
Report of the Chief Planning Officer

CITY PLANS PANEL

11th JUNE 2015

PRE-APPLICATION PRESENTATION OF THE PROPOSED REDEVELOPMENT OF TOWER WORKS, GLOBE ROAD, LEEDS, COMPRISING OFFICES, RESIDENTIAL, SUPPORTING A1, A3, A4 AND D1 USES AND PUBLIC OPEN SPACE (PREAPP/15/00275)

Electoral Wards Affected:

City and Hunslet

☐ Yes

Specific Implications For:

Equality and Diversity ☐

Community Cohesion ☐

Narrowing the Gap ☐

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

1.0 INTRODUCTION

- 1.1 This presentation is intended to inform Members of the emerging proposals for the mixed use redevelopment of the Tower Works site (currently excluding the Engine House which is owned by the Council and the subject of a bidding process and the listed towers which the Council also owns and is maintaining as heritage assets).
- 1.2 An initial phase of redevelopment involving buildings fronting the central part of Globe Road abutting the site was completed in 2011-2012. These retained buildings are occupied by 20 small businesses within the refurbished and newly constructed contemporary office space.
- 1.3 In March 2015, following a competitive bid process, Carillion was selected by the Homes and Communities Agency to deliver the mixed use redevelopment of the remainder of the site (excluding the Engine House). Subsequently, pre-application discussions based on the proposals developed through the bid process began in April 2015. A full planning application is expected in the near future and the developer intends to commence construction of the scheme in January 2016.

2.0 SITE AND SURROUNDINGS

- 2.1 The Tower Works site is 1.17 ha in area tapering towards the junction of Globe Road with Water Lane. It was originally established as a card clothing pin works in the 1860s and underwent major expansion in the 1890's and 1920's before finally closing in 1978. Demolition in the 1980's and during the last decade removed a significant number of the late 19th century and later sheds. Five of the surviving buildings are listed: The Engine House, 6-8 Globe Road, and 3 towers. The smaller ornate tower was built in 1864 in the centre of the site is based upon the Lamberti Tower in Verona. The largest, and most ornate tower, was built in 1899 close to Globe Road is based upon the Giotto campanile in Florence. The third tower, often referred to as the Little Chimney, was built close to the north-east site boundary in 1919, is plainer than the earlier ones and thought to represent a Tuscan tower house. 6-8 Globe Road, and the extension at its western end, is occupied by a number of small businesses. Landscaping between 6-8 Globe Road and the Giotto tower was completed to a high standard as part of the initial phase of development whereas landscaping in the remainder of the site is largely of a temporary nature.
- 2.2 Leeds-Liverpool canal and towpath, with some permanent residential boat moorings, is situated on the northern boundary of the site. Beyond the boundary wall to the north-east there is a surface car park accessed from Wharf Approach. This car park has been the subject of a previous planning permission for three buildings, comprising office and residential accommodation (11/01976/EXT). Hol Beck runs adjacent to the site at its south-eastern corner. To the south, on the opposite side of Globe Road, is another surface car park with the Round Foundry development beyond. 16 Globe Road known as the Antiques Centre/Globe Quay (last in office and storage use) to the west of the site is a four-storey grade II listed building positioned close to the canal with a long courtyard between the building and Globe Road.
- 2.3 The site falls within the boundary of the designated Holbeck Urban Village Planning Framework Area and the Holbeck Conservation area.

3.0 PROPOSALS

- 3.1 The current proposals comprise 9 new buildings incorporating a mix of uses across the site. Generally, residential uses are primarily located in buildings towards the west of the site and B1 office uses in buildings on the eastern half. A mix of active uses, including shops, restaurants and cafes, and drinking establishments are proposed at ground level of the buildings adjacent to public routes.
- 3.2 The buildings are arranged as follows with a series of pedestrian routes crossing the site:

Building A

This building would be located on the northern edge of the site alongside the canal towpath and abutting 16 Globe Road on the west boundary. It would be 7 storeys (23.2m) in height with roof accommodation resulting in a maximum height of 27.2m.

Building B

This building is proposed on the west boundary, alongside the boundary wall to 16 Globe Road. Upper floors of the building would be inset approximately 2.5m from

the boundary. It would be 8 storeys (26.2m) in height with roof accommodation on the main body of the building resulting in a maximum height of 30.2m.

Building C

The listed Engine House does not currently form part of the development.

