



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.

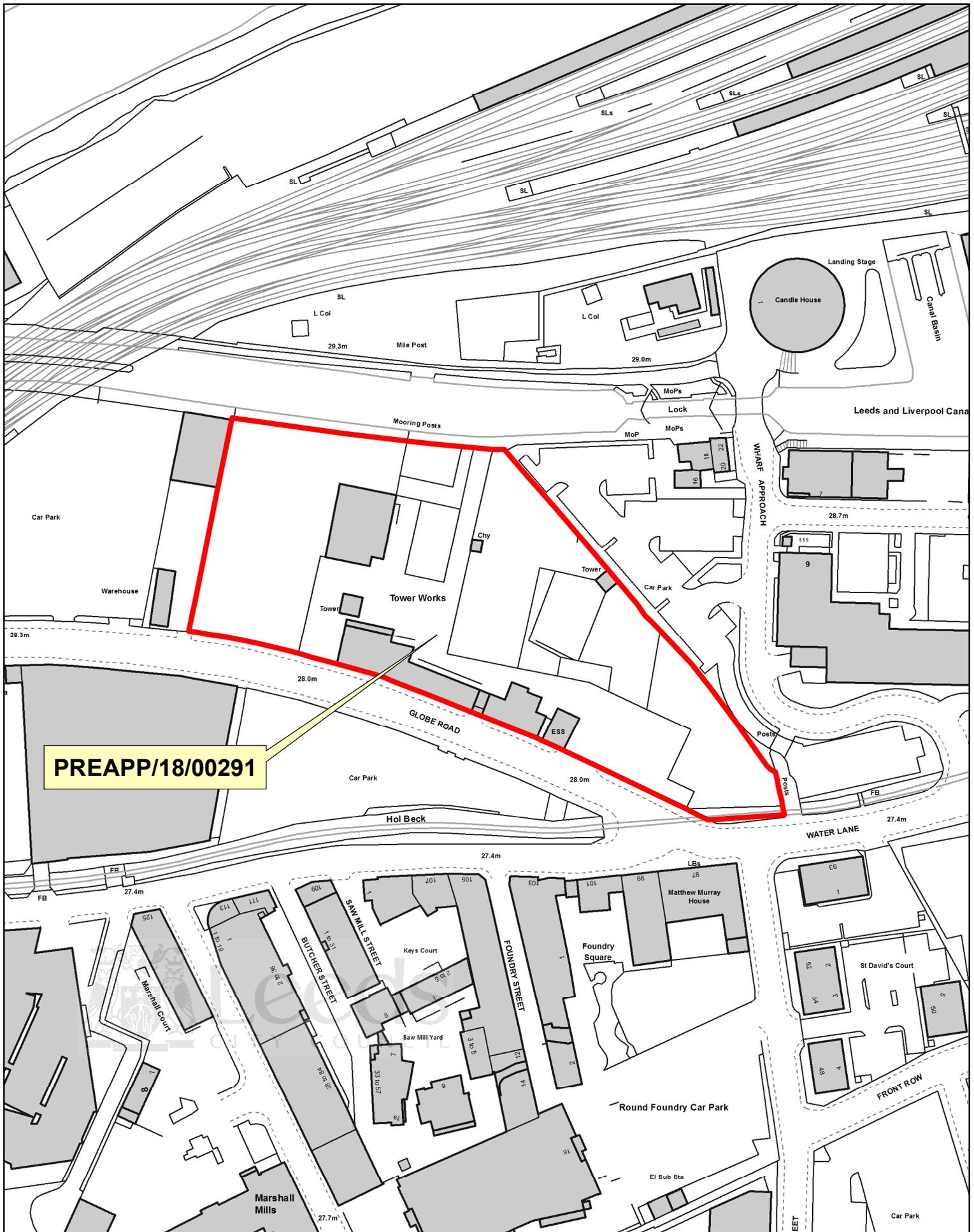
7.4.5 Notwithstanding the size of the apartments the juxtaposition of buildings and internal layouts will need to be carefully designed to ensure acceptable levels of amenity are achieved for the residents of the Tower Works and the neighbouring properties.

