind environment would be acceptable for all users in the vicinity of the building and that the building is unlikely to generate wind conditions that would cause distress to pedestrians, or result in a danger to high-sided or other road vehicles. The Local Planning Authority instructed an independent wind expert to peer review the report, and they have confirmed that the assessment is sufficiently detailed and likely to be robust in terms of the range of conditions that have been assessed.

10.8 Section 106 obligations

10.8.1 Adopted policies require the following Section 106 obligations:

- Affordable Housing on-site 5%
- Public transport contribution £ 163, 254
- Holbeck Urban Village Public Realm Contribution £1, 915, 379
- Specific travel plan measures contributions – car club trial provision £27, 000
- Travel plan monitoring fee £6080
- Education contribution £TBC
- Public access through the site
- Cooperation with local jobs and skills initiatives
- Management fee £3750

10.8.2 As part of Central Government's move to streamlining the planning obligation process it has introduced the Community Infrastructure Levy Regulations 2010. This requires that all matters to be resolved by a Section 106 planning obligation have to pass 3 statutory tests. The relevant tests are set out in regulation 122 of the Regulations and are as follows:

'122(2) A planning obligation may only constitute a reason for granting planning permission for the development if the obligation is-

- necessary to make the development acceptable in planning terms;
- directly related to the development; and
- fairly and reasonably related in scale and kind to the development.'

As listed above there are matters to be covered by a Section 106 agreement (subject to the consideration of the developer's viability appraisal). These matters have been considered against the current tests and are considered necessary, directly related to the development and fairly and reasonably related in scale and kind to the development.

10.8.3 However, the applicant has submitted a development appraisal which demonstrates that the scheme is not viable based on the proposed scheme. Officers have instructed the District Valuer to independently assess the viability report. Members should be aware that consideration of this application is to be accompanied by a separate paper. The findings are discussed at Confidential Appendix 3 of this report. This part of the report is classed as Exempt under Schedule 12A Local Government Act 1972 and Access to Information Procedure Rule 10.4 (3) which provides financial information concerning the business affairs of the applicant. It is considered that it is not in the public interest to disclose this information as it would be likely to prejudice the applicant's commercial position. Appendix 3 is to follow as a late item because information submitted by the developer is currently under consideration.

11.0 CONCLUSION

Members are asked to consider the following matters in particular:

11.1 Do Members agree that the proposed predominantly residential scheme is appropriate for this City Centre brownfield site?

11.2 Do Members agree that, on balance, the proposed mix of flat units is appropriate for this City Centre location?

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

- 11.4 **Do Members consider that in this City Centre context, the revised height of the buildings proposal and the revised distribution of building heights around the scheme, is acceptable?**
- 11.5 **Do Members consider that the proposed design and architectural treatment and materials are acceptable?**
- 11.6 **Do Members agree that in the context of a densely built City Centre location, the proposal would give appropriate space between buildings, and not have significantly adverse effects on the amenities of neighbouring properties?**
- 11.7 **Given the proposed unit sizes, and following the visit to the Spectrum and St. George's Island developments in Manchester where the same unit sizes are built, do Members agree that the accommodation has appropriate size, outlook, and natural light?**
- 11.8 **What are Members views on the findings of the applicant's viability appraisal and what are the priorities for planning obligations? A discussion of the independent assessment by the District Valuer is attached at confidential Appendix 3**

Background Papers:

Application file 14/04641/FU

Appendices:

Appendix 1 Minutes of City Plans Panel 5th June 2014

Appendix 2 Plans

Plan 1 Holbeck Urban Village Revised Planning Framework 2006 Eastern Gateway

Plan 2 Outline Planning Permission 20/64/06/OT (now expired)

Plan 3 Current application proposal

Appendix 3 Confidential Assessment of the Applicant's Viability Appraisal

Exempt report under Schedule 12A Local Government Act 1972 and Access to Information Procedure Rule 10.4 (3) which provides financial information concerning the business affairs of the applicant. This Appendix is to follow as a late item because information submitted by the developer is currently under consideration.

