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**Report of the Chief Planning Officer**

**CITY PLANS PANEL**

**12<sup>th</sup> January 2017**

**Pre-application presentation of proposed mixed-use development on land at Globe Road and Water Lane, Holbeck, Leeds (PREAPP/15/00955)**

**Applicant – CEG acting on behalf of ASE II Developments Ltd.**

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**Electoral Wards Affected:**

**City and Hunslet**

☐ Yes

Ward Members consulted

**Specific Implications For:**

Equality and Diversity ☐

Community Cohesion ☐

Narrowing the Gap ☐

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**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.**

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**1.0 Introduction**

- 1.1 This presentation is intended to inform Members of the current proposals for the redevelopment of several parcels of land to the north and south of Globe Road and Water Lane in Holbeck collectively known as the Temple Quarter. Pre-application proposals for a primarily office-led scheme were presented to City Plans Panel on 18th August 2016 although references were made to an alternative scheme at the time. The current proposals are based upon the alternative scheme which contains a more balanced mix of uses predominantly comprising residential and office buildings, together with other uses that may include a hotel, a primary school, a health centre, a multi-storey car park, as well as retail and commercial facilities. The general arrangement of buildings now proposed is similar to that previously identified albeit some of the buildings are significantly taller than in the office-led scheme. The masterplan continues to provide large areas of public realm together with new and enhanced pedestrian routes. It remains the intention to change the function of Globe Road and Water Lane from one which is car-dominated to one that gives more priority to pedestrian and cyclists.

- 1.2 The land was acquired by CEG, the developers of Kirkstall Forge, during 2015. Prior to 2015 the sites have been the subject of a series of unimplemented planning permissions. Much of the land is cleared and presents a run-down appearance, detracting from the Holbeck Conservation Area, and the setting of nearby listed buildings including those within Tower Works, the Round Foundry and at Globe Quay. The development of these sites offers the opportunity to deliver high quality buildings and spaces which would enhance the character and appearance of the area whilst the height of two of the buildings is such that they would have an impact across the wider cityscape.
- 1.3 The comprehensive development would deliver in the region of 450-550 residential units, significant new office accommodation with large footplates and a mix of other uses, new public realm and much improved pedestrian linkages to and from the city centre. The investment involved would help to realise the ambitions of Leeds Growth Strategy and to deliver priorities within the Best Council Plan. In doing so it should also be a catalyst for the sustainable development of vacant sites beyond thereby acting as the next stepping stone between the city centre and communities to the south.
- 1.4 CEG remains committed to early delivery of the proposed development and is therefore targeting submission of a planning application, part in detail, part in outline, in spring 2017.

## **2.0 Site and surroundings**

- 2.1 The site comprises several parcels of land in Holbeck to the south of the Leeds-Liverpool Canal and to the south-west of Granary Wharf which, itself, is located adjacent to the city railway station. Part of the site lies within the Holbeck Conservation Area and there are several listed and unlisted historic buildings dating from the industrial revolution in the period between the late Eighteenth Century and early Nineteenth Century close to the boundaries of the site. The Hol Beck, located in a channel to the north of Water Lane, crosses west to east through the heart of the site. A disused railway viaduct meanders from north to south close to the western boundary of the site. Consequently, although much of the site presents a poor quality appearance it sits within a sensitive location.
- 2.2 North of Globe Road (referred to as “Globe Waterside”)
  - 2.2.1 This parcel of land is bounded by the canal and railway viaduct along the north and west edge; Globe Road runs along the southern boundary; and Globe Quay, a 4-storey grade II listed Victorian former iron foundry building and courtyard, sits between the site and Tower Works on the eastern flank. The site is cleared and is used for surface parking.
- 2.3 Between Globe Road and Water Lane (now referred to as “Globe Arches”, “Globe Square and “Globe Point”)
  - 2.3.1 Globe Arches comprises the westernmost plot of land and is located between the railway viaduct and the disused viaduct. The site is presently occupied by Magnetic Motors and Prestige, a car dismantling business.
  - 2.3.2 To the east of the disused viaduct, is a triangular piece of land approximately 250 metres in length. The plot tapers to a point at the junction of Globe Road and Water Lane between Tower Works and Round Foundry. The central section of this plot is currently occupied by a vacant, two storey, former industrial building dating from the

20th Century of little visual or historic interest. There is a small Grade II listed bridge over Hol Beck close to the south east corner of this building. Land to the east and west of the storage building is cleared and is presently used for surface car parking.

## 2.4 South of Water Lane (referred to as “Beck Court”)

- 2.4.1 This part of the site comprises the former Water Lane printworks. A listed wall, forming the western boundary to the Marshall’s Mill Grade II\* listed complex, runs along the eastern boundary. Bath Road runs in a southerly direction from Water Lane along the western boundary. The main printworks and attached workshops along Bath Road were constructed in the Arts and Crafts style around the turn of the 19th century although the building has been significantly altered. The building incorporates the partial remains of a late 18<sup>th</sup> century malthouse.