Building D

This building is situated between the Verona Tower and the northern boundary. It would be 6 storeys (20.2m) in height with roof accommodation resulting in a maximum height of 24.2m.

Building E

There are no proposals for the listed Verona Tower.

Building F

This building is situated between the Verona Tower and 6-10 Globe Road largely reflecting the scale and form of Building D to the north. It would be 6 storeys (20.2m) in height with roof accommodation resulting in a maximum height of 24.2m.

Building G

This is a triangular-shaped building on the north-eastern boundary to the east of Buildings D and F. It would have an acute corner facing towards 6-10 Globe Road. It would be 7 storeys (23.2m) in height with roof accommodation resulting in a maximum height of 27.2m. That part of the building abutting the boundary would be single storey in scale.

Building H

There are no proposals for the listed Little Chimney albeit images suggest the addition of signage at the top of the tower.

Building J

This primarily office building would comprise two linked elements on the north-eastern boundary to the east of the Little Chimney. It would be 6 storeys (26.0m) in height with roof accommodation resulting in a maximum height of 30.3m. That part of the building abutting the boundary would be single storey in scale.

Building K

This commercial building is proposed in the eastern corner of the site. It would be 5 storeys (22.1m) in height with roof accommodation resulting in a maximum height of 26.4m. That part of the building abutting the north-eastern boundary would be single storey in scale.

Building L

Building L would be located along Globe Road abutting the east of 6-10 Globe Road. It would provide office accommodation. It would be 4 storeys (18.2m) in height with

roof accommodation resulting in a maximum height of 22.5m. It would be linked by glazed corridors at second and third floor to building J.

Building M

6-10 Globe Road and its extension is already occupied.

Building N

There are no proposals for the listed Verona Tower.

Building P and Q

This primarily residential building at the west end of the site fronting Globe Road and abutting the forecourt to 16 Globe Road would be 4 storeys (15.1m) in height with roof accommodation resulting in a maximum height of 19.1m.

Routes and spaces

- 3.3 The principal north-south pedestrian route runs between Globe Road and the canal towpath through the central public open space to the east of the Giotto Tower. A parallel route would run to the east of buildings D and F to the east of the Verona Tower. Diagonal public routes would be located between the entrance archway of 6-10 Globe Road and the Little Chimney, and from Globe Road to the west of building K albeit the usability of these latter routes is dependent upon the redevelopment of the neighbouring car park site aligning with the routes to be provided within the Tower Works site. Just over 20% of the site would be laid out as publicly accessible space albeit beyond this most functional space there are additional areas that would provide dual functions as both walkways and as amenity space, with important provisions such as trees and seating.
- 3.4 Two points of vehicular access are identified from Globe Road beneath buildings L and P. The routes provide access for servicing and delivery vehicles, emergency vehicles, refuse vehicles and to 28 car parking spaces (9 disabled persons spaces; 3 car club spaces and 16 spaces for the residential accommodation).

Residential accommodation

- 3.5 The location and size of the residential accommodation is identified below:

30, one-bedroom flats would be located in buildings A, B, G and P. These would comprise 5, one person flats 38-40m²; and 25, two person flats 47-56m². 4 of these properties would be affordable units.

38, two-bedroom flats would be located in buildings A, B, D, F, G and P. These would comprise 9, three person flats 60-67m²; and 29, four person flats 69-83m². 2 of these properties would be affordable units.

21, two-bedroom 4 person duplex flats would be located in buildings A, D and F 90-100m².

34, three-bedroom flats in buildings A, B, D, G and P. These would comprise 16, five person flats 84-90m²; and 18, six-person flats 93-102m². 2 of these properties would be affordable units.

9, three-bedroom triplex flats (three storey) in building Q 146m².

6, five-bedroom 8 person townhouses (five storey) in building Q 185m².

Many of the dwellings benefit from external balconies. Most of the flats will comply with Lifetime Homes standards.

Materials and sustainability

3.6 The primary building materials identified are red brick, slate and glass. It is proposed that these would be supplemented by stone coloured render to the set-back elements on Globe Road responding to the materials at 6-8 Globe Road. Hardwood timber would be used on the townhouse garage doors and front doors. Three different types of cobble stone are proposed in the public realm to define routes and connections through the site. This would be supplemented by the use of areas of soft landscaping in the form of reed beds, water jets and tree planting. New lighting and street furniture would be of a high quality and contemporary design.

