



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 26 November 2015

Subject: PREAPP/15/00277 Proposal for a mixed use development comprising three blocks of residential apartments, with ground floor commercial and office units, car parking and a landscape scheme at Granary Wharf Car Park, Wharf Approach, Holbeck, Leeds.

Electoral Wards Affected:

City & Hunslet

x

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 mixed use development comprising three blocks of residential apartments, with commercial units, car parking and a landscape scheme at Granary Wharf Car Park, within the defined boundary of Holbeck Urban Village, in Leeds City Centre.
- 1.2 The proposal is brought to City Plans Panel as the development is a major investment in Holbeck Urban Village.

2.0 PROPOSAL:

- 2.1 The proposed development seeks to provide a range of 1, 2, and 3 bedroomed apartments. Although the details are still to be developed with regard to the number of units and the room sizes, the scheme is likely to provide approximately 244 apartments across the three blocks.

- 2.2 The scheme would also provide a total of 43 car parking spaces within the ground floors of blocks B and C. In addition secure cycle parking spaces are also proposed, to be positioned within all three blocks.
- 2.3 At ground floor two commercial units are proposed to block A of some 505.9 sq metres and 83.6 sq metres to operate as A1 (retail), A3 (restaurant/café) and/or B1 (office) uses. In addition in block B a commercial unit to be used as A3/B1 of some 243 sq metres and a management suite of some 74 sq metres are proposed.

3.0 SITE AND SURROUNDINGS:

- 3.1 The proposal site is currently in use as a surface car park and is positioned between Leeds and Liverpool Canal and Water Lane. The site is adjacent to Tower Works, which is a complex of Grade II* and is also subject to redevelopment proposal and Grade II Listed Buildings and unlisted buildings. The site also abuts the Grade II Listed Lock Keeper's Cottage.
- 3.2 Granary Wharf Car Park lies just outside the boundary of the Holbeck Conservation Area, whilst its northern most section is set within the boundary of the Canal Wharf Conservation Area. The Hol Beck runs adjacent to the site at its southern boundary.
- 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 granted for an outline application for multi level development in three blocks up to 8 storeys high, with offices, residential, A3/A4 use with basement car parking on 9 October 2008, planning reference 06/04922/OT.
- 4.2 Approval granted for an extension of Time Application to 06/04922/OT for multi level development in three blocks up to 8 storeys high, with offices, residential, A3/A4 use with basement car parking on 25 November 2011, planning reference 11/01976/EXT.
- 4.3 An application has recently been submitted for the proposals at the adjacent Tower Works site for Mixed use three-phased development of 158 dwellings (C3) with 30 car parking spaces; 11,860sqm of B1 offices; up to 372sqm of A1 retail; 1,495sqm of A2, A3, A4 or D1; and new public realm, planning reference 15/06578/FU.
- 4.4 An application has been submitted for the construction of a temporary pedestrian link between Water Lane and Wharf Approach across the Granary Wharf Car Park site, planning reference 15/06498/LA.

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 The proposals have been the subject of pre-application discussions between the Developers team, Historic England, the neighbouring Tower Works development team and Local Authority Officers since April 2015. The developer's team have worked positively and collaboratively to address a number of planning issues. These discussions have focused on the relationship with the Tower Works development site, the scale massing and emerging design of the proposed

development, car parking levels and access, pedestrian connectivity and routes, heritage impact, and the public realm treatment. The preapplication presentation is a response to these discussions.