## 3.0 Proposals

- 3.1 The mixed use scheme would comprise a combination of primarily residential buildings (4) and predominantly office buildings (5) together with two other buildings which could include some of the following: residential/hotel; offices; multi-storey car parking; two form entry primary school; health centre or retail/food and beverages. The majority of the buildings would incorporate ground floor commercial premises (use classes A1, A3 and A4). The new buildings would range in height from single storey up to 40 storeys. The masterplan identifies large areas of public realm interposed by pavilion structures together with new and enhanced pedestrian routes. It is also the intention to minimise the amount of through traffic on Globe Road and Water Lane so as to give more priority to pedestrian and cyclists.
- 3.2 The application will be a hybrid one entailing both detailed and outline elements. Globe Waterside, Globe Arches and Globe Square are likely to come forward in outline whereas Globe Point and Beck Court are likely to be in detail.
- 3.3 Three buildings are proposed in the Globe Waterside area between Globe Road and the canal. A residential tower (maximum height 136.5m, 40 storeys) is proposed closest to the canal. An 11 storey office building with a triangular footplate would be situated towards the south-west of the tower and fronting Globe Road. A small pavilion building is identified in the open space to the east of the two larger buildings.
- 3.4 Globe Arches would accommodate a single building, slightly cranked in the middle in response to the alignment of the railway viaduct. The northern component of the building would be 10 storeys and the southern section 7 storeys. There would be a two-storey cut towards the centre separating the two taller elements. The use of the building would be within the range of uses identified at paragraph 3.1.
- 3.5 Four buildings are identified within Globe Square between Water Lane and Globe Road. A 10 storey structure in the north-west corner would accommodate one or a combination of the uses identified at paragraph 3.1. A second residential tower (maximum height 88.5m, 25 storeys) is proposed to the south west adjacent to the junction of the disused viaduct and Hol Beck. A part 7, part 17 storey residential building is shown in the north east corner of Globe Square running perpendicular to Globe Road. The remainder of the area north-west of the retained listed footbridge would be laid out as public realm, potentially accommodating a low pavilion structure towards the western side.
- 3.6 Globe Point comprises the land between Tower Works and Round Foundry. The proposals for two office buildings are similar to those presented to City Plans Panel

in August 2016. The proposals involve a part 6, part 8 storey building on the west side. The south-west corner of the building would be chamfered to follow the alignment of Marshall Street whilst the northern edge is set back from Globe Road to aid the legibility of buildings and spaces in Globe Square to the west. The eastern building would be a part 4 (east end) and part 6 storey office building.

- 3.7 The proposed composition for Beck Court identifies the retention of the front, two storey element of the former print works on the south side of Water Lane and also the erection of two new buildings. The retained building would be converted to office use. A 6 storey office building is proposed to the south-west alongside Bath Road. A 7 storey residential building is proposed in the south-east corner towards Marshall's Mill. The remainder of the site would be public space.

#### **4.0 Relevant planning history**

- 4.1 Pre-application proposals for an office-led scheme on the land were presented to City Plans Panel on 18<sup>th</sup> August 2016. Members commented that the emerging masterplan for the site was appropriate and that the proposed commercially-led development was acceptable in principle. Members stated that they could support the emerging scale of the development, subject to detail. Panel also stated that, in principle, it could support the intent to reduce the extent of through traffic in the area, to limit parking provision, and to deliver a pedestrian and cycling friendly environment, although Members did feel they needed further information regarding these matters. Members also commented that it would be beneficial for the developers to work with the City to look at apprenticeship opportunities on the project. A copy of the minutes of the meeting is attached at Appendix 1.
- 4.2 Planning permission (13/03191/FU) for the Leeds Flood Alleviation Scheme was granted in March 2014. The proposals identify works to Hol Beck including 1m high stone and brick walls east of the viaduct on Bath Road. All bridges, other than the listed bridge and the footbridge adjacent to the junction of Water Lane and Globe Road were to be removed. The works retained the potential for two new footbridges across Hol Beck.
- 4.3 CEG has been working closely with the Flood Alleviation Scheme team in order that bridge routes can be built into the scheme. CEG has also made a contribution of £300,000 in order to ensure that the listed bridge can be retained at grade as part of the flood alleviation works.
- 4.4 Outline planning permission was granted on land north of Globe Road and on the central plot of land between Globe Road and Water Lane for a mixed use development with hotel, residential, A2/A3/A4/A5/B1/D1 uses and car parking in December 2006 (20/245/05/OT), November 2010 (09/05209/EXT) and 31<sup>st</sup> July 2014 (13/03647/OT). The maximum height of buildings was 8 storeys (approximately 27m).
- 4.5 Outline planning permission on land between the viaducts between Globe Road and Water Lane for a residential and office development of part 3 and part 15 storeys in height was approved in October 2005 (20/372/05/OT) and October 2008 (08/04633/OT).
- 4.6 Planning permission was granted for a hotel on the triangle of land between Globe Road and Water Lane in November 2010 (08/05440/FU). The hotel would have been predominantly 5 storeys (approximately 18m) with an additional inset plant element (approximately 21m).

- 4.7 Outline planning permission for the mixed use redevelopment of land to the south of Water Lane between Bath Road and Marshall Street, including the Water Lane printworks and Marshall's Mill was granted in June 2005 (20/380/04/OT) and March 2012 (10/02672/EXT). The 5 phases of development proposed substantial demolition of the former printing works. Only the traditional frontages to Water Lane and Bath Road would have been retained and integrated into a new building behind the facades.
- 4.8 Planning permission for the proposed development of Tower Works was granted on 12<sup>th</sup> July 2016. The building in the eastern corner of the site would be five storeys in height with roof accommodation resulting in a maximum height of 26.9m. Between the eastern building and the listed range fronting Globe Road a four storey plus rooftop accommodation (maximum height 22.8m) building is proposed. A four storey extension was added to the west end of the two storey listed range in 2012. In the south-west corner of the site a 4 storey building with roof accommodation is proposed with a maximum height of 19.6m. Proposed buildings within the site are taller than those proposed on the Globe Road frontage.
- 4.9 Planning permission was agreed in principle at City Plans Panel on 9<sup>th</sup> June 2016 for the mixed use development of the car park between Tower Works and Wharf Approach (16/01115/FU). The tallest building, fronting Water Lane at the junction with Wharf Approach would be 31m high, stepping down to 23m high abutting the proposed building at the eastern extreme of the Tower Works site.
- 4.10 A pre-application proposal for a 27 storey (84m) tower adjacent to Midland Mills to the south west of Temple Quarter was considered by City Plans Panel in December 2016 (PREAPP/15/00859).