3.7 The development seeks to achieve high sustainability standards. BREEAM “Excellent” for all non-domestic buildings and Code for Sustainable Homes Level 4 for all dwellings would be achieved through a range of measures including:

- Orientation of the majority of buildings optimises levels of daylight and reduces demand on artificial light and heating;
- Introduction of saw-tooth roof forms with rooflights on the northern face and photovoltaic cells on the south face;
- High standards of thermal performance, high specification glazing, efficient artificial lighting and selection of sustainable materials;
- A gas-fired combined heat and power plant;
- Green and brown roofs to encourage wildlife and biodiversity;
- Rainwater attenuation and SUDS drainage, and finished floor levels set at a level to minimize the impact in the event of flooding;
- Green Travel Plan including promotion of sustainable forms of transport, including a community cycle hire and car club scheme and limited car parking spaces on site (a total of 28 car parking spaces).

3.8 In summary, the development proposes:

- 147 residential units ranging from 1 bedroom flats to 5 bedroom townhouses. 8 (5%) of the units would be affordable.
- 8,561m² of commercial B1 office space.
- 773m² of A1 retail space.
- 1,147m² of A3 restaurant, cafe and A4 drinking establishments.
- 180m² of non-residential D1 use.
- Around 50% of the site laid out as public realm including new public routes across the site.
- BREEAM “Excellent” for all non-domestic buildings and Code for Sustainable Homes Level 4 for all dwellings.

4.0 RELEVANT PLANNING HISTORY

4.1 Several planning permissions have been granted for redevelopment of the Tower Works site culminating in application 08/05144/FU. Permission was granted on 19.10.09 for demolition, new build and change of use to provide a major mixed use

scheme comprising B1 (offices), C3 (residential), D1 (Community facilities), A1 (retail), A3 (café) and A4 (bar) uses with a combined heat and power plant, ancillary public open space and landscaping and use of land at Water Lane as a temporary car park. The heights of the buildings typically varied between 7 storey fronting the canal and at the eastern end of the site, and 5 storey fronting Globe Road and within the heart of the site. A variation to this permission (10/02604/FU) involving changes to Block B was approved on 1.4.11. Only Phase 1A of the redevelopment, involving alterations to 6-8 Globe Road; the construction of Block B to its west; and temporary landscaping has been completed.

4.2 There have been several unimplemented permissions close to the site:

- On land to the west of 16 Globe Road (plot 1, 8 storeys and plot 2, 7 storeys) and to the south-west of Globe Road (plot 4A, 8 storeys and plot 4B, 7 storeys) outline permission was granted to West Register on 31.7.14 for a mixed use development comprising a hotel, residential, A2, A3, A4, A5, B1 and D1 uses (13/03647/OT).
- Permission was granted for a 5 storey hotel on the triangular piece of land to the south of Globe Road on 29.11.10 (08/05440/FU).
- An extension of time for 3 buildings (2 storey offices; 6 storey offices and 7 storey residential over car park) on the car park to the north-east of the Tower Works site was approved on 25.11.11 (11/01976/EXT).

There is a current application (14/06428/FU) seeking permission to convert upper floors of Globe Quay into residential use.

4.3 In March 2015, following a competitive bid process, Carillion was selected by the Homes and Communities Agency to deliver the mixed use redevelopment of the site. Pre-application discussion regarding the current proposals commenced in April 2015.

5.0 CONSULTATION RESPONSES

5.1 City and Hunslet Ward Councillors were notified of the pre-application proposals. Councillor Nash responded that she cannot support the proposals as they would block the view of the Lamberti Tower of Verona and that space should be left around this structure.

5.2 Highways

The key permeable routes indicated will support the development being cycling and pedestrian friendly with a large part of the development vehicle free. However, improvements to Globe Road will be required to further improve the links for cycling and walking, including a controlled crossing.

Access to the development for emergency, refuse, delivery and other servicing vehicles, including large removal vehicles, will be required as there will be no scope for servicing from the highway. Vehicle tracking diagrams shows little clearance from buildings and height clearance is below that specified in the Street Design Guide.

The 28 car parking spaces proposed and the allocation of these spaces is acceptable given the nature of the development and its sustainable and accessible location within the Holbeck Urban Village. The proposal for 3 car club bays is likely to be adequate but demand should be monitored over time to assess need.

The Transport Assessment should examine the sustainable credentials of the site to demonstrate that residents in particular can live without reliance on a car. A Travel Plan will be required with robust measures appropriate for the low-car nature of this development. Provision of long stay cycle parking above the UDP levels is advised. Provision for Electric Vehicle and electric bikes will be required as will provision for motorcycle/scooter parking.

