



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 18th May 2017

Subject: PREAPP/17/00098 Pre-application presentation for proposed outline residential development at Sweet Street, Holbeck, Leeds LS11 9AA

Applicant: Oakapple Group

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 developer will present the details of the scheme to allow Members to consider and comment on the proposals at this stage.

1.0 Introduction

1.1 This pre-application presentation relates to a proposed major outline 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 developer to allow Members to comment on the evolving scheme and raise any issues, prior to the intended submission of an outline planning application.

2.0 Site and Surroundings

2.1 The site is currently a vacant warehouse site in the Holbeck Urban Village area of Leeds South Bank, in the designated City Centre. The site is on the north side of Sweet Street at the junction with Siddall Street. The immediate surrounding context includes The Mint, an 8 storey office building immediately to the east, Manor Mills an 8-9 storey residential development to the north-east, a public square, a single storey telecommunications centre (with permission for office use) to the north, and a single storey warehouse to the west. Along the boundary with the site to the north is a group of approximately 25 partly self-seeded and partly planted rowan and silver birch. The wider context includes the 6-12 storey Dandara residential development, approved at City Plans Panel in 2015, and now under construction, to the east of The Mint. Opposite the site are single storey warehouses, and a temporary surface

car park. The immediate surrounding area offers a wide variety of modern architectural styles and materials including red brick, light and dark brown brick, render, copper cladding, glazed balconies, and natural stone. The site lies in flood risk zone 2.

3.0 Proposal

3.1 This proposal would be in outline only, and the applicant has prepared maximum parameters for floorspace, number of dwellings, height and footprint.

3.2 The maximum height of the building would be 10 residential storeys, approximately 33m. The maximum footprint would be U-shaped, fronting onto Sweet Street and Siddall Street and the new pedestrian/cycle route to the north, forming a west facing courtyard amenity space. The indicative building footprint would be set back over 8.6m from the boundary to the north, which would allow the provision of the public route and not prejudice the development of the sites to the north.

3.3 The proposal is for a maximum of 192 dwellings in outline only, in the following combination and size:

No.	Type	Size
41	1 bed	48.5 sqm
124	2 bed	71 sqm
18	2 bed	74 sqm
9	2 bed	80 sqm

3.4 A pedestrian route is proposed along the northern edge of the site, this would be a minimum of 2.5m wide and would feature tree planting as shown on the indicative scheme. This would be added to if neighbouring sites were to come forward for redevelopment at any time in the future, in order to achieve the aspirations for enhanced connectivity within Holbeck.

3.5 Indicatively, the basement car parking for the block would be accessed from Siddall Street. This would provide 62 car parking spaces to serve the development. The basement would also provide secure cycle parking and bin storage.

3.6 A minimum of 10% energy generation would be developed through on site low carbon energy sources. The scheme would also deliver a reduction of at least 20% on building regulations carbon emissions. As this scheme is in outline only, further details will follow regarding how this might be achieved, however the applicant has indicated that this would include roof-top solar panels.

3.7 The applicant will prepare an indicative design code to inform future reserved matters applications, and they have indicated that a likely palette of materials would include brick, glazing, and metal cladding.

4.0 Relevant Planning History

4.1 13/04476/OT Outline application for demolition of existing building and erection of B1 office development including access and scale with all other matters reserved was approved in 2014, but this permission expired in January 2017. The office scheme had been the subject of a pre-application presentation to City Plans Panel on 11 April 2013, and Members were supportive of the proposal (PREAPP/13/00067).

5.0 History of Negotiations

5.1 One meeting has been held between the agent and architect with planning, highways and design officers on 7th March 2017.

5.2 City and Hunslet Ward Councillors were consulted on 27th March 2017.

6.0 Consultations

6.1 LCC Transport Development Services
Highways officers have advised that the proposal is acceptable in principle, subject to the considerations in section 8.4 of this report.

6.2 LCC Flood Risk Management
No objection subject to an acceptable Flood Risk Assessment. A drainage scheme (i.e. drainage drawings, summary calculations and investigations) detailing the surface water drainage works and Sustainable Urban Drainage Systems (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.

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:

GP5 all planning considerations

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.

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.

7.3 **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.

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).

