



CITY PLANS PANEL

Meeting to be held in Civic Hall, Leeds on
Thursday, 18th April, 2019 at 1.30 pm

MEMBERSHIP

Councillors

N Walshaw
J McKenna
(Chair)
A Khan
A Garthwaite
E Nash
P Carlill
C Gruen
J Goddard

C Campbell

B Anderson
D Cohen
P Wadsworth

T Leadley

D Blackburn

Agenda compiled by:
John Grieve
Governance Services
Civic Hall
Tel: 0113 37 88662

A G E N D A

Item No	Ward	Item Not Open		Page No
1			<p>SITE VISIT DETAILS</p> <p>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</p> <p>To consider any appeals in accordance with Procedure Rule 15.2 of the Access to Information Rules (in the event of an Appeal the press and public will be excluded)</p> <p>(*In accordance with Procedure Rule 15.2, written notice of an appeal must be received by the Head of Governance Services at least 24 hours before the meeting)</p>	

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2			<p>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF PRESS AND PUBLIC</p> <p>1 To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.</p> <p>2 To consider whether or not to accept the officers recommendation in respect of the above information.</p> <p>3 If so, to formally pass the following resolution:-</p> <p>RESOLVED – That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:-</p>	
3			<p>LATE ITEMS</p> <p>To identify items which have been admitted to the agenda by the Chair for consideration</p> <p>(The special circumstances shall be specified in the minutes)</p>	
4			<p>DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS</p> <p>To disclose or draw attention to any disclosable pecuniary interests for the purposes of Section 31 of the Localism Act 2011 and paragraphs 13-16 of the Members' Code of Conduct.</p>	

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5			<p>APOLOGIES FOR ABSENCE</p> <p>To receive apologies for absence (If any)</p>	
6	Little London and Woodhouse		<p>APPLICATION NO. 18/07799/FU - DEMOLITION OF THE EXISTING FORMER CINEMA BUILDING AND THE CONSTRUCTION OF A 17 STOREY BUILDING COMPRISING GROUND FLOOR RETAIL (A1, A2, A3, A4, A5) AND UPPER FLOORS OFFICE SPACE (B1), WITH PLANT AND ANCILLARY ACCOMMODATION AT BASEMENT LEVEL, AT THE MERRION CENTRE, MERRION WAY, LEEDS, LS2 8NG.</p> <p>To consider a report by the Chief Planning Officer which sets out details of an application which seeks the demolition of the existing former cinema building and the construction of a 17 storey building comprising ground floor retail (A1, A2, A3, A4, A5) and upper floors office space (B1), with plant and ancillary accommodation at basement level, at the Merrion Centre, Merrion Way, Leeds, LS2 8NG.</p> <p>(Report attached)</p>	3 - 24
7	Beeston and Holbeck		<p>PREAPP/18/00291 - PRE-APPLICATION PRESENTATION OF REVISED PROPOSALS FOR REDEVELOPMENT OF TOWER WORKS COMPRISING 243 RESIDENTIAL UNITS, GROUND FLOOR COMMERCIAL FLOORSPACE AND NEW PUBLIC REALM, GLOBE ROAD, LEEDS</p> <p>To consider a report by the Chief Planning Officer which sets out details of a pre-application presentation of revised proposals for redevelopment of Tower Works comprising 243 residential units, ground floor commercial floorspace and new public realm, Globe Road, Leeds</p> <p>(Report attached)</p>	25 - 42

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8	Cross Gates and Whinmoor; Garforth and Swillington; Temple Newsam		<p>APPLICATION NO. 18/05017/FU - REMOVAL OF CONDITION 50 (MLLR DELIVERY) OF APPROVAL 16/07938/OT, ON LAND BETWEEN BARROWBY LANE AND MANSTON LANE, THORPE PARK, LEEDS</p> <p>To consider a report by the Chief Planning Officer which provides an update on Application No. 18/05017/FU - Removal of condition 50 (MLLR delivery) of approval 16/07938/OT, on land Between Barrowby Lane and Manston Lane, Thorpe Park, Leeds</p> <p>(Report attached)</p>	43 - 48
9			<p>DATE AND TIME OF NEXT MEETING</p> <p>To note that the next meeting will take place on Thursday, 9th May 2019 at 1.30pm in the Civic Hall, Leeds.</p>	
2				
a)				
b)				

Third Party Recording

Recording of this meeting is allowed to enable those not present to see or hear the proceedings either as they take place (or later) and to enable the reporting of those proceedings. A copy of the recording protocol is available from the contacts named on the front of this agenda.

Use of Recordings by Third Parties– code of practice

- a) Any published recording should be accompanied by a statement of when and where the recording was made, the context of the discussion that took place, and a clear identification of the main speakers and their role or title.
- b) Those making recordings must not edit the recording in a way that could lead to misinterpretation or misrepresentation of the proceedings or comments made by attendees. In particular there should be no internal editing of published extracts; recordings may start at any point and end at any point but the material between those points must be complete.

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Planning Services

To all Members of City Plans Panel

Ninth Floor East
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Leeds LS2 8BB

Contact: Daljit Singh
Tel: 0113 3787971
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Our ref: City Site Visits
Date: 5.04.2019

Dear Councillor

SITE VISITS – CITY PLANS PANEL – THURSDAY 18th April 2019

Prior to the meeting of City Plans Panel on Thursday 18th April 2019 the following site visits will take place.

Time	Ward	Site
11.00am-11.30am	Crossgates & Whinmoor; Temple Newsom; Garforth and Swillington	18/05017/FU – Delivery of Manston Lane link road
12.0-12.30	Beeston & Holbeck	PREAPP/18/00291 – Tower Works, Globe Road, Leeds

Please notify Daljit Singh (Tel: 3787971) if you will be attending and meet in the Civic Hall Ante Chamber at **10.25 am at the latest. We will be travelling by mini-bus and aim to leave promptly at 10.30 am.**

Yours sincerely

Daljit Singh
Central Area Team Leader

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Originator: Sarah McMahon

Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 18 April 2019

Subject: Planning Application 18/07799/FU for the demolition of the existing former cinema building and the construction of a 17 storey building comprising ground floor retail (A1, A2, A3, A4, A5) and upper floors office space (B1), with plant and ancillary accommodation at basement level, at the Merrion Centre, Merrion Way, Leeds, LS2 8NG.

APPLICANT
TCS Holdings Ltd

DATE VALID
4 January 2019

TARGET DATE
26 April 2019

Electoral Wards Affected:

Little London & Woodhouse

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: Defer and Delegate application 18/07799/FU to the Chief Planning Officer for approval, subject to the conditions at Appendix 1 and any others which the Chief Planning Officer considers appropriate and subject to the completion of a Section 106 agreement to secure the following:

- 1. Employment and training of local people**
- 2. The provision of publicly accessible areas**
- 3. A Travel Plan fee of £10,297.00**
- 4. A Sustainable Travel Fund contribution of £9,134.00**
- 5. A management fee**

In the circumstances where the Section 106 has not been completed within 3 months of the Panel resolution to grant planning permission, the final determination of the applications shall be delegated to the Chief Planning Officer.

Conditions

A list of draft Conditions for the application is provided in the Appendix to this report.

1.0 INTRODUCTION:

- 1.1 This presentation is intended to inform Members of the submitted proposals for the demolition of the existing former cinema building and construction of a 17 storey office tower with ground floor retail (A1, A2, A3, A4, and A5) and upper floors office space (B1), with plant and ancillary accommodation at basement level. The scheme is brought to City Plans Panel as the development involves investment in a brownfield site at the Merrion Centre which is a significant location within Leeds City Centre.

2.0 PROPOSAL:

- 2.1 The proposed development seeks to demolish the existing cinema and retail units that currently house Bonmarche and Home Bargains and to construct a 17 storey building. This would house a new ground floor retail unit of some 1,303 sq metres and a ground floor reception lobby leading to 2,622 sqm of co-working (flexible and shared) space at Levels 2-4 and 12,896 sq metres of office floorspace at floors 5-17. Ancillary accommodation and a plant area would be set out at basement level.
- 2.2 To the rear of the new building it is proposed to create a new publicly accessible landscaped courtyard with entrances from the lobby of the new building and from the current access points to this area from Wade Lane.
- 2.3 The reordering of an existing loading and deliveries area from the access on Wade Lane, is proposed which would sit between the rear of the multi-storey car park and the Ibis Styles hotel. This reordered area would serve the new development.

3.0 SITE AND SURROUNDINGS:

- 3.1 The site is part of the Merrion Shopping Centre, which is a 1960s group of structures housing a series of high and medium rise blocks set above a two storey plinth housing retail and leisure units.
- 3.2 To the north the Merrion Centre is bound by Merrion Way, to the east by Wade Lane, to the south by Merrion Street and to the west by Woodhouse Lane. The centre sits close to but outside the boundary of the City Centre Conservation Area, which runs along the middle of Woodhouse Lane.
- 3.3 The site for the 17 storey block measures approximately 6.5 acres. Currently the ground floor has active retail uses whilst the remainder of the site has previously been in use as a D2 cinema, although this has not been in operation since the late 1970s and the space is largely stripped out internally.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 None

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 The proposals have been the subject of pre-application discussions between the Developer, their Architects, and Local Authority Officers since October 2018. These discussions have focused on the use of the building, scale, massing and design, wind, vehicle access and servicing for the development and the wider Merrion Centre, the landscaped public realm and connectivity.

- 5.2 A preapplication presentation for the scheme was given to Members at City Plans Panel on 6 December 2018. Members made the following comments:
- Members considered the uses proposed were acceptable
 - Members were supportive of the emerging scale and massing but a more iconic design was required
 - Members were supportive of the emerging public realm and approach to connectivity
- The Chair thanked the developers for their attendance and presentation suggesting that Members appeared to be generally supportive of the scheme and looked forward to the submission of a formal application.

6.0 PUBLIC/LOCAL RESPONSE:

- 6.1 Leeds Civic Trust commented that:
1. They accept the principle of the development but feel that the relationship with the existing Wade House is uncomfortable
 2. They consider the materials and finishes not to be coherent with the context of the overall Merrion Centre.
 3. They suggest that the renovation of Wade House be included in the current planning application.
 4. That the application needs to include details of how disruption from demolition and construction will be minimised.
 5. That the proposed landscaping of the rear courtyard is extremely unlikely to be successful in an area that is in deep shade and will remain largely utilitarian
 6. That access for deliveries and waste management needs to be considered.
 7. That landscaping to the pavement on Wade Lane should be considered.
- Response: all comments will be addressed in the appraisal below.

7.0 CONSULTATIONS RESPONSES

- 7.1 **Yorkshire Water** state that details of drainage are required via a Planning Condition.
Response: such a Planning Condition will be applied.
- 7.2 **Historic England** state that they have no comments to make on this proposal.
- 7.3 **Highways** state that full details of the areas to be laid out for vehicle and pedestrian movements, including vehicle tracking, refuse collections arrangements, construction practices and cycle parking are required.
Response: These matters will be addressed via Planning Conditions.
- 7.4 **Flood Risk Management** state that details of drainage are required via a Planning Condition.
Response: such a Planning Condition will be applied.
- 7.5 **Travel Wise** state that a Travel Plan fee of £10,297.00 and a Sustainable Travel Fund contribution of £9,134.00 are required.
Response; these obligations will be sought via the S106 legal agreement.
- 7.6 **Architectural Police Liaison Officer** states that the development creates a safe and secure environment that reduces the opportunities for crime without compromising community cohesion.
- 7.7 **Local Plan Officer** states that in terms of adopted Unitary Development Plan (UDP) Policy, the proposal is not in accordance with policy SF2 as the scheme would result

in less than 80% of the individual frontage being within A1 uses and more than 15% continuous frontage in non-A1 uses. However the scheme is in accordance with the retail policies within the Site Allocations Plan (SAP) and these SAP policies should be given significant material weight having been through examination and due to them not being subject to modification. As such, it is appropriate in this case to deviate from the adopted development plan (the UDP policies), as the SAP is based upon more up to date evidence and has significant material weight and there are no policy objection to this proposal.

8.0 RELEVANT PLANNING POLICIES:

8.1 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.

8.2 National Planning Policy Framework (NPPF)

8.3 The National Planning Policy Framework (NPPF) was revised and adopted in February 2019 and sets out the Government's planning policies for England and how these should be applied.

8.4 Paragraph 110 of the NPPF states that priority should be given to pedestrian and cycle movements; the needs of people with disabilities and reduced mobility addressed; creation of safe, secure and attractive spaces; allow for the efficient delivery of goods; and be designed to enable use by sustainable vehicles.