## **5.0 History of negotiation and engagement**

- 5.1 Pre-application discussions regarding the current proposals commenced early in 2016. A number of design meetings have been held involving both the developer's team, officers from Planning, Design and Conservation and John Thorp. The developer's team has also had several meetings with the Flood Alleviation Team.
- 5.2 A collaborative process has enabled the production of a clear masterplan for the comprehensive redevelopment of the Temple Quarter. Several design principles have been established encompassing the extension and creation of north-south and east-west routes; the provision of new public spaces; protection of key views; and stepping up in the height of development from east to west.
- 5.3 The developer held a public consultation event on the weekend of 25<sup>th</sup> and 26<sup>th</sup> June 2016 to coincide with the Waterfront Festival.

## **6.0 Consultation**

- 6.1 Coal Authority - Whilst the proposed development site falls within the defined coalfield, it is located outside of the defined Development High Risk Area. The proposed development site falls within the Surface Coal Resource area and accordingly, the applicant will need to afford due consideration to the potential for prior extraction of these surface coal resources prior to development taking place, and submit this information in support of their planning application in the form of a Coal Recovery Report.

- 6.2 Network Rail - The developer must ensure that their proposal, both during construction, and after completion of works on site, does not affect the safety, operation or integrity of the operational railway, Network Rail and its infrastructure or undermine or damage or adversely affect any railway land and structures. All operations, including the use of cranes or other mechanical plant working adjacent to Network Rail's property, must at all times be carried out in a fail safe manner. Security of the railway boundary will need to be maintained at all times. There will be an increased risk of trespass onto the railway. The Developer must provide a suitable trespass proof fence adjacent to Network Rail's boundary (minimum approx. 1.8m high) and make provision for its future maintenance and renewal. All excavations/ earthworks carried out in the vicinity of Network Rail property/ structures must be designed and executed such that no interference with the integrity of that property/ structure can occur. Crane usage adjacent to railway infrastructure is subject to stipulations on size, capacity etc. which needs to be agreed.

Applications that are likely to generate an increase in trips under railway bridges may be of concern to Network Rail where there is potential for an increase in bridge strikes. If required there may be a need to fit bridge protection barriers which may be at the developers expense. Any building should be situated at least 2 metres from Network Rail's boundary to allow construction and future maintenance to be carried out from the applicant's land. The Developer should be aware that any development for residential use adjacent to an operational railway may result in neighbour issues arising. Every endeavour should be made by the developer to provide adequate soundproofing for each dwelling. All surface and foul water arising from the proposed works must be collected and diverted away from Network Rail property. Where trees/shrubs are to be planted adjacent to the railway boundary these shrubs should be positioned at a minimum distance greater than their predicted mature height from the boundary. Where new lighting is to be erected adjacent to the operational railway the potential for train drivers to be dazzled must be eliminated. Open spaces and amenity areas must be protected by a secure fence along the boundary which should not be able to be climbed.

- 6.3 LCC Highways - Highways have agreed scoping for a microsimulation model of a local network area to assess the impacts of the proposed development and changes to the local highway network. In terms of the highways issues being reviewed these include: connectivity on foot, bicycle and public transport; parking numbers and vehicle use; impact on on-street parking; proposals for public realm enhancements and downgrading of Globe Road and Water Lane and making Water Lane one-way; and new bus services to serve this part of Holbeck. A technical note submission on modelling assumptions, trip generation and assignment is still awaited such that Highways remain unable to comment on the development impacts or mitigation requirements at this stage.
- 6.4 LCC Public Rights of Way – a public footpath and a claimed footpath run between Globe Road and Water Lane between the used and disused viaducts. These should remain on their original lines.
- 6.5 LCC Flood Risk Management (Main Drainage) – Residential accommodation should be located above ground floor level. Storage of surface water should be provided. Floor levels will need to take account of the Christmas 2015 floods. The developer should consider whether the surface water from northern plots could be discharged to the canal, and if the surface water from the southern plot 7 could be discharged to Hol Beck, via a new connection across Water Lane. This would help to reduce the

volume of surface water being discharged to the combined sewer and would align more closely with the hierarchy for the disposal of surface water.

- 6.6 LCC Nature Conservation - The main impact on biodiversity will be along the route of the Hol Beck. The objective should be to keep it open and carry out biodiversity enhancements alongside, including tree planting and the provision of bat and bird boxes to create an attractive landscaped feature.
- 6.7 LCC Contaminated Land Team – the site and surrounding area has a history of extensive potentially contaminative land uses. As such, a phase 1 desk study or data review would be required in support of the application. The Data Review would be expected to report the current state of the site, in addition to compiling and reassessing the extensive investigation data available for the site. Depending on the outcome of the phase 1, a phase 2 site investigation and remediation statement may also be required.
- 6.8 West Yorkshire Archaeology Advisory Service - recommends that the necessary archaeological evaluation of Marshall's 'A' Mill, reservoirs associated with Marshall's Mills and mid-19th century housing of the former Brunswick Street and vacant land to the north of Globe Road is carried out pre-determination to allow a balanced judgement on the requirement for further archaeological excavation to be made and a suitable programme of archaeological excavation to be designed as mitigation to the proposed development should it be warranted. Whilst there is currently little evidence of pre-industrial activity in the area the archaeological evaluation should also address this potential in addition to the structures, water management and arrangements for water and steam power etc.. The former print works should be subject to an appropriate level of archaeological and architectural recording.