7.4 Relevant Supplementary Planning Guidance includes:

Parking SPD

Street Design Guide SPD

Travel Plans SPD

Building for Tomorrow Today: Sustainable Design and Construction SPD

7.4.1 Holbeck South Bank SPD 2016

The Holbeck South Bank SPD was adopted in June 2016 and 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 of the SPD. It may be appropriate for new buildings to gradually increase in height to the east 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 provision of a new link between Siddall Street and Marshall Street, as part of a new network of routes between Victoria Road, Manor Road, Sweet Street and Marshall Street.

7.5 Other material considerations

7.5.1 Emerging Site Allocations Plan (SAP)

The site is allocated for office development in the emerging SAP, which reflects the office outline planning permission that has recently expired (site reference E01-34).

7.5.2 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.

7.5.3 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 adopted saved allocation for the area is for mixed use and housing, however the emerging SAP site allocation for this particular site is for offices. The SAP allocation has limited weight at present as Highways England have objected to a number of City Centre office and mixed use allocations due to possible peak time cumulative impact on the strategic road network. Whilst it is acknowledged that there may be sufficient office floorspace both existing and planned in the City Centre, and the redevelopment of this brownfield site for residential 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, the applicant will need to properly justify the loss of potential office floorspace at this site. Subject to this justification at application stage, the proposed use may be supported in principle.

8.1.2 Do Members support the principle of the proposed residential use?

8.2 Residential Quality, Mix and Sustainability

8.2.1 The applicant has provided an indicative typical building layout that demonstrates that the proposed dwellings would be an appropriate size, layout, daylight, circulation and juxtaposition of living functions.

8.2.2 The proposal does not include any 3-bed units, contrary to Policy H4. The applicant will therefore need to justify their approach to the proposed indicative mix of dwellings, including the omission of 3-bed units.

8.2.3 The scheme would be supported by a Sustainability Statement, which will 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 have any comments on the mix of accommodation 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), The Mint offices, and the Manor Mills flats. The remainder of Manor Road and Sweet Street to the west is low rise. It is considered that development along Sweet Street should generally step down towards Marshall Street. Therefore, bearing in mind the height of the adjacent Mint office building, and the need for development to descend in scale westwards, it is considered that a maximum potential height for this site could be 10 residential storeys. The indicative footprint would create a defined street frontage, set some 2-3m back from the inside edge of the footway. This would continue the approach along Sweet Street of widened footways and with set-back urban scale 25-30m high buildings.

8.3.2 It is considered that the indicative layout generally offers satisfactory privacy relationships within and around the building. The detailed design of the ground floor residential accommodation would also need to ensure that the amenities of future occupants are protected. 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.

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 pedestrian/cycle route to the north of the building is encouraged. The new route would promote better east-west links across the immediate area between Marshall Street, Sweet Street, Manor Road and Victoria Road, as a contribution to a wider set of new connections encouraged by the SPD. This on-site contribution to a route between Siddall Street and Marshall Street would be added to in the event of development proposals coming forward on adjacent sites to the west and north.

8.3.4 **Do Members support the proposed indicative layout, height and emerging design?**

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 62 car parking spaces (32% provision). The Council's parking guidelines do not set a minimum parking requirement for development in the City Centre but requires that the development does not result in adverse highway safety or amenity issues. The applicant will therefore need to justify their approach to residential parking provision, including resident visitor

parking in respect of highways safety or amenities. Secure long stay cycle parking would be required at one space per flat, and the indicative plans will need to demonstrate that there is sufficient capacity for this, along with waste and recycling storage. A travel plan and monitoring fee will be required. 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 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. Footways of 2.4m width around the site are also now shown, which would be acceptable, however, agreement would be required regarding the proposed landscaping on the adopted highway at the back of footway on Siddall Street.

8.4.3 The proposed vehicle access to the basement car park is shown from Siddall Street, which would be acceptable. However, the car park, including the access ramp, should meet relevant guidance for underground car parks. The ramp as proposed does not as currently shown, for example, as it should incorporate an additional 0.3m side clearance on each side and there should be greater lane width on the entry/exit section for the turning approach. Visibility splays of 2.4m x 43m also need to be demonstrated. The applicant is aware of this advice and that they need to demonstrate that the indicative plan is practical and safe.

8.4.3 Subject to the applicant demonstrating the detailed Highways matters above, do Members support the approach to car parking and accessibility?