8.5 Paragraph 124 of the NPPF states that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this. So too is effective engagement between applicants, communities, local planning authorities and other interests throughout the process

8.6 The NPPF clearly identifies the importance of well-designed places and the need for a consistent and high quality standard of design. Paragraph 127 states that decisions should ensure that developments:

- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

- 8.7 The Development Plan for Leeds currently comprises the following documents:
1. The Leeds Core Strategy (Adopted November 2014)
 2. Saved Leeds Unitary Development Plan Policies (Reviewed 2006), included as Appendix 1 of the Core Strategy
 3. The Natural Resources & Waste Local Plan (NRWLP, Adopted January 2013) including revised policies Minerals 13 and 14 (Adopted September 2015).
 4. Aire Valley Leeds Area Action Plan (Adopted November 2017)
 5. Any Neighbourhood Plan, once made.
- 8.8 Core Strategy
- 8.9 The Core Strategy sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. Relevant Core Strategy policies are as outlined below.
- 8.10 Spatial Policy 1: Location of Development states that;
- (i) The majority of new development should be concentrated within urban areas taking advantage of existing services, high levels of accessibility and priorities for urban regeneration and an appropriate balance of brownfield and greenfield land and
 - (ii) Redevelopment of previously developed land is to be prioritised in a way that respects and enhances the local character and identity of places and neighbourhoods.
- 8.11 Spatial Policy 3: Role of Leeds City Centre seeks to maintain and enhance the role of the City Centre as an economic driver for the District and City Region. This includes 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
- 8.12 Policy CC1: City Centre Development:
Outlines the planned growth within the City Centre. As part of this, the City Centre will be planned to accommodate at least the following:
- (i) 655,000 sqm of office floorspace.
- 8.13 Policy EN1: Climate Change – Carbon Dioxide Reduction states that all developments of over 1,000 square metres of floorspace, (including conversion where feasible) whether new-build or conversion, will be required to:
- (i) Reduce total predicted carbon dioxide emissions to achieve 20% less than the Building Regulations Target Emission Rate until 2016 when all development should be zero carbon; and,
 - (ii) Provide a minimum of 10% of the predicted energy needs of the development from low carbon energy.
- 8.14 Policy EN2: Sustainable Design and Construction requires developments of 1,000 or more square metres to meet at least the standard set by BREEAM. A post construction review certificate will be required prior to occupation.
- 8.15 Policy G5: Open Space Provision in the City Centre states that within the City Centre, open space provision will be sought for sites over 0.5 hectares. In particular, commercial developments are to provide a minimum of 20% of the total site area as open space.

- 8.16 Policy P10: Design states that:
New development for buildings and spaces, and alterations to existing, should be based on a thorough contextual analysis to provide good design appropriate to its scale and function.
New development will be expected to deliver high quality innovative design that has evolved, where appropriate, through community consultation and which respects and enhances the variety of existing landscapes, streets, spaces and buildings according to the particular local distinctiveness and wider setting of the place, contributing positively towards place making and quality of life and be accessible to all.
- 8.17 Policy T2: Accessibility Requirements and New Development states that new development should be located in accessible locations that are adequately served by existing or programmed highways, by public transport and with safe and secure access for pedestrians, cyclists and people with impaired mobility.
- 8.18 Leeds Unitary Development Plan Review Retained Policies

Policy BD6 (All alterations)
Policy BD5 (All new buildings and amenity)
Policy CC2 (City Centre boundary)
Policy GP5 (All planning considerations)
Policy LD1 (Landscaping schemes)
- 8.19 Leeds Natural Resources and Waste DPD 2013
- 8.20 The Natural Resources and Waste Local Plan was adopted by Leeds City Council on 16th January 2013. The Natural Resources and Waste Development Plan Document (Local Plan) is part of the Local Development Framework. The plan sets out where land is needed to enable the City to manage resources, like trees, minerals, energy, waste and water over the next 15 years, and identifies specific actions which will help use natural resources in a more efficient way. Relevant policies include: Water 6: Flood Risk Assessments, Water 7: Surface Water Run-Off and Land 1: Contaminated Land.
- 8.21 Draft Site Allocations Plan (SAP)
- 8.22 Leeds City Council's SAP is now at a highly advanced stage as the Inspector has issued proposed Main Modifications and these were the subject of further public consultation, held between 21 January and 4 March 2019. Representations made during the public consultation will be submitted to the Inspector for consideration in due course.
- 8.23 Where no Main Modification is proposed in relation to an allocation, the SAP can be afforded significant weight. None of the work outstanding or currently being undertaken on the SAP alters the current status of this site.
- 8.24 The draft SAP states that Leeds City Centre is the main retail and service centre for the city and has an area defined as the Leeds Primary Shopping Quarter (also known as Primary Shopping Area). The SAP redefines the extent of Primary Shopping Frontages within the Merrion Shopping Centre taking a more holistic full length approach, replacing the UDP approach of breaking the frontages in to short lengths.

8.25 Supplementary Planning Documents

Parking Supplementary Planning Document adopted January 2016.
Supplementary Planning Document 'Travel Plans' (February 2015)
Tall Buildings Design Guide (adopted April 2010)
Building for Tomorrow Today: Sustainable Design and Construction
Accessible Leeds SPD

8.26 **Other Material Considerations**

8.27 Leeds Core Strategy Selective Review (CSSR)

8.28 This has been submitted to the Secretary of State in August 2018 and was the subject of an examination in public in February 2019. Due to the stage that the review has reached the revised policies are a material consideration which can be afforded some weight. The formal application, depending on its timing and determination, may be therefore be subject to these revised requirements.

8.29 The CSSR seeks to review some existing policies and introduce some new ones. This includes EN1 climate change – carbon dioxide reduction, EN2 sustainable design and construction, EN4 district heating, EN8 electric vehicle charging. Due to the stage that the review has reached the revised policies are a material consideration which can be afforded some weight.

9.0 **MAIN ISSUES**

1. Principle of the development and the proposed mix of uses
2. The impact on the character and visual amenity of the host site and surrounding area
3. Sustainable transport and travel planning
4. Public realm and Connectivity
5. Sustainability measures
6. Wind impact
7. Section 106 Legal Agreement

10.0 **APPRAISAL**

10.1 Principle of the development and the proposed mix of uses

10.2 The scheme is proposed to create flexible office and co-working (flexible work space for incubator and start-up businesses) spaces as well as creating a reconfigured A1 retail unit at ground floor level, facing in to the main Merrion Centre mall. The office and co-working space would be served by a generously sized ground floor lobby and would have its work spaces laid out at levels from the first to the 17th floor. Also within this new lobby it is proposed to site small scale pods for A2/A3/A4/A5 supporting uses.

10.3 The proposals, whilst retaining one reconfigured A1 retail unit (currently housing Home Bargains), would require the removal of another A1 retail unit (currently housing Bonmarche although it understood that Bonmarche are opening a store on Kirkgate). This unit is positioned on a defined Primary Shopping Frontage within the prime shopping area of Leeds City Centre. The Applicant has stated that to allow for the creation of the entrance lobby to the tower the unit in question must be removed and that this is the only location capable of serving access to the new tower with

entry points from the Merrion Mall and from the Wade Lane service yard entrance. The Applicant has stated that the creation of the new entrance lobby will contribute positively to activity at Mall level and facilitate increased pedestrian flow through the centre.

- 10.4 The Applicant analysis of A1 retail Primary Shopping Frontages, which has been considered by the Local Plans Officer, indicates that the levels would fall below 80% if their proposals were accepted, making the scheme non-compliant with the Unitary Development Plan. However if the full extent of the A1 presence across all internal frontages in the Merrion Centre is calculated then the proposed loss of A1 presence would accord with the requirements of the draft SAP. Due to the advance stage, post-examination stage, of the draft SAP, significant material weight can be given to this as the most up to date policy position. Therefore, the level of loss of A1 frontage is considered to be acceptable in this instance.
- 10.5 The proposed office space addition would not be detrimental to the retail functions of the Merrion Centre, the prime shopping area or to Leeds City Centre's role as a Regional Shopping Centre. The proposed office and co-working space would contribute to meeting the office growth target in Core Strategy Policy CC1.
- 10.6 The impact on the character and visual amenity of the host site and surrounding area
- 10.7 The proposal is for a 17 storey office tower with a ground floor retail unit and lobby to be positioned on the site of two existing retail units and the former, long vacant, cinema within the Merrion Centre. The existing two ground floor retail units would be reconfigured with one unit given over for the creation of the new lobby and the other retail unit resized and retained. The new ground floor lobby would be a double height space that would have its principal entrance from the shopping mall within the Merrion Centre, with a second entrance from a new public realm space to the rear of the proposed building. At the upper floors it is proposed to operate 3 floors of co-working office space and 13 floors of commercial office space.
- 10.8 The proposed 17 storey tower would be positioned at the heart of the Merrion Centre, close to the existing 12 storey Wade House tower. The building would face into the mall as well as being visible from the surrounding area. The scheme has been designed to form part of the wider ongoing strategy for the upgrading and development of the Merrion Centre. This means that whilst the proposal is for a tall building it will be seen within the context of the other blocks of the Merrion Centre, as well as other existing and emerging tall buildings in the wider area (including the existing Plaza Unite tower, Arena Point, Arena Village Campus and the emerging Hume House, Symons House and the towers being built on Merrion Way) which have a range of scales.
- 10.9 The proposed new tower has been designed to complement the principles set out in the Merrion Centre's strategic masterplan in respect of position, scale, form and appearance. Due to the positioning of the development within the context of the shopping centre, it is considered that like many of the existing structures here, the form of the building is to be a simply rectilinear block with its detailing coming via its modernist facades. The building proposes open plan flexible floor layouts to all levels to allow it to adapt to the needs of future occupiers. As well as the ground floor lobby there would be a feature atrium positioned at the mall end of the building. The retention of retail presence at ground floor level (the current Home Bargains unit) will ensure that the proposal presents an active frontage to the Merrion Centre mall.

- 10.10 At preapplication stage Members at the City Plans Panel on 6 December 2018 considered that the design should be more iconic. The Applicant has stated that the design ethos of the scheme is to create a building that sits comfortably within the setting of the existing blocks within the Merrion Centre and the wider area, rather than a standalone or visually singular block. They have stated that they believe this to be the right approach due to the position of the building, at the centre of the complex of plinth and blocks that currently make up the Merrion Centre. As such the design that is put forward is a calm and balanced modernism, creating a contextual rather than an iconic building, which would take its place within the grouping of buildings that sit on the Merrion Centre plinth.
- 10.11 Leeds Civic Trust have stated that they consider materials and finishes not to be coherent with the context of the overall Merrion Centre. The Applicant has chosen the materials to be contemporary and complimentary rather than matching materials and finishes from earlier architectural eras of the Merrion Centre. Therefore, the appearance of the building the facades would be detailed via the use of a regular vertically framed curtain walling system with windows set in vertical alignment to create a rational aesthetic. Materially the palette would include anodised metal cladding alongside the aluminium curtain walling and inset louvres. The overall effect would be to create an understated, refined, high quality, contextually appropriate building that would be appropriate to the context of the existing and emerging buildings.
- 10.12 Sustainable transport and travel planning
- 10.13 The site does not involve the removal of any existing car parking. Due to the sites sustainable location, close to a high number of bus stops and within walking distance of the bus station, bus interchanges and the train station, as well as a high number of existing multi storey car parks (including one within the Merrion Centre) no new car parking is to be created for this scheme.
- 10.14 Secure short and long stay cycling parking will be provided at ratios to accord with the requirements of local planning policy on cycle parking provision. Servicing for the new development will be via the existing ground floor and basement service areas. Details of how any new servicing areas are to be laid out will be required under a Planning Condition to ensure separation of activity from the new building entrance to be created to the Wade Lane side of the site.
- 10.15 A Travel Plan has been submitted with the following aims:
- transport advice to employees
 - Travel information to be provided to new employees. This will include health benefits and local walking and cycle routes, and local public transport information.
 - Ongoing communication to promote sustainable travel
 - Provide showers and changing facilities Walking and Cycling
 - Provide cycle parking spaces for employees and visitors
 - A public bike pump and a bike repair stand with emergency spares and tools will be provided in the cycle store.
 - Encourage employers to operate cycle to work scheme
 - Encourage employers to join the West Yorkshire Travel Plan Network (WYTPN).
 - Encourage employers to offer season ticket loans.
 - Encourage employers to sign up to bus operators' discount ticket schemes.
 - No parking provided at the development.
- In addition there will be a requirement for a Sustainable Travel Fund contribution which can be utilised to address some of the above aims, and a Travel Plan

monitoring fee. These obligations will be sought via the Section 106 legal agreement.

10.16 Public realm and Connectivity

10.17 The proposal would create a new pedestrian route through the lobby of the building that would link the mall with Wade Lane via a new area of public realm to the rear of the new tower. This is a space that is currently an underused back of house area. Ample servicing room will still be retained alongside the new tower to meet the needs of the existing and proposed uses.