## **7.0 Policy**

### **7.1 Development Plan**

- 7.1.1 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) including revised policies Minerals 13 and 14 (Adopted September 2015).
- Any Neighbourhood Plan, once Adopted.

### **7.2 Core Strategy (CS)**

- 7.2.1 Relevant Core Strategy policies include:

Spatial Policy 1 prioritises the redevelopment of previously developed land 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; and improving connections between the City Centre and adjoining neighbourhoods.

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 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.

In reflecting the Spatial Vision, the Core Strategy identifies objectives to support the continued vitality, economic development and distinctiveness of the City Centre as the regional centre. The Core Strategy will accommodate first and foremost the needs of offices, shops, hotels, institutions and leisure and entertainment uses, accepting that there is a place for residential and supporting facilities such as parks, convenience stores, health centres, nurseries and schools (para 3.3).

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

Policy CC1 outlines the planned growth within the City Centre including at least 655,000sqm of office floorspace and 10,200 dwellings.

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, and there is also substantial opportunity for residential development.

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.

Policy H1 identifies the managed release of sites allocated for housing.

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.

Policy H5 identifies affordable housing requirements.

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.

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 and EN2 set targets for CO<sup>2</sup> reduction and sustainable design and construction, and at least 10% low or zero carbon energy production on-site.

Policy EN5 identifies requirements to manage flood risk.

### **7.3 Saved Unitary Development Plan Review policies (UDPR)**

#### **7.3.1 Relevant Saved Policies include:**

BD2 requires that new buildings complement and enhance existing skylines, vistas and landmarks.

Policy BD5 states that a satisfactory level of amenity for occupants and surroundings should be provided.

BD6 states alterations and extensions should respect the scale, form, detailing and materials of the original building.

LD1 identifies the criteria for landscape schemes.

### **7.4 Natural Resources & Waste DPD 2013**

#### **7.4.1 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). AIR1 states that all applications for major development will be required to incorporate low emission measures to ensure that the overall impact of proposals on air quality is mitigated.**

#### Other material considerations

### **7.5 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; and

- Actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling.

The NPPF states that town centre uses including office development and residential development can play an important role in ensuring the vitality of centres (para 23). A safe and suitable access to the site should be provided (para 32). Planning should proactively support sustainable economic development and encourage the effective use of land including 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.

## 7.6 Site Allocations Plan

The site is identified in the Publication Draft of the Site Allocations Plan for mixed uses including housing and offices (MX1-13).

## 7.7 Relevant Supplementary Planning Guidance includes:

Holbeck, South Bank SPD  
Tall Buildings Design Guide SPD (TBDG)  
Parking SPD  
Street Design Guide SPD  
Travel Plans SPD  
Building for Tomorrow Today: Sustainable Design and Construction SPD  
Holbeck Conservation Area Appraisal SPG

### 7.7.1 Holbeck, South Bank SPD

The Holbeck, South Bank SPD was adopted in June 2016 as an updated revision to the 1999 and 2006 Holbeck Urban Village planning frameworks. As with earlier versions the main aim of the SPD is to create vibrant, sustainable, mixed use communities whilst safeguarding the unique historic character of the area. The whole of Holbeck, South Bank, is designated as a mixed-use area which should include a mixture of working, living, retailing and recreational opportunities. For sites over 0.5ha 20 per cent of the gross site area should be provided as publicly accessible open space. It is intended that the area should meet some of the

identified need for city centre housing for people on lower incomes. Housing types such as live/work units and family housing is encouraged. Further improvements to connectivity including along the canal towpath, utilising the disused viaduct and along Hol Beck, are encouraged. At the same time a pedestrian and cycling friendly environment is sought in part by minimising through traffic in the area. Encouragement will also be given to developing with the minimum acceptable parking provision.

The site falls within the Tower Works and Temple Works character areas. Within the Tower Works area the aim is to maximise the visual impact that the listed buildings have on the area both by protecting and opening up new views. New buildings in their immediate vicinity should respect the scale and heights of listed buildings with the overall aim of the listed towers being visually dominant and important views of them protected. This suggests heights no greater than the ridge of the listed range on Globe Road. Buildings of this height would also relate well with the Round Foundry area to the south. It may be appropriate for new buildings to gradually increase in height away from the listed buildings. Buildings should define street frontages and provide pavement widths responding to building scale. New footpath links along Hol Beck are encouraged. New public realm should be given an adequate sense of enclosure by the buildings that define them. Relevant specific proposals for this area include the extension and enhancement of the footpath along the southern side of the canal to Globe Road; a connection to this footpath northwards from Marshall Street; a route from the canal and across the land between Globe Road and Water Lane; and a route alongside the viaduct and along the banks of the Hol Beck, including consideration of opening up an arch to allow the new footpath to pass through it.

The proposed Beck Court is located in the Temple Works area. The aim here is to maximise the benefit derived from the listed buildings and structures and to provide a greatly enhanced setting for them. New buildings should be sympathetic in scale to adjacent listed buildings and reinforce the character of the area. The historic, listed, brick wall should be retained. The scale of spaces should generally relate to the height and scale of buildings that surround them.

#### 7.7.2 Tall Buildings Design Guide SPD (TBDG)

The guide, which is currently being reviewed, provides design guidance on the location, form and appearance, sustainability, micro-climate and public realm of tall buildings, so that they can be successfully integrated into the environment and contribute to the changing skyline. The strategic principles to be taken into account are to:

- Locate tall buildings in the right place, to integrate them into and make them compatible with their surroundings.
- Enhance skylines, views and settings. Protect and preserve areas of special character and interest, principal views across the city and the historic skyline.
- Ensure that new tall buildings have a good relationship with the street, movement patterns and transport facilities, creating high quality public space at the same time.
- Ensure that tall buildings assist in the legibility of the city and contribute strongly to a sense of place.
- Make tall buildings environmentally sustainable and operational.
- Promote the highest design quality for tall buildings and their composition resulting in a distinctive, recognisable, skyline.

