
Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 8 December 2016

Subject: Preapplication PREAPP/15/00859 – for a predominantly residential scheme, including the refurbishment of Midland Mills with a new 27 storey Tower with associated landscaping at Midland Mills, Silver Street, Holbeck, LS11 9YW.

Applicant - Nick Brown Architects

Electoral Wards Affected:

City & Hunslet

☐ Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity ☐

Community Cohesion ☐

Narrowing the Gap ☐

RECOMMENDATION: This report is brought to Plans Panel for information. The Developer 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 with lower floor work spaces within the defined boundary of Holbeck Urban Village, to the south of the designated City Centre. The proposal is brought to City Plans Panel as the development involves the re-use of land and an important historic complex of Grade II listed buildings and major investment in a significant site within Holbeck Urban Village.

2.0 SITE AND SURROUNDINGS:

- 2.1 Midland Mills comprises a number of early 1800 brick buildings of 2 to 3 storeys high arranged in two north-south rows either side of a cobbled courtyard with a narrow 5 metre wide access along Silver Street from the north. The earliest building dates from 1802 with most of the others dating from the 1810s. The site is one of the earliest surviving examples of an integrated engineering works specialising in the production of textile machinery and its historical importance is recognised by its grade II listing. Midland Mills is currently in use for the storage and salvage of prestige car parts and the adjacent open land is in use as surface car parking.

2.2 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 mill complex and open land within the site are adjacent to the redundant viaduct for which there are aspirations to create an elevated public walkway. The site is also within Flood Zone 3.

2.3 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

3.0 PROPOSAL:

3.1 The proposed development seeks to provide both residential and commercial uses within a refurbished Midland Mills. Of these it is currently proposed to create 1 studio apartment, 13 one bedroomed apartments and 11 two bedroomed apartments in the former mill buildings. In addition, the proposal is to create further residences in a 27 storey tower (of 84 metres), adjacent to Midland Mills, housing ground floor commercial uses with 180 apartments above, of which 3 would be 3 bedroomed, 82 would be 2 bedroomed units and 95 would be 1 bedroomed units. Some 25 undercroft car parking spaces plus cycle parking spaces of a number to be agreed would be positioned under the tower.

4.0 RELEVANT PLANNING HISTORY:

4.1 Planning permission and listed building consent were granted for a change of use including alterations a 2 storey infill extension, a 2 storey and a 3 storey extension and a roof extension to the former workshops to form offices and 15 flats on 6 May 2010, under planning reference 06/02209/FU and 06/02380/LI. This scheme has not been implemented.

4.2 Planning permission was granted for linear flood defences along River Aire and removal of Knostrop Cut on planning applications 13/03191/GU and 15/01004/FU affecting flood defences to Hol Beck.

4.3 A preapplication presentation was given to Members at Plans Panel on 18 August 2016 for the

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 November 2015. These discussions have focused on scale massing and design, flood risk, cycle and car parking levels and access, heritage designation, affordable housing, room size standards, and archaeological implications. The preapplication presentation is a response to these discussions.

5.2 Ward Members were consulted on 1 November 2016. No responses have been received to date.

6.0 RELEVANT PLANNING POLICIES:

6.1 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

6.2 **Leeds Core Strategy**

6.3 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.

6.4 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. Addressing where and how much A1 retail is appropriate.

6.5 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.

6.6 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. In line with the Government's recent amendments the standard is for Code for Sustainable Homes Level 4 or equivalent.

6.7 Policy EN5: Managing Flood Risk states that the Council will manage and mitigate flood risk:

(iii) Requiring flood risk to be considered for all development commensurate with the scale and impact of the proposed development and mitigated where appropriate.

(iv) Reducing the speed and volume of surface water run-off as part of new build developments.

(v) Making space for flood water in high flood risk areas.

6.8 Policy H2 considers the merits of windfall housing development proposals on brownfield and greenfield sites.

Policy H4: to achieve an appropriate Housing Mix on residential sites, for setting targets for different dwelling sizes and types as detailed in the table below.

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

- 6.9 Policy H5 incorporates Targets and Thresholds for affordable housing. In this case 5% of the total units to be provided on site must be affordable housing.
- 6.10 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.
- 6.11 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.
- 6.12 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.
- 6.13 **Leeds Unitary Development Plan Review 2006 - Retained Policies**
Policy BD2 (Design and siting of new buildings)
Policy BD5 (All new buildings and amenity)
Policy GP5 (All planning considerations)
- 6.14 **Leeds Natural Resources and Waste DPD 2013 including revised policies Minerals 13 and 14 (Adopted September 2015).**
- 6.15 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, flood risk and waste will be relevant to this proposal.
- 6.16 **Supplementary Planning Guidance**
- 6.17 Holbeck South Bank Supplementary Planning Document adopted June 2016.
- 6.18 Sustainable Design and Construction Supplementary Planning Document (August 2011).

