



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 6th April 2017

Subject: PREAPP/16/00567 Pre-application presentation for proposed residential development on land at 16-18 Manor Road, Holbeck, Leeds LS11 9AH

Applicant: Citylife Developments

Electoral Wards Affected:

City and Hunslet

Yes Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

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

1.0 Introduction

1.1 This pre-application presentation relates to a proposed major residential development on vacant brownfield land in Holbeck, South Bank in the City Centre. The work-in-progress proposals will be presented to Panel by the architect to allow Members to comment on the evolving scheme and raise any issues, prior to the intended submission of a full planning application.

2.0 Site and Surroundings

2.1 The site is currently an unsightly, longstanding cleared vacant brownfield site (0.1 hectare) in the Holbeck Urban Village area of Leeds South Bank, in the designated City Centre. The site is on the south side of Manor Road at the junction with David Street. The immediate surrounding context includes Manor Mills an 8-9 storey residential development to the east, a single storey telecommunications centre (with permission for office use) to the west, and a single storey warehouse to the south. The wider context includes the Dandara residential development, approved at Plans Panel in 2015, and now under construction, and the 8 storey offices at The Mint on Sweet Street. Opposite the site to the east of David Street are 3 storey beige brick

offices, and to the west are the single storey industrial units at Leodis Court. The immediate surrounding area offers a wide variety of architectural styles and materials including red brick, light and dark brown brick, render, copper cladding, natural stone and glazed balconies.

2.2 There is an existing pedestrian route to the west of the site, this is in the ownership of the adjoining landowner. This is not public highway and but it is a claimed Public Right of Way.

2.3 The site lies in flood risk zone 2.

3.0 Proposal

3.1 The proposal is for 101 flats, made up of 21 studio flats, 56 one-bed flats, 20 two-bed flats and 4 three-bed flats. Due to the small site area, no car parking is proposed as part of the scheme. The building would be 10 storeys, including the top 2 storeys set back to create a roof terrace. The architectural concept for the building is a folded sculptural metal form, finished in bronze cladding, with balconies and screens created by the folds in the façade. The former use of the site was a metal fabrication business.

3.2 In terms of dwelling size, the following flat sizes would be provided:

- Studio flat 31sqm
- One-bed flat 39sqm or 41sqm
- Two-bed flat 63sqm
- Three-bed flat 74sqm

3.3 At ground floor, the entrance to the flats would be on the Manor Road frontage at the western end of the building. The proposal would also include a new pedestrian/cycle link between Manor Road and Siddall Street under an oversailing part of the building. This would create a direct link between David Street and Sweet Street. The route would be activated by a resident's gym, and would be lit and covered by CCTV. The majority of the route would be overlooked by flats at Manor Mills. The proposal would provide additional natural surveillance from the building entrance at the corner of the building, and from upper floors over the existing indirect pedestrian route that runs to the west of the site.

4.0 Relevant Planning History

4.1 Planning reference 20/537/04/FU for an 8 storey block comprising 45 flats, first floor office and ground floor A1/A3 retail/cafe unit and car parking was approved in 2005. This was subsequently amended by planning reference 20/545/05/FU, in order to add 12 additional flats. This second planning permission was approved in 2006, and expired in 2011.

5.0 History of Negotiations

5.1 Pre-application discussions on the current proposals commenced in November 2016. One meeting has been held between the agent and architect with planning, highways and design officers. City and Hunslet Ward Councillors were consulted on 8th March 2017.

6.0 Consultations

6.1 LCC Transport Development Services

Highways officers have advised that the proposal is acceptable in principle, subject to providing a justification for a car free development, a Travel Plan with identified measures, a sustainable travel fund, cycle parking for each flat, and demonstration of a workable strategy for servicing and deliveries.

6.2 LCC Flood Risk Management

No objection subject to an acceptable Flood Risk Assessment. Floor levels will need to take account of the Christmas 2015 floods, although this site did not flood. A drainage scheme (i.e. drainage drawings, summary calculations and investigations) detailing the surface water drainage works and SuDS features will need to be submitted for approval. The site is classed as a major development therefore a surface water greenfield discharge rate is applied where possible (5l/s per hectare). Infiltration drainage may not be appropriate on this site, therefore underground attenuation storage methods should be investigated to achieve a greenfield discharge rate along with SuDs.