- 5.2 As part of the above noted pre-application discussions Historic England have stated that they have significant reservations about the height, form and massing of block C, and consider its height does not reflect the heights of other buildings in its distinctive heritage rich context. They state that although block C lies just outside the boundary of the Holbeck conservation area, it sits in a prominent location which essentially forms the gateway to the area when travelling along Water Lane (viewpoint 7). They state that this is a transitional zone which marks the change from the larger scale, modern development to the east into the lower, more individual character of Holbeck itself. Their view is that any building on this site therefore has the potential to impact upon the character and appearance of the conservation area when travelling and looking along Water Lane, travelling north along David Street and when you are in the conservation area itself, particularly in the area in front of the Round Foundry. They state that the setting of listed buildings, including Grade II* listed buildings, fronting onto Water Lane on its south side, will also be affected, and a building of the height currently proposed for block C would have a harmful impact upon the setting of these buildings.
- 5.3 Ward Members were consulted on 23 June 2015. Councillor Nash expressed that care needed to be taken to ensure that the iconic towers on the adjacent site are not over-dominated by the proposals.
- 5.4 Members considered the pre-application proposals for the redevelopment scheme to the adjacent Tower Works site at City Plans Panel on 11 June 2015 and made the following comments about this abutting scheme that are relevant to the Granary Wharf Car Park site:
- Members had stressed the importance of retaining views of the towers
 - the excellent use of brickwork in the scheme
 - the green credentials being aimed for and the importance of buildings in this area meeting high sustainability standards

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) including revised policies Minerals 13 and 14 (Adopted September 2015).
 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 EN1: Climate Change – Carbon Dioxide Reduction states that all developments of over 1,000 square metres of floorspace, (including conversion where feasible) whether new-build or conversion, will be required to:
(i) Reduce total predicted carbon dioxide emissions to achieve 20% less than the Building Regulations Target Emission Rate until 2016 when all development should be zero carbon; and,
(ii) Provide a minimum of 10% of the predicted energy needs of the development from low carbon energy.
- 6.13 Policy EN2: Sustainable Design and Construction states that to require 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 (CSH) . Recent Government guidance has stated that this should be a minimum of CSH Level 4. A post construction review certificate will be required prior to occupation.
- 6.14 Policy EN5: Managing Flood Risk states that the Council will manage and mitigate flood risk
- 6.15 Policy H2: Policy to consider the merits of windfall housing development proposals on brownfield and greenfield sites.
- 6.16 Policy H4: Policy to achieve an appropriate Housing Mix on residential sites.
- 6.17 Policy H5 Policy which incorporates Targets and Thresholds for Affordable Housing.
- 6.18 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.

- 6.19 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.
- 6.20 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.
- 6.21 **Leeds Unitary Development Plan Review Retained Policies**
- 6.22 Policy BD2 (Design and siting of new buildings)
Policy BD5 (All new buildings and amenity)
Policy GP5 (All planning considerations)
- 6.23 **Leeds Natural Resources and Waste DPD 2013**
- 6.24 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.
- 6.25 **Supplementary Planning Guidance**
- 6.26 Holbeck Urban Village Revised Planning Framework adopted February 2006.
- 6.27 Sustainable Design and Construction Supplementary Planning Document (August 2011).
- 6.28 Adopted Supplementary Planning Document 'Travel Plans' (February 2015)
- 6.29 **Other Material Considerations**
- 6.30 DCLG – Technical Housing Standards 2015 – Sets out internal space standards within new dwellings and is suitable for applications across all tenures. The housing standards are a material consideration in dealing with planning applications. The government's Planning Practice Guidance advises that where a local planning authority wishes to require an internal space standard it should only do so by reference in the local plan to the nationally described space standard. With this in mind the city council is currently developing a Leeds Space Standard for planning purposes. As the work is at an early stage within the local plan process, and is in the

process of moving towards adoption, only limited weight can be attached to it at this stage.

- 6.31 The Draft Site Allocations Plan (SAP) identifies the site as being designated for a mixed use scheme (SAP reference MX1-15 205).

7.0 KEY ISSUES

7.1 Principle of the Development

- 7.2 The proposal is for a mix of uses with the predominant use being residential. This would be accompanied by ground floor commercial and office space. The site is currently used as a surface car park. The proposed mixed use development would be compliant with the aspirations of the Core Strategy and relevant retained Leeds Unitary Development Plan policies and guidance given in the Holbeck Urban Village Revised Planning Framework, which encourage a mix of uses to ensure a wide range of activities in the area. The proposed range of uses would contribute to the ongoing creation of a vibrant and lively community in Holbeck Urban Village.