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

7.5 Conclusion

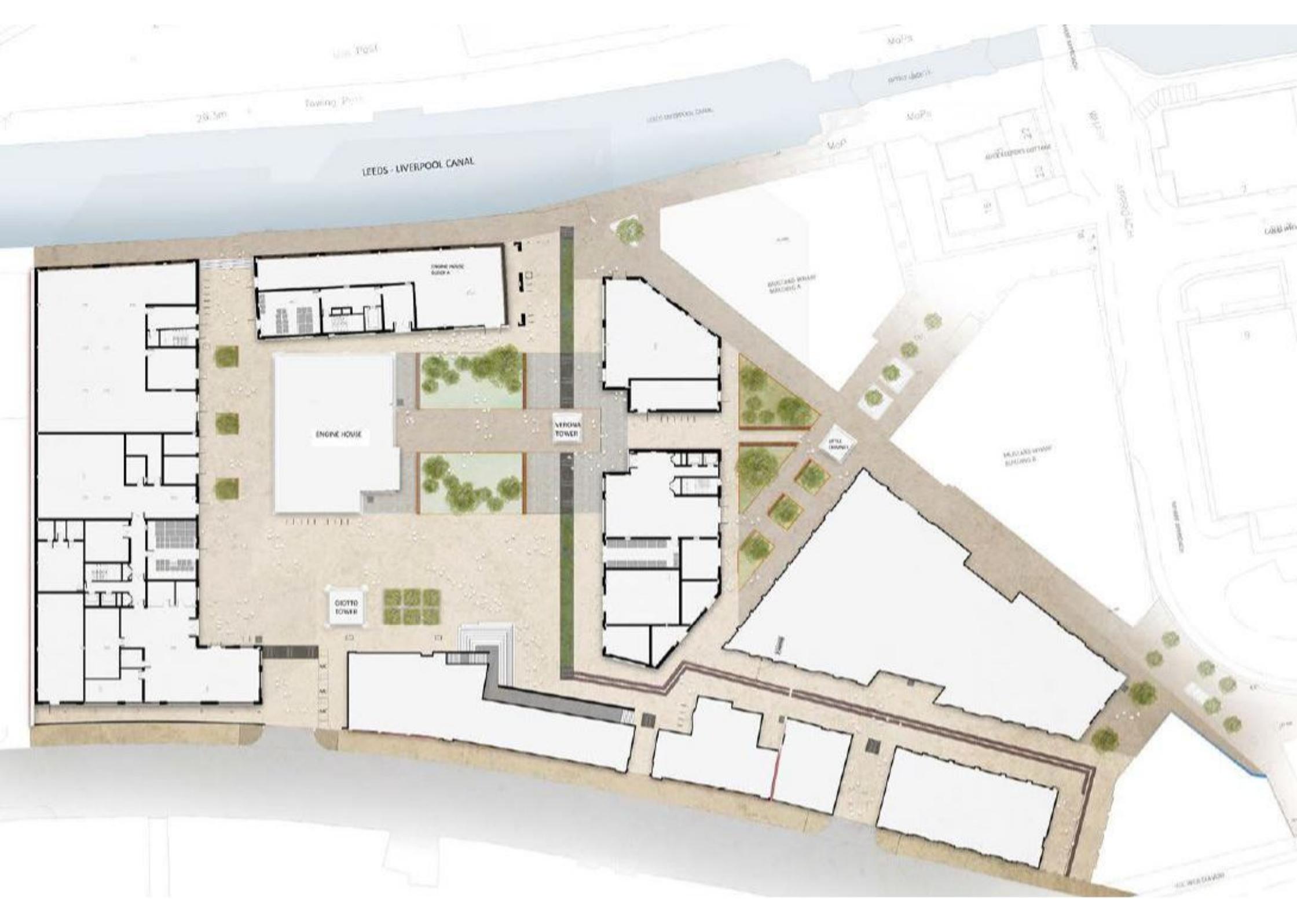
7.5.1 Members are asked to note the contents of the report and the presentation, and are invited to provide feedback, in particular, on the issues outlined below:

- **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





LEEDS - LIVERPOOL CANAL

28.5m
Towing Point

ENGINE HOUSE

TRUCK HOUSE BUILDING A

VERONA TOWER

GOTTO TOWER

MILL BUILDING A

MILL BUILDING B

LEEDS STREET

MILLS COURT

MILLS COURT