- 6.19 Adopted Supplementary Planning Document 'Travel Plans' (February 2015)
- 6.20 Tall Buildings Design Guide (adopted April 2010)
- 6.21 Parking Supplementary Planning Document adopted January 2016.
- 6.22 **Other Material Considerations**
- 6.23 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.
- 6.24 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.
- 6.25 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.
- 6.26 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.
- 6.27 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.
- 6.28 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.
- 6.29 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.

7.0 KEY ISSUES

7.1 Principle of the Use

- 7.2 The proposal is for a predominantly residential scheme with some small scale commercial units to lower levels, set within the boundary of Holbeck Urban Village. It is unclear what use the commercial units would be put to at this stage however Core Strategy Policy CC1 states that convenience retailing shall be limited to up to 200 sq metres to be acceptable anywhere within the city centre and 372 sq metres for any centre within 300m walking distance of the City Centre. As such the emerging

design layout will need to evolve in accordance with this Policy if any of the commercial units are to be used as retail premises.

- 7.3 The development would involve the regeneration of a brownfield site, which is partially in use as a surface car park, as well as the regeneration of an important complex of historic listed buildings at Midland Mills. The National Planning Policy Framework, Core Strategy, Leeds Unitary Development Plan Review retained policies, and the Holbeck South Bank Supplementary Planning Document 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.
- 7.4 **Do Members consider the principles of development to be appropriate to Holbeck Urban Village?**
- 7.5 Design, Massing, Scale and Layout
- 7.6 The proposed 27 storey tower (of some 84 metres in height) is intended to be a contemporary building that would be linked to a regenerated and converted Midland Mills. The design of the new building, whilst modern, aims to be sensitive to the historic context within which it is located, where it will be viewed both at close quarters and in distance views within the setting of a number of listed buildings and the nearby Holbeck Conservation Area. Therefore, how the proposed tower relates physically and visually to the listed Midland Mills, as well as visually to the nearby listed Temple Works, Marshalls Mills, the Round Foundry complex and Towers Works is of key importance to its successful integration into the townscape of Holbeck Urban Village.
- 7.7 The proposed tower would be viewed largely against the existing viaduct however there would be some views where the tower would appear as a single point of height on the vista. The positioning of the tower means that it would be to the edge of the lower built form of Holbeck Urban Village at place of transition between the historic street forms and buildings and more contemporary areas. In this location Officers consider that provided the appearance of the proposed tower is high quality and appropriate to the historic context, then the height and massing of the structure would be acceptable in this location.
- 7.8 The scheme will, as the design stages progress, aim to respond to the heritage rich setting in terms of its detailing and materials. As a result the building is proposed to have the appearance of a two layered structure with an inner lining of enamelled glass (To a height of 84 metres) rising out of a red brick outer skin (to a height of 72 metres, which the Architect advises is comparable with Candle House at Granary Wharf). The enamelled glass would also run up the full height of the building at its corners to provide a contrast to the masonry and visually enhance the slenderness of the tower. Discussion on the appearance of the tower are continuing between the Architect and Officer with a view to the design of the tower being more akin to the industrial heritage of the surrounding area in its response (eg the type of contemporary approach evident in nearby modern buildings such as Candle House).
- 7.9 The Holbeck South Bank SPD has an aspiration to create a high level walkway/linear public space along the disused viaduct that edges the site. The proposed development of a tower as part of the Midland Mills scheme has the potential to be designed to allow it to be linked to such a walkway, were that

aspiration to be realised at some point in the future (the viaduct is owned by Network Rail and therefore any scheme for it would be dependent upon their consent on the basis that the viaduct was no longer required for operational purposes).

7.10 Subject to the ongoing discussions being undertaken , what are Members views on the emerging scale, massing and design of the proposals?

7.11 The Landscape Scheme

7.12 The grouping of historic and new buildings are proposed to be set within landscaped public space with access from Silver Street across it to allow vehicles to use the proposed basement car park. The placement of the site adjacent to the railway viaduct will allow the public space to have a semi private character for the residents of the scheme and in addition there will be a private roof terrace on top of the tower. The landscape scheme would incorporate both hard and soft/green elements. Due to the need to address flood risk the landscape scheme will include a raised plinth on which the new tower will be based

7.13 What are Members views on the emerging landscape scheme?

7.14 Transport and Access

7.15 The proposal site is within walking distance of the City Centre and the southern access to the train station and its nearby bus stops. The proposal will aim to promote sustainable transport and as such proposed only 25 undercroft car parking spaces. These would be accessed across the site from, Silver Street. The spaces would be at undercroft level due to the need to elevate the tower on a plinth to address flood risk. A number of cycle and motorcycle parking spaces will also be provided for the scheme in locations and of numbers yet to be agreed. The proposal will need to be justified by a Transport Assessment demonstrating there would be no adverse impacts on the highway network.