It is essential that appropriate risk assessment and quantitative analysis is carried out to demonstrate that tall buildings will not produce harmful effects on pedestrians, cyclists or vehicles. The study will also need to demonstrate that appropriate mitigation measures have been applied where comfort and safety criteria are not met.

The TBDG identifies potential opportunity areas for tall buildings taking into account more sensitive areas such as the setting of listed buildings and conservation areas, together with existing infrastructure and tall buildings. The site is located midway between the western gateway / western string and the southern gateway / cluster, and to the south of the potential “super-towers” area identified close to the railway station.

#### 7.8 Draft Holbeck Neighbourhood Plan

Although the draft Plan area does not directly affect the site a key objective of the plan is to seek better connections for pedestrians, cyclists and public transport in the area between Holbeck and the city centre, including a proposed green route on the disused viaduct.

#### 7.9 The Leeds Standard and the DCLG Technical Housing Standards

The Leeds Standard sets out the importance of excellent quality housing in supporting the economic growth ambitions of the Council. The Leeds Standard sizes closely reflects the Government’s Technical Housing Standards – Nationally Described Space Standard which seek to promote a good standard of internal amenity for all housing types and tenures. Whilst neither of these documents has been adopted as formal planning policy in Leeds given their evidence base in determining the minimum space requirements they are currently used to inform decisions on the acceptability of development proposals.

### 8.0 Issues

Members are asked to comment on the current proposals and to consider the following matters:

#### 8.1 Principle of the proposed uses

8.1.1 The proposals identify a much broader range of possible uses than identified when City Plans Panel considered the proposals in August 2016. However, the core components of the scheme involve a substantial amount of residential accommodation (up to 53,000sqm providing in the region of 550 units) and also significant commercial accommodation (up to 39,500sqm). An additional 30,000sqm of space would be provided in buildings in Globe Arches and Globe Square which would include some of the following uses: residential, hotel, commercial, car parking, primary school, health centre, retail, food and beverages.

8.1.2 Whilst the size and specification of the residential units has not yet been fixed it is intended that the housing mix will respond to housing need and demand as the scheme matures, taking account of housing market characteristics and using the nationally described space standards as a benchmark. CEG is also seeking to provide family-sized accommodation as part of the mix and is committed to providing 5 per cent of the units as affordable housing.

- 8.1.3 The mixed use proposals are supported by a raft of local and national policies. In particular, the Holbeck, South Bank SPD vision for the area is to create a mixed-use one including a mixture of working, living, retailing and recreational opportunities. The sites are also identified for mixed use in the Draft Publication Site Allocations Plan. The re-use and re-development of this brownfield land in a highly sustainable city centre location would also help to implement Leeds Growth Strategy and to deliver priorities within the Best Council Plan.
- 8.1.4 **Do Members consider that the proposed mixed use development is acceptable in principle?**
- 8.2 Design and townscape considerations
- 8.2.1 Holbeck is an area of great importance both historically, as the cradle of the industrial revolution in Leeds, and architecturally with two conservation areas and a concentration of listed buildings. Consequently, although much of the site is presently of poor visual quality the development of the Temple Quarter has the potential to contribute significantly towards the ongoing regeneration of this important historic area whilst striking a balance between development requirements and conservation issues, recognising that considerable importance and weight should be given to preserving the setting of listed buildings and conservation areas.
- 8.2.2 The area presently contains very limited public realm. The masterplan strategy for the current proposals closely follows principles established for the commercial-led proposals presented to City Plans Panel in August 2016. The greater emphasis on residential accommodation in these proposals has resulted in the reduction in scale of some of the building footplates previously identified. In itself, this has naturally generated additional spaces and permeability within the scheme. Consequently, the plan provides new connections and linkages to connect the site not only into the broader city centre but also connects Holbeck's constituent parts more directly.
- 8.2.3 Central to the development of the masterplan remains the provision of a north-south route as a natural extension northwards of Marshall Street up to the Leeds-Liverpool canal. The route would be complemented by a new east-west route providing a footway along the northern side of Hol Beck between the junction of Globe Road and Water Lane in the east and the railway viaduct to the west. A bridge crossing is now identified to the north of Saw Mill Street responding to the more natural desire line between Tower Works and Round Foundry. The proposals would significantly improve pedestrian connectivity and provide the potential to realise opportunities for Hol Beck itself according with priorities within the Holbeck, South Bank SPD.
- 8.2.4 In response to both the historic grain of the area and the intended routes through it, it is intended to provide a series of spaces rather than a single large space. Consequently, proposed spaces include areas to the north of the junction of Marshall Street and Water Lane and the corridor north to the canal; a triangular space to the west of the junction of Globe Road and Water Lane; and other more intimate spaces around and between buildings such as Beck Court. Smaller pavilion buildings are now proposed to introduce more animation within these areas.
- 8.2.5 **Do Members consider that the refined masterplan for the site is acceptable?**
- 8.2.6 The area is characterised by an eclectic mix of historic buildings. The existing buildings vary in scale from single and two storey buildings on the south side of Water Lane close to the Round Foundry and the listed Tower Works range on the northern side of Globe Road, to larger buildings and structures such as the seven

storey Marshall's Mill, the three towers at Tower Works and the railway viaducts. More recently approved buildings within the Tower Works and adjacent car park site primarily respond to the scale of the larger buildings but step down in scale towards the more sensitive locations along Globe Road, whilst also protecting key views.