Improvements to Globe Road, including widening of the footway (option of shared use to be considered) / narrowing of the carriageway and provision of a controlled crossing will be required, for pedestrian, cycle and disabled access and safety. If supported by the highways improvements, there are no road safety concerns.

5.3 Historic England (HE)

The Tower Works site is a unique, landmark site within a most important historic area. The current proposals will change the character of the site and reduce the dominance of the towers. HE previously accepted a high level of building on the site and would support a scheme that is broadly similar to what was previously consented, providing that unjustified harm is not caused to the prominence of the towers. Any built development that challenges the dominance of the towers in terms of height has the potential to cause harm to their significance and the extent to which they contribute positively to the distinctiveness of the area and its context from longer distance viewpoints. An increase in building heights above what has already been consented requires a clear and convincing justification. Whilst the current proposals have generally been disposed to minimise their impact, there are concerns principally regarding the heights of the blocks either side of the Verona Tower which impact upon key views across the site from the canal basin.

It is recognised that a balance must be struck between viability and conservation issues in order to secure the regeneration of the site which HE fully supports. HE support the introduction of new uses, however, new development at greater densities brings tensions between the need to secure viability and the need to preserve the special interest which makes it attractive and sustainable.

5.4 Flood Risk Management

The site is located within Flood Zone 3A(ii) – Leeds SFRA (ie the chance of flooding in any year is greater than 5%). However, this site will be protected by the Leeds Flood Alleviation scheme, which is expected to be complete within the next couple of years. A Flood Risk Assessment will be required demonstrating that the development provides wider sustainability benefits to the community that outweigh flood risk; and that the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.

5.5 Canal & River Trust (CRT)

CRT support the principle of the development which will help regenerate the site, boost activity and enjoyment of the waterway and help safeguard the famous towers on the site which are an integral landscape feature of this part of Leeds.

In line with the previous approved scheme, the applicant should resurface the path along the canal in order that it is fit for purpose and well designed. Furthermore, it is

recommended that the canal wall is repaired in order that the development would not have a negative impact on its structural integrity.

6.0 POLICY

6.1 Development Plan

6.1.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the application to be determined in accordance with the development plan unless material considerations indicate otherwise. For the purposes of decision making, the Development Plan for Leeds currently comprises the following documents:

- The Leeds Core Strategy (Adopted November 2014)
- Saved UDP Policies (2006), included as Appendix 1 of the Core Strategy
- The Natural Resources & Waste Local Plan (NRWLP, Adopted January 2013) – with the exception of remitted Policy Minerals Policies 13 and 14, which are subject to further consultation, prior to submission and examination
- Any Neighbourhood Plan, once Adopted

6.2 Core Strategy (CS)

6.2.1 Relevant Core Strategy policies include:

Spatial policies

Spatial Policy 1 prioritises the redevelopment of previously developed land within Main Urban Area, in a way that respects and enhances the local character and identity of places and neighbourhoods.

Spatial Policy 3 seeks to maintain and enhance the role of the City Centre as an economic driver for the District and City Region, by

- comprehensively planning the redevelopment and re-use of vacant and under-used sites for mixed use development and areas of public space,
- enhancing streets and creating a network of open and green spaces to make the City Centre more attractive
- improving connections between the City Centre and adjoining neighbourhoods
- Expanding city living with a broader housing mix

Spatial Policy 6 identifies the housing requirement and allocation of housing land using the following considerations: sustainable locations; preference for brownfield and regeneration sites; least impact on Green Belt; opportunities to enhance communities through the design and standard of new homes; lead-in times; the least negative and most positive impacts on green infrastructure, green space and nature conservation; avoiding or mitigating areas of flood risk.

Spatial Policy 7 sets out the spatial distribution of the district wide housing requirement between Housing Market Characteristic Areas. The site is in the City Centre with a requirement to provide 10,200 units (2012-28)

Spatial Policy 8 supports a competitive local economy including through the provision of a sufficient supply of buildings for B class uses; developing the City Centre for new retail, office and other main town centre uses; and by supporting training/skills and job creation initiatives via planning agreements.

Spatial Policy 9 sets out district-wide requirements for office and development.

Spatial Policy 11 includes a priority related to improved facilities for pedestrians to promote safety and accessibility, particularly connectivity between the edges of the City Centre and the City Centre itself; measures to deliver safer roads; the provision of infrastructure to serve new development; and provision for people with impaired mobility.

