



## Report of the Chief Planning Officer

### CITY PLANS PANEL

Date: 16 April 2015

**Subject: PREAPP/15/00157 Proposed residential development for 11 town houses, 60 apartments, ground floor concealed car and cycle parking and a small scale ground floor commercial unit on Land at David Street, Holbeck Urban Village, Leeds.**

#### Electoral Wards Affected:

City & Hunslet



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 will present the details of the emerging 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 at an early stage of the emerging proposals for a residential scheme providing a mix of townhouses and apartments, plus a small commercial unit and ground floor car and cycle parking within the defined boundary of Holbeck Urban Village, to the south of the designated City Centre.
- 1.2 The proposal is brought to City Plans Panel as the development involves the re-use of land and major investment in a significant site in Holbeck Urban Village.

## 2.0 PROPOSAL:

- 2.1 The proposal is designed as two connected blocks on a base of internal car parking edged with active uses and seeks to provide the following scale and mix of accommodation:
  - 60 apartments of which 24 would be one bedroom units, 32 would be two bedroom units and 4 would be three bedroom units

- 11 townhouses of which 1 house would have four double bedrooms, 6 houses would have three double bedrooms and one single bedroom, 3 houses would have two double bedrooms and two single bedrooms; and 1 house would have 2 double bedrooms
- A ground floor commercial / retail unit of 93m2

2.2 The scheme would also provide 44 car parking spaces within a covered internal courtyard parking area that would sit beneath a raised decked landscaped private amenity space. Of those 44 parking spaces 18 are required to be retained on contract for existing tenants of adjacent offices in Holbeck Urban Village (and in particular The Media Centre) . The remaining spaces will be apportioned with 11 spaces being dedicated for the occupants of the townhouses and 15 spaces being unallocated for individual units but for use by the occupants of the apartments. Access to the car park is proposed under the tallest block directly off David Street. A further vehicular access to the Round Foundry site is proposed off David Street, opposite its junction with Front Row.

2.3 The tallest block would comprise a maximum of 6 storeys fronting David Street and the other block would be set parallel to it on a north-south axis within the site and would have a maximum height of 4 storeys. The decked amenity space would measure 8 metres wide between facing residential windows.

### **3.0 SITE AND SURROUNDINGS:**

3.1 The site is located in the heart of Holbeck Village, opposite the entrance to the Round Foundry Media Centre and comprises two distinct parcels of land; a surface car park and an enclosed former development site that is presently unused and overgrown, as well as part of a small green landscaped scheme (Wonderwood). The car park is presently used by occupants and visitors to the Round Foundry. The two sites are separated by an existing private access road which takes vehicular and pedestrian traffic into and out of The Round Foundry. The two combined sites and access road have a total area of 0.37ha (or 0.79 acres).

3.2 The site is surrounded by a number of historical former industrial foundry buildings set within Holbeck Conservation Area, and Holbeck Urban Village and many of the immediate area's public spaces have been upgraded. In addition, the nearby Green Sand Foundry (99 Water Lane) and 14 Foundry Street which are Grade II\* Listed Buildings, and the Grade II 97 Water Lane, 101 Water Lane and 105 Water Lane have been renovated and reused as offices, a café and a pub.

3.3 Holbeck Urban Village is considered to be an area of local, national, and international importance in respect of the historical significance and architectural merits of its buildings, as well as for the potential archaeological discoveries that the area could elicit. The Village is considered to be the foundation of the Industrial Revolution in Leeds

### **4.0 RELEVANT PLANNING HISTORY:**

4.1 Approval was granted for a four storey office block on part of the current proposal site, on 1 December 2006, planning reference 06/02694/FU.

4.2 The above application was amended and alterations to its proposed roof-mounted plantrooms were granted approval on 19 May 2008, under planning reference 08/00134/FU. These applications have now expired.