- 8.2.7 In essence, there is an existing natural step-up in scale from east to west along the Globe Road and Water Lane frontages. Accordingly it is considered appropriate to recognise this transition within the masterplan identifying smaller scale buildings to the east of the line of Marshall Street and enabling the potential for significantly larger buildings to the west, subject to testing the impact upon key views, where there is less impact upon listed buildings and the conservation area. Subject to detail and additional information, City Plans Panel generally supported the proposed scale of development in August 2016.
- 8.2.8 The masterplan of routes and spaces, alongside surrounding buildings and infrastructure, helps to inform and define both appropriate locations for new buildings and also their scale. The current proposals still identify the stepping up in the height of development from east to west albeit the proposed maximum height of elements of the development towards the western side has significantly changed. The principal buildings to the east of Marshall Street follow a very similar scale and mass to that previously identified, ranging in height from 4 to 8 storeys. The southern edge of the easternmost building has been articulated and reduced in scale to provide an improved relationship with the scale of buildings on the southern side of Water Lane whereas the northern edge has been extended towards Globe Road with the benefit of better screening the neighbouring 8 storey building in views from the east. The scale of buildings within Beck Court, around the former printworks on the southern side of Water Lane, remains as previously proposed.
- 8.2.9 More dramatic changes are proposed to the west of Marshall Street to the north of Water Lane where the proposed buildings range between 7 and 40 storeys in height. The tallest building is proposed at the northern extreme of the site, close to the junction of the railway viaduct and the Leeds-Liverpool canal which itself is close to the River Aire. Clearly, a building of such a height will be visible from many locations within the city, including within the nearby conservation areas, and would also affect the setting of nearby listed buildings including Globe Quay beyond the proposed public space to the east. However, its proximity to the city station helps to justify its location and its position adjacent to major infrastructure helps to mitigate its impact at street level and within local views. The prominence of the building is such that it would demand to be of highest architectural quality.
- 8.2.10 In Globe Square, between Globe Road and Water Lane, the 10 storey building in the north-west corner would balance the scale of development of the proposed 11 storey building on the north side of Globe Road. The building would be flanked by two taller residential towers. A part 7, part 17 storey building identified to its east, would be prominent in views north up Marshall Street beyond the newly formed public space alongside Hol Beck. A 25 storey tower is identified in the south-west corner, end on to the disused viaduct and sitting on the northern edge of Hol Beck. Although aligned directly behind two of the Tower Works towers when viewed from the Canal Bridge at Granary Wharf, illustrations produced suggest that the building would not be visible from this location if buildings on the Granary Wharf car park site are constructed as proposed. Whilst clearly visible along Water Lane, the tower would appear subservient to the 40 storey to the north and would also be seen in conjunction with the 27 storey tower proposed to the north of Midland Mills (PREAPP/15/00859).

8.2.11 At the extreme west of the site the proposed building between the used and disused viaducts has been fragmented into a part 7 and part 10 storey building enabling clear views to be gained between the two parts of the building through the site when travelling by train.

8.2.12 **What are Members' views on the potential scale of the taller buildings identified?**

8.3 Transport

8.3.1 The Holbeck, South Bank SPD highlights the desire to produce a pedestrian and cycling friendly environment, in part by minimising through traffic in the area and by developing with the minimum acceptable parking provision. In August 2016 City Plans Panel confirmed that, in principle, they could support the intent to reduce the extent of through traffic in the area, to limit parking provision, and to deliver a pedestrian and cycling friendly environment as part of the development, although Members did feel they needed to have site of the information in respect of the transport testing and other traffic management data.

8.3.2 The CEG highway engineering team has been building a traffic microsimulation model which will enable the impact of development-related traffic on the nearby road network, including City Square, to be assessed. CEG are also currently establishing the take-up of car parking spaces within recent residential and office developments and the peak traffic generation of these sites to better inform the likely traffic generation of the current proposals. A Travel Plan is being prepared alongside this work which will consider the way in which the development can improve pedestrian and cyclist movements from the site to the City Centre and through the wider South Bank and Holbeck area, including making recommendations in relation to improved access by bus. Detailed work on these matters is still ongoing such that Highways are not currently able to comment on the development impacts or mitigation requirements at this stage.

8.3.3 The masterplan implies a number of vehicular access points, including from Globe Road, Bath Road and Water Lane, as well as significantly enhanced pedestrian permeability and improvements to the pedestrian environment by the careful siting of buildings, positioning of vehicular and servicing arrangements, and the introduction of a number of at-grade bridge crossings over Hol Beck.

8.3.4 Whilst the Holbeck, South Bank SPD encourages development with the minimum acceptable car parking it also recognises the need for car parking provision in response to commercial requirements and residential demand, noting that a shared or communal multi-storey car park could enable the remainder of the area to be more pedestrian friendly. 50 spaces are proposed in the basement of buildings within Globe Point and Beck Court. An additional 450 spaces could be provided, including within a multi-storey car park. However, it is intended that the ultimate number of car parking spaces provided will respond to the final quantum and mix of proposed uses delivered on site

8.3.5 **Do Members have any further comments regarding the emerging proposals for car parking within the development?**

#### Conclusion

8.4 Members are asked to note the contents of the report and the presentation, and are invited to provide feedback, in particular, on the issues outlined below:

**Do Members consider that the proposed mixed use development is acceptable in principle? (8.1.4)**

**Do Members consider that the refined masterplan for the site is acceptable? (8.2.5)**

**What are Members' views on the potential scale of the taller buildings identified? (8.2.12)**

**Do Members have any further comments regarding the emerging proposals for car parking within the development? (8.3.5)**



## Appendix 1 – Minutes of the City Plans Panel meeting 18<sup>th</sup> August 2016 (Item 43)

PREAPP/15/00955 Mixed use development comprising predominantly commercial buildings and public realm Land off Globe Road and Water Lane, Holbeck, Leeds, LS11 1LT

The report of the Chief Planning Officer informed Members of a pre-application presentation for a mixed use development comprising predominantly commercial buildings and public realm Land off Globe Road and Water Lane, Holbeck, Leeds, LS11 1LT.

