



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 19 May 2022

Subject: PREAPP/20/00446 for a mixed-use development of 1235 residential units, two office blocks, a clubhouse and a retained public house use, street-level commercial units, car parking and landscaped public realm at land at Sweet Street, Marshall Street, Holbeck, Leeds.

Developer- Westrock and Platform

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 of the stage of the progress of the proposals for a multi-level residential and commercial development. The scheme was first presented to Members on 27 January 2022 and is brought back to City Plans Panel to allow Panel Members to make comments to inform the 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 largely cleared and measures a total of 3.05 hectares. The (vacant) former Commercial Pub, which is a non-designated heritage asset, is located towards the junction of Sweet Street West and Marshall Street and is within the boundary of the Holbeck Conservation Area. The site gradually slopes northwards and is bounded by Sweet Street West to the north, Marshall Street to the east,

Nineveh Road to the south and the railway line to the south west. The former Holbeck library, a grade II listed building (at the junction of Marshall Street and Nineveh Road), lies outside the site boundary. To the south and south west of the railway line and Nineveh Road are the residential communities of Holbeck and Beeston. Employment uses predominate (mainly industrial and warehouse) to the east side of Marshall Street. To the north is the Commercial Pub, listed Temple Works, an archive store and chromium plating business and vacant land.

3.0 PROPOSAL:

- 3.1 The proposals seek to create a multi-level development of 1245 residential apartments (a mix of studios, 1, 2 and 3 bedrooms apartments) in blocks, ranging from 10 up to 27 storeys, two office blocks, ranging from 4 to 6 storeys and 5 to 7 storeys, a 4 storey clubhouse and a 2 storey public house/drinking establishment, all set within a landscaped area, with surface and undercroft car parking. As currently proposed the scheme would bring forward;

777 Build to Rent apartments, of which
5% (37) will be studios,
45% (352) will be one bed roomed,
40% (310) will be two bed roomed
10% (78) will be three bed roomed,
with 1,200m² of external amenity space and 880m² of internal amenity space.

468 Open Market Housing apartments, of which
3% (14) will be studios,
41% (191) will be one bed roomed,
46% (216) will be two bed roomed
10% (47) will be three bed roomed
with 1,070m² of external amenity space and 300m² of internal amenity space.

12,870m² of office accommodation
with 1,410m² of external amenity space.

2,700m² of commercial uses accommodation.

- 3.2 The external landscaped, which is greened, mostly publicly accessible (except for resident's and offices roof terraces) open spaces, would total some 0.96 hectares, which would be 30% of the total site area. Parts of the external spaces would be roof terraced areas, as well as ground floor surface landscaping in the shape of areas termed 'Sweet Street Square' to the rear of the former Commercial pub and the new clubhouse, and large greened areas sited north south and east west across the site, termed as Central Green, N/W Entrance and Southern Arrival Square. Further to this the existing green corridor, which has a number of mature trees, along the edge of the site where it meets the railway line, will be retained. Tree and other planting would also be positioned along the street edges of Marshall Street and Sweet Street West.
- 3.3 The former Commercial Public House is to be retained, refurbished and extended as a public house/drinking establishment use and a total 2890m² of commercial uses accommodation would be sited at the ground floor of the scheme, in locations that are yet to be fixed. It should be noted that the Grade II listed The former Holbeck library is outside the red line boundary of the proposed development site, although its presence is a key consideration in the scale, massing and positioning of the

development. The proposed clubhouse could offer internal communal amenity spaces.

- 3.4 In respect of car parking, 72 spaces are proposed for the Build to Rent apartments, 91 spaces are proposed for the Open Market Housing apartments and 109 spaces are proposed for the office accommodation. The parking numbers for the commercial uses are to be defined, as these uses are not yet fixed. Cycle parking will be 777 for the Build to Rent apartments, 468 for the Open Market apartments and 130 for the office blocks. The spaces for the commercial uses are yet to be defined. Motorcycle parking will be at a levels to comply with local planning policy.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 A previous planning permission was granted for an Outline application to erect 66,160 m² of residential floorspace, 14,357 m² of Class B1 (office) floorspace, 2,986 m² of Class B1 (workspace units), and ancillary Class A uses (960 m²), a community and medical centre use (700 m²) and creche and gym use (1,665 m²), and ancillary car parking and landscaped amenity areas at the site, on 29 August 2007, planning reference 20/304/05/OT. An extension of this application was approved under planning reference 12/02031/EXT on 9 April 2013. This extended consent has expired without any part of the scheme being implemented.