## **5.0 HISTORY OF NEGOTIATIONS:**

5.1 The proposals have been the subject of pre-application discussions between the Developers, their Architects, and Local Authority Officers since 20 February 2015. These discussions have focused on scale massing and design, flood risk, car and cycle parking levels and access, connectivity and routes, heritage designation in Holbeck Urban Village, a landscape scheme, affordable housing, room size standards, land contamination and archaeological implications. The preapplication presentation is a response to these discussions.

5.2 Ward Members were consulted on 23 March 2015. No responses have been received to date.

## **6.0 RELEVANT PLANNING POLICIES:**

6.1 National Planning Policy Framework (NPPF)

6.2 The National Planning Policy Framework 2012 (NPPF) was adopted in March 2012 and sets out the Government's planning policies and how they expect them to be applied.

6.3 Paragraph 6 of the NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development and paragraph 14 goes on to state that there should be a presumption in favour of sustainable development.

6.4 Paragraph 17 of the NPPF sets out the Core Planning Principles for plan making and decision taking. The 4th principle listed states that planning should always seek high quality design and a good standard of amenity for all existing and future occupants of land and buildings.

6.5 The 6th principle listed states that planning should support the transition to a low carbon future and encourage the use of renewable resources, including the development of renewable energy.

6.6 The 8th principle listed states that planning should encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value.

6.7 Paragraph 126 states that it is desirable to sustain and enhance the significance of heritage assets and that new development should make a positive contribution to local character and distinctiveness.

6.8 The Development Plan for Leeds currently comprises the following documents:

1. The Leeds Core Strategy (Adopted November 2014)
2. Saved Leeds Unitary Development Plan Policies (Reviewed 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

6.9 **Core Strategy**

6.10 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.

- 6.11 Policy CC1: City Centre Development  
The City Centre will be planned to accommodate at least the following:  
(iii) 10,200 dwellings.  
b) Encouraging residential development including new buildings and changes of use of existing providing that it does not prejudice the town centre
- 6.12 Policy EN2: Sustainable Design and Construction states that developments of 1,000 or more square metres or 10 or more dwellings (including conversion) where feasible) to meet at least the standard set by BREEAM or Code for Sustainable Homes as shown in the table below. A post construction review certificate will be required prior to occupation.
- 6.13 Policy EN5: Managing Flood Risk states that the Council will manage and mitigate flood risk
- 6.14 Policy H2 Policy to consider the merits of windfall housing development proposals on brownfield and greenfield sites.
- 6.15 Policy H4: Policy to achieve an appropriate Housing Mix on residential sites.
- 6.16 Policy H5 Policy which incorporates Targets and Thresholds for the 4 AH Housing Market zones.
- 6.17 Policy P10: Design states that:  
New development for buildings and spaces, and alterations to existing, should be based on a thorough contextual analysis to provide good design appropriate to its scale and function.  
New development will be expected to deliver high quality innovative design that has evolved, where appropriate, through community consultation and which respects and enhances the variety of existing landscapes, streets, spaces and buildings according to the particular local distinctiveness and wider setting of the place, contributing positively towards place making and quality of life and be accessible to all.
- 6.18 Policy P11: Conservation states that development proposals will be expected to demonstrate a full understanding of historic assets affected. Heritage statements assessing the significance of assets, the impact of proposals and mitigation measures will be required to be submitted by developers to accompany development proposals.
- 6.19 Policy T1: Transport Management states that support will be given to the following management priorities:  
c) To support wider transport strategy objectives for sustainable travel and to minimise congestion during peak periods.
- 6.20 **Leeds Unitary Development Plan Review Retained Policies**
- 6.21 Policy BD2 (Design and siting of new buildings)  
Policy BD5 (All new buildings and amenity)  
Policy GP5 (All planning considerations)
- 6.22 **Leeds Natural Resources and Waste DPD 2013**

6.23 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 land use, energy, coal recovery, drainage, and waste will be relevant to this proposal.