10.18 Leeds Civic Trust have expressed concerns that the space would be in deep shade and will remain largely utilitarian and unsuccessful. The area in question is to the north east of the existing Wade House tower and would be to the south of the proposed tower. Therefore, the area is overshadowed by Wade House later in the day. The position of the proposed tower being to the north of the space should not significantly worsen the level of overshadowing. In addition, the landscaping would be a positive addition to the existing area for existing and future users of the surrounding buildings, as well as for anyone passing through what will be a public space.

10.19 The new public space is intended to be a quiet, sheltered public space which would be laid out with a mix of hard and soft landscape features including, high quality paving for pedestrian areas and a resistant resin bound area for vehicle use, timber topped seating, cycle stands, evergreen planting with feature trees (shade tolerant species to be chosen) and planted beds. Full details of the treatment of this new public space will be controlled via a Planning Condition.

10.20 Sustainability measures

10.21 The proposals aim to meet the requirements of planning policies EN1 and EN2 (to reduce total predicted carbon dioxide emissions to achieve 20% less than the Building Regulations Target Emission Rate and provide a minimum of 10% of the predicted energy needs of the development from low carbon energy and to meet the standard set by BREEAM) via measures including those detailed below.

10.22 The submitted Sustainability Statement indicates that the development will aim to achieve an improvement on Building Regulations Part L2A 2013 of 5.9kgCO₂/m² (300,990kgCO₂) per annum. In addition by incorporating air source heat pumps as a source of low carbon energy a 13.20% reduction in regulated building energy consumption can be achieved. As such the scheme will include the following sustainability measures:

- i) Space Heating and cooling to the office accommodation via a Variable Refrigerant Flow system.
- ii) Mechanical fresh air supply and extract ventilation with heat recovery.
- iii) Circulation and WCs heating via gas-fired boilers.
- iv) WC mechanical extract.
- v) Low energy efficient lighting to all areas

The Applicant states that these measures will allow them to achieve a BREEAM New Construction 2014 Offices Very Good rating. Full details of the measures for carbon dioxide reduction and to minimise energy use will be controlled via a Planning Condition

10.23 Wind impact

- 10.24 The proposal is for a tall building. As such the proposal has been appraised against the Tall Building SPD and the Applicant was required to undertake a wind study. Due to the fact that this study is a desk based assessment, with a recommendation to do a further quantitative assessment before implementation, a two-step approach to wind analysis is required. This means planning conditions are required to address the second stage of the assessment.
- 10.25 The Lawson distress criteria states that a wind speed greater than 15 metres-per-second occurring for more than two hours per year is classified as unsuitable for the general public and represents a wind speed with the potential to destabilise the less able-bodied users such as the elderly, cyclists and children. Able-bodied users are identified as likely to experience distress when the wind speed exceeds 20 metres-per-second for two hours per year
The submitted assessment concluded as follows:
1. That the proposed building is not expected to significantly increase the ground level wind speeds on the service/access roads and paths around the development.
2. That the wind speeds in these above noted areas are expected to be suitable for pedestrian strolling.
3. That the wind conditions at the main entrance lobby to the proposed building are expected to be suitable for entrances.
4. That the wind conditions at the emergency and delivery entrances/exits of the proposed building are expected to be suitable for these activities.
5. That the conditions in the vicinity of the northwest corner of the proposed building on the roof of the existing multi-storey carpark could potentially become windier. As such mitigation might be required locally in this area and in order to fully address this issue and to provide a robust quantitative assessment, a wind tunnel assessment needs to be carried out. If required, the mitigation would come in the form of a screening parapet along the southern edge of the carpark or a screening hard landscape feature.
- 10.26 The wind study has been peer reviewed and is considered to be robust and of a suitable quality and to provide a realistic result, consistent with the reviewer's expectations. The wind study states that the landscaped area proposed next to the new entrance lobby has been assessed alongside the entrances and that if further quantitative analysis indicates mitigation is required, then such mitigation measures would be localised to this area rather than affecting the design of the whole building. The peer review accepts this conclusion.
- 10.27 As stated above, the wind mitigation on the edge of the multi storey car park is likely to be some form of screen and the peer review also concurs with the wind study that such proposed mitigation measures would adequately address the predicted localised area of unacceptable wind conditions to one corner of the adjacent multi storey car park. However as this element will require quantitative wind tunnel testing, the full details will need to come forward via a Planning Condition.
- 10.28 Due to the proximity of the scheme to the highway and off site areas where service vehicles are routed, and because a quantitative assessment is required it is appropriate to require post-installation monitoring of the works. This will also be subject to a Planning Condition. This scheme will be required to incorporate details and timescales for the implementation of any further mitigation measures where these are found to be necessary by the monitoring exercise.
- 10.29 Section 106 Legal Agreement

- 10.30 A legal test for the imposition of planning obligations was introduced by the Community Infrastructure Levy Regulations 2010 (as amended). These provide that a planning obligation may only constitute a reason for granting planning permission for the development if the obligation is -
- (a) Necessary to make the development acceptable in planning terms,
 - (b) Directly related to the development; and
 - (c) Fairly and reasonably related in scale and kind to the development.
- 10.31 It is proposed that the following obligations are sought in conjunction with this proposed development:
- 1. Employment and training of local people
 - 2. The provision of publicly accessible areas
 - 3. A Travel Plan fee of £10,297.00
 - 4. A Sustainable Travel Fund contribution of £9,134.00
 - 5. A management fee
- 10.32 The proposed obligations have been considered against the legal tests and are considered necessary, directly related to the development and fairly and reasonably related in scale and kind to the development. Accordingly this can be taken into account in any decision to grant planning permission for the proposals.
- 10.34 The development is liable for the Community Infrastructure Levy (CIL) and the required contribution is estimated to be approximately £897,950.35. CIL is generally payable on the commencement of development. The payment of CIL is not material to the determination of the planning application. Accordingly, this information is presented simply for Members' information.
- 10.35 Other Points Raised
- 10.36 Leeds Civic Trust suggested that the renovation of Wade House should be included in the current planning application. This is not possible due to the need for Wade House to be vacant to allow for renovation works. The Applicant aims to relocate the current tenants of Wade House into the new tower now proposed and as such the renovation needs to come forward at a later stage.
- 10.37 Leeds Civic Trust state that the application needs to include a details of how disruption from demolition and construction will be minimised and deliveries and waste management. These matters will be addressed via relevant planning conditions.
- 10.38 Leeds Civic Trust ask if landscaping to the pavement on Wade Lane should be considered. The area to the front of the hotel site front Wade Lane has been recently landscaped in connection with the renovation of that hotel and as such Highways have been unable to highlight any areas that require further attention on this stretch of footway, However, the pedestrian access within the demise of the Merrion Centre that's leads through from Wade Lane to where the new landscaped area is proposed would benefit from enhancement. Therefore a planning condition will be applied to address details of how this would come forward.

11.0 CONCLUSION

- 11.1 In conclusion it is considered that the proposal would result in a high quality, appropriate development and would add to the vibrancy and vitality to the Merrion Centre and the wider area and furthering their regeneration

11.2 Therefore the proposal is in accordance with the Development Plan and is considered to be acceptable and is recommended for planning approval subject to the conditions set out in Appendix 1 and the planning obligations set out at the head of this report.

Background Papers:

PREAPP/17/00353

18/07799/FU

Appendix – Draft Conditions List

Planning Application 18/07799/FU

1) The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Imposed pursuant to the provisions of Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2) The development hereby permitted shall be carried out in accordance with the approved plans listed in the Plans Schedule.

For the avoidance of doubt and in the interests of proper planning.

3) No works shall begin on the relevant phase of development until a Statement of Construction Practice for that phase has been submitted to and approved in writing by the Local Planning Authority. The Statement of Construction Practice shall include full details of:

- a) the methods to be employed to prevent mud, grit and dirt being carried onto the public highway from the development hereby approved;
- b) measures to control the emissions of dust and dirt during construction;
- c) location of site compound and plant equipment/storage;
- d) details of access, storage, parking, loading and unloading of all contractors' plant, equipment, materials and vehicles (including workforce parking); and
- e) how this Statement of Construction Practice will be made publicly available by the developer.

The approved details shall be implemented at the commencement of work on site, and shall thereafter be retained and employed until completion of works on site. The Statement of Construction Practice shall be made publicly available for the lifetime of the construction phase of the development in accordance with the approved method of publicity.

The carrying out of the development could result in significant harm to the amenities of local residents and/or highway safety and accordingly details of construction practice is required to be agreed prior to the commencement of works in order to protect such interests.

4) Development shall not commence until details of external servicing and access arrangements have been submitted to and approved in writing by the Local Planning Authority. Details shall include clear pedestrian and vehicular routes in the vicinity of the pedestrian access from Wade Lane and details of surfacing, vehicle tracking will be provided to demonstrate the suitability of any vehicular routes retained. All areas shown on the approved plans to be used by vehicles have been fully laid out, surfaced and drained such that surface water does not discharge or transfer onto the highway. These areas shall not be used for any other purpose thereafter.

The protect the amenity of all future users of the development.

5) Construction activities shall be restricted to 0800 hours to 1800 hours Monday to Friday, 0800 hours to 1300 hours on Saturdays with no construction activities on Sundays and Bank Holidays.

In the interests of amenity in accordance with saved Leeds UDP Review (2006) policy GP5 and the National Planning Policy Framework.

6) Development shall not commence until a drainage scheme (i.e. drainage drawings, summary calculations and investigations) detailing the surface water drainage works as well as arrangements for its future maintenance have been submitted to and approved in writing by the Local Planning Authority. The works shall be implemented in accordance with the approved scheme before the development is brought into use, or as set out in the approved phasing details.

The site shall be developed with separate systems of drainage for foul and surface water on and off site. To ensure sustainable drainage and flood prevention in accordance with NRWLP policy Water 7 and GP5 of the UDP

7) There shall be no piped discharge of surface water from the development prior to the completion of surface water drainage works , details of which will have been submitted to and approved by the Local Planning Authority . If discharge to public sewer is proposed, the information shall include, but not be exclusive to:-

- a) evidence to demonstrate that surface water disposal via infiltration or watercourse are not reasonably practical;
- b) evidence of existing positive drainage to public sewer and the current points of connection; and
- c) the means of restricting the discharge to public sewer to the existing rate less a minimum 30% reduction, based on the existing peak discharge rate during a 1 in 1 year storm event, to allow for climate change.

To ensure that no surface water discharges take place until proper provision has been made for its disposal and in the interest of sustainable drainage

8) No above ground building works shall take place until details and samples of all external walling and roofing materials have been submitted to and approved in writing by the Local Planning Authority. Samples shall be made available on site prior to the commencement of building works, for inspection by the Local Planning Authority which shall be notified in writing of their availability. The building works shall be constructed from the materials thereby approved.

In the interests of visual amenity.

9) No building operations shall be commenced until full details of the following have been submitted to and approved in writing by the Local Planning Authority-

- (i) 1 to 20 scale drawings of the detail of ground floor treatments, including entrance points and
- (ii) 1 to 20 scale section drawings of each type of window and external door proposed
- (iii) 1 to 20 scale drawings of the junction of all materials
- (iv) 1 to 20 scale drawings of the junction of the building with the external areas

The works shall be carried out in accordance with the details thereby approved.
In the interests of creating high quality buildings and places.

10) No above ground building works shall take place until details and samples of all surfacing materials to the landscaped areas have been submitted to and approved in writing by the Local Planning Authority. The surfacing works shall be constructed from the approved materials.

In the interests of visual amenity.

11) Development shall not be occupied until a Refuse and Recycling Management Plan that includes information on collection arrangements (to include a location plan showing both the presentation point for collection and a method statement of who is to be responsible for presenting the bins) has been submitted to and approved in writing by the Local Planning Authority. The plan shall be implemented as approved on first occupation and shall be maintained thereafter.

In the interests of highway safety and public amenity.

12) No installation of externally mounted plant, boiler flues or equipment shall take place until details of the installation and/or erection of any air conditioning or extract ventilation system, flue pipes, window cleaning equipment or other excrescences proposed to be located on the roof or sides of the building, including details of their siting, design, noise attenuation, and external appearance have been submitted to and approved in writing by the Local Planning Authority. Works shall be carried out in accordance with the approved details and retained as such thereafter.

Plant and machinery operated from any commercial premises shall limit noise to a level at least 5dBA below the existing background noise level (L90) when measured at the nearest noise sensitive premises with the measurements and assessment made in accordance with BS4142:1997.

In the interests of amenity and visual amenity, in accordance with Saved Unitary Development Plan Policies GP5, BD2 and BD4, Leeds Core Strategy policy P10 and the NPPF.