Spatial Policy 13 states that the Council, with others, will maintain and enhance the canal corridor.

City Centre policies

Policy CC1 outlines the planned growth within the City Centre for 10, 200 new dwellings, supporting services and open spaces. Part (b) encourages residential development, providing that it does not prejudice town centre functions and provides a reasonable level of amenity for occupiers. Part (d) requires sequential test for proposals for comparison retail space located outside of the Primary Shopping Quarter whilst Part (f) allows up to 372sqm convenience retail without a sequential test.

Policy CC2 states that areas south of the river in City Centre South will be prioritised for town centre uses, particularly large-scale office development, residential and leisure uses.

Policy CC3 states new development will need to provide and improve walking and cycling routes connecting the City Centre with adjoining neighbourhoods, and improve connections with the City Centre. Where proposals are located in the line of or adjacent to a new route or a route planned for improvement development should make appropriate enhancements.

Housing and economic policies

Policy H1 identifies a managed release of housing sites largely reflecting Spatial Policy 6.

Policy H2 indicates new housing will be acceptable in principle on non-allocated sites providing the number of dwellings does not exceed the capacity of transport, educational or health infrastructure.

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

Policy H4 states that developments should include an appropriate mix of dwelling types and sizes to address needs measured over the long term taking into account the nature of the development and character of the location.

Policy H5 identifies affordable housing requirements. According to the policy, the affordable housing requirement would be 5% of the total number of units, with 40% for households on lower quartile earnings and 60% for households on lower decile earnings.

Policy H8 states developments of more than 49 dwellings should include support for Independent Living.

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

Policy EC3 safeguards existing employment land and industrial areas.

Design, conservation and other policies

Policy P10 requires new development to be based on a thorough contextual analysis to provide good design appropriate to its scale and function, delivering high quality innovative design and that development protects and enhance the district's historic assets in particular, historically and locally important buildings, skylines and views.

Policy P11 states that the historic environment will be conserved and their settings will be conserved, particularly those elements which help to give Leeds its distinct identity. Enabling development may be supported in the vicinity of historic assets where linked to the refurbishment or repair of heritage assets.

Policy P12 states that landscapes, including their historical and cultural significance, will be conserved and enhanced.

Policies T1 and T2 identify transport management and accessibility requirements to ensure new development is adequately served by highways and public transport, and with safe and secure access for pedestrians, cyclists and people with impaired mobility.

Policy G1 states development adjoining areas of Green Infrastructure should retain and improve these; where appropriate by extending the infrastructure, particularly encouraging street trees and green roofs, and the provision for biodiversity and wildlife.

Policy G5 requires commercial developments over 0.5 hectares in the City Centre to provide a minimum of 20% of the total site area as open space.

Policy G9 states that development will need to demonstrate biodiversity improvements.

Policies EN1 & EN2 set targets for CO² reduction and sustainable design and construction, including Code for Sustainable Homes Level 4 and at least 10% low or zero carbon energy production on-site.

Policy EN5 identifies requirements to manage flood risk.

6.3 Saved Unitary Development Plan Review policies (UDPR)

6.3.1 Relevant Saved Policies include

GP5 all relevant planning considerations to be resolved.

N19 states that all new buildings within Conservation Areas should preserve or enhance the character and appearance of the Conservation Area by ensuring the siting and scale of buildings is in harmony with neighbouring buildings and the area as a whole; detailed design is such that the proportions relate to each other; that materials are appropriate; and that careful attention is given to boundary and landscape treatment.

BD2 states new buildings should complement and enhance existing skylines, vistas and landmarks.

BD5 seeks to ensure a satisfactory level of amenity for occupants and surroundings.

BC7 states traditional local materials should be used in Conservation Areas.

T24 states that parking provision should reflect detailed UDP parking guidelines.

T7A identifies cycle parking requirements.

T7B identifies motorcycle parking requirements.

LD1 sets out criteria for landscape schemes.

6.4 Natural Resources & Waste DPD 2013

- 6.4.1 The plan sets out where land is needed to enable the City to manage resources, such as minerals, energy, waste and water over the next 15 years, and identifies specific actions which will help use natural resources in a more efficient way. Policies regarding flood risk, drainage, air quality, coal recovery and land contamination are relevant to this proposal. The site is within the Minerals Safeguarding Area for Coal (Minerals 3) and partly within Minerals Safeguarding Area for Sand & Gravel (Minerals 2).