Appendix 1

Minutes of City Plans Panel 5th June 2014

198 PREAPP/14/00337 - Proposal for residential development at Sweet Street, Holbeck, Leeds

Members discussed the proposals and commented on the following matters:

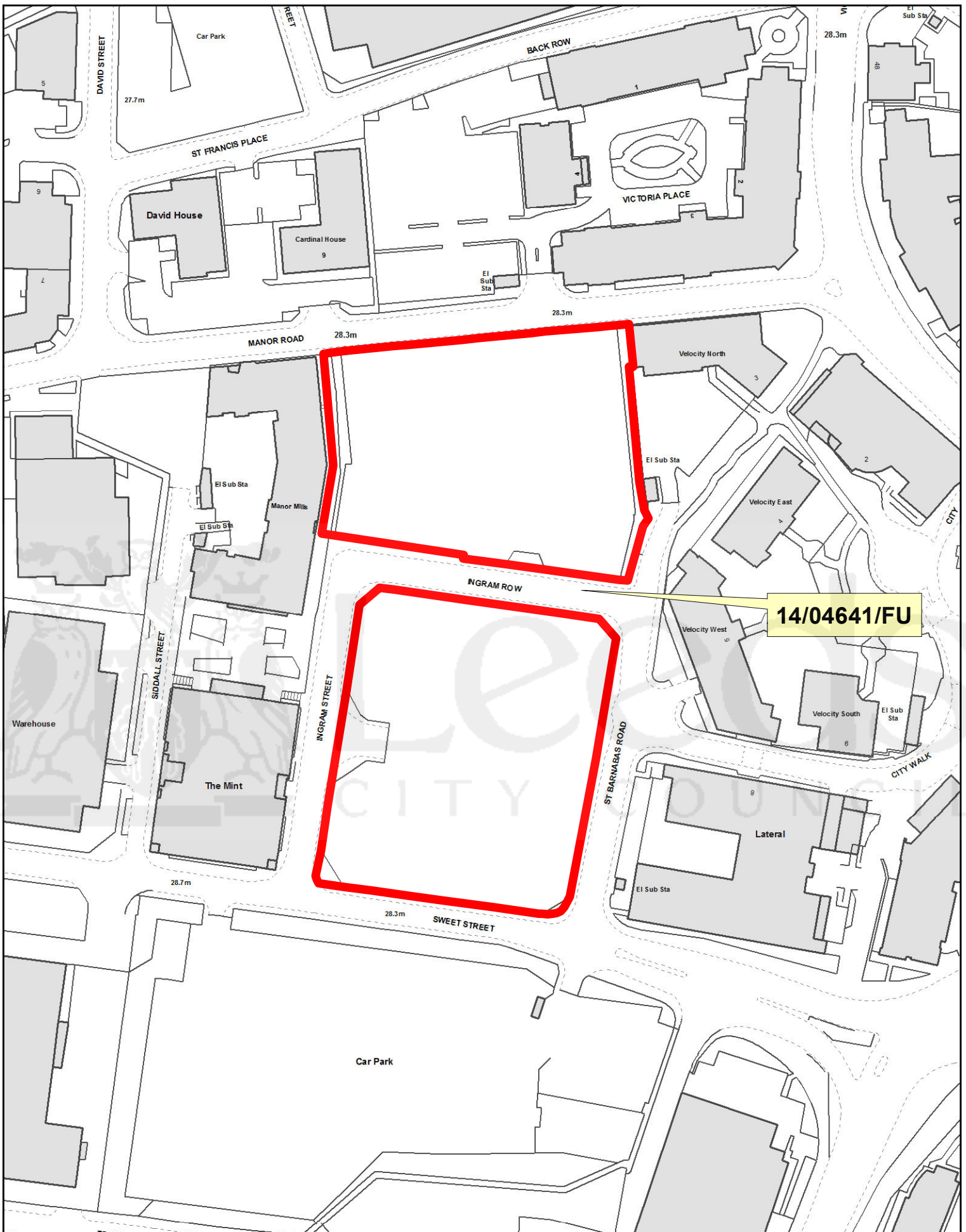
- the amount of natural light residents would receive for much of the year
- the maintenance of the landscaped areas, particularly the raised beds
- the need for problems of litter and vermin around the landscaped areas to be fully addressed
- the use of tree pits and whether sufficient space would be available for trees to grow adequately
- a suitably sized play area for children would be required
- issues of security for residents
- the high number of studios and one bed room flats in the scheme and the need to understand the market the development would be aimed at
- community identity and how this would be forged
- S106 contributions which would be required
- Issues of sustainability and whether photovoltaics and grey water could be included in the proposals
- the size of the units with concerns these were not as generous as hoped
- the location of public seating areas and the need to address potential issues of noise nuisance and anti-social behaviour for tenants of units in close proximity to these areas
- whether a public seating area was necessary
- concerns about the proliferation of studios and that these did not help create a permanent community
- appropriate tree species and that Councillor Nash should be consulted on this, in the event the pre-application proposals progressed to a formal application
- the need for the different sized units to be mixed across the scheme to prevent segregation
- the changes to the heights of blocks; that the shortfall would need to be made up elsewhere in the scheme; the siting of the 13 storey block and whether this was appropriate
- the need for any development on this site to be of a high quality and distinct character, rather than just standard residential apartment blocks
- the need for detailed sunlight surveys to be provided as well as a proposed colour palette
- that more family accommodation was needed, particularly in view of proposals for a large school to open in the area within a few years
- the buoyancy of the private rented market and that city centre apartments were welcomed as were some elements of the design principles, i.e. the proposals to activate the streets and provide front doors and private courtyards space. However it was felt the scheme lacked a sense of place; that buildings of greater architectural merit were required for this key location;
- that the mix of units was not suitable and that more family accommodation should be provided