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 November 2020. These discussions have focused on the proposed uses, the design, the height footprints and massing of the blocks, heritage matters including the relationships to the listed building, the role of the former Commercial public house (a non-designated heritage asset), key views, sustainability, and opportunities for landscaping in the external publicly accessible spaces.
- 5.2 Beeston and Holbeck Ward Councillors were alerted to this pre application via email in November 2021. A presentation on the scheme was given to the Ward Councillors, by the Case Officer, on 24 November 2021.
- 5.3 An initial preapplication presentation for the scheme was given to Members at City Plans Panel on 27 January 2022. Members made the following comments:
- Members were of the opinion that the principle of the development was acceptable
 - This is a big strategic site and a high-quality scheme needs to be brought forward, including carbon zero development
 - There is a need to create the right urban environment with lots of trees and greenspace that is reflective of the aspirational images presented
 - The housing mix for this site is an important element
 - There will be a significant number of residents on this site and it is important that the necessary facilities are provided/ available
 - It is important to understand how office workers would travel to and from the site. The development needs to take into account aspirations for mass transit travel
 - There were mixed views on the proposed 27 storey apartment building with one Member not convinced by the proposed height whilst another was supportive
 - The proposed 6 storey office block would be overbearing/ dominate the former Public Library building
 - The Commercial Pub is too isolated, needs to be brought more into the development by perhaps facing into the site
 - A substantial buffer is required between the railway line and the residential blocks

- Members were supportive of the proposed mix of uses
- Members were generally supportive of the emerging design, scale and layout of the development, but further details were required to address the detailed comments above
- Members supported the approach to residential and office car parking provision in this location.

6.0 CONSULTATION RESPONSES:

- 6.1 **Landscape Officer** gave guidance on the layout of the public realm and private amenity spaces, biodiversity and plant species, green walls and roofs, connectivity and pedestrian routes.
- 6.2 **Highways** gave guidance on connectivity, vehicle and pedestrian routes, car, motorcycle and cycle parking, servicing and deliveries, potential off site highways works requirements, positions of site accesses, electric vehicle charging, travel planning and Transport Statement requirements and that a contribution for Traffic Regulation Orders (TROs) may be required if the Council considers that alterations or improvements to TROs are required within 800m of the boundary of the site, due to any parking problems arising following occupation of the development. This would be secured through obligations on the s106 on any approved scheme.
- 6.3 **Conservation** gave guidance on the relationship to the listed former Holbeck library and other nearby listed buildings and the context of the Holbeck Conservation Area, as well as the status of the former Commercial pub as a non-designated heritage asset.
- 6.4 **Design** gave guidance on the massing, layout, heights and emerging design.
- 6.5 **Flood Risk Management** state that the site is predominantly within Flood Zone 2, and that liaison with the Environment Agency (EA) to obtain the latest Flood Data and to agree the required flood mitigation measures and any additional modelling will be required. Details of surface and foul drainage will be required as part of any planning application.
- 6.6 **Land Contamination** states that proposed development includes vulnerable end uses and therefore, a Phase 1 Desk Study Report will be required as part of any planning application.

7.0 RELEVANT PLANNING POLICIES:

- 7.1 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.
- 7.2 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
 5. Holbeck Neighbourhood Plan

7.3 Core Strategy

- 7.4 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.
- 7.5 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
- 7.6 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
- 7.7 Spatial Policy 6: the Housing Requirement and Allocation of Housing Land
The provision of 70,000 (net) new dwellings will be accommodated between 2012 and 2028.
- 7.8 Spatial Policy 8: Economic Development Priorities states that a competitive local economy will be supported through:
- (iii) Job retention and creation, promoting the need for a skilled workforce, educational attainment and reducing barriers to employment opportunities.
- 7.9 Spatial Policy 9: Provision for Offices, Industry and Warehouse Employment Land and Premises.
- 7.10 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.
- 7.11 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.
- 7.12 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,

- 7.13 Policy EC3: Safeguarding Existing Employment Land and Industrial Areas
Part A: For all sites across the District outside of areas of shortfall
A) Proposals for a change of use on sites which were last used or allocated for employment to other economic development uses including town centre uses or to non-employment uses will only be permitted where:
(i) The proposal would not result in the loss of a deliverable employment site necessary to meet the employment needs during the plan period ('employment needs' are identified in Spatial Policy 9),
or
(iii) The proposal will deliver a mixed use development which continues to provide for a range of local employment opportunities and would not undermine the viability of the remaining employment site,
And where appropriate,
Part B: For sites in shortfall areas
B) Where a proposal located in an area of shortfall as identified in the most recent Employment Land Review would result in the loss of a general employment allocation or an existing use within the Use Classes B1b, B1c, B2 and B8, non-employment uses will only be permitted where:
The loss of the general employment site or premises can be offset sufficiently by the availability of existing general employment land and premises in the surrounding area (including outside the areas of shortfall) which are suitable to meeting the employment needs of the area.
- 7.14 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.
- 7.15 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.
- 7.16 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
- 7.17 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.
- 7.18 Policy G5: Open Space Provision in the City Centre states:

Within the City Centre, open space provision will be sought for sites over 0.5 hectares as follows:

(ii) Residential development to provide a minimum of 0.41 hectares of open space per 1,000 population,

7.19 POLICY H3: Density of Residential Development

Housing development in Leeds should meet or exceed the following net densities unless there are overriding reasons concerning townscape, character, design or highway capacity:

(i) City Centre and fringe* - 65 dwellings per hectare.

* fringe is defined as up to 500m from the boundary.

7.20 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

7.21 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

7.22 Policy H9 – Minimum Space Standards states:

All new dwellings must comply with the minimum space standards.

7.23 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.

7.24 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.

- 7.25 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.
- 7.26 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
- 7.27 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.
- 7.28 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.
- 7.29 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)
- 7.30 **The Site Allocations Plan**
- 7.31 The Site Allocations Plan was adopted in July 2019. Following a statutory challenge, Policy HG2, so far as it relates to sites which immediately before the adoption of the SAP were within the green belt, has been remitted to the Secretary of State and is to be treated as not adopted. All other policies within the SAP remain adopted and should be afforded full weight.
- 7.32 The site forms part of a wider site allocated under Policy MX2 of the Site Allocations Plan (site reference: MX2-35). The wider site is designated for 1000 dwellings and 3.1ha of general employment land. Site Allocations Plan Policy EG2: 'General Employment Allocations, or Mixed Use Allocations Which Include General Employment Uses' is of relevance.
- 7.33 Leeds Natural Resources and Waste DPD 2013 including revised policies Minerals 13 and 14 (Adopted September 2015).
- 7.34 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

7.35 National Planning Policy Framework (NPPF)

7.36 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.

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

7.38 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.

7.39 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

7.40 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.

- 7.41 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.
- 7.42 Supplementary Planning Documents
- 7.43 Holbeck, South Bank Supplementary Planning Document (SPD) June 2016
- 7.44 Tall Buildings Design Guide Supplementary Planning Document (Spring 2010)
- 7.45 Parking Policies and Guidelines Supplementary Planning Document (January 2016)
- 7.46 Street Design Guide Supplementary Planning Document (August 2009)
- 7.47 Travel Plans Supplementary Planning Document (February 2015)
- 7.48 Accessible Leeds Supplementary Planning Document adopted November 2016
- 7.49 Neighbourhood Plans
- 7.50 Holbeck Neighbourhood Plan, relevant sections are;
Objectives for housing include provision of additional housing suitable for the elderly. Almost three-quarters of respondents to the questionnaire thought there should be a better mix of sheltered housing, care homes, private and social houses in Holbeck.
Objectives for a green environment include creation of local green spaces, improve streetscapes and community safety through "secure by design"/natural surveillance. There are also relevant objectives for a well-connected neighbourhood which includes pedestrian links through the area.
The Holbeck NP has Policy H5 for the area south of Sweet St that the site sits within.
Mixed employment and residential use schemes are encouraged.
Pedestrian and cycle links are encouraged.
Also encouraged is a local green corridor providing greenspace including street trees planted along the south side of Sweet Street, and; building entrances and windows along the Sweet Street local green corridor, including active frontages.
- 7.51 Emerging Local Policy
- 7.52 Temple District Planning Brief Initial Draft...
Temple District has potential for some general employment uses, including research and development and light industrial uses. These uses could be in the digital, research and development and creative industries that are compatible with the scale of anticipated residential and office development, would align to the Vision for Temple District, and would be compatible with aspirations set out in the Holbeck South Bank SPD and South Bank Leeds Regeneration Framework SPD.
In particular, there are opportunities for start-up spaces and potential shared workspaces for these types of industries.

8.0 KEY ISSUES

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

8.2 Principle of the proposed use

8.3 At the City Plans Panel of 27 January 2022 Members were asked to consider and comment on the principle of the proposed uses and the emerging matters of amenity considerations, design and heritage considerations, landscape and connectivity proposals, transport and connectivity, accessibility and Inclusion and sustainability and climate change. These initial considerations are set out in the first preapplication report, at the Appendix to this current report.

8.4 The Developers have returned to Panel to update Members on the progress made in the more detailed designing of the buildings and spaces on the site.