A site visit took place prior to the meeting and site plans and photographs were displayed and referred to throughout the discussion on this pre-application.

The applicant's representative addressed the Panel. Issues highlighted in relation to the proposals included the following;

- An introduction which included details of the emerging proposals for the redevelopment of several land parcels to the north and southern sides of Globe Road and Water Lane in Holbeck (known as the Temple Quarter), the introduction also set out the proposed masterplan, architectural aspirations, the strategic aspirations for the site, demonstrated the relative heights of the buildings and the quality of the public space.
- Information in respect of the existing site and its surroundings.
- Details with regard to the sites relevant planning history.
- Details of consultation that had taken place to date.
- An explanation as to the proposed use of the site which was proposed to be a commercially-led development for 1 client covering approximately 500,000 sq ft and 7000 jobs from across the region which would involve predominantly new office accommodation, together with a small element of residential accommodation towards the southern end of the Temple Quarter. There may also be some commercial uses such as bars and restaurants.
- They would like the development to be completed by mid 2019.

In response to Members comments and questions, the following was discussed:

- The location of the reservoirs referred to in the report at 6.8 and the views of the West Yorkshire Archaeology Advisory Service.
- The listed buildings (towers) on the adjacent site and the need where possible for those not to be obscured/hidden by the new development, the developer advised Members that he was very mindful of the towers and they were trying to create a space to make them as visible as possible. In discussing this Members were advised that the development would be a strong cluster of buildings that work as a group and would be 'campus style'. Members also made some comments around the scale and layout of the proposals and location of the taller buildings to which the developer responded. Members felt it would be beneficial to see a model of the site.
- Members discussed transport impacts in detail, particularly the impact on traffic when the development was complete, the relationship of the road networks with any future initiatives at City Square, the capacity of surrounding roads, the issue of public transport particularly accessibility if proposals are to include narrower roads to allow improved pedestrian access. Members also asked that parking provision be considered as the temporary car parks would be displaced from the existing site when this is developed. Members were advised that an aimsun model would be developed to look at potential traffic impacts across the city including the route from the M62 to Armley Gyratory and to include City Square in addition to surveys at key junctions near the development.
- Members also referred to the printworks and asked if the style of the existing saw tooth roof could be used as part of the new design in this location.

- Members also commented that it was paramount that the quality of materials used was high, particularly as the development would front onto the railway and this would make a statement as you entered the City by rail.

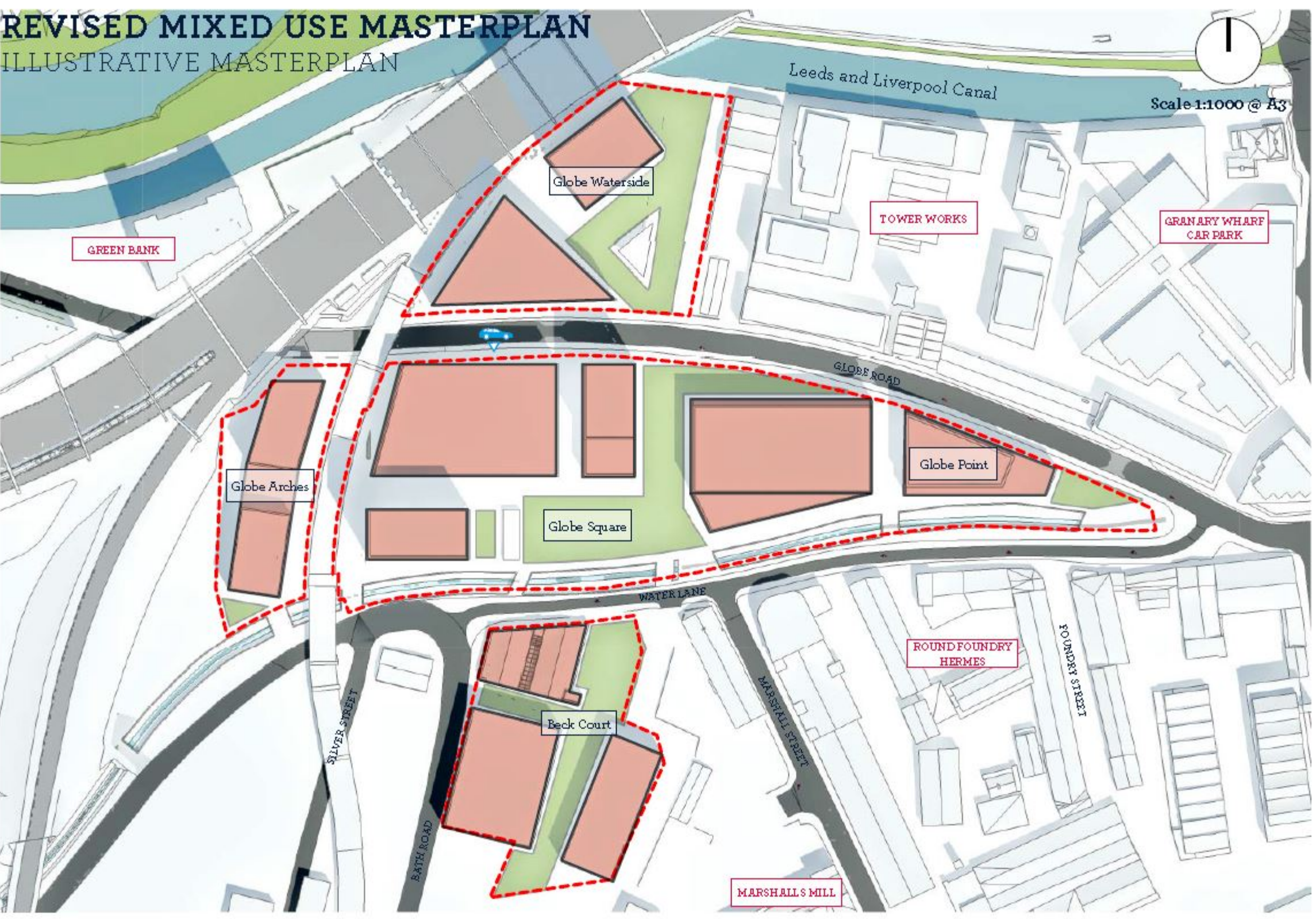
In drawing the discussion to a conclusion Members provided the following feedback;

