



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 30 September 2021

Subject: PREAPP/21/00259- Redevelopment of an existing surface car park to provide 359 residential units in stepped blocks, with associated access, landscaping and parking provision at a site on Land Off Water Lane, Holbeck, Leeds.

Developer- McLaren Living

Electoral Wards Affected:

Beeston & Holbeck

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 emerging scheme 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 at an early stage of the emerging proposals for a multi-level residential development. The scheme is brought to City Plans Panel to allow Panel Members to make comments to inform progression of proposals. The development involves a significant investment in an important site which is located at an area to the south side of the City Centre.

2.0 SITE AND SURROUNDINGS:

2.1 The site is laid out as an existing hard surfaced car park and is surrounded by a number of historical former industrial foundry buildings and abuts the early 1800 Grade II listed building - Midland Mills, as well as being set within Holbeck Conservation Area, and Holbeck Urban Village. To the east sit the Grade I listed building – Temple Works and the Grade II listed buildings – Marshalls Mill, Round Foundry, Matthew Murray House, 99, 101, 103 and 105 Water Lane, 12 to 14 Foundry Street and the former Joiners Shop and Saw Mill to the former foundry at

Foundry Street and Sawmill Yard. In addition, the site is adjacent to a redundant railway viaduct and a working railway viaduct.

2.2 The Holbeck Conservation Area is considered to be an area of local, national, and international importance in respect of the historical significance and architectural merits of its buildings, as well as for the potential archaeological discoveries that the area could elicit. The area is considered to be the foundation of the Industrial Revolution in Leeds.

2.3 The site is also within Flood Zone 3.

3.0 PROPOSAL:

3.1 The proposals seek to create a multi-level development of residential apartments, of 9 to 26 storeys (including ground floor), set within a landscaped area, with undercroft (and a small area of surface) car parking. As currently proposed the scheme would bring forward 360 apartments, with these being in the following mix;

- 1 bedroomed apartments (40 sq metres) 5%
- 1 bedroomed apartments (46 sq metres) 50%
- 2 bedroomed apartments (64-72 sq metres) 40%
- 3 bedroomed apartments (87 sq metres) 5%.

3.2 In addition, the proposal would include internal communal amenity spaces totalling some 592 sq metres and external landscaped communal spaces totalling 2845 sq metres. Part of the external space would be a raised podium to the centre of the site, alongside roof terraced areas and ground floor surface landscaping.

3.3 In addition, 55 car parking spaces are proposed in an undercroft parking area, as well as 300 secure cycle parking spaces.

4.0 RELEVANT PLANNING HISTORY:

4.1 Approval was granted for redevelopment of the adjacent site for the refurbishment of Midland Mills and the construction of a 32 storey tower comprising a total of 306No. apartments; flexible commercial space (class uses A1/A2/A3/A4/B1), the creation of a public realm at Midland Mills, Silver Street, Holbeck Leeds, under applications 18/04579/FU and 18/04580/LI on 18 September 2019. Development has yet to commence on this approved scheme.

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 June 2021. These discussions have focused on the proposed uses, the design, the height, positions and massing of the blocks, heritage matters including the relationships to the nearby listed Midland Mills, key views, car and cycle parking, servicing, sustainability and opportunities for greened landscaping in the external communal spaces.

6.0 RELEVANT PLANNING POLICIES:

6.1 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.

- 6.2 For the purposes of this site the Development Plan for Leeds currently comprises the following documents:
1. Core Strategy 2014 (as amended by the Core Strategy Selective Review 2019)
 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. Leeds Site Allocation Plan 2019
- 6.3 Core Strategy
- 6.4 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 will include those outlined below.
- 6.5 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.
 - (ii) Redevelopment of previously developed land is to be prioritized in a way that respects and enhances the local character and identity of places and neighbourhoods
- 6.6 Spatial Policy 3: Role of Leeds City Centre states that the importance of the City Centre as an economic driver for the District and City Region will be maintained and enhanced by:
- (iv) Comprehensively planning the redevelopment and re-use of vacant and under-used sites and buildings for mixed use development and new areas of public space
- 6.7 Spatial Policy 11: Transport Infrastructure Investment Priorities states that the delivery of an integrated transport strategy for Leeds will be supported, which takes account of:
- (iv) Expansion of the Leeds Core Cycle Network to improve local connectivity;
 - (v) Improved facilities for pedestrians to promote safety and accessibility, particularly connectivity between the 'Rim' and the City Centre;
 - (vi) Measures to deliver safer roads;
 - (vii) The provision of infrastructure to serve new development
 - (xi) Provision for people with impaired mobility to improve accessibility.
- 6.8 Policy CC1: City Centre Development outlines the planned growth within the City Centre. Part B states that residential development is to be encouraged providing that it does not prejudice town centre functions and provides a reasonable level of amenity for occupiers;
- (iii) 10,200 dwellings.
- b) Encouraging residential development including new buildings and changes of use of existing providing that it does not prejudice the town centre functions of the City Centre and that it provides a reasonable level of amenity for occupiers.
- 6.9 Policy CC2: City Centre South;
- The north and south halves of Leeds City Centre are to be more effectively integrated and better connected. The areas of development opportunity south of the river will be prioritised for town centre uses (see list in Policy P2), particularly large scale office development, delivery of a new park, residential, cultural and leisure uses,