6.3 LCC Public Rights of Way

A claimed footpath runs from Manor Road to Siddell Street. This footpath is well used and looks to have been laid out for the public to use with a tarmacked and flagged surface. It is possible to claim a public right of way on the basis of common law. If there is clear evidence of a path being provided for public use and such use has occurred then it can be presumed that the landowner intended to dedicate the way as a highway. In such cases no minimum period of use is required. This appears to be the case here unless there is evidence of challenge or interruption.

7.0 Planning 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).

7.2 Core Strategy

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 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.

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.

Policies EN1 and EN2 set targets for CO² 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.

7.2.2 **Saved Unitary Development Plan Review policies (UDPR)**

Relevant Saved Policies include:

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

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.

7.2.3 **Natural Resources & Waste DPD**

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 (Policy Minerals 3). Policy Air 1 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.

7.4 **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.

7.5 **Relevant Supplementary Planning Guidance includes:**

Parking SPD

Street Design Guide SPD

Travel Plans SPD

Building for Tomorrow Today: Sustainable Design and Construction SPD

7.5.1 **Holbeck South Bank SPD 2016**

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. It is intended that the area should meet some of the identified need for City Centre housing. Further improvements to connectivity are encouraged. 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 Eastern Gateway character area. 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 are encouraged and 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 linking Manor Road to Siddall Street as part of a new network of routes between Manor Road, Sweet Street and Marshall Street.

7.6 Other material considerations

7.6.1 Emerging Site Allocations Plan (SAP)

The site is allocated for housing in the emerging SAP for 57 units under site reference HG1-463.

7.6.2 Draft Holbeck Neighbourhood Plan

Although the draft Plan area is to the south of Sweet Street and does not directly affect this 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. The draft Neighbourhood Plan was subject to public consultation in 2016, however it has little planning weight at this stage.

7.6.3 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. The Council has committed to prepare a Development Plan Document (DPD) which will allow the national standards to be applied to new housing development in Leeds. This is programmed to be incorporated within the Core Strategy selective review, with public consultation taking place later this year.

8.0 Issues

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

8.1 Principle of the proposed use

8.1.1 The Holbeck South Bank SPD vision for the area is to create a mixed-use City Centre neighbourhood, including a mixture of working, living, retailing and recreational opportunities. The re-use and re-development of this brownfield site in a highly sustainable city centre location would meet Core Strategy and existing site allocations aims. The redevelopment of this vacant brownfield site is strongly supported in principle, as it would contribute to the continuing regeneration of the

Holbeck area of the South Bank, and promote the delivery of new homes in the City Centre.

- 8.1.2 The applicant will need to justify their approach to one, two and three bedroom dwellings in accordance with Core Strategy Policy H4, however on balance it is considered that the proposed mix would offer a sufficient variety in unit type for a scheme of this size.

8.2 Residential Quality and Sustainability

- 8.2.1 The majority of the accommodation would meet the Nationally Described Housing Standards, with the exception of the studio flats, which would be 31sqm. However, it is considered that the proposed layout, daylight, circulation and juxtaposition of living functions in these flats would be satisfactory and on balance it is considered that these are acceptable.

- 8.2.2 It is considered that there would be satisfactory privacy relationships between the proposed building and its neighbours in terms of distances between facing habitable room windows across and around the scheme. Within the context of a dense edge of centre urban grain it is considered that the distances between habitable room windows are generally acceptable where they exceed around 15-20m to avoid overlooking and loss of privacy between new dwellings. It is also important to avoid prejudicing the development potential of neighbouring sites, by allowing sufficient clear outlook within the site boundary. Any neighbouring site could then offer a similar set-back to avoid overlooking and loss of privacy should development come forward in the future. The windows at the neighbouring Manor Mills flats would be a minimum of 27m away, which is considered to be a satisfactory distance for privacy and outlook.