7.16 Subject to the required Transport Assessment do Members consider the emerging car and cycle parking provision and arrangement to be acceptable?

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

8.0 CONCLUSION

8.1 The key questions asked in the report above are as following:

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

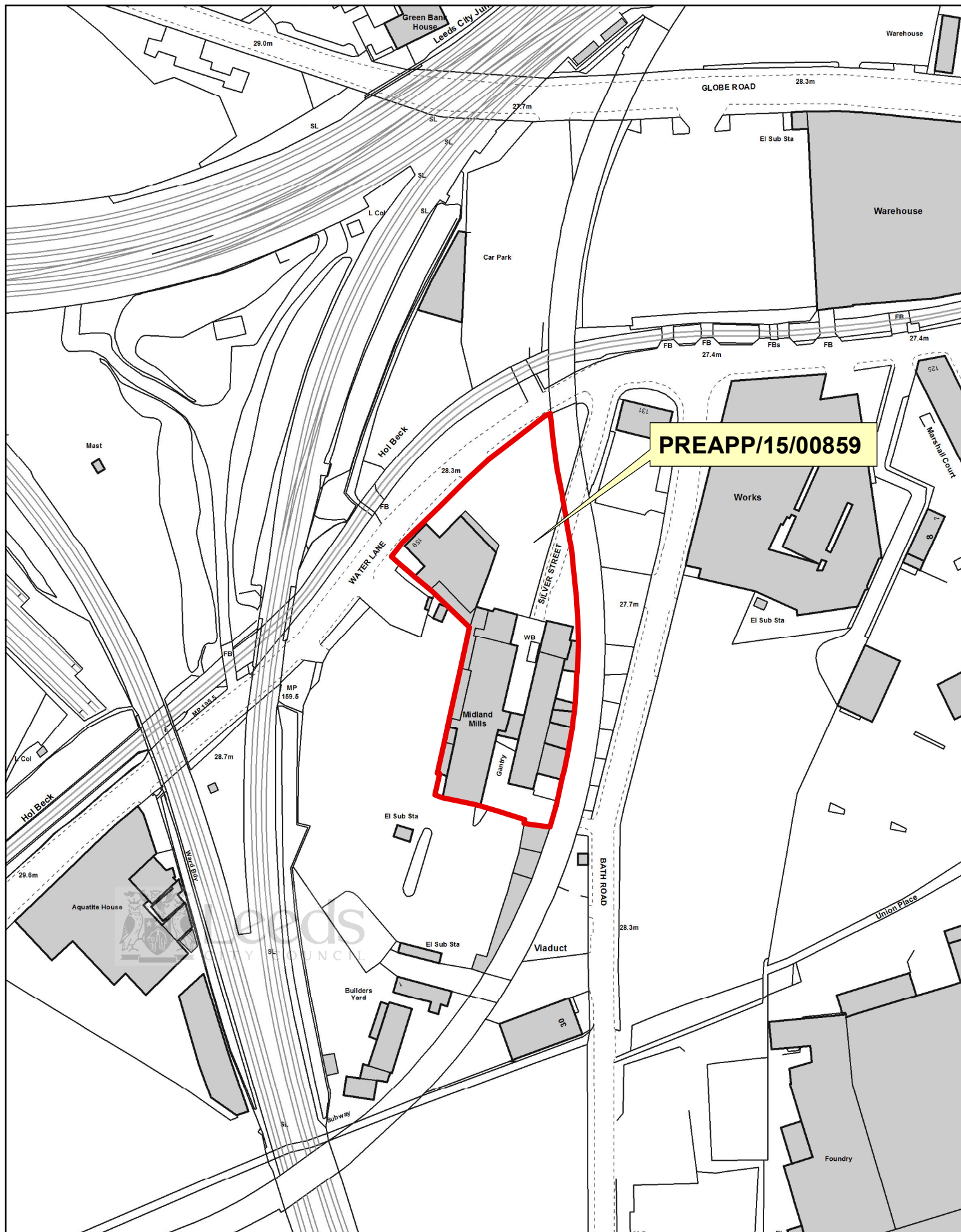
7.10 What are Members views on the emerging scale, massing and design of the proposals?

7.13 What are Members views on the emerging landscape scheme?

7.16 Do Members consider the emerging car and cycle parking provision and arrangement to be acceptable?

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

Background Papers:
PREAPP/15/00859



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