8.5 Planning obligations

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. The scheme may be a Private Rented Sector (PRS) model, and the applicant has indicated they would like to discuss the exact approach in more detail if this is the case.
- Sustainable Travel Fund
- Travel plan monitoring fee
- Public access to new pedestrian/cycle route
- Cooperation with local jobs and skills initiatives

9.0 Conclusion

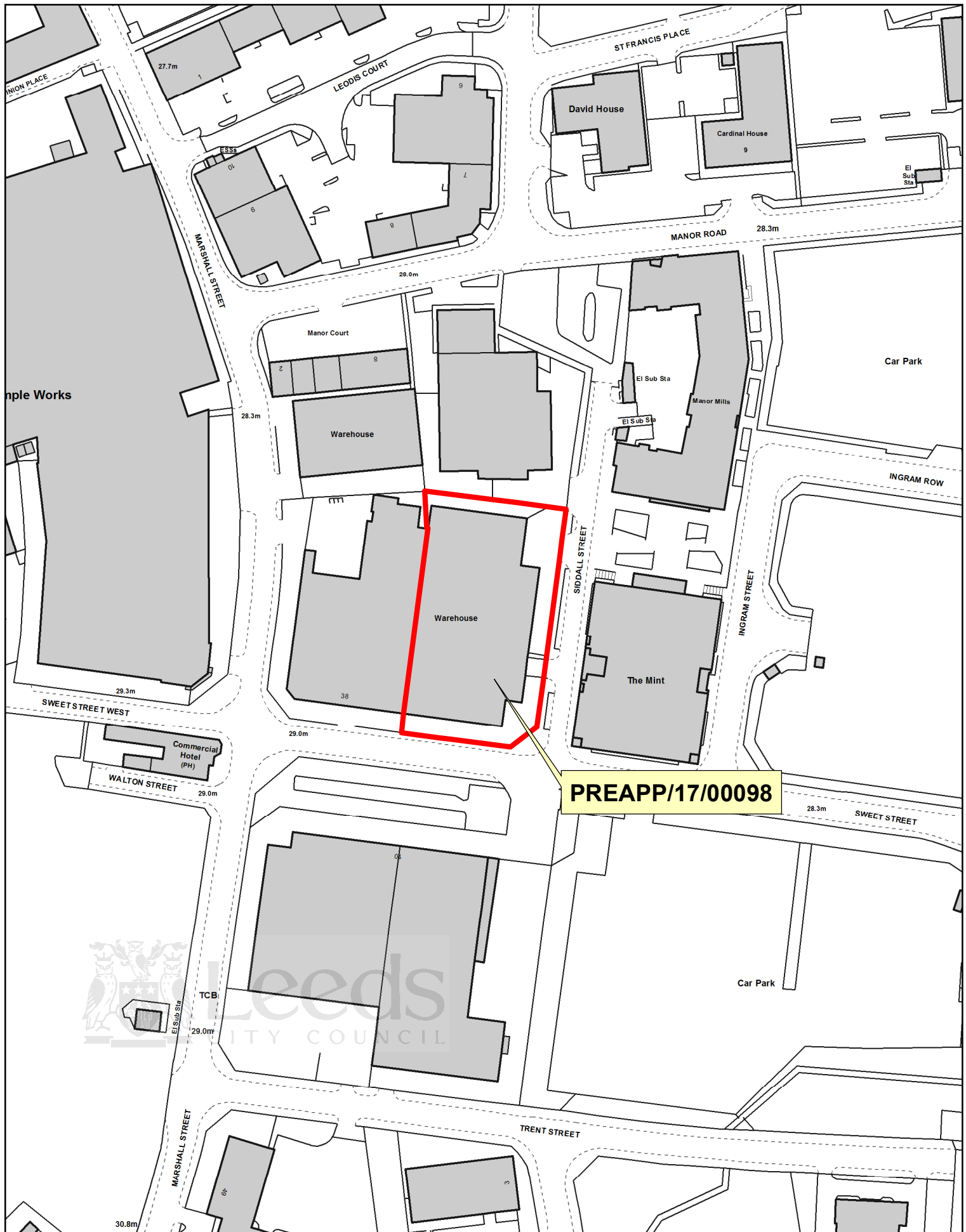
Members are asked to note the contents of the report and the presentation, and are invited to provide feedback, in particular, on the issues outlined below:

9.1 Do Members support the principle of the proposed residential use?

9.2 Do Members have any comments on the mix of accommodation proposed?

9.3 Do Members support the proposed indicative layout, height and emerging design?

9.4 Subject to the applicant demonstrating the detailed Highways matters above, do Members support the approach to car parking and accessibility?



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