8.5 The site and proposed development are substantial and the proposed housing is still to be a mix of Open Market and Build to Rent. In addition, the two office blocks previously presented remain in the scheme, as do supporting ground floor commercial uses, the club house and the retained Commercial public house. Due to the complexity of the scheme, different parts may be implemented within different phases and the Developer is seeking to submit formally as a hybrid application. This would mean some blocks in the scheme would come forward for “full planning” whilst other blocks would be submitted as “Outline”. Due to the need for the full site to work cohesively there will be a need for any “Outline” components to be informed, in that there will need to sufficient information provided to cover technical matters such as wind and the transport assessment across the full site, as well as setting overarching principles, to ensure a cohesive development, such as an architectural design code.

8.6 Design Progression

8.7 The layout of the scheme is as previously presented to City Plans Panel. Consideration has now been given to the facades of the blocks, including the creation of active frontages at ground floor level. The retained former Commercial public house is to be extended to the rear, with a contemporary addition, that would address the public open space, it would face on to.

8.8 The architecture of the residential block facades will ensure that they have regular grid patterns with defined top, middle and base elements. Tones of red multi brick would be the main facing material, with some areas of cladding, particularly to the top sections, horizontal brick soldier course banding and generously sized punched, recessed windows, all adding visual interest. The base of the blocks would be double height and dressed in stone, or an artificial stone. Building tops are to be set in from the faces of the main facades. A variety of balconies are proposed, with these being extruded and inset, as well as at the corners of blocks. The scheme also now includes some duplex (“townhouse”) apartments, that will contain feature extruded bays containing balconies.

8.9 The office blocks will have framed facades set within curtain walling, deep recesses and solar gain fins. Again, the top and base will be defined differently from the middle sections of the blocks, but in a complementary manner in respect of materials and detailing, with tops being set in and bases being double height. The tones to the materials will be chosen to ensure they complement the adjacent Grade II former

library. The stepping down of the office blocks toward the listed building will take place on the structural grid of each new block, to ensure the step changes make visual sense.

- 8.10 The clubhouse is now proposed to be 4 storey, allowing it to create a better height transition from the Commercial pub to the adjacent office block. This clubhouse is likely to be clad in timber, in a vertically aligned pattern and would have a raised terrace and a bar at the upper floors.
- 8.11 The Commercial pub will be re-rendered, to retain its character and the new extension, which has yet to be fully designed, will be a calm, high quality addition, that will likely have large openings to the adjacent public open space.
- 8.12 **Do Members support the progress made on the design of the development?**
- 8.13 Landscape and Public Open Space Progression
- 8.14 As presented previously to Members the scheme incorporates landscaping. This has been increased to cover some 0.96 Ha, or 30% (previously this was 23.6%, 0.72 Ha) of the site. This is to be set out in character areas, to create appropriate spaces related to the uses of the site. Each space will have its own identity but will work with the other spaces across the site, to create a cohesive landscape layout and design.
- 8.15 As such, to the area behind the Commercial pub and the new clubhouse, the space (Sweet Street Square) will be multifunctional, with the potential for events and outdoor activities. As such, this space would be hard surfaced with a raised central lawned area and some street trees.
- 8.16 The central green corridor running through the site (Central Green) would be a more soft landscaped space, with rain garden planting. Playful and defined play areas, as well as dwelling spaces, made more intimate by the arrangement of the planted beds and seating, would be set out in these spaces.
- 8.17 Work has continued on refining the details of the two greened entry areas to the site (N/W Entrance and Southern Arrival Square). The latter, which would sit adjacent to the Grade II listed former library, takes account of a change of levels between the site and the adjacent listed building. As such a series of stepped green terraces are proposed in this location.
- 8.18 As well as the retained existing trees lined along the edge to the railway line side of the site, tree cover will be supplemented by further planting here and across the full site, with over 100 new trees to be added. This will include tree and green bed planting, with 2 to 3m wide planted beds, creating defensible space next to residential dwellings, along the Sweet Street West frontage and tree and bed planting in front of the offices along the Marshall Street frontage. Surface parking areas and the defined character public spaces, will also be laid out with planted beds containing trees.
- 8.19 Design has progressed in respect of the roof and ground floor resident's terrace areas, to create calm, greened outdoor dwell spaces. In addition, well proportioned and lit, overlooked routes, through the blocks facing Sweet Street West, are proposed that will increase permeability into and out of the site.
- 8.20 **Do Members support the progress made on the landscaping of the development?**

9.0 CONCLUSION

9.1 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:

9.2 Do Members support the progress made on the design of the development?

9.3 Do Members support the progress made on the landscaping of the development?

Background Papers: PREAPP/20/00446



APPENDIX

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2.0 SITE AND SURROUNDINGS:

2.1 The site is largely cleared and measures a total of 3.05 hectares. The (vacant) former Commercial Pub, which is a non-designated heritage asset, is located towards the junction of Sweet Street West and Marshall Street and this within the boundary of the Holbeck Conservation Area. The site gradually slopes northwards

and is bounded by Sweet Street West to the north, Marshall Street to the east, Nineveh Road to the south and the railway line to the south west. The former Holbeck library, a grade II listed building (at the junction of Marshall Street and Nineveh Road), lie outside the site boundary. To the south and south west of the railway line and Nineveh Road are the residential communities of Holbeck and Beeston. Employment uses predominate (mainly industrial and warehouse) to the east side of Marshall Street. To the north is the Commercial Pub, listed Temple Works, an archive store and chromium plating business and vacant land.