- 7.3 The proposal would result in the loss of 100 surface commuter car parking spaces (given consent in 1992 under planning application reference 99-20/82/92/OT). The Leeds Core Strategy car parking policies seek to restrict the growth of commuter car parking in favour of other more sustainable methods of transport. The surrounding streets are subject to widespread parking controls and the site is easily accessible by a variety of public transport modes, including the Park and Ride facility at Elland Road. As a result the reduction in commuter parking is compliant with policies and guidance, and is unlikely to result in off site highways problems.

7.4 Do Members consider the principles of development to be appropriate to Holbeck Urban Village?

7.5 Design, Massing and Scale

- 7.6 The proposed blocks are intended to be contemporary buildings designed to be sensitive to the historic context within which they sit, close to a number of listed buildings and the nearby Holbeck Conservation Area, as well as being in part of the Canal Wharf Conservation Area. As such the scheme will, as the design stages emerge, aim to be responsive to the heritage rich setting in terms of its detailing and materials.

- 7.7 The layout of the scheme is in three blocks set within an area of hard and soft landscaped public realm. Block A sits the closest to the canal and is close to the Grade II Listed Lock Keeper's Cottage and Little Tower. Taking account of this setting the block would be stepped from 3 storeys close to the canal and listed cottage, to 6 storeys (at a maximum height of 21.250 metres) to the southern arm of the block. This would allow the building to respond positively to the heights of the existing listed buildings in the vicinity. The southern part of the block would connect onto Block G of the adjacent Tower Works scheme, whilst maintaining a pedestrian route through north to south under the building at ground floor level. Therefore, block A is considered by Officers to be appropriately designed in respect of its stepped heights and massing.

- 7.8 Block B would be a triangular block positioned to the centre of the site. This block would also be close to the Grade II listed Little Tower on the adjacent Tower Works site. There are important key views of the tower from across Granary Wharf and as

such the relationship of this block to the Little Tower is of importance. The scheme as proposed sets the overall height of the block at 27.75 metres. However, the top two levels of the building would be set back from the northern edge resulting in the creation of a breathing space for the Little Tower as viewed from the identified key points in Granary Wharf. This would mean that the remainder of the block would have a height of some 23.075 metres. These design elements combined with the gaps to be created between building blocks on both this scheme and the adjacent proposed Tower Works development, would ensure that the Little Tower would not be unduly enclosed or screened on the key approaches from the east. As such Officers consider the height and massing of Block B to be appropriate.

7.9 Block C would be positioned to the south of the site and would be connected to Block K of the adjacent proposed Tower Works scheme at upper levels via a glazed link. At ground floor level below this link the existing pedestrian route across the historic weight bridge would be retained and enhanced. Block C would be the tallest of the three blocks being some 30.475 metres tall accommodating eleven levels. Block C would be to the edge of the site where it meets the Hol Beck and beyond it, Water Lane. Contrary to the concerns of Historic England officers consider that a taller building (at the maximum height proposed) can be accommodated at this gateway location subject to a more detailed refinement of the massing. At the time of writing the report the developer has been requested to set the top floors of block C away from the boundary with the Tower Works site in order to protect the views from David Street and apparent impact on the setting of nearby listed buildings and the character of the adjacent Holbeck conservation area. Subject to this change it is considered that the proposed building would be seen as a modern taller building in the immediate context which is already characterised by buildings of a mixture of heights including consented within Holbeck Urban Village.