13) Prior to the commencement of development a Sustainability Statement shall be submitted to and approved in writing by the Local Planning Authority which will include a detailed scheme to demonstrate compliance with Core Strategy policies EN1 and EN2 and comprising:

- (i) a recycle material content plan (using the Waste and Resources Programme's (WRAP) recycled content toolkit);
- (ii) a Site Waste Management Plan (SWMP) for the demolition and construction phases.

Within 6 months of the first occupation of the offices a post-construction review statement shall be submitted to and approved in writing by the Local Planning Authority;
The development shall be maintained and any repairs shall be carried out in accordance with the approved detailed scheme and post-completion review statement.

To ensure the adoption of appropriate sustainable design principles in accordance with Core Strategy Policies EN1 and EN2, Leeds Sustainable Design and Construction SPD

and the NPPF

14) Surface water run-off from hardstanding (equal to or greater than 800 square metres) must pass through an oil, petrol and grit interceptor/separator prior to any discharge to an existing or prospectively adoptable sewer.

To prevent pollution of the aquatic environment and protect the public sewer network

15) Notwithstanding the details on the hereby approved plans, hard and soft landscape works shall not take place until full details of both hard and soft landscape works have been submitted to and approved in writing by the Local Planning Authority.

Hard landscaping works shall include

- (a) proposed finished levels and/or contours,
- (b) means of enclosure,
- (c) car parking layouts,
- (d) vehicle and pedestrian access and circulation areas,
- (e) hard surfacing areas,
- (f) minor artefacts and structures (eg, furniture, play equipment, refuse or other storage units, signs, lighting etc.),
- (g) proposed and existing functional services above and below ground (eg. drainage, power cables, communication cables, pipelines etc., indicating lines, manholes, supports etc.).

Soft landscape works shall include

- (h) planting plans,
- (i) written specifications (including cultivation and other operations associated with plant and grass establishment),
- (j) schedules of plants noting species, planting sizes and proposed numbers/densities,
- (k) soil volumes for tree pits and planted beds
- (l) implementation programme.

Hard and soft landscaping works shall be carried out in accordance with the approved details prior to the occupation of any part of the development in accordance with the programme agreed with the Local Planning Authority and to a reasonable standard in accordance with the relevant provisions of British Standard BS 4428:1989 Code of Practice for General Landscape Operations or other recognised codes of good practice.

To ensure the provision and establishment of acceptable landscape in accordance with adopted Leeds Core Strategy Policy P12, Saved Leeds Unitary Development Plan Review (2006) policies GP5 and LD1, Leeds Natural Resources and Waste DPD, and the National Planning Policy Framework.

16) No hard or soft landscape works shall take place until a plan, schedule and specification for long term landscape management has been submitted to, and approved in writing by, the Local Planning Authority. This shall include reference to planting and hard landscaped areas, including paving, fencing and other features. The schedule shall identify the frequency of operations for each type of landscape asset and reflect the enhanced maintenance requirement of planted areas during the establishment period. It shall provide for an annual inspection during late summer for any areas of failed tree or shrub planting, and the identification of the replacements required in the autumn planting season. Prior to planting, all landscaped areas shall be cultivated and maintained in a weed free condition by mechanical cultivation or chemical control. Maintenance shall be carried out thereafter in accordance with the approved management plan.

To ensure the provision and establishment of acceptable landscape in accordance with adopted Leeds Core Strategy Policy P12, Saved Leeds Unitary Development Plan Review (2006) policies GP5 and LD1, Leeds Natural Resources and Waste DPD, and the National Planning Policy Framework.

17) If within a period of five years from the date of the planting of any tree/hedge/shrub that tree/hedge/shrub, or any replacement, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the Local Planning Authority, seriously damaged or defective, another tree/hedge/shrub of the same species and size as that originally planted shall be planted in the same location as soon as reasonably possible and no later than the first available planting season, unless otherwise agreed in writing by the Local Planning Authority.

To ensure maintenance of a healthy landscape scheme, in accordance with adopted Leeds Core Strategy Policy P12, retained Leeds Unitary Development Plan Review (2006) policies GP5 and LD1, the Leeds Natural Resources and Waste DPD, and the National Planning Policy Framework.

18) a) No works or development shall commence until full details of the load bearing cell type rooting zone using proprietary structures has been submitted and approved in writing by the local planning authority. Details shall be fully in accordance with LCC guidance on urban tree planting (available on Landscape Planning website).

Details shall include:

- proprietary soil cell structures to support paving over extended sub-surface rooting areas
- Soil cell volume /soil volume calculations
- specification of topsoil including additives and conditioners
- Tree grilles and guards and means of anchoring root balls. Built-in Root Irrigation Pipe system with end cap and aeration system.
- Passive and / or active irrigation including directed use of grey water / roofwater or surface water infiltration to benefit planted areas. Details of distribution system and controls
- drainage system for tree pits.
- Where applicable -details of protection measures for statutory utilities and drainage
- Works shall then be carried out in accordance with the approved details.

b) To ensure full compliance, a brief report on the installation of the rooting zone structures, including supporting photographic evidence, shall be submitted to the LPA when the works are still "open" to allow LPA inspection prior to any surfacing works.

c) A 3 year irrigation programme for the trees (in accordance with BS 8545-2014 Trees from Nursery to Independence) shall be submitted to the LPA for approval in writing. Confirmation of irrigation compliance shall be submitted to the LPA on a quarterly basis for the full 3 year programme period

To ensure the provision of amenity afforded by appropriate landscape design and its cultural requirements are integrated into the development scheme

19) Notwithstanding the approved details, prior to occupation details of the type of cycle stand/s shall be submitted to and approved in writing by the Local Planning Authority. The approved cycle stands shall be provided prior to occupation of the development and thereafter be retained for the lifetime of the development.

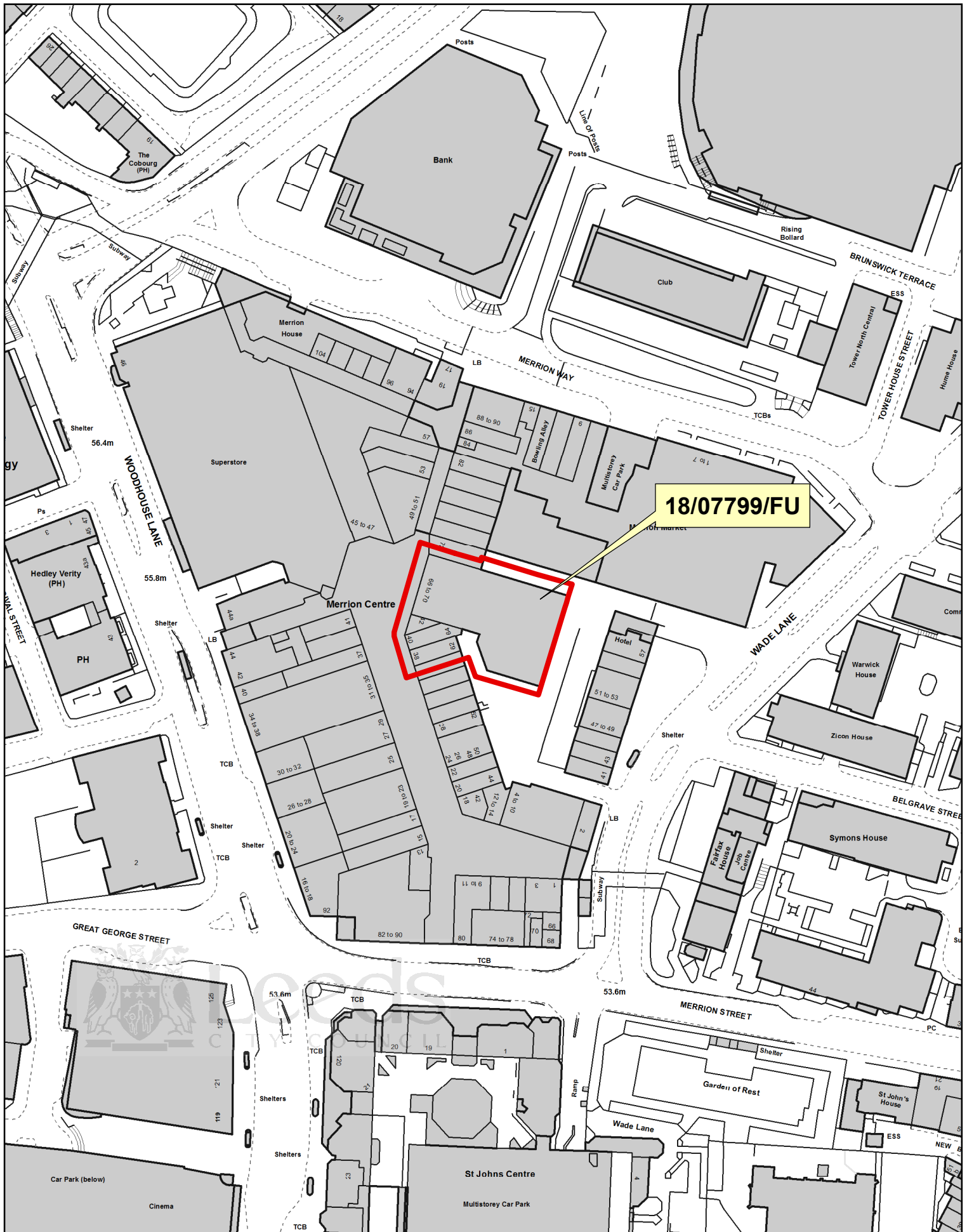
In the interests of highway safety.

20) The development shall not commence until full details of a quantitative wind tunnel assessment and any necessary wind mitigation measures recommended in the Pedestrian Level Wind Microclimate Assessment P112472-1001: ISSUE 3 have been submitted to, and approved in writing by the Local Planning Authority. Any measures shall be implemented prior to occupation of the development and retained for the lifetime of the development.

In the interests of public and highway safety

21) Prior to installation of the agreed wind mitigation measures a scheme for the monitoring of the wind environment, post installation of the mitigation measures, shall be submitted to and agreed in writing by the Local Planning Authority. The scheme shall assess the effectiveness of the approved mitigation measures. The scheme shall also incorporate details and timescales for the implementation of any further mitigation measures where these are found to be necessary by the monitoring exercise and shall be implemented in accordance with the details and timescales thereby approved.

In the interests of public and highway safety.



CITY PLANS PANEL



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Originator: Tim Hart

Tel: 3788034

Report of the Chief Planning Officer

CITY PLANS PANEL

18th April 2019

Pre-application presentation of revised proposals for redevelopment of Tower Works comprising 243 residential units, ground floor commercial floorspace and new public realm, Globe Road, Leeds (PREAPP/18/00291)

Applicant – Cedar (Maple Oak) Ltd.

Electoral Wards Affected:

Beeston & Holbeck

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. The Developer will present the details of the proposed development to allow Members to consider and comment on the proposals at this stage.

1.0 Introduction

- 1.1 This presentation is intended to inform Members of the emerging, revised, proposals for the redevelopment of the Tower Works site. Two new buildings comprising 243 residential apartments above a mix of ground floor commercial uses, would be constructed around the west, north and eastern edges of a large, central, piazza. Proposals for the conversion of the Engine House (in LCC ownership) and for new office development towards the eastern end of the site are intended to come forward as a second phase at a later date.
- 1.2 The proposals are brought forward by Cedar (Maple Oak) Ltd which is a collaboration between Ask Real Estate and Richardson's who currently intend to commence the development in the last quarter of 2019.

2.0 Site and surroundings

- 2.1 The Tower Works site is located on the north side of Globe Road to the west of the junction with Water Lane. The Leeds-Liverpool canal abuts the northern boundary of the site with the canal bridge leading to Granary Wharf and the new Southern Station Entrance to Leeds City Station just 70 metres to the east.
- 2.2 The site as a whole comprises 1.1 hectares of brownfield land. It was originally established as a card clothing pin works in the 1860s and underwent major expansion in the 1890's and 1920's before finally closing in 1978. Demolition in the 1980's and during the last decade removed a significant number of the late 19th century and later sheds which previously covered the site. Five of the surviving buildings are listed: The Engine House (Grade II), 6-8 Globe Road (Grade II), and the three towers. The smaller ornate tower (Grade II*), built in 1864 in the centre of the site, is based upon the Lamberti Tower in Verona. The largest, and most ornate tower (Grade II*), was built in 1899 close to Globe Road is based upon the Giotto campanile in Florence. The third tower, often referred to as the Little Chimney (Grade II), was built close to the north-east site boundary in 1919, is plainer than the earlier ones and thought to represent a Tuscan tower house. 6-8 Globe Road, and the extension at its western end, is occupied by a number of small businesses which would be unaffected by the development. Landscaping between 6-8 Globe Road and the Giotto tower was completed to a high standard as part of an earlier phase of development whereas the surface treatment in the remainder of the site is largely of a temporary nature still awaiting redevelopment.
- 2.3 The development of the former Granary Wharf surface car park immediately beyond the north-east boundary wall commenced in Autumn 2018. Hol Beck runs adjacent to the site at its south-eastern corner. Land on the southern side of Globe Road, presently used as a surface car park, forms part of the wider CEG land-holdings for which planning permission was granted for redevelopment in 2018. South of Globe Road there are several listed and non-designated historic buildings dating from the industrial revolution in the period between the late Eighteenth Century and early Nineteenth Century. 16 Globe Road (Globe Quay) to the west of the site is a four-storey (Grade II) building positioned close to the canal with a long courtyard between the building and Globe Road. The surrounding area contains a mixture of land uses including both commercial and residential accommodation.
- 2.4 The site falls within the boundary of the designated Holbeck Conservation Area and immediately south-west of the Canal Wharf Conservation Area.