6.5 Other material considerations

6.5.1 National Planning Policy Framework (NPPF)

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

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

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.

Paragraph 131 states that Local Planning Authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; the positive contribution that conservation of heritage assets can make to sustainable communities, including their economic viability.

6.6 Relevant Supplementary Planning Guidance includes:

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

6.6.1 Holbeck Urban Village Revised Planning Framework 2006

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

The framework encourages buildings of good contemporary architecture that respect key views of the towers on Tower Works and would enhance pedestrian permeability through the area. It indicates development of about 4 to 5 storeys as appropriate on the site with gaps about every 50 metres to allow for pedestrian access through 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.

6.7 Best Council Plan

The Plan identifies 6 objectives in order to achieve the best council outcomes identified between 2014-2017. One of the three best Council outcomes is to “improve the quality of life for our residents”, and the priority “Maximising housing growth to meet the needs of the city in line with the Core strategy” within the Best Council objective “Promoting sustainable and inclusive economic growth” which gives a strong foundation to improving the quality of housing and ‘liveability’ of places delivered under this ambitious programme for the city. Also, the objective “Promoting sustainable and inclusive economic growth” is of relevance to this proposal.

6.8 Vision for Leeds 2011-2030

One of the aims is that by 2030 Leeds' economy will be more prosperous and sustainable. This includes having a skilled workforce to meet the needs of the local economy, and creating significant job opportunities. The vision also states that Leeds will be a great place to live, where local people benefit from regeneration investment, and there is sufficient housing, including affordable housing, that meets the needs of the community.

6.9 City Priority Plan 2011-2015

The Plan states that Leeds will be the best city to live in. The City Priority Plan includes an objective to maximise investment to increase housing choice and affordability. The sustainable growth of a prosperous Leeds' economy is also a priority.

6.10 The Leeds Standard

The Leeds Standard was adopted by the Council's Executive Board on 17 September 2014. The introduction of a Leeds Standard to ensure excellent quality in the delivery of new council homes under three themes: Design Quality, Space Standards and Energy Efficiency Standards. It sets out how the Council can use the Leeds Standard in its role as Council landlord through its delivery and procurement approaches. Through its actions the Council can also seek to influence quality in the private sector. Those aspects of the Standard concerned with design quality will be addressed through better and more consistent application of the Council's Neighbourhoods for Living guidance. The Leeds Standard sets out the importance of excellent quality housing in supporting the economic growth ambitions of the council.

6.11 An informal planning statement was prepared in June 2014 to guide the bid process for the site.

7.0 ISSUES

The emerging proposals have potential to significantly contribute towards the ongoing regeneration of this important historical area and to improve linkages between the City Centre and adjacent areas. At the same time Tower Works is a unique, landmark site within a most important historic area and redevelopment proposals must strike a balance between viability and conservation issues in order to secure appropriate regeneration of the site. Members are asked to comment on the proposals and to consider the following matters:

7.1 Principle of the Use

7.1.1 The proposal is for a predominantly residential and B1 office scheme set within the boundary of Holbeck Urban Village. The National Planning Policy Framework, Core Strategy, Leeds Unitary Development Plan Review saved policies, and the Holbeck Urban Village Revised Planning Framework all support the principle of residential development and office development within this area.

7.1.2 The development also includes a mix of commercial uses including 773m² of A1 retail use; 1,147m² of restaurant, cafes and bar space (A3 and A4); and 180m² of non-residential D1 institutions (possibly a doctor's or dentist surgery or crèche) intended to ensure a wide range of activities are present at all times of the day.

7.1.3 In order to protect the function of the Prime Shopping Quarter Core Strategy Policy CC1 allows up to 372m² of A1 convenience retail in this location without the need for

a sequential test. Consequently, if more than 372m² of retail use is proposed a sequential test is required. However, there is no policy constraint relating to the A3, A4 or D1 uses which would contribute to the delivery of a vibrant and lively site and community in Holbeck Urban Village, whilst proposals for the Engine House (not currently part of the development) could supplement these uses.

7.1.4 Do Members consider that the mix of the proposed uses is acceptable, and can Members confirm that a sequential test is required if the extent of A1 retail floorspace is use maintained as currently proposed?