- 6.10 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 and,
 - (ii) Provide a minimum of 10% of the predicted energy needs of the development from low carbon energy.
- 6.11 Policy EN2: Sustainable Design and Construction states that to require developments of 1,000 or more square metres or 10 or more dwellings (including conversion) where feasible) to meet at least the standard set by BREEAM or Code for Sustainable Homes as shown in the table below. A post construction review certificate will be required prior to occupation.
- 6.12 Policy EN4: Where technically viable, appropriate for the development, and in areas with sufficient existing or potential heat density, developments of 1,000 sqm or more or 10 dwellings or more (including conversions where feasible) should propose heating systems
- 6.13 Policy EN5: Managing Flood Risk states that the Council will manage and mitigate flood risk by:
Avoiding development in flood risk areas, where possible, by applying the sequential approach and where this is not possible by mitigating measures, in line with the NPPF, both in the allocation of sites for development and in the determination of planning applications.
- 6.14 Policy H4: Housing Mix states:
Developments should include an appropriate mix of dwelling types and sizes to address needs measured over the long term taking into account the nature of the development and character of the location.

Type*	Max %	Min %	Target %
Houses	90	50	75
Flats	50	10	25
Size*	Max %	Min %	Target %
1 bed	50	0	10
2 bed	80	30	50
3 bed	70	20	30
4 bed+	50	0	10

*Type is applicable outside of City Centre and town centres; Size is applicable in all parts of Leeds

- 6.15 Policy H5 Affordable housing:
On major housing developments, affordable housing provision should be provided onsite at the target levels specified in the following zones:
Zone Minimum Target 1 35%, 2 15%, 3 7%, 4 7%
The mix of affordable housing should be designed to meet the identified needs of households as follows:
- 40% affordable housing for Intermediate or equivalent affordable tenures
 - 60% affordable housing for Social Rented or equivalent affordable tenures
- Build-to-rent developments shall provide either:
- i) on-site, according to national policy advice, currently 20% Affordable Private Rent dwellings at 80% of local market rents administered by a management company with appropriate arrangements for identifying households in need, including city council nomination rights, which apply in perpetuity, or

- ii) on-site, the percentage of affordable housing specified for zones 1-4 and mix of Intermediate and Social Rented types of affordable housing set out in the first paragraphs of this Policy, or
- iii) a commuted sum in lieu of on-site provision of affordable housing of option ii).

- 6.16 Policy H9 – Minimum Space Standards states:
All new dwellings must comply with the minimum space standards.
- 6.17 Policy H10 Accessible Housing Standards states:
New build residential developments should include the following proportions of accessible dwellings:
- 30% of dwellings meet the requirements of M4(2) ‘accessible and adaptable dwellings’ of Part M Volume 1 of the Building Regulations.
 - 2% dwellings meet the requirement of M4 (3) ‘wheelchair user dwellings’, of Part M Volume 1 of the Building Regulations.
- 6.18 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.
- 6.19 Policy P11: Conservation states that development proposals will be expected to demonstrate a full understanding of historic assets affected. Heritage statements assessing the significance of assets, the impact of proposals and mitigation measures will be required to be submitted by developers to accompany development proposals.
- 6.20 Policy P12: Landscape states that;
The character, quality and biodiversity of Leeds’ townscapes and landscapes, including their historical and cultural significance, will be conserved and enhanced to protect their distinctiveness through stewardship and the planning process
- 6.21 Policy T1: Transport Management Policy
States that support will be given to the following management priorities:
- (i) Develop and provide tailored, interactive, readily available information and support that encourages and incentivises more sustainable travel choices on a regular basis.
 - (ii) Sustainable travel proposals including travel planning measures for employers.
 - c) To support wider transport strategy objectives for sustainable travel and to minimise congestion during peak periods.
- 6.22 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.
- 6.23 Leeds Unitary Development Plan Review Retained Policies
Policy GP5 (All planning considerations)