3.0 PROPOSAL:

3.1 The proposals seek to create a multi-level development of 1235 residential apartments in blocks, ranging from 10 up to 27 storeys, two office blocks, ranging from 4 to 6 storeys and 5 to 7 storeys, a 3 storey clubhouse and a 2 storey public house/drinking establishment, all set within a landscaped area, with surface and undercroft car parking. As currently proposed the scheme would bring forward;

- 760 Build to Rent apartments with 1020m² of external amenity space and 750m² of internal amenity space.
- 475 Open Market Housing apartments with 1100m² of external amenity space and 300m² of internal amenity space.
- 13,675m² of office accommodation with 1360m² of external amenity space.
- 2890m² of commercial uses accommodation.

3.2 The external landscaped, greened, open communal spaces would total some 0.72 hectares, which would be 23.6% of the total site area. Parts of the external spaces would be roof terraced areas, as well as ground floor surface landscaping in the shape of areas termed 'Sweet Street Square' to the rear of the former Commercial pub and the new clubhouse, and large greened areas sited north south and east west across the site, termed as St Johns Green, Bath Road Square and Green Mount Place. Further to this the existing green corridor, which has a number of mature trees, along the edge of the site where it meets the railway line, will be retained. Tree and other planting would also be positioned along the street edges of Marshall Street and Sweet Street West.

3.3 The former Commercial Public House is to be retained and refurbished as a public house/drinking establishment use and a total 2890m² of commercial uses accommodation would be sited at the ground floor of scheme, in locations that are yet to be fixed. It should be noted that the Grade II listed The former Holbeck library is outside the red line boundary of the proposed development site, although its presence is a key consideration in the scale, massing and positioning of the development. The proposed clubhouse could offer internal communal amenity spaces.

3.4 In respect of car parking, 74 spaces are proposed for the Build to Rent apartments, 100 spaces are proposed for the Open Market Housing apartments and 105 spaces are proposed for the office accommodation. The parking numbers for the commercial uses are to be defined, as these uses are not yet fixed. Cycle and motorcycle parking will be at a levels to comply with local planning policy.

4.0 RELEVANT PLANNING HISTORY:

4.1 A previous planning permission was granted for an Outline application to erect 66,160 m2 of residential floorspace, 14,357 m2 of Class B1 (office) floorspace, 2,986 m2 of Class B1 (workspace units), and ancillary Class A uses (960 m2), a

community and medical centre use (700 m²) and creche and gym use (1,665 m²), and ancillary car parking and landscaped amenity areas at the site, on 29 August 2007, planning reference 20/304/05/OT. An extension of this application was approved under planning reference 12/02031/EXT on 9 April 2013. This extended consent has expired without any part of the scheme being implemented.

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 November 2020. These discussions have focused on the proposed uses, the design, the height footprints and massing of the blocks, heritage matters including the relationships to the listed building, the role of the former Commercial public house (a non-designated heritage asset), key views, sustainability, and opportunities for landscaping in the external communal spaces.

5.2 Beeston and Holbeck Ward Councillors were alerted to this pre application via email in November 2021. A presentation on the scheme was given to the Ward Councillors, by the Case Officer, on 24 November 2021.

6.0 CONSULTATION RESPONSES:

6.1 **Landscape Officer** gave guidance on the layout of the public realm and private amenity spaces, biodiversity and plant species, green walls and roofs, connectivity and pedestrian routes.

6.2 **Highways** gave guidance on connectivity, vehicle and pedestrian routes, car, motorcycle and cycle parking, servicing and deliveries, potential off site highways works requirements, positions of site accesses, electric vehicle charging, travel planning and Transport Statement requirements and that a contribution for Traffic Regulation Orders (TROs) may be required if the Council considers that alterations or improvements to TROs are required within 800m of the boundary of the site, due to any parking problems arising following occupation of the development. This would be secured through obligations on the s106 on any approved scheme.

6.3 **Conservation** gave guidance on the relationship to the listed former Holbeck library and other nearby listed building and the context of the Holbeck Conservation Area, as well as the status of the former Commercial pub as a non-designated heritage asset.