3.0 Proposals

- 3.1 The revised approach is based upon the development of a simple wrap around the north and western boundaries of the site with a second building with a north-south axis running closer to the eastern end of the site between the Verona Tower and Little Chimney.
- 3.2 The building on the western edge of the site would rise from 5 storeys close to Globe Road, to 11 storeys to the west of the Giotto Tower and drop down to 7 storeys running up to the canal towpath. The building would be 9 storeys in height along the canal frontage.
- 3.3 The second building would sit a little further back from the canal and run in a southerly direction towards the rear of the listed range of buildings fronting Globe

Road. This building would also be 9 storeys in height with a cut in its footprint located to the east of the Verona Tower.

- 3.4 The ground floor of the buildings is likely to contain commercial uses and associated bin and cycle store areas, plant and facilities for the upper floor residential apartments. Entrances to the apartments will be from the central public realm adding further animation to the space.
- 3.5 The upper floors of the buildings would contain 127, one-bedroom apartments (52%); 104, two-bedroom apartments (43%); and 12, three-bedroom apartments (5%), a total of 243 units.
- 3.6 The building architecture is informed by the industrial vernacular of the area and Italian classicism. The buildings would be constructed in brick, with red brick tones closely-related to that of the towers. Subtle variation in design is intended to enrich simple and regular rhythms. Typically, the base of the buildings is marked by a two storey plinth, potentially incorporating colonnades. The main body of the buildings would comprise regular window openings and recessed panels, with some apartments benefitting from inset or Juliet balconies. The tops to the taller buildings would be denoted by a double storey order and the corners of buildings would be reinforced in a similar way.
- 3.7 Five pedestrian routes would be provided into the site including through two-storey cuts through the buildings. The main public space would comprise two attached areas. The southern half (1,220m²), either side of the Giotto Tower, would have similar proportions to Victoria Gardens. The northern half (837m²), to the east and north of the Verona Tower, would be approximately 40% of the size of Sovereign Square. A more intimate space (approximately 480m²) would be formed towards the eastern fringe of the site between the eastern building and the Little Chimney.
- 3.8 Servicing vehicles would enter the site at the existing access to the west of the Giotto Tower. It is not intended to provide parking for the residential apartments but the development would be supported by a range of sustainable travel measures including cycle parking and car club vehicles.

4.0 Relevant planning history

- 4.1 Planning permission for 10 new buildings to be constructed in three phases working from the west to the east of the site was granted on 12th July 2016 (15/06578/FU). The approved buildings incorporated 160 residential units (37, one-bedroom; 69, two-bedroom; 48, three-bedroom flats; and 6, four-bedroom townhouses) and over 11,800m² of new office floorspace. Generally, residential uses were primarily located in buildings towards the west of the site and ranged in height from four to seven storeys (plus rooftop accommodation). Office uses (B1) were located in buildings towards the eastern half of the site and ranged in height from 4 to 6 storeys. A mix of active uses, including shops, restaurants and cafes, and drinking establishments were proposed at ground level of the buildings adjacent to new public routes and a large public space. The scheme incorporated routes for off-street servicing of the development, access for emergency and refuse vehicles and 29 car parking spaces (comprising 8 disabled person's spaces; 1 car club space and 20 spaces for the residential accommodation). The development has not been commenced.
- 4.2 Prior to application 15/06578/FU, several planning permissions were granted for redevelopment of the Tower Works site culminating in application 08/05144/FU, approved on 19th October 2009. Permission was granted for demolition, new build

and change of use to provide a major mixed use scheme comprising B1 (offices); C3 (approximately 117 residential units); D1 (Community facilities), A1 (retail); A3 (café) and A4 (bar) uses with a combined heat and power plant, ancillary public open space and landscaping; and use of land at Water Lane as a temporary car park. The heights of the buildings typically varied between 7 storey fronting the canal and at the eastern end of the site, and 5 storey fronting Globe Road and within the heart of the site. A variation to this permission (10/02604/FU) involving changes to Block B was approved on 1st April 2011. Only Phase 1A of the redevelopment, involving alterations to 6-8 Globe Road; the construction of Block B to its west; and temporary landscaping was implemented.

- 4.3 Planning permission for the mixed use development of the car park beyond the eastern boundary of Tower Works was approved on 21st November 2017 (16/01115/FU). The tallest building, fronting Water Lane at the junction with Wharf Approach would be 31m high, stepping down to 23m high alongside the Tower Works boundary. The development commenced during Autumn 2018.
- 4.4 CEG gained planning permission for the phased redevelopment of 5 parcels of land extending over 3.5 hectares, including land on the southern side of Globe Road opposite Tower Works, and north of Globe Road to the west of Globe Quay, on 5th October 2018 (17/06455/FU). Subsequently, planning permission was granted for advance infrastructure and enabling works including the demolition of Globe Works on 19th December 2018. Globe Works has recently been demolished.

5.0 Consultation responses

- 5.1 LCC Highways – the proposals are acceptable in principle. Well-designed pedestrian cycle permeability needs to be provided. Cycle parking should be provided in accordance with the Parking SPD. Improvements to Globe Road, including widening of the footway/narrowing of the carriageway and provision of a controlled crossing will be required to be compatible with that agreed for the CEG permission. Access to the development for emergency, refuse, delivery and other servicing vehicles, including large removal vehicles, would be required. There would be no scope for servicing from the highway. Provision of at least 2 car club bays within the site or on-street would be required. Motorcycle parking, disabled parking and electric vehicle charging (EVC) would also be required.

The application should be supported by a Transport Assessment and a Travel Plan. A Residential Travel Plan fund, including car club trial membership, would be required to support the Residential Travel Plan.

- 5.2 LCC Flood Risk Management – a surface water management strategy compliant with the national standards and the Leeds CC minimum development control standards will be required. The flood mitigation measures outlined in the Flood Risk Assessment (17/06455/FU) will continue to be applicable to any new planning application.
- 5.3 LCC Contaminated Land Team - A minimum of a Phase 1 Desk Study Report will be required in support of the application. Depending on the outcome of the Phase 1 Desk Study, a Phase 2 Report and Remediation Statement may also be required.

6.0 Policy

6.1 Development Plan

6.1.1 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 for this proposal, 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).

6.2 **Leeds Core Strategy (CS)**

6.2.1 The Core Strategy sets out the strategic level policies and vision to guide the delivery of development and the overall future of the district. Relevant Core Strategy policies include:

Spatial policies

- 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 6 identifies the housing requirement and allocation of housing land using the following considerations: sustainable locations; preference for brownfield and regeneration sites; least impact on Green Belt; opportunities to enhance communities through the design and standard of new homes; lead-in times; the least negative and most positive impacts on green infrastructure, green space and nature conservation; avoiding or mitigating areas of flood risk.
- Spatial Policy 7 sets out the spatial distribution of the district wide housing requirement between Housing Market Characteristic Areas. The site is in the City Centre with a requirement to provide 10,200 units (2012-28)
- 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 and provision for people with impaired mobility.
- Spatial Policy 13 states that the Council, with others, will maintain and enhance the canal corridor.

City Centre policies

- Policy CC1 outlines the planned growth within the City Centre including at least 655,000sqm of office floorspace and 10,200 dwellings. Part B encourages residential development, providing that it does not prejudice town centre functions and provides a reasonable level of amenity for occupiers.

- 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, residential and leisure uses.
- 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.

Housing policies

- 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

Design, conservation and sustainability policies

- 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 and its 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 G5 requires mixed use developments over 0.5 hectares in the City Centre to provide the greater area of either 20% of the total site area or a minimum of 0.41 hectares per 1000 population of open space.
- Policy G9 states that development will need to demonstrate biodiversity improvements.
- 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.

6.3 Natural Resources & Waste Local Plan

6.3.1 The plan sets out where land is needed to enable the City to manage resources, such as minerals, energy, waste and water.

6.3.2 Relevant policies include the following:

WATER 1 requires development to include measures to improve their overall water efficiency. WATER 2 seeks protection of water quality in areas adjacent to sensitive water bodies. WATER 4 requires the consideration of flood risk issues and WATER 6 requires flood risk assessments. WATER 7 requires development not to increase surface water run-off. LAND 1 requires consideration of land contamination issues. LAND 2 seeks new tree planting as part of an enhanced public realm. 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.

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

6.4.1 Relevant Saved Policies include:

- Policy GP5 states that all relevant planning considerations are to be resolved.
- Policy N19 states that all new buildings within Conservation Areas should preserve or enhance the character and appearance of the Conservation Area by ensuring the siting and scale of buildings is in harmony with neighbouring buildings and the area as a whole; detailed design is such that the proportions relate to each other; that materials are appropriate; and that careful attention is given to boundary and landscape treatment.
- Policy BD2 requires that new buildings complement and enhance existing skylines, vistas and landmarks.
- Policy BD5 requires new buildings to consider both their own amenity and that of their surroundings including usable space, privacy and satisfactory daylight and sunlight.
- BC7 states traditional local materials should be used in Conservation Areas.
- LD1 sets out criteria for landscape schemes.

6.5 **National Planning Policy Framework (NPPF) February 2019**

6.5.1 Chapter 5 refers to the supply of homes. Paragraph 62 states that where a need for affordable housing is identified, planning policies should specify the type of affordable housing required, and expect it to be met on-site unless: a) off-site provision or an appropriate financial contribution in lieu can be robustly justified; and b) the agreed approach contributes to the objective of creating mixed and balanced communities. Paragraph 76 states that to help ensure that proposals for housing development are implemented in a timely manner, local planning authorities should consider imposing a planning condition providing that development must begin within a timescale shorter than the relevant default period, where this would expedite the development without threatening its deliverability or viability

6.5.2 Paragraph 108 states that appropriate opportunities to promote sustainable transport modes should be taken up; safe and suitable access provided for all users; and any significant impacts on the highway mitigated. Paragraph 110 states that priority should be given to pedestrian and cycle movements; the needs of people with disabilities and reduced mobility addressed; creation of safe, secure and attractive spaces; allow for the efficient delivery of goods; and be designed to enable use by sustainable vehicles.

6.5.3 Chapter 12 identifies the importance of well-designed places and the need for a consistent and high quality standard of design. Paragraph 127 states that decisions should ensure that developments:

- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;

- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

6.5.4 Paragraph 170 states that new and existing development should not be put at unacceptable risk or be adversely affected by unacceptable levels of soil, air, water or noise pollution.

6.5.5 Chapter 16 refers to the historic environment. Paragraph 192 states that local planning authorities should take account of:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 193 states that “When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be).” Paragraph 196 states that “Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.”

6.6 **Supplementary planning guidance**

- Parking SPD
- Travel Plans SPD
- Building for Tomorrow Today: Sustainable Design and Construction SPD
- Accessible Leeds SPD
- Biodiversity and Waterfront Development SPD
- Neighbourhoods for Living SPG
- City Centre Urban Design Strategy SPG
- Leeds Waterfront Strategy SPG

6.6.1 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 are encouraged. At the same time a

pedestrian and cycling friendly environment is sought in part by minimising through acceptable parking provision.

- 6.6.2 The site falls within the Tower Works character area. 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 public realm should be given an adequate sense of enclosure by the buildings that define them. It would be appropriate to the character of this part of the area if these were provided in the form of a series of interlinked smaller spaces of varying character rather than a single large space. Larger spaces should be located adjacent to key points of interest.

Other material considerations

6.7 Site Allocations Plan Revised Submission Draft (SAP)

- 6.7.1 The site is identified in the SAP for mixed use comprising 158 residential units and 11,860m² of office space (MX1-14). The SAP is now at a highly advanced stage as the Inspector has issued proposed Main Modifications and these were the subject of further public consultation, held between 21 January and 4 March 2019. Representations made during the public consultation will be submitted to the Inspector for consideration in due course.
- 6.7.2 Where no Main Modification is proposed in relation to an allocation, the SAP can be afforded significant weight. None of the work outstanding or currently being undertaken on the SAP alters the current status of this site.