- They felt that the proposed commercially-led development was acceptable in principle.
- They felt that the emerging masterplan for the site was appropriate.
- They felt that they could support the emerging scale of the development subject to some 'fly through' and modelling details.
- They felt that in principle they could support the intent to reduce the extent of through traffic in the area, to limit parking provision, and to deliver a pedestrian and cycling friendly environment as part of the development, although Members did feel they needed to have site of the information in respect of the transport testing and other traffic management data.
- They felt that in respect of this development it would be extremely positive if the developers could work with the City to look at apprenticeship opportunities on this long term project.

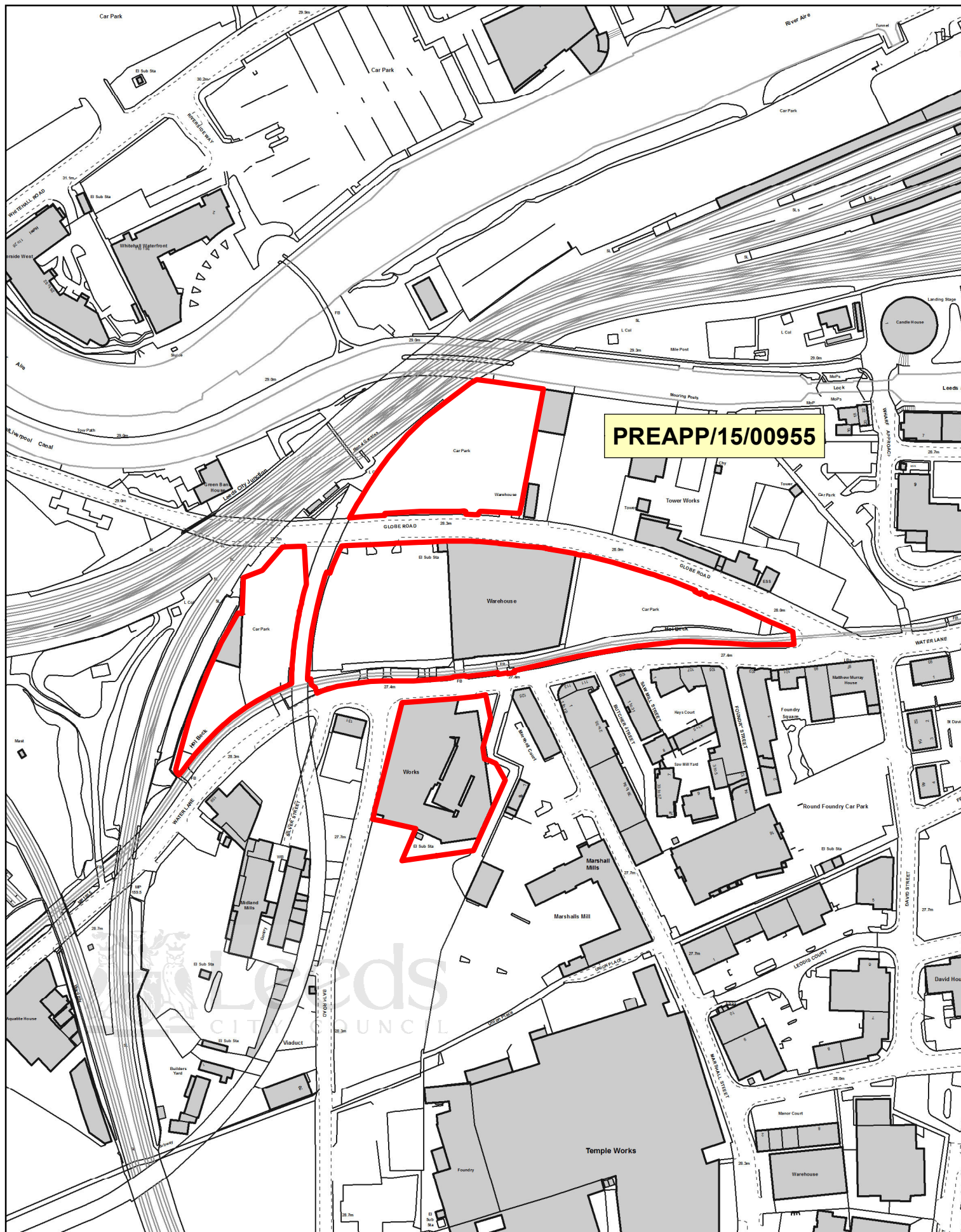
**RESOLVED** – To note the details of the pre-application and thanked the developers for their attendance.

# REVISED MIXED USE MASTERPLAN

## ILLUSTRATIVE MASTERPLAN







# CITY PLANS PANEL

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SCALE : 1/2500