6.4 **Design** gave guidance on the massing, layout, heights and emerging design.

6.5 **Flood Risk Management** state that the site is predominantly within Flood Zone 2, and that liaison with the Environment Agency (EA) to obtain the latest Flood Data and to agree the required flood mitigation measures and any additional modelling will be required. Details of surface and foul drainage will be required as part of any planning application.

6.6 **Land Contamination** states that proposed development includes vulnerable end uses and therefore, a Phase 1 Desk Study Report will be required as part of any planning application.

7.0 RELEVANT PLANNING POLICIES:

- 7.1 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.
- 7.2 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
 5. Holbeck Neighbourhood Plan
- 7.3 Core Strategy
- 7.4 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.
- 7.5 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
- 7.6 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
- 7.7 Spatial Policy 6: the Housing Requirement and Allocation of Housing Land
The provision of 70,000 (net) new dwellings will be accommodated between 2012 and 2028.
- 7.8 Spatial Policy 8: Economic Development Priorities states that a competitive local economy will be supported through:
- (iii) Job retention and creation, promoting the need for a skilled workforce, educational attainment and reducing barriers to employment opportunities.
- 7.9 Spatial Policy 9: Provision for Offices, Industry and Warehouse Employment Land and Premises.
- 7.10 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.

- 7.11 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.
- 7.12 Policy EC3: Safeguarding Existing Employment Land and Industrial Areas
Part A: For all sites across the District outside of areas of shortfall
A) Proposals for a change of use on sites which were last used or allocated for employment to other economic development uses including town centre uses or to non-employment uses will only be permitted where:
(i) The proposal would not result in the loss of a deliverable employment site necessary to meet the employment needs during the plan period ('employment needs' are identified in Spatial Policy 9),
or
(iii) The proposal will deliver a mixed use development which continues to provide for a range of local employment opportunities and would not undermine the viability of the remaining employment site,
And where appropriate,
Part B: For sites in shortfall areas
B) Where a proposal located in an area of shortfall as identified in the most recent Employment Land Review would result in the loss of a general employment allocation or an existing use within the Use Classes B1b, B1c, B2 and B8, non-employment uses will only be permitted where:
The loss of the general employment site or premises can be offset sufficiently by the availability of existing general employment land and premises in the surrounding area (including outside the areas of shortfall) which are suitable to meeting the employment needs of the area.
- 7.13 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 and,
(ii) Provide a minimum of 10% of the predicted energy needs of the development from low carbon energy.
- 7.14 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.
- 7.15 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
- 7.16 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.

- 7.17 Policy G5: Open Space Provision in the City Centre states:
 Within the City Centre, open space provision will be sought for sites over 0.5 hectares as follows:
 (ii) Residential development to provide a minimum of 0.41 hectares of open space per 1,000 population,

- 7.18 POLICY H3: Density of Residential Development
 Housing development in Leeds should meet or exceed the following net densities unless there are overriding reasons concerning townscape, character, design or highway capacity:
 (i) City Centre and fringe* - 65 dwellings per hectare.
 * fringe is defined as up to 500m from the boundary.

- 7.19 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

- 7.20 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

- 7.21 Policy H9 – Minimum Space Standards states:
 All new dwellings must comply with the minimum space standards.

- 7.22 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.

- 7.23 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.

- 7.24 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.
- 7.25 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
- 7.26 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.
- 7.27 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.
- 7.28 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)
- 7.29 **The Site Allocations Plan**
- 7.30 The Site Allocations Plan was adopted in July 2019. Following a statutory challenge, Policy HG2, so far as it relates to sites which immediately before the adoption of the SAP were within the green belt, has been remitted to the Secretary of State and is to be treated as not adopted. All other policies within the SAP remain adopted and should be afforded full weight.
- 7.31 The site forms part of a wider site allocated under Policy MX2 of the Site Allocations Plan (site reference: MX2-35). The wider site is designated for 1000 dwellings and 3.1ha of general employment land. Site Allocations Plan Policy EG2: 'General Employment Allocations, or Mixed Use Allocations Which Include General Employment Uses' is of relevance.

- 7.32 Leeds Natural Resources and Waste DPD 2013 including revised policies Minerals 13 and 14 (Adopted September 2015).
- 7.33 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
- 7.34 National Planning Policy Framework (NPPF)
- 7.35 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.
- 7.36 Paragraph 11 of the NPPF states that plans and decisions should apply a presumption in favour of sustainable development.
- 7.37 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.
- 7.38 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
- 7.39 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.

7.40 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.