6.24 **Supplementary Planning Guidance**

6.25 Holbeck Urban Village Revised Planning Framework adopted February 2006.

6.26 Sustainable Design and Construction Supplementary Planning Document (August 2011).

6.27 Adopted Supplementary Planning Document 'Travel Plans' (February 2015)

6.28 **Other Material Considerations**

6.29 The Leeds Design Standard considers space standards within accommodation and includes guidance set out in the Homes and Communities Agency's house space standards. These are a material consideration however limited weight can be applied to them due to the fact that they are not formally adopted planning policy.

## **7.0 KEY ISSUES**

7.1 Principle of the Use

7.2 The proposal is for a predominantly residential scheme with a small scale commercial unit, set within the boundary of Holbeck Urban Village. The National Planning Policy Framework, Core Strategy, Leeds Unitary Development Plan Review retained policies, and the Holbeck Urban Village Revised Planning Framework all support the principle of residential and small scale commercial use development within this defined area. These policies encourage a mix of uses in Holbeck Urban Village to ensure a wide range of activities are present at all times of the day. The proposed mix of uses would contribute to the ongoing creation of a vibrant and lively community in Holbeck Urban Village.

7.3 The scheme would be subject to the requirements of the Community Infrastructure Levy and would also be required to provide 5% of the dwellings as affordable housing.

7.4 **Do Members consider the principle of the uses to be appropriate to Holbeck Urban Village?**

7.5 Design, Massing and Scale

7.6 The proposal is designed as two connected blocks on a base of internal car parking edged with active uses. Holbeck Urban Village is typified by long linear former industrial buildings separated by courtyards and walkways. Heights generally range from 2 to 4 storeys in the vicinity of the site including the nearby listed 97, 99, 101 and 105 Water Lane and 14 Foundry Street, with some taller 5 and 6 storey buildings to the outer edges of the Holbeck Urban Village area.

The proposed buildings have been placed north to south across the site, with heights spanning from 3 and 4 storeys to the townhouses to be set closer in to the existing complex of buildings, and 5 to 6 storey for the apartment block set on the frontage to David Street. Although there would be a gap of some 15 metres between the 6 storey block and the main elevation of the listed building immediately to the north and a similar gap to the buildings on the opposite side of David Street, it is considered that the proposed taller block would potentially have an adverse impact on the setting of nearby listed buildings and would unduly dominate views along David Street.

- 7.7 In respect of detailing and materials the proposed residential dwellings would be designed to reference the features of a forge (for the townhouses) and a mill (for the apartments) to allow the scheme to relate to the context of the former industrial heritage buildings in this area. The predominant material would be brick to reflect the strong presence of brickwork in the surrounding heritage buildings, with a secondary feature cladding of a material yet to be agreed. Window dimensions and details would pick up references from the scale and detailing of the neighbouring historic buildings. Officers consider this to be a positive approach towards preserving and referencing the historic character of the area.

**7.8 What are Members views on the emerging design and scale of the proposals?**

**7.9 Residential Amenity**

- 7.10 The proposal provides a good mix and size of units with 3 two and one bedoomed townhouses ranging from 135 to 140 metres sq, 1 two bedoomed townhouse of 107 metres sq, 6 three and one bedoomed townhouses ranging from 126 to 130 metres sq and 1 four bedoomed townhouse of 153 metres square.
- 7.11 The range of apartments would encompass 24 one bedoomed units ranging from 52 to 56 metres sq, 32 two bedoomed units ranging from 60 to 76 metres sq and 4 three bedoomed units of 90 metres sq.
- 7.12 Private amenity space is proposed in a central raised courtyard for the townhouses and first floor apartments, as well as balconies overlooking this area and David Street for the upper floor apartments.
- 7.13 Due to the position of the proposed inner car parking, the habitable rooms at ground floor level would be single aspect. A small number of apartments at the upper levels would also be single aspect due to the constraints of positioning internal stair cores. The remainder of the units and the upper floors of townhouses would be dual aspect accommodation. The windows in the units and townhouses would be at least 8 metres from existing buildings to the north, at least 13 metres from the adjacent site's buildings to the south, a minimum of some 11 metres from the existing commercial buildings to the east and some 17 metres from the buildings across David Street to the west.