6.8 Core Strategy Selective Review (CSSR)

- 6.8.1 A selective review of the Leeds Core Strategy has been undertaken. The CSSR includes a review of the housing requirement 2017-2033; the distribution of housing; climate change reduction policies; a revised affordable housing policy H5 including a requirement for 7% of units in developments in the city centre to be affordable; and the adoption of the Nationally Described Space Standards (Policy H9).
- 6.8.2 Consultation on the CSSR has now finished and the CSSR has been submitted to the Secretary of State for examination. Hearing sessions have now been completed such that the policy can be afforded some weight as evidence of the Council's emerging policy position.

7.0 Issues

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

7.1 Principle of the development

- 7.1.1 Planning permission for redevelopment of the Tower Works site has been granted on several occasions, most recently in July 2016. However, despite its pivotal

location on the South Bank close to the heart of the City Centre, only a small portion of the site, fronting Globe Road, has been developed since the site became vacant in the 1980's.

- 7.1.2 In the Unitary Development Plan Review the site formed part of a wider Strategic Housing and Mixed Use allocation. The more recent Holbeck, South Bank SPD maintains this position, encouraging large scale, mixed use development which should include a mixture of working, living, retailing and recreational opportunities. The SAP Revised Submission Draft reinforces the intent for the site to accommodate mixed uses, including housing and offices.
- 7.1.3 In common with earlier proposals it is intended to develop the site in phases with the first phase comprising approximately three-quarters of the site area being a residential-led phase. 243 apartments are proposed within the phase, making a meaningful contribution towards the Core Strategy's aim to provide 10,200 new homes within the City Centre over the plan period (policy CC1). Such provision would also accord with Core Strategy policy CC2 which identifies a substantial opportunity for residential development in the southern part of the City Centre and would surpass the minimum density requirements of Core Strategy policy H3. The intended density reflects the site's highly sustainable location and in doing so would assist in making efficient use of the brownfield site in accordance with the Core Strategy and NPPF.
- 7.1.4 The ground floor of the phase 1 buildings is likely to contain commercial uses, such as food and drink outlets and potentially a gym. Proposals for the Engine House, although owned by LCC and not part of the current application, are likely to supplement these uses. The subsequent phase of development is likely to be office-focussed, supplementing other existing office uses on site. Consequently, the intended mixed use would accord with local and national planning policies and emerging guidance for development within this City Centre location and are acceptable in principle.

7.2 Townscape considerations

- 7.2.1 Tower Works is a unique, landmark, site and redevelopment proposals must strike 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.
- 7.2.2 Current views of the listed towers provide instant recognition for the site and signpost the Holbeck, South Bank area. Following the demolition of buildings on Tower Works and adjoining sites, these views are currently more dramatic and open than they were originally, particularly from approaches closer to the site. However, to enable redevelopment and regeneration of the area, it is considered unrealistic to expect the retention of almost 360 degree views of the towers. The Holbeck, South Bank SPD recognises this position and identifies the desirability of retaining key views and opening up further ones where there is an opportunity. Such an approach was undertaken in designing the previous planning applications for redevelopment of the site itself (08/05144/FU and 15/06578) and neighbouring developments of Mustard Wharf (16/0115/FU) and CEG (17/06455/FU) and has been embraced in the development of the current proposals for Tower Works.
- 7.2.3 The current proposals are based upon the development of a simple wrap around the north and western boundaries of the site with a second building with a north-south axis running between the Verona Tower and Little Chimney. The intervening space

would comprise an expansive area of public realm. The key views referred to in the Holbeck, South Bank SPD, are reviewed below taking into account the impact of approved (committed) developments.

Globe Road near the viaduct

- 7.2.4 The rooftop accommodation in the previously-approved scheme was recessed across the development so as to limit its visual impact. This articulation is abandoned across the current scheme so as to maximise floorspace and to make construction more efficient. Consequently, whereas the maximum height of the building in the south-west corner of the site is marginally reduced the full-height extrusion of the building form is such that only slightly greater visibility of the top of the Giotto Tower is achieved.
- 7.2.5 The proposed increase in building height by two storeys of the central element of the building close to the western boundary would largely be hidden behind development by CEG north of Globe Road. Given its position in the foreground to the Giotto Tower, the part that would be visible in this fixed view would compete with the height of the tower. However, moving eastwards, the gap between the buildings would allow this view to be more clearly evident.
- 7.2.6 The raised upper floors of the southern element of the proposed eastern building would come into view behind the Giotto Tower, albeit at a lower level so as not to have a dominant impact upon the tower.

Water Lane adjacent to Round Foundry

- 7.2.7 The approved CEG scheme introduces framed views between two buildings from Water Lane towards the Giotto Tower. The current Tower Works proposals remove a proposed oversailing element of building fronting Globe Road identified in the earlier proposals thereby opening up clear views of the full height of the Giotto Tower from Globe Road and Water Lane and also enhanced views of the side of the Engine House. Views of the building fronting the canal would be more apparent but due to their distance and height would appear as subordinate to the Giotto Tower.

Canal bridge by the lock-keeper's cottage

- 7.2.8 Although the previous Tower Works planning permission preserved limited views of the top of the towers from this location the approved Mustard Wharf scheme results in the loss of these views. Consequently, the current proposal does not have any further impact upon visibility of the towers.
- 7.2.9 Moving west along the canal towpath, the reconfiguration of the scheme, primarily relocating the eastern building further east and increasing the height of the canal-side and eastern building, would appear to dominate the Verona Tower. However, this impact is mitigated by the provision of clear views of the Verona Tower from the north sitting in an expansive area of new public realm.

South of the lock-keeper's cottage

- 7.2.10 Framed views of the Little Chimney are secured by the Mustard Wharf scheme to the east of Tower Works. Although taller than previously approved the proposed eastern building would be set further to the west of the Little Chimney, providing an additional area of public realm, such that its impact upon key views of the Little Chimney would be insignificant.

Whitehall Road

- 7.2.11 The approved Tower Works scheme included canal-side buildings which would have resulted in just the tops of the Giotto Tower and Verona Tower being visible from Whitehall Road. Remodelling of the scheme includes reduction of the height of the western end of the canal-side building, improving visibility of the Giotto Tower in this longer distance view from the north. The mass of the western end of the building would be transferred to the east resulting in loss of views of the Verona Tower. The reconfiguration of the building along the west boundary of the site result in the taller element of the building being taller and closer to the Giotto Tower.
- 7.2.12 The proposed development would affect the setting of several listed buildings, comprising the entrance range to Tower Works, the three Italianate towers and the Engine House within the site. Other listed buildings affected by the development are Globe Quay and the lock keeper's cottage to the north east of the site, separated by the existing car park. The site is also in the Holbeck Conservation Area and adjacent to Canal Wharf Conservation Area.
- 7.2.13 The proposed development would change the setting of the towers, which are landmarks in the northern part of the conservation area and the wider South Bank due to their prominence, singular character and group value. However, the strategy of maintaining a series of key views through the development reflects the approach adopted by the previous planning permissions. In common with the approved schemes, loss of almost 360 degree views will be offset by the benefits of their new context which will set up a dialogue with high quality buildings, framing views of the towers and exploiting them as incidents in a new urban townscape. While their overall prominence will be reduced, their aesthetic value will be enhanced from key views and from within the new public realm space.
- 7.2.14 Do Members consider that the proposed mass and form of the development and its relationship with the surrounding context is acceptable?**
- 7.2.15 The proposed buildings would be constructed in brick, with red brick tones of individual components chosen to closely-relate to that of the towers. The building architecture would be informed by the industrial vernacular of the area and Italian classicism with clearly expressed base, body and crown.
- 7.2.16 Typically, the base of the buildings would be marked by a two storey plinth, potentially incorporating colonnades. The main body of the buildings would comprise regular window openings and recessed panels, with some apartments benefitting from inset or Juliet balconies to add additional depth and interest to the facades. The tops to the taller buildings would generally be denoted by a double storey order intended to provide elegance in the classical tradition.
- 7.2.17 Subtle variation in design is intended to supplement the simple and regular rhythms. Half-bay modules are proposed above some plinths whilst the corners of some buildings would be reinforced by changes in the rhythm of fenestration.
- 7.2.18 Officers consider that the general, emerging, approach to design is compatible with the character of the area and support further enrichment of the detailed architectural form.
- 7.2.19 Do Members have any comments regarding the emerging architectural approach?**

7.3 Transportation, accessibility and public realm

- 7.3.1 The site is located in a highly sustainable, City Centre, location that is accessible by a range of modes of transport with the Station Southern Entrance just 250 metres from the site. However, despite its close proximity to the heart of the City Centre, Holbeck has historically been isolated from the centre by road, rail, canal and river infrastructure. 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.
- 7.3.2 Whilst the approved scheme identified just 29 parking spaces no private parking is presently proposed. However, there will be a need to provide an appropriate number of disabled parking spaces within the built development to support accessible housing. Provision for car club parking will also be needed within, or adjacent to, the site to encourage sustainable travel. Cycle and motorcycle facilities will need to accord with current standards. A robust Travel Plan, supported by a Residential Travel Plan fund, will be required to promote and maximise use of sustainable travel opportunities.
- 7.3.3 Although the development would be largely car-free, serving and deliveries will be catered for within the site as there will be no scope for servicing from Globe Road itself. Improvements to Globe Road, including widening of the footway/narrowing of the carriageway and provision of a controlled crossing will be required to be compatible with those works agreed for the CEG permission.
- 7.3.4 **Do Members have any comments regarding the approach to car parking provision within the site?**
- 7.3.5 The site was historically fully developed such that routes to and from Holbeck were restricted by the buildings. Five pedestrian routes would be provided into the body of the site linking with the main public space which would extend over 2050m². In addition to providing a setting for the Giotto Tower and the Verona Tower, the extensive, largely hard-surfaced, space would provide opportunities for events, such as markets or outdoor performances, set within a high quality landscaped setting. As the Engine House which sits in the heart of this space is under Leeds City Council ownership the emerging public realm proposals will need to ensure that the Engine House building is fully integrated into the surrounding space and uses.
- 7.3.5 A smaller, triangular-shaped, space (approximately 480m²) would be formed towards the eastern fringe of the site between the eastern building and the Little Chimney. Its scale and relationship to surrounding buildings is such that it would be less likely to be an active space although it would link and reinforce routes formed by the Mustard Wharf development to the east further enhancing the permeability of the site. A common approach to surfacing materials for Tower Works and Mustard Wharf would help to present a cohesive public realm.
- 7.3.6 At the time of writing the public realm proposals identified the use of raised planters in spaces to the east of the Engine House and to the east of the Little Chimney. It is considered that such an approach would limit flexibility in the use of the spaces, create barriers to movement and also increase the maintenance requirements for these soft-landscaped areas. Consequently, officers consider that ground level lawns, landscaping and tree planting is more appropriate and, supported by load-bearing root zone cells in hard-surfaced areas, would provide more sustainable and higher-quality soft-landscaped spaces.

7.3.7 Given that it is not intended to bring forward development proposals for the eastern end of the site at this time interim landscaping proposals should be identified for this area of the site as part of the proposed planning application to ensure that that space enhances rather than detracts from the wider development and heritage assets.

7.3.8 **Do Members have any comments regarding the design of the public realm?**

7.4 Housing and amenity considerations

7.4.1 The proposed development comprises 243 build to rent apartments. Core Strategy policy H4 seeks an appropriate mix of dwelling sizes to address needs measured over the long term taking into account the nature of the development and character of the location as set out below

Number of bedrooms	Max %	Min %	Proposed (%)
1 bed	50	0	127 (52)
2 bed	80	30	104 (43)
3 bed	70	20	12 (5)

Whilst the proportion of three-bedroom apartments in approved schemes in the locality has fallen consistently below 20% justification for divergence from the preferred housing mix will need to be presented for consideration with the forthcoming planning application.

7.4.2 Core Strategy policy H5 sets a target of 5% of new homes in this part of the city should be affordable housing, 40% of which should be for households on lower quartile earnings and the remainder for households on lower decile earnings. 243 apartments would generate the need for 12 affordable units based upon the current policy. The Core Strategy Selective Review (CSSR) introduces a requirement for 7% of units in developments in the city centre to be affordable and this would generate a need for 17 affordable units. The affordable units should be on-site unless off-site provision or a financial contribution can be robustly justified.

7.4.3 During recent years, the Nationally Described Space Standards (NDSS) have been used to help inform decisions on the acceptability of development proposals for residential developments given their evidence base in determining the minimum space requirements. CSSR Policy H9 seeks to formalise this position.