7.41 Supplementary Planning Documents

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

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

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

7.45 Street Design Guide Supplementary Planning Document (August 2009)

7.46 Travel Plans Supplementary Planning Document (February 2015)

7.47 Accessible Leeds Supplementary Planning Document adopted November 2016

7.48 Neighbourhood Plans

7.49 Holbeck Neighbourhood Plan, relevant sections are;
 Objectives for housing include provision of additional housing suitable for the elderly. Almost three-quarters of respondents to the questionnaire thought there should be a better mix of sheltered housing, care homes, private and social houses in Holbeck.

Objectives for a green environment include creation of local green spaces, improve streetscapes and community safety through "secure by design"/natural surveillance. There are also relevant objectives for a well-connected neighbourhood which includes pedestrian links through the area.

The Holbeck NP has Policy H5 for the area south of Sweet St that the site sits within.

Mixed employment and residential use schemes are encouraged.

Pedestrian and cycle links are encouraged.

Also encouraged is a local green corridor providing greenspace including street trees planted along the south side of Sweet Street, and; building entrances and windows along the Sweet Street local green corridor, including active frontages.

7.50 Emerging Local Policy

7.51 Temple District Planning Brief Initial Draft...

Temple District has potential for some general employment uses, including research and development and light industrial uses. These uses could be in the digital, research and development and creative industries that are compatible with the scale of anticipated residential and office development, would align to the Vision for Temple District, and would be compatible with aspirations set out in the Holbeck South Bank SPD and South Bank Leeds Regeneration Framework SPD. In particular, there are opportunities for start-up spaces and potential shared workspaces for these types of industries.

8.0 KEY ISSUES

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

8.2 Principle of the proposed use

8.3 The site forms part of a wider site allocated under Policy MX2 of the Site Allocations Plan (site reference: MX2-35). The wider site is allocated for 1000 dwellings and 3.1ha of general employment land. The proposal is for a mixed use commercial and residential (Build to Rent and Open Market Housing) scheme, of circa 1235 apartments (760 Build to Rent and 475 Open Market Housing), set in stepped blocks of 10 up to 27 storeys, 13,675m² of office accommodation and 2890m² of commercial uses accommodation. The development would involve the regeneration of a site that has been vacant for some considerable time and has naturally seeded.

8.4 The proposals for the application site do not include any provision for general employment (which are treated as distinct from office provision). However, a number of factors should be noted:

- Since the adoption of the Site Allocations Plan in July 2019, aspirations for the Temple District have evolved significantly, and the original intended and bespoke use of the site for potential manufacturing has fallen away and is now considered undeliverable,
- The draft Temple District Planning Brief explains this changing context with regards to general employment provision on site MX2-35 and is considered to be a material consideration,
- The application site only accounts for a quarter of the overall MX-35 allocation, and so does not prevent the provision of general employment across the wider site.

Nevertheless, the absence of general employment provision within the proposal is, in principle, contrary to allocation MX2-35 and Site Allocations Plan Policy EG2: 'General Employment Allocations, or Mixed Use Allocations Which Include General Employment Uses'. As such, this will require any planning application to robustly address Policy EC3: Safeguarding Existing Employment land and Industrial Areas' within the Core Strategy.

8.5 The proposed residential, office and commercial uses would contribute to the ongoing mix and the creation of a vibrant community in the Holbeck South Bank SPD area. As such the residential and office uses, as well as small scale commercial uses, would be acceptable in principle, subject to detailed planning considerations and that the matter of employment land was addressed satisfactorily. Ground floor active frontages would be encouraged as the detailed design of the scheme progresses.