- 8.2.3 The scheme would be supported by a Sustainability Statement, which should set out in detail how 10% on-site low carbon energy generation, 20% betterment on carbon emissions above the 2013 building regulations, and the water usage target, will be achieved on-site. These measures are required by Core Strategy Policies EN1 and EN2. Core Strategy Policy EN4 District Heating identifies the potential for district heat networks to serve major developments such as this one.

- 8.2.4 **Do Members support the size and quality of the residential dwellings proposed?**

8.3 Design, scale and layout

- 8.3.1 The Holbeck South Bank SPD 2016 (Part 2, Section 11 Eastern Gateway area p42-3) states that there is potential for a building at this site to be 7-9 storeys in height. Whilst this is a guideline, there is a generally consistent emerging height and building line to this part of Manor Road, formed by City Walk and Velocity in the east, the Dandara scheme that is under construction (14/04641/FU), and the Manor Mills flats adjacent to this site. The remainder of Manor Road to the north and west is low rise. It is considered that development along Manor Road should generally step down towards the Grade I listed Temple Mill, which is framed at the western end of the street. Therefore, bearing in mind the heights on both sides of Manor Road, and the prominent location of the site close to the end of David Street, it is considered that a maximum potential height for this site could be 10 residential storeys, with the top 1 or 2 storeys set back by around 2 metres.

8.3.2 It is considered that the proposed external treatment is positive and imaginative, and would in principle be supported. Further details of materials and detailed design would accompany the full planning application. It is considered that the proposal provides an innovative solution to a constrained site. The architectural treatment would provide visual interest to Manor Road, by contrasting with the recent developments, and enhancing the character of the area.

8.3.3 The Holbeck South Bank SPD promotes a series of new pedestrian routes and spaces, alongside surrounding buildings and infrastructure. The provision of a new more direct pedestrian route through the building, at a width of 5m, is considered to be an improvement on the indirect, narrow pedestrian route along the boundary of the adjoining site. The new route would promote better links between Water Lane, David Street and Sweet Street, as a contribution to a wider set of new connections encouraged by the SPD. The existing route is partially outside the red-line for this proposal and would not be blocked by this scheme.

8.3.4 **Do Members agree that the layout, height and emerging design is generally acceptable?**

8.4 **Highways and transportation**

8.4.1 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. The site is located in a sustainable City Centre location within a 10 minute walking distance of employment, leisure, supporting facilities and public transport including Leeds Station Southern Entrance and bus stops along Meadow Lane. The scheme would therefore meet the Policy T2 and the Accessibility Standards in Table 2 of Appendix 3 of the Core Strategy. The initial scheme proposes no car parking spaces. The applicant will need to justify their approach to residential parking provision, including resident visitor parking. The scheme proposal will need to demonstrate that the proposed zero provision of car parking and approach to accessibility would not result in adverse impact on highways safety or amenities. A travel plan and monitoring fee will be required. Secure long stay cycle parking would be required at one space per flat. This would need to include a Sustainable Travel Fund for the site, which would include car club trial provision for residents.

8.4.2 The applicant will also need to demonstrate that the scheme is practical and workable in terms of arrangements for deliveries and refuse/recycling servicing. If Siddall Street is proposed for servicing, safe turning movements would need to be demonstrated. If Manor Road is to be proposed for servicing, and it is proposed to remove Pay & Display parking bays, this would require compensation for loss of income. There may also be a contribution required for changes to Traffic Regulation Orders. Dropped kerbs and tactile paving may be required for informal road crossing points, depending on the location of pedestrian routes. Reinstatement of footways with full height kerbs for any redundant accesses may also be required.