In response to the specific issues raised in the report, Members provided the following comments:

- that the proposed use of the site for a predominantly residential scheme was appropriate

- that whilst in general Members agreed with the siting of the buildings, provision of landscaping; public realm and provision of active street frontages, to note Members detailed comments on these matters. That the arrangement of the taller block should be explored further and a clear rationale for it should be provided. Consideration of orientating the tall building towards The Mint building should be considered
- to note that more work was required regarding the height of the buildings, together with requirements for rooftop plant and the distribution of building heights around the scheme
- to note Members' detailed comments about the proposed landscaping
- that issues of sustainability needed to be addressed
- regarding the mix of units; their size; proportions and quality of the proposed flats, to note Members' comments and the Chief Planning Officer's comments about the work in progress on trying to achieve a Leeds Standard for units and for this work to be shared with Panel Members
- to note the requests for further detailed sun path surveys, information on proposed materials and the size of units in relation to average furniture sizes

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

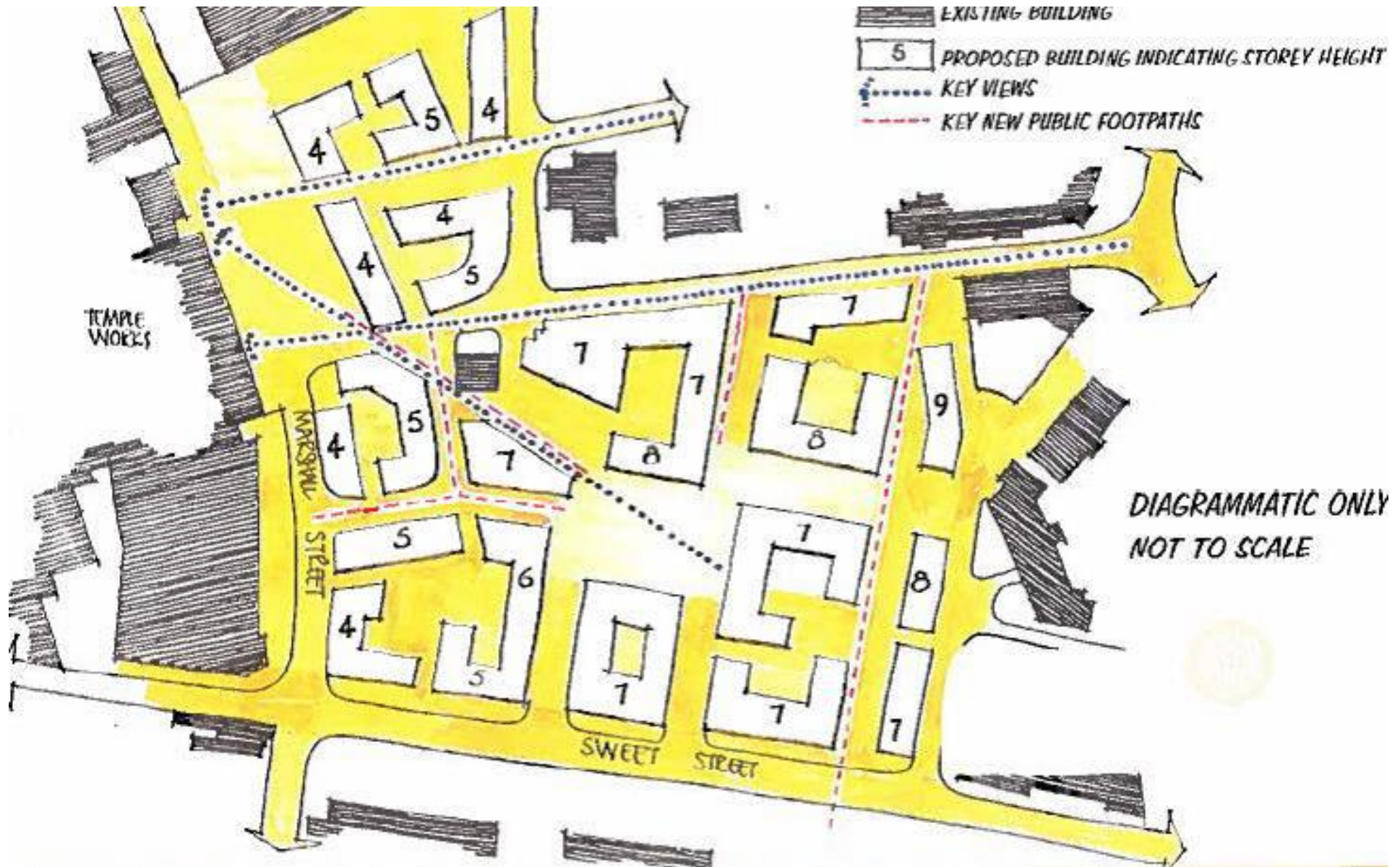


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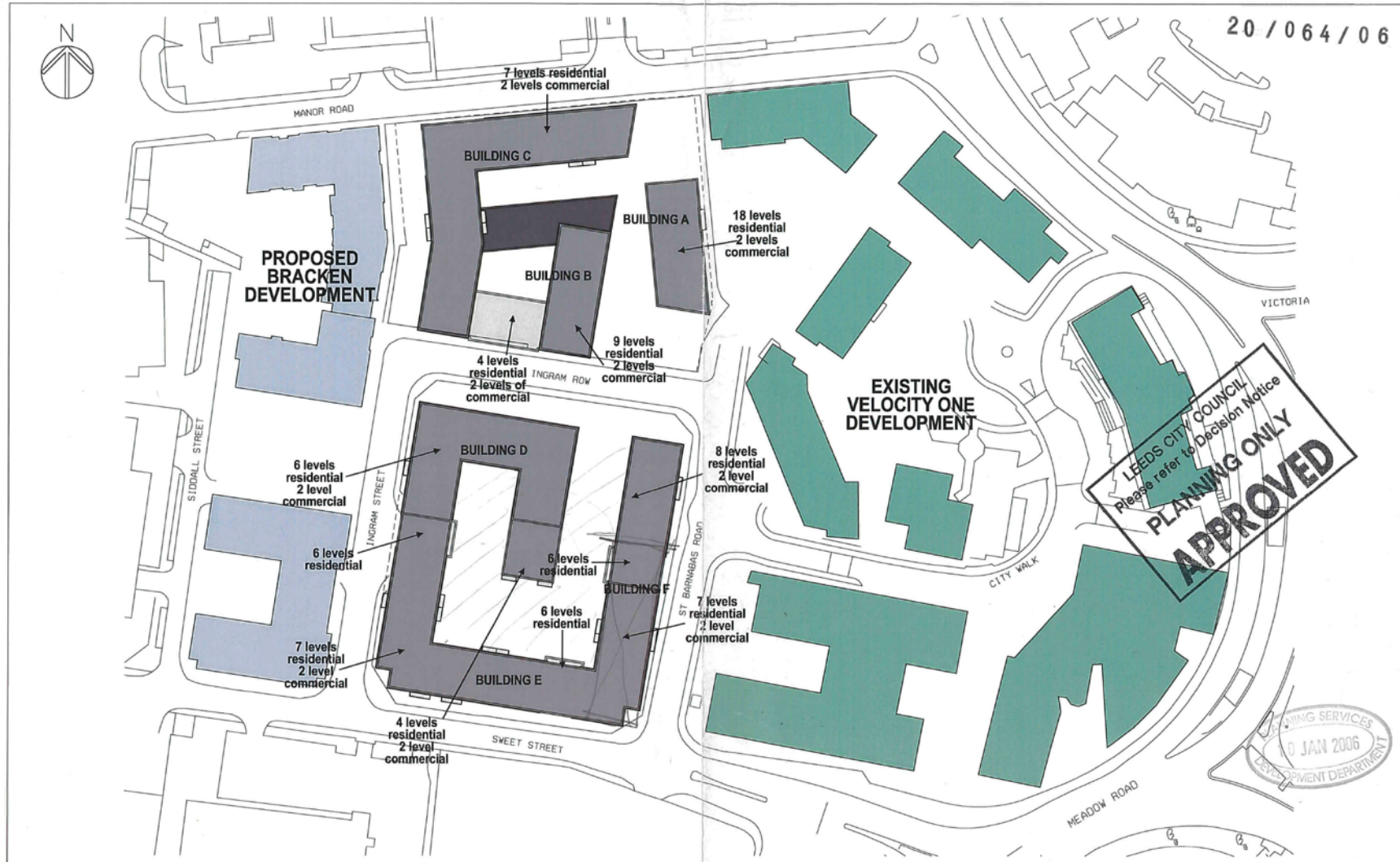
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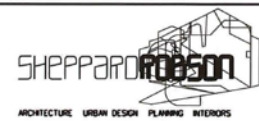
Plan 1 - Holbeck Urban Village Revised Planning Framework 2006 Eastern Gateway



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 application proposal