Policy BD4 (Mechanical plant and servicing for new developments)
Policy BD5 (Residential amenity)

6.24 **The Site Allocations Plan**

6.25 The Site Allocations Plan was adopted in July 2019. The majority of the site is designated as site HG2-195 (2019) in the Plan and is identified as housing land.

6.26 Leeds Natural Resources and Waste DPD 2013 including revised policies Minerals 13 and 14 (Adopted September 2015).

6.27 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:

Air 1: Management of air quality through new development

Water 1: Water efficiency

Water 7: Surface water run-off and SUDS

Land 1: Contaminated land

6.28 National Planning Policy Framework (NPPF)

6.29 The National Planning Policy Framework (NPPF) revised and adopted in July 2021 and sets out the Government's planning policies for England and how these should be applied.

6.30 Paragraph 11 of the NPPF states that plans and decisions should apply a presumption in favour of sustainable development.

6.31 Paragraph 110 of the NPPF states that applications for development, it should be ensured that:

- a) appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location;
- b) safe and suitable access to the site can be achieved for all users;
- c) the design of streets, parking areas, other transport elements and the content of associated standards reflects current national guidance, including the National Design Guide and the National Model Design Code 46; and
- d) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.

6.32 Paragraph 126 of the NPPF states that the creation of high quality, beautiful and sustainable 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

6.33 Paragraph 130 states that decisions should ensure that developments:
Planning policies and 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.

6.34 Paragraph 195 of the NPPF states that Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.

6.35 Supplementary Planning Documents

6.36 Holbeck, South Bank Supplementary Planning Document (SPD) June 2016

6.37 Tall Buildings Design Guide Supplementary Planning Document (Spring 2010)

6.38 Parking Policies and Guidelines Supplementary Planning Document (January 2016)

6.39 Street Design Guide Supplementary Planning Document (August 2009)

6.40 Travel Plans Supplementary Planning Document (February 2015)

6.41 Accessible Leeds Supplementary Planning Document adopted November 2016

6.42 Neighbourhood Plans

6.43 Holbeck Neighbourhood Plan

7.0 KEY ISSUES

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

7.2 Principle of the proposed use

7.3 The proposal is for a fully residential Build to Rent scheme of 360 apartments, set in stepped blocks of 9 to 26 storeys (including ground floor levels). The development would involve the regeneration of a brownfield site, which has most recently been used as a surface car park, but that is currently vacant. The National Planning

Policy Framework, Core Strategy, Leeds Unitary Development Plan Review retained policies, and the Holbeck South Bank Supplementary Planning Document (SPD) all support the principle of residential use within this defined area. These policies also encourage a mix of uses in the Holbeck South Bank SPD area to ensure a wide range of activities are present at all times of the day. The proposed residential use would contribute to the ongoing mix and the creation of a vibrant community in the Holbeck South Bank SPD area.

- 7.4 Affordable housing provision in accordance with Core Strategy Policy H5 at the rate of 7%, is required as part of these proposals.
- 7.5 Amenity considerations
- 7.6 The proposal seeks to provide a mix of 1 bedroomed apartments (55%), 2 bedroomed apartments (40%) and 3 bedroomed apartments (5%). The number of 3 bedroomed apartments proposed is lower than the percentage aimed for under Policy H4. As such the Applicant would need to justify this position at the formal application stage, however, Policy H4 does allow for local character, demand and need to be taken into account, in such a justification.
- 7.7 The proposed apartments would be required to all accord with the requirements of the adopted space standards, as set out in Core Strategy Policy H9. As the detailed design of the scheme progresses, the proposals will also need to address the requirements for the provision of accessible housing as set out in Core Strategy Policy H10.
- 7.8 Do Members have any comments on the proposed housing mix?**
- 7.9 Design and Heritage considerations
- 7.10 As identified above, the proposals seek to create 360 residential apartments, within a series of differing level blocks, that would span across the site. To this end, the proposals would be contemporary stepped buildings, with the tallest part acting like a bookend to the approved Midland Mills tower (approved under Planning Applications 18/04579/FU and 18/04580/LI), that is yet to be constructed. The new blocks would be orientated to reflect the former historic street pattern of this area. The applicant has prepared key views of the proposed scale of development from within the Holbeck Planning Framework Area including potential views from the east with the listed Temple Works and Marshalls Mills in the foreground. These demonstrate that the form of the tallest element would appear as a point of height rather than a slab block and would not unduly dominate the skyline. The wider area has a number of existing and consented tall buildings and towers (including the consented Midland Mills tower) and the proposals would be viewed predominantly in this context, in longer views across the area. Within the closer view setting of some listed buildings and existing and potential future towers, the positioning would mean that there would be visual separation in these key views, from the said nearby heritage assets, ensuring that their special characters and visual status, were not adversely affected.
- 7.11 In addition, the scheme aims to respond to the heritage rich setting in terms of its detailing and materials. As a result, the proposals are predominantly brick buildings, with strong expressed frames to the facades, arranged vertically. Large glazed windows in a mill/warehouse styling, would be recessed within a strong grid with deep reveals. Regularly positioned balconies would be positioned on the blocks, the details of which are yet to be determined. Subtle changes in brick tone are proposed