7.4.4 At the time of drafting this report the proposals showed the intent to remove hallways from within the proposed apartments, thereby providing direct access from communal corridors into the kitchen/living/dining rooms of the apartments. This arrangement reduces the gross apartment size by 4-6m²

Number of bedrooms	Minimum NDSS GIA (m ²)	Proposed Tower Works GIA (m ²)	Proposed Tower Works NIA (m ²)
1 bed (2 person)	50	45.8	43.2
2 bed (4 person)	70	69.9	66.0

Although the nett space would marginally increase relative to a standard apartment with a hallway the proposed approach would be such that the minimum floor areas identified in the NDSS, and forthcoming CSSR Policy H9, would not be achieved.

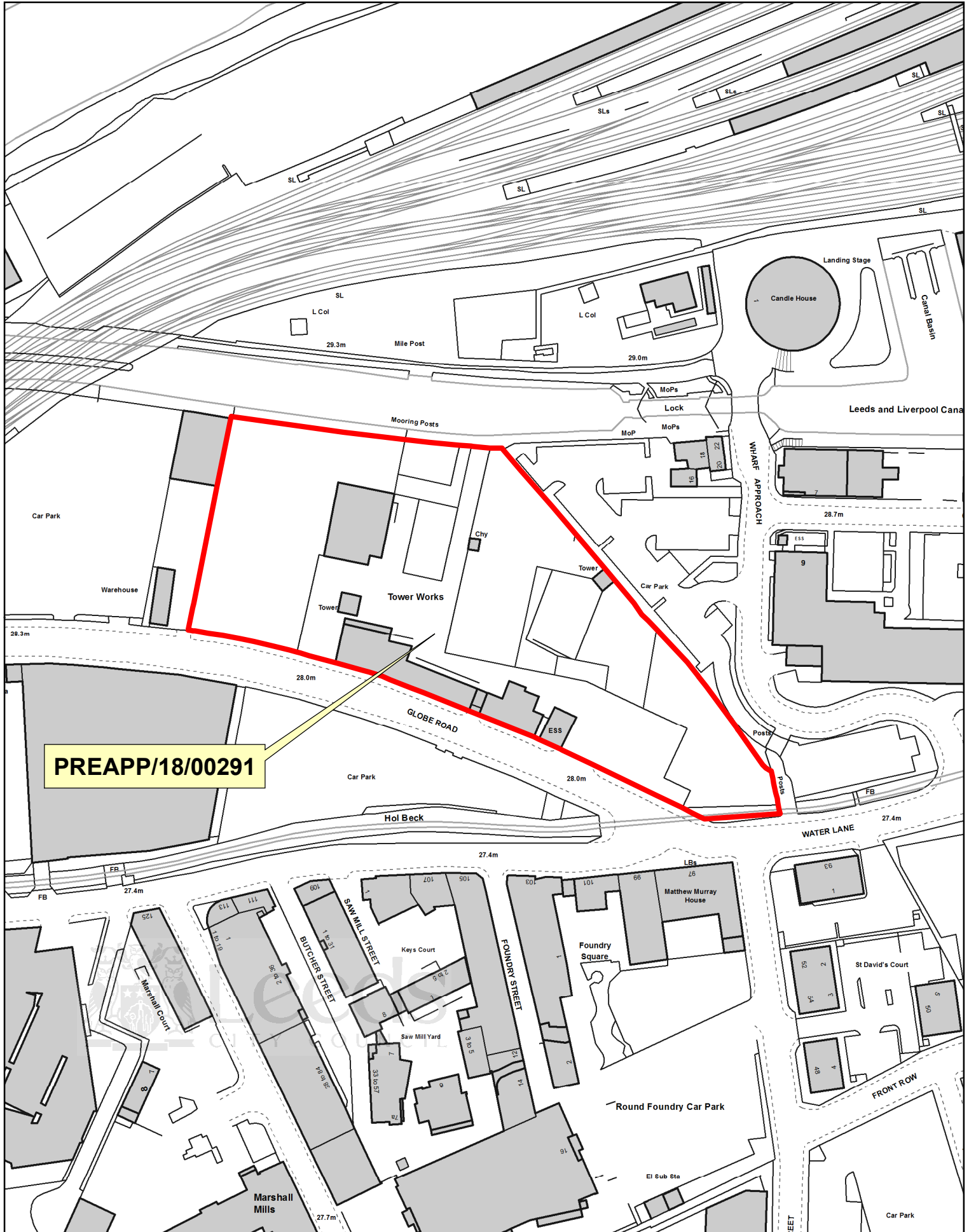
7.4.5 Notwithstanding the size of the apartments the juxtaposition of buildings and internal layouts will need to be carefully designed to ensure acceptable levels of amenity are achieved for the residents of the Tower Works and the neighbouring properties.

7.4.6 **Do Members consider that the proposed housing mix and apartment sizes within the development is acceptable?**

7.5 Conclusion

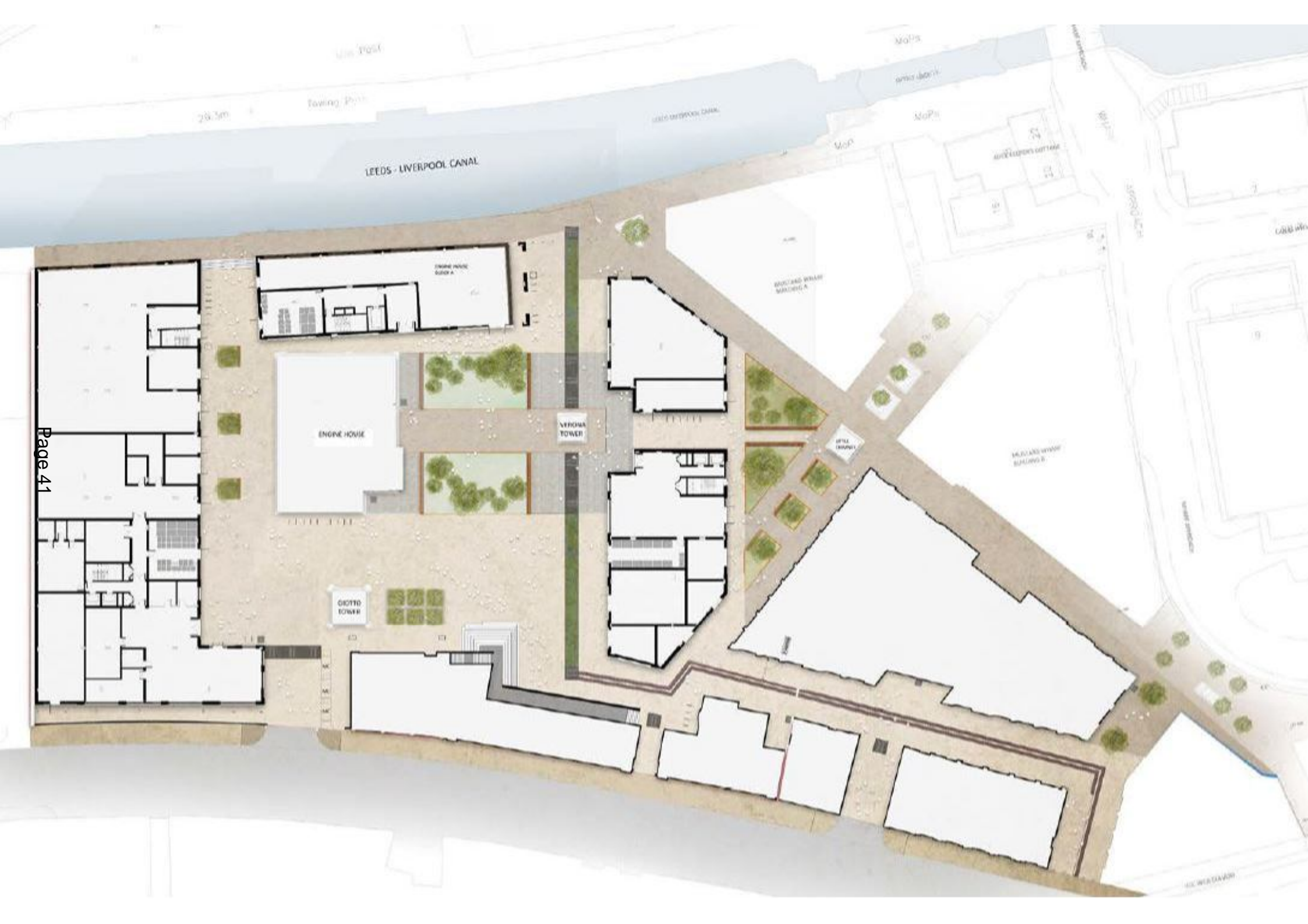
7.5.1 Members are asked to note the contents of the report and the presentation, and are invited to provide feedback, in particular, on the issues outlined below:

- **Do Members consider that the proposed mass and form of the development and its relationship with the surrounding context is acceptable? (7.2.14)**
- **Do Members have any comments regarding the emerging architectural approach? (7.2.19)**
- **Do Members have any comments regarding the approach to car parking provision within the site? (7.3.4)**
- **Do Members have any comments regarding the design of the public realm? (7.3.8)**
- **Do Members consider that the proposed housing mix and apartment sizes within the development is acceptable? (7.4.6)**



CITY PLANS PANEL





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Originator: Andrew Crates

Tel: 0113 222 4409

Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 18th April 2019

Subject: Application 18/05017/FU - Removal of condition 50 (MLLR delivery) of approval 16/07938/OT, on land Between Barrowby Lane and Manston Lane, Thorpe Park, Leeds

APPLICANT	DATE VALID	TARGET DATE
Thorpe Park Developments Ltd	12.09.18	2.1.19

Electoral Wards Affected:

Crossgates and Whinmoor
 Temple Newsam
 Garforth and Swillington

Yes (Ward Members consulted referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: For information only and for Members to note the contents of the report.

Following the Plans Panel resolution on the above application at the 3rd January 2019 meeting and the requirement for three weekly updates from the applicant, the following information update has been received for dissemination to Members:

- The current anticipated completion for the MLLR project has unfortunately continued to slip from the previously reported completion date of 18th April to an anticipated completion of the whole project now expected to be the end of May 2019. However, as reported previously, Thorpe Park have been working with their contractor to secure an April date for the opening of the road to traffic to bring the wider community benefit that being able to use the road delivers. Completion of the project with traffic running on the road would be slower hence a reprogramming of the completion activities which would take place during May. Typically these activities include landscaping, fencing, some small areas of service diversions to footpaths in isolated areas and the removal of the contractor's compound from the project as they leave the scheme.

- Currently it is anticipated that the road can open to traffic by 30th April 2019, in accordance with the agreed planning condition.
- Further delays since the last report have occurred with respect to the completion of the final parts of the rail bridge with delays to securing track possessions from Network Rail – which is still the subject of ongoing discussions and at the time of writing are to be confirmed – and the securing of reliable programme dates from key sub contractors as completion of the road approaches. Constant reprogramming due to historic delays means “re-securing” completion packages has been unreliable and whilst now progressing well, this has in itself led to reprogramming later timescales than originally anticipated of key packages like the laying of tarmac, signalling completion, streetlighting, signage and service diversions.
- As previously advised, the firming up of sub contract packages (final ones now placed) and their now agreed timescales to complete has led to some suppliers to the contractor confirming longer timescales for their works than had either previously been advised or to the previous assumptions made by the contractor.
- Weather has affected progress since the last report at Panel three weeks ago with the project losing around a week in the last three to weather delays to critical packages and some further slippage is anticipated during April. Whilst the project is significantly less weather dependent than in previous weeks, the recent week of wet weather has slowed progress.
- The contractor has provided a programme at the most recent progress meeting held on 3rd April and under the terms of the Engineering Contract this is now being assessed by the Employers Representative. It is anticipated that at this stage in the project the latest programme will be acknowledged as the position as the project closes out.
- Progress on site during March progressed generally well with around one week lost due to weather. The contractor has reported that there are currently around 80 people on site daily which is the highest resource the project has seen to date, demonstrating a clear effort to complete the works. The contractors continue to work on Saturdays each week as they have done since summer 2018.
- Work progresses south of the railway with the main highway line between the Green Bridge and the Railway Bridge including the entrance to the housing land which is nearing completion. The road surfacing works will continue in the coming period. All traffic signal works to the housing junction are now progressing.
- Redrow have commenced on site in the reporting (three week) period and their contractor is now setting up on site ready to commence ground works. The MLLR delays have not held up progress with the housing land and currently a separate access from Thorpe Park is in place to enable access without the MLLR.
- North of the railway drainage works are nearing completion and kerb lines are almost complete. The binder course will be laid to the roundabout in the coming period.
- Tie in works to the MLLR on the Manston Lane part of the project are progressing well with much of the binder layer on that part of the road now laid and ready for the wearing course and white lining.