Officers are still considering the likely acceptability of the internal amenity standards likely to be achieved in terms of the quality of daylight, outlook and privacy that will be achieved for the proposed units and this may require the provision of more detailed information as the proposals are finalised. There are particular concerns in relation to the proposed 8m gap between residential windows across the decked amenity space and the likely levels of daylight and outlook from the single aspect flats.

- 7.14 What are Members views on the emerging mix and standard of residential accommodation proposed?**
- 7.15 Transport and Access
- 7.16 A total of 44 car parking spaces, including some existing contract parking spaces (18) and a percentage of the required cycling parking will be provided in a concealed ground floor car park. This would be behind the active frontages of residential and commercial.
- Of those 44 parking spaces 18 are required to be retained on contract for existing tenants of adjacent offices on the Round Foundry site (and in particular The Media Centre) . The remaining spaces will be apportioned with 11 spaces being dedicated for the occupants of the townhouses and 15 spaces being unallocated for individual units but for use by the occupants of the proposed apartments.
- Highways Officers are of the opinion that in order to reduce traffic domination within David Street that the undercroft car park should only be accessed from the south of the site off the proposed access to serve the wider Round Foundry site and that a second access and egress off David Street directly into the proposed car park is not necessary.
- Each of the residences will also have room to accommodate individual cycles.
- 7.17 What are Members views on the proposed car and cycle parking provision and access arrangements?**
- 7.18 Connectivity and Landscape Details
- 7.19 The scheme has been designed and positioned to reflect the meandering nature of the buildings and spaces across Holbeck Urban Village and to tie into existing and proposed key pedestrian routes. Whilst the area around the building will need to be accessible via vehicles, it will be pedestrian focused. However a green landscape privacy buffer would be positioned around all elevations of the building. Private garden areas would be positioned between the two terraces of townhouses and apartments on a deck above the concealed ground floor car parking.
- 7.20 The existing green landscaped feature Wonderwood would need to be removed for the proposals. Although this green space has no formal planning status it does have value. Therefore, Officers are in negotiations with the Developer regarding this matter.
- 7.21 Do Members consider the landscape proposals to be appropriate?**
- 7.32 Sustainability
- 7.33 The design will adopt a ‘fabric first’ approach, optimising passive solar gain and selecting construction materials in consideration of the thermal performance, air tightness and energy efficiency.
- 7.34 The ventilation strategy will be to maximise the use of natural ventilation where possible, reduce the potential for over-heating and control humidity and fresh air changes therefore maintaining comfortable and good indoor air quality. The development will also aim to recover waste heat where mechanical ventilation is required.

7.35 The orientation of the development is designed to enable passive solar gain with the roof form lending itself to the efficient use of roof mounted solar pv generating renewable energy.

7.36 Reduction in onsite potable water use will be addressed through a variety of initiatives; water efficient appliances will be specified as standard, with rainwater harvesting systems used where appropriate.