to different parts of the development to prevent a visually homogenous appearance, whilst giving a limited degree of variance.

7.12 Officers consider that the emerging proposals would be sensitive to the special character of the nearby listed Midland Mills and the wider setting of other listed buildings and the Holbeck Conservation Area. The proposals would be of a high quality design, with detailing and materials that would be appropriate to the historic context, complementing rather than competing with the character and appearance of these heritage assets. In addition, the proposed footprint, height, and massing of the structure would not unduly dominate the setting of nearby heritage assets.

7.13 Do Members support the emerging design of the development?

7.14 Landscape proposals

7.15 The scheme involves the creation of ground level green landscaped areas. A greened, raised podium level courtyard, above undercroft car parking, as well as private roof terraces. A variety of planting will be involved, including environment and setting appropriate species and specimen sizes of trees, shrubs, grasses, and border plants, to ensure an attractive, colourful landscape scheme is achieved. In addition, the site will be managed and the emerging design and layout offer natural surveillance of the external landscaped areas. Full details of all soft and hard landscape proposals will be required to come forward as part of any subsequent planning application.

7.16 Transport and connectivity

7.17 The site is in a sustainable location, close to the city centre and major transport links. As such a low level of car parking is proposed with 55 undercroft parking bays. In addition, 300 secure cycle parking spaces are proposed. All car parking spaces will be required to have electric vehicle charging point access, to accord with the requirement of Core Strategy Policy EN8. A new pedestrian route will be created through the site, with this having the potential to create a new walking connection between Water Lane and Bath Road.

7.18 Due to the low level of car parking a contribution will be required, by way of a Section 106 legal agreement obligation, towards addressing any short fall in Traffic Regulation Orders affecting resident's on street parking, within an 800m radius of the site. The scheme will also require the submission of a Travel Plan.

7.19 Servicing and deliveries are proposed to operate via a layby on Water Lane, with a smaller servicing area within the site, for smaller drop offs. A detailed servicing strategy and Transport Statement would need to be developed and agreed.

7.20 Do Members support the approach to car parking provision in this location?

7.21 Accessibility and Inclusion

7.22 The Developer has confirmed that accessible accommodation will be provided in accordance with Core Strategy H10 requirements. In addition, accessible entrances will be created and lift access is to be retained to all floors. Full details of the measures to ensure access for all residents, staff and visitors is achieved, will be required as part of any subsequent planning application.

7.23 Sustainability and Climate Change

- 7.24 Members will be aware that the Council has declared a Climate Emergency. Existing planning policies seek to address the issue of climate change by ensuring that development proposals incorporate measures to reduce the impact of non-renewable resources.
- 7.25 Although at an emerging stage 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. Full details of the measures that will be employed to address sustainability will come forward as part of any subsequent planning application, such that sustainability measures will be integrated into the detailed design

8.0 CONCLUSION

- 8.1 Members are asked to note the contents of the report and the presentation. In addition, Members are invited to provide feedback, in particular, in response to the key questions asked in the report above and as follows:
- 8.2 **Do Members have any comments on the proposed housing mix?**
- 8.3 **Do Members support the emerging design of the development?**
- 8.4 **Do Members support the approach to car parking provision in this location?**

Background Papers: PREAPP/21/00259