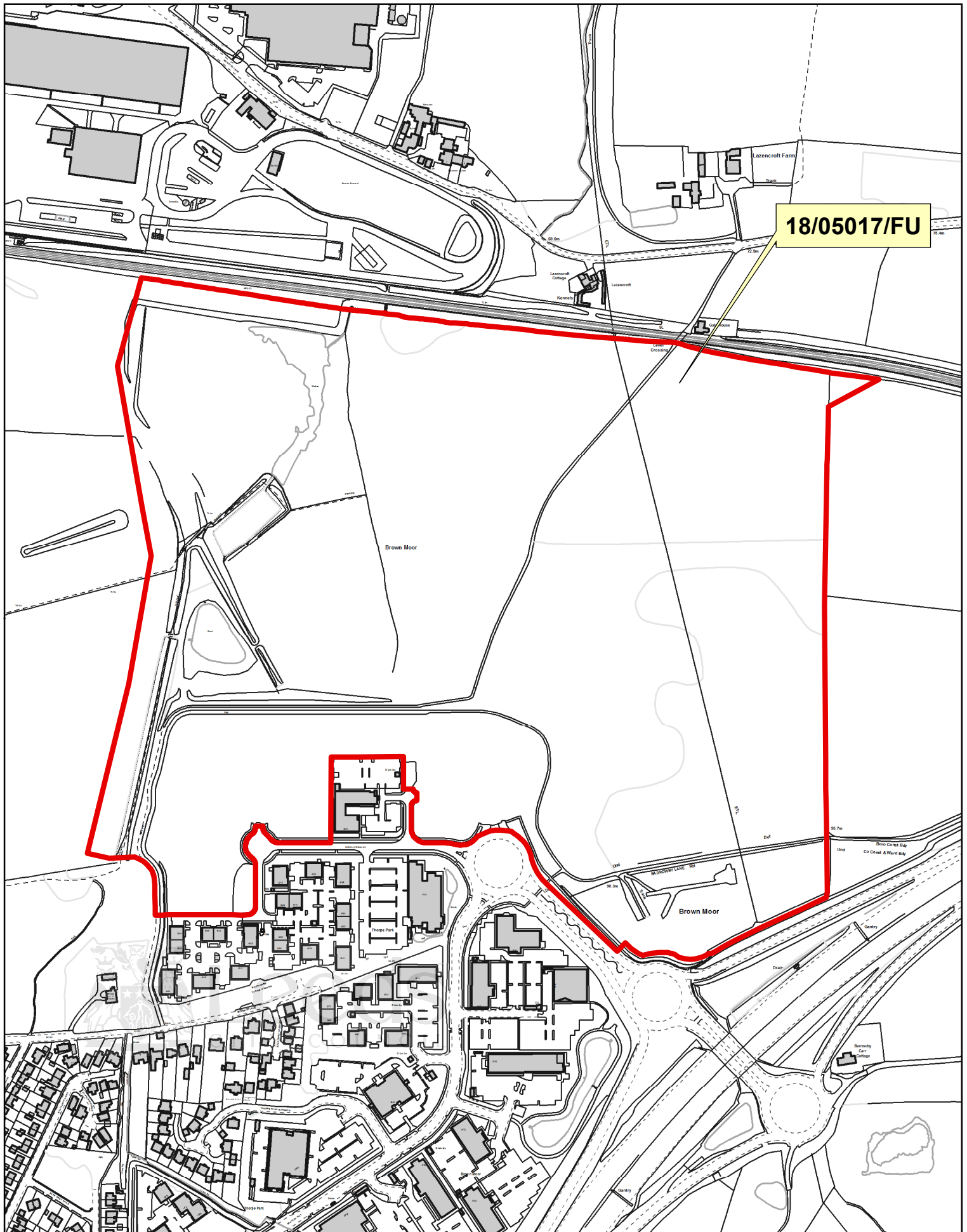
- Close liaison with the Manston Lane residents regarding the works continues with work now progressing to the three driveways as part of the originally agreed scope of the works and will be complete by 10th April.
- The Green Bridge structured filling operations have continued in the period and are now almost complete ready for the landscaping works and public footpaths to start when the road contractor has left site.
- Construction operations on the Green Bridge are nearing completion with the waterproofing elements now complete.
- To the East of the MLLR the 3 “ramped” connections to the bridleway, farm access and access to the Green Bridge are now being installed.
- Walkovers with the Council’s Section 38 team, over and above the daily inspections carried out by the Council’s inspector, have been arranged to be undertaken weekly and are taking place so officers from the Council are aware of the current position. Highway officers were also present at the site meeting that took place on 3rd April as they have been throughout the project so they are briefed.
- The Council requested a late change to the route of the proposed 33kv high voltage cables, due to the potential impact of this diversion to the developing Station and Park and Ride site. This change has affected progress by Northern Power Grid (NPG), however a solution has been agreed and progress is being made. Whilst NPG have had to secure a later track possession than originally desired this is now in place and the old overhead cables will be removed by 12th April once the new cable through the railway bridge is made live w/c 8th April. Despite this late change, NPG have been able to hold onto their programme working closely with the road contractor who have been instrumental in enabling the work to continue to programme.
- As the project nears completion the programme becomes more secure, but the position now is focussed on securing traffic onto the new link road and every possible effort is being made to ensure an April opening date with the current position being 30th April for traffic on the road and an end of May completion to the project.
- It is also noted that Thorpe Park’s representatives are continuing to liaise with Ward Members and the local community. Most recently (at the time of writing), Thorpe Park’s representative attended the Manston and Swarcliffe Forum. The explanation for the further delay was understood by residents, who queried what the implications were for the opening of further retail / leisure uses and the impact that this would have on The Springs. It was noted that residents can clearly see advanced progress on the ground and so the delay, whilst disappointing, did not cause undue concern for residents.
- The delay is clearly disappointing for the Local Planning Authority, though the proposed date for opening to traffic still aligns with the planning condition that was agreed by Plans Panel in January. Highway officers are continuing to work closely with Thorpe Park to encourage and facilitate whatever can be done to open the MLLR as soon as possible.

Background files:

Application case files 18/05017/FU.

Certificates of Ownership:

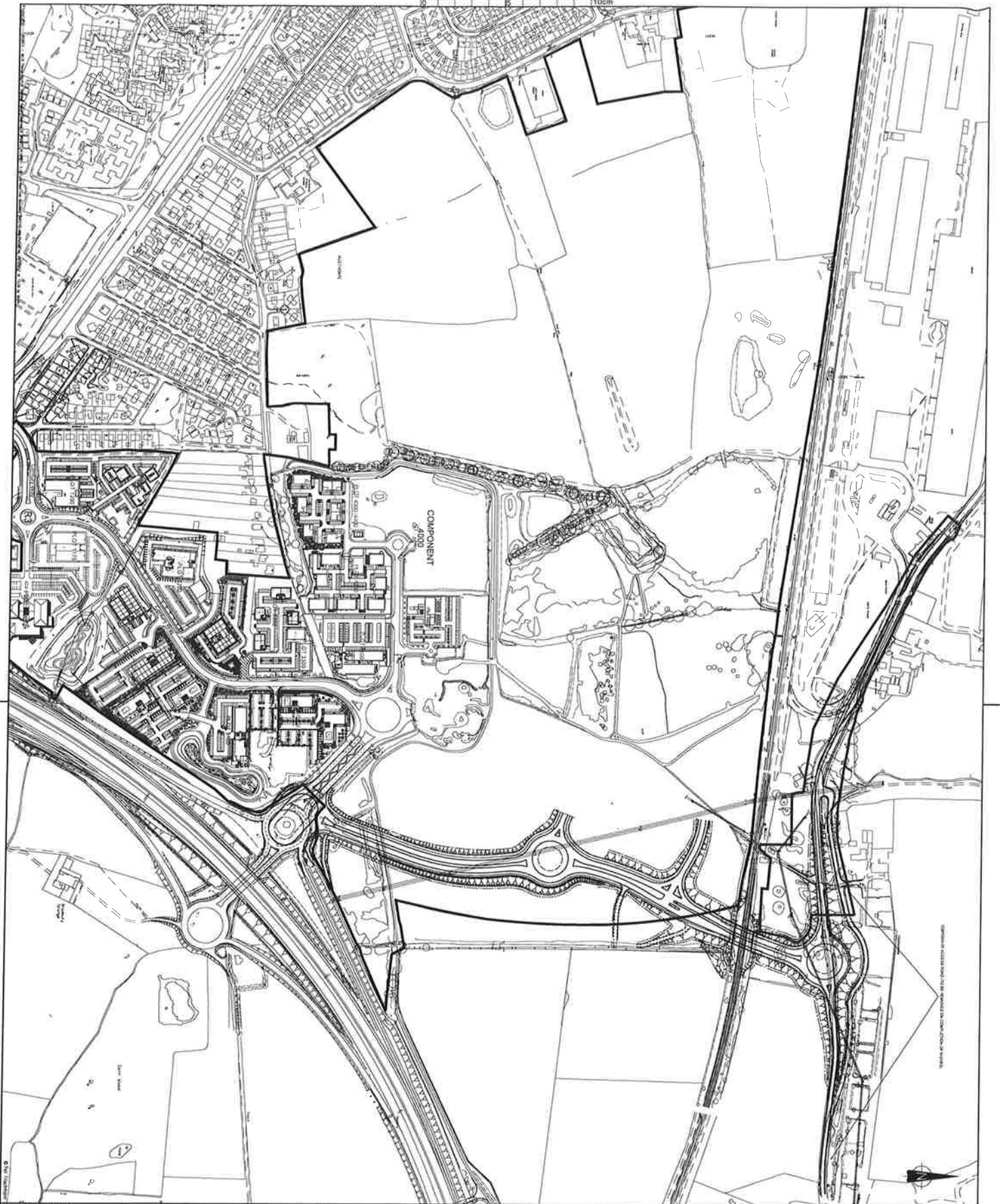
18/05017/FU – Certificate A completed.



18/05017/FU

CITY PLANS PANEL





EXISTING ACCESS ROAD TO BE REVISED TO MATCH PLAN TO SCALE

- KEY
- MANSTON LANE LINK ROAD (MLLR) RED LINE
 - BOUNDARY
 - THORPE PARK OWNERSHIP

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THORPE PARK DEVELOPMENTS LTD

**MANSTON LANE LINK ROAD (MLLR)
 THORPE PARK, LEEDS**

**MLLR EAST - WEST LINK
 RED LINE BOUNDARY**

Date	By	Scale	Notes
20/01/15	MLLR	1:200 @ A1	Issue for planning
22/01/15	MLLR	1:200 @ A1	Issue for planning
23/01/15	MLLR	1:200 @ A1	Issue for planning
24/01/15	MLLR	1:200 @ A1	Issue for planning
25/01/15	MLLR	1:200 @ A1	Issue for planning
26/01/15	MLLR	1:200 @ A1	Issue for planning
27/01/15	MLLR	1:200 @ A1	Issue for planning
28/01/15	MLLR	1:200 @ A1	Issue for planning
29/01/15	MLLR	1:200 @ A1	Issue for planning
30/01/15	MLLR	1:200 @ A1	Issue for planning
31/01/15	MLLR	1:200 @ A1	Issue for planning
01/02/15	MLLR	1:200 @ A1	Issue for planning
02/02/15	MLLR	1:200 @ A1	Issue for planning
03/02/15	MLLR	1:200 @ A1	Issue for planning
04/02/15	MLLR	1:200 @ A1	Issue for planning
05/02/15	MLLR	1:200 @ A1	Issue for planning
06/02/15	MLLR	1:200 @ A1	Issue for planning
07/02/15	MLLR	1:200 @ A1	Issue for planning
08/02/15	MLLR	1:200 @ A1	Issue for planning
09/02/15	MLLR	1:200 @ A1	Issue for planning
10/02/15	MLLR	1:200 @ A1	Issue for planning
11/02/15	MLLR	1:200 @ A1	Issue for planning
12/02/15	MLLR	1:200 @ A1	Issue for planning
13/02/15	MLLR	1:200 @ A1	Issue for planning
14/02/15	MLLR	1:200 @ A1	Issue for planning
15/02/15	MLLR	1:200 @ A1	Issue for planning
16/02/15	MLLR	1:200 @ A1	Issue for planning
17/02/15	MLLR	1:200 @ A1	Issue for planning
18/02/15	MLLR	1:200 @ A1	Issue for planning
19/02/15	MLLR	1:200 @ A1	Issue for planning
20/02/15	MLLR	1:200 @ A1	Issue for planning
21/02/15	MLLR	1:200 @ A1	Issue for planning
22/02/15	MLLR	1:200 @ A1	Issue for planning
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27/02/15	MLLR	1:200 @ A1	Issue for planning
28/02/15	MLLR	1:200 @ A1	Issue for planning
29/02/15	MLLR	1:200 @ A1	Issue for planning
30/02/15	MLLR	1:200 @ A1	Issue for planning
31/02/15	MLLR	1:200 @ A1	Issue for planning

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