7.2 Scale, massing and arrangement of buildings

7.2.1 Current views of the listed towers provide instant recognition for the site and signpost the Holbeck Urban Village area. Following the demolition of buildings on Tower Works and adjoining sites, these views are currently more dramatic and open than they were originally, particularly from approaches closer to the site. In determining the previous planning application (08/05144/FU) it was considered unrealistic to expect the retention of almost 360 degree views of the towers with the redevelopment of the site and wider area. The HUV planning framework recognises this and identified the views to be retained on key approaches to the site from the west, south and north-east. Accordingly, new buildings ranging from 4 to 7 storeys high were considered to acceptably maintain the setting of the historic listed buildings on the Tower Works and adjoining sites as part of application 08/05144/FU.

7.2.2 The buildings now proposed are in broadly similar in scale to the previous scheme albeit the arrangement of buildings has altered such that a direct comparison is of reduced value. Notwithstanding, in common with the previous scheme, an analysis of the impact on key views around the site is being undertaken. Some key areas for discussion with regard to the emerging proposals are set out below:

Block A This building alongside the canal and Globe Quay previously comprised two separate buildings stepping down from 23.6m adjacent to Globe Quay to 22.8m for the eastern building. The current proposals (see paragraph 3.2 above) involve a single building, with a centrally-located ground and first floor cut. The building is a similar height to that originally approved, albeit roof accommodation has subsequently been added. The roof, itself, would not have significant impact in relation to the building. The principal change results from the amalgamation of the buildings producing an impression of a greater mass and the impact of the roof in longer distance views.

Block B This 9 storey building sits behind Block A close to the western boundary and immediately south of Globe Quay. The proposals involve principal rooms within upper floors of the building directly facing the western boundary. The previous configuration involved a 13m set-back from the boundary to retain a sense of separation between the two sites and so as not to unduly dominate or affect the setting of Globe Quay.

Blocks D and F These buildings are proposed north and south of the Verona Tower. Whilst their footprint is largely the same as previously approved each are 3.9m taller to eaves level (plus a sawtooth roof). The top of the Verona Tower is 31m above ground level whilst the roofs to Blocks D and F are a maximum of 24.2m. The additional height relative to the approved scheme would not affect nearby views of the tower but could have an effect from medium range viewpoints. Further, the

additional height when combined with the close proximity of the buildings could affect the legibility and significance of the tower.

Block G This triangular-shaped building would be situated on the north-eastern boundary to the east of Buildings D and F and between the Verona Tower and Little Chimney. The building would limit views of the Verona Tower from the east albeit views from the Canal Bridge of the tower and the Giotto Tower appear to be unaffected. Its position would also help to open up and frame views of Little Chimney from the southwest.

Block K This is a newly proposed building in the extreme eastern corner of the site. Its position would help to address the junction of Globe Road and Water Lane at the same time as providing a positive boundary to the site. As with newly proposed routes on the north-eastern boundary, its usability is dependent upon the provision of complimentary arrangements in the neighbouring car park site.

7.2.3 Do Members consider that the scale and arrangement of buildings is appropriate especially with regard to the setting of listed towers and buildings?

7.3 Residential accommodation

7.3.1 The current proposals identify 147 residential units ranging from 1 bedroom flats to 5 bedroom townhouses. Most of the flats would comply with Lifetime Homes standards whilst 8 (5%) of the units would be affordable. Consequently, the development would introduce a good mix of residential accommodation into the area.

7.3.2 The size of the dwellings is identified at paragraph 3.5 above. Each of the units would meet or exceed the targets identified in the Leeds Standard.

7.3.3 The applicant indicates that private amenity space would be available to all residents in the form of balconies or roof terraces although the currently available information does not demonstrate this. Similarly, at this stage, it is not clear that the quality of daylight, outlook and privacy for the properties will be satisfactory although the submission of more detailed information may establish its acceptability.