- 8.6 Affordable housing provision in accordance with Core Strategy Policy H5, will be required for the residential apartments in this development.
- 8.7 Do Members have any comments on the proposed mix of uses ?**
- 8.8 Amenity considerations
- 8.9 All residential dwellings will need to 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 accessible housing as set out in Core Strategy Policy H10.
- 8.10 Design and Heritage considerations
- 8.11 As identified above, the proposals seek to create a multi-level development with blocks laid out across the site, at heights ranging from 2 to 27 storeys. The scheme is at an early stage and is brought to Panel to allow Members to comment on the emerging principles of the development including the layout, heights and massing of the various blocks.
- 8.12 In respect of the heights of each block, consideration has been given to how these step in height, where they are close to the listed former Holbeck Library and the former Commercial public house. As such, the heights step upwards from south east to north west across the site. This results in the former Commercial pub remaining a 2 storey drinking establishment building, with the new adjacent clubhouse being proposed as 3 storey. Keeping the height low at this eastern corner of the site ensures that the site has a defined arrival point. Flanking, but set apart from the listed former Holbeck Library, the two office blocks are proposed to be stepped in height, rising from 4 to 6 and 5 to 7 storeys. Moving into the mid-section of the site, the heights rise to 10 to 14 storeys, 11 to 14 storeys, 12 to 14 storeys and 15 storeys, for a series of more regularly placed residential blocks. The taller parts of each of these blocks would be to their western ends, creating a gradual rise in height across the full site. Finally, the tallest element of the scheme would be a point of height tower of 27 storeys, which would sit in the north western most corner of the site, adjacent to the railway viaduct. Officers consider that this proposed progression of height from the south east to the north west is most appropriate in respect of the setting of the nearby Grade II listed building and the Holbeck Conservation Area and the wider context of the Holbeck Urban Village area. As such Officers consider that the layout and massing would be sensitive to the special character of the nearby listed former Holbeck Library and that of the wider area.
- 8.13 Whilst the heights, massing and locations of the blocks have been set out, the detailed design of the scheme has yet to be progressed. However, emerging thoughts on the external treatments of the blocks would see them being dressed in facades with regular grid arrangements of brick and cladding, with windows set in deep reveals. Referencing for the façade materials will be taken from the surrounding area, to ensure that the development is visually appropriate to its setting.
- 8.14 The existing former Commercial public house is a non-designated heritage asset. It has importance as a building in terms of its historical links back to both the locomotive engineering history of Holbeck (for which the building was the first office of the Associated Society of Locomotive Engineers and Firemen and has a blue plaque) and to Leeds United Football Club (having been owned by a former player Peter Lorimer). As such, as part of the proposed scheme, the former pub is to be

retained as a pub/drinking establishment and has the potential to create a marker for the site, adjacent to a significant new public space, termed 'Sweet Street Square'.

8.15 The overall aim of the setting out, scale and massing of the proposals, as well as the emerging detailed design ethos of the scheme, is to complement rather than compete with, the character and appearance of the nearby designated and non-designated heritage assets, whilst providing a contemporary scheme, which would allow this important site to be regenerated with appropriate uses.

8.16 Do Members support the emerging design, scale and layout of the development?

8.17 Landscape and connectivity proposals

8.18 The scheme is at a very early stage in respect of how the landscaped spaces are to be created, but some 23.6% (0.72Ha) of the ground area of the scheme will be given over to landscaped public realm. These spaces will include a pocket park (Sweet Street Square), a central green corridor through the site (St Johns Green), greened entry areas to the site (Bath Road Square and Green Mount Place), the retention of the green corridor of trees and planting along the railway line edge of the site, tree and green bed planting along the Marshall Street frontage and the Sweet Street West frontage, as well as other landscaped areas around the various blocks, courtyards and roof terraces. New key north-south and east-west pedestrian routes, including a route between the site and the former Holbeck Library, leading to Nineveh Road and routes linking the development to the Temple District Area, will be created through the site, to ensure connectivity through to existing and proposed routes in the wider area.

8.19 The landscape scheme is at an evolving stage, however, the aim is to include a variety of planting, of environment and setting appropriate species and specimen sizes, of trees, shrubs, grasses, and border plants, to ensure an attractive, colourful landscape scheme is achieved. Full details of all soft and hard landscape proposals will be required to come forward as part of any subsequent planning application.

8.20 Transport and connectivity

8.21 The site is in a sustainable location in respect of transportation, being on the southern edge of the city centre. As such car parking is to be, 74 spaces for the Build to Rent apartments, 100 spaces for the Open Market apartments and 105 spaces for the office accommodation, with parking numbers for the commercial uses still to be defined, as these uses are not yet fixed. All car parking spaces shall have electric vehicle charging point access, to accord with the requirement of Core Strategy Policy EN8. Due to the low level of car parking, a contribution will be required, by way of a Section 106 legal agreement, towards addressing any short fall in Traffic Regulation Orders affecting resident's on-street parking, within an 800m radius of the site.

8.22 In addition, cycle parking spaces is to be provided to accord with local policy requirements. Policy compliant levels of motorcycle parking spaces will also be required. A servicing route will run through the site in an area defined as the Homezone, where it will largely avoid intersecting with the green landscaped amenity areas. In addition, two loading bays will be created on the Sweet Street West frontage. The scheme will require the submission of a Travel Plan, a detailed

servicing strategy and a Transport Statement, as part of any subsequent planning application.

8.23 Do Members support the approach to residential and office car parking provision in this location?

8.24 Accessibility and Inclusion

8.25 The Developer has confirmed that accessible accommodation will be provided. In addition, accessible entrances will be created and lift access to all floors of all blocks. 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.

8.26 Sustainability and Climate Change

8.27 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.

8.28 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.

9.0 CONCLUSION