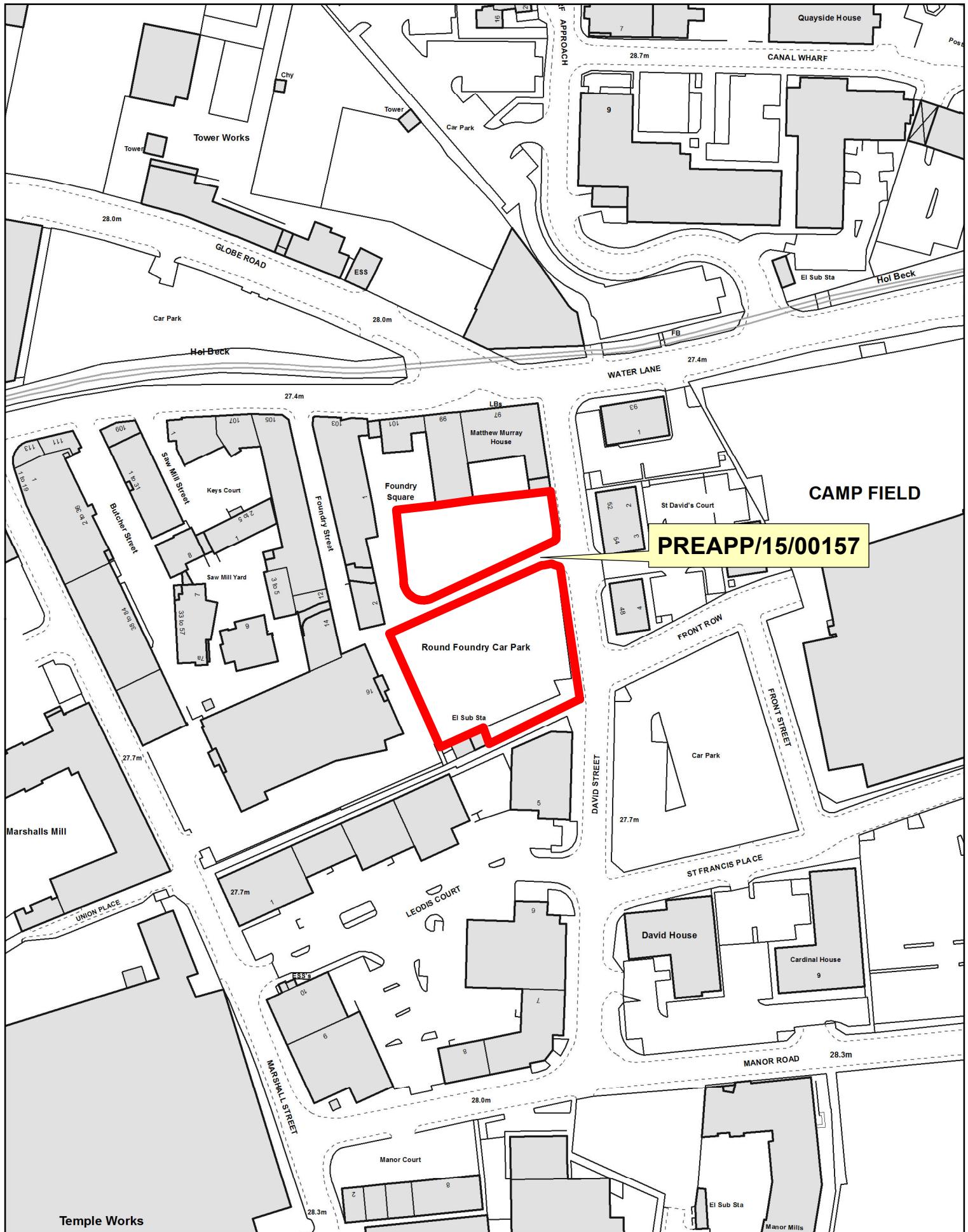
**7.37 Do Members consider the approach to sustainability to be acceptable?**

**8.0 Conclusion**

8.1 The emerging proposals have been brought to Members at a very early stage. The proposals have potential to contribute towards the ongoing regeneration of this important historical area. Whilst the principle of the proposed uses are considered acceptable and the potential regeneration benefits are supported, at this stage, Officers do have detailed concerns about some aspects of the emerging design in terms of preserving the setting and character of nearby listed buildings, the quality of internal residential amenities to be achieved and the appropriateness and need for two vehicular accesses off David Street.

**Background Papers:**

PREAPP/15/00157



# CITY PLANS PANEL