8.4.3 **Do Members support the approach to provide no on-site parking?**

8.5 **Planning obligations and Community Infrastructure Levy (CIL)**

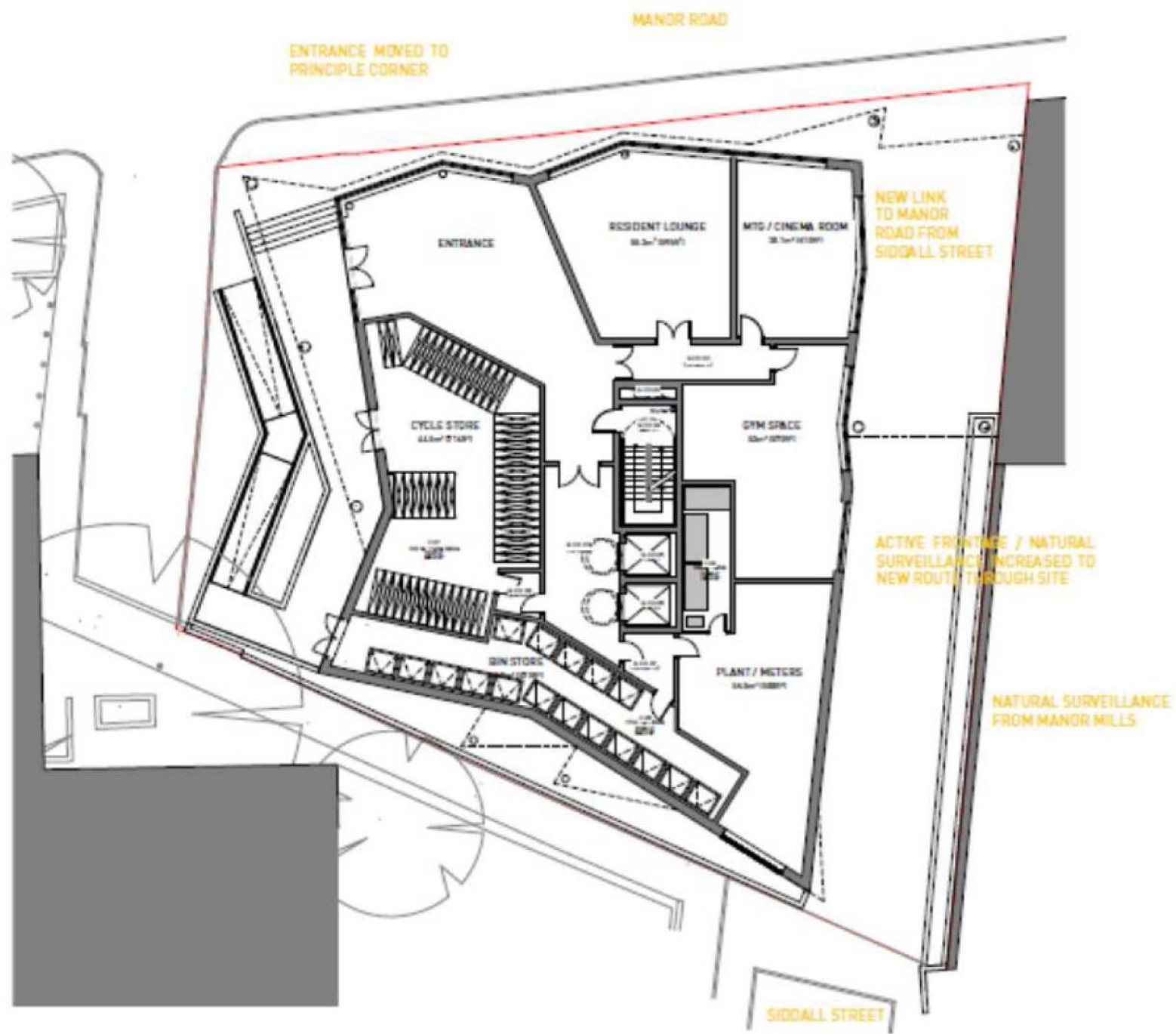
8.5.1 Adopted policies are likely to result in the following necessary Section 106 matters:

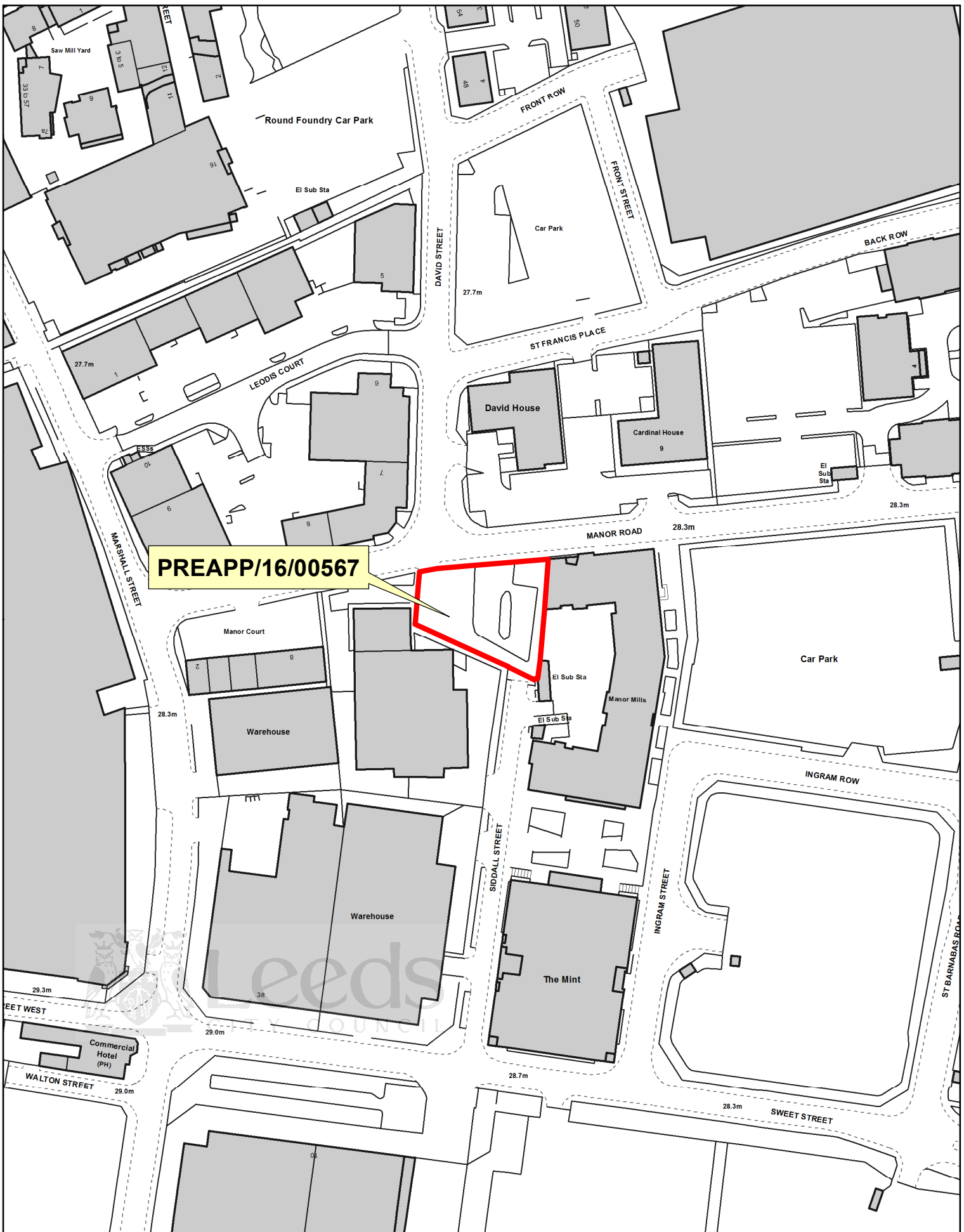
- Affordable Housing 5% on-site in accordance with the policy for the area.
- Sustainable Travel Fund
- Travel plan monitoring fee
- Public access to routes at ground level
- Cooperation with local jobs and skills initiatives

9.0 Conclusion

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:

- 9.1 **Do Members support the size and quality of residential dwellings proposed?**
- 9.2 **Do Members agree that the proposed building layout, height and emerging design are generally acceptable?**
- 9.3 **Do Members support the approach to provide no on-site parking?**





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SCALE : 1/1500