7.10 What are Members views on the emerging scale and massing of the proposals?

7.11 Connectivity and Landscape Details

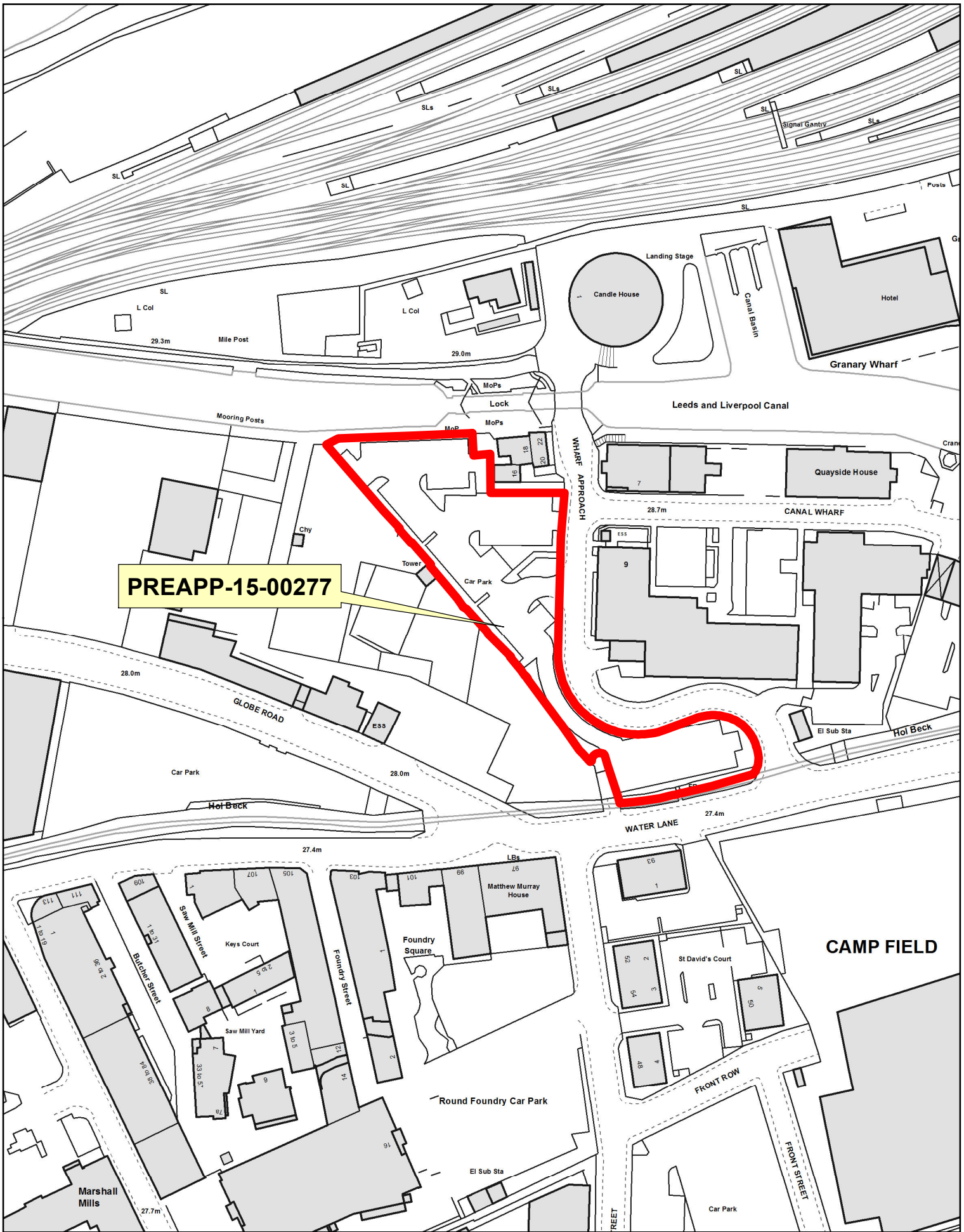
7.12 The site has an unusual curved shape which has informed the positioning of the blocks. Around these on the remaining land there are opportunities to create meaningful, usable public realm spaces, as well as connections into, and extensions of, existing pedestrian routes. The developer has in consultation with the Tower Works developer and Council officers sought to provide continuous and “seamless” pedestrian links with the emerging Towers Works proposals. The developer proposes a mixture of hard and soft landscaped treatment to these new routes. However due to the stage the overall proposal is at, the details of the scheme are yet to be fully explored. The size of the site and nature of the development does mean that tree planting will be a feature of the emerging landscape scheme.

However a key principle that is already agreed upon is the retention and enhancement of the proposed pedestrian route that passes across the historic weight bridge to the south of the site in the application reference 15/06498/LA.

7.13 Do Members consider the emerging landscape proposals to be appropriate?

7.14 Do Members have any other comments at this stage on the proposals?

Background Papers:
PREAPP/15/00277



PREAPP-15-00277

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