7.3.4 What are Members views on the emerging mix and standard of residential accommodation proposed?

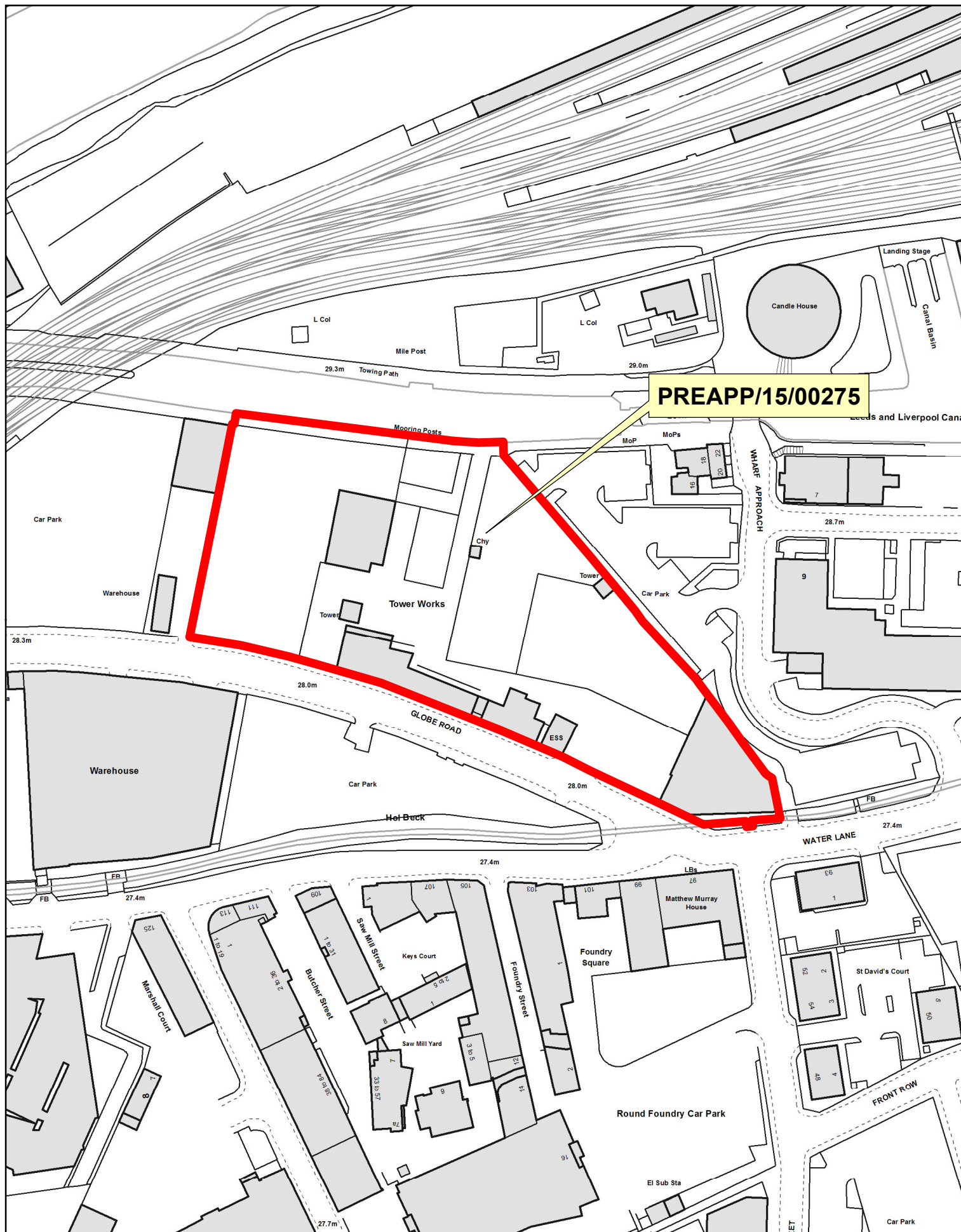
7.4 Transport and Access

7.4.1 Much of the development would be vehicle-free although occasional deliveries will need to be catered for within the site as there will be no scope for servicing from Globe Road. Similarly, there would be only limited provision for car parking within the site (28 car parking spaces in total including 9 disabled persons spaces and 3 car club spaces). In addition to the provision of an adequate number of cycle spaces the applicant also refers to the potential delivery of a community cycle hire scheme as part of the development.

7.4.2 New pedestrian routes are proposed across the site. Agreement is required to ensure that access along the canal towpath is available. At the same time, improvements to Globe Road, including widening of the footway / narrowing of the carriageway, and the provision of a controlled crossing will be required to ensure that the cycling and walking links to the City Centre and neighbouring communities are

satisfactory. At the current time the proposed scheme does not include such provisions or improvements.

7.4.3 What are Members views on the proposed approach to car parking provision within the site and the need for improvements on Globe Road?



CITY PLANS PANEL

© Crown copyright and database rights 2014 Ordnance Survey 100019567

PRODUCED BY CITY DEVELOPMENT, GIS MAPPING & DATA TEAM, LEEDS CITY COUNCIL

SCALE : 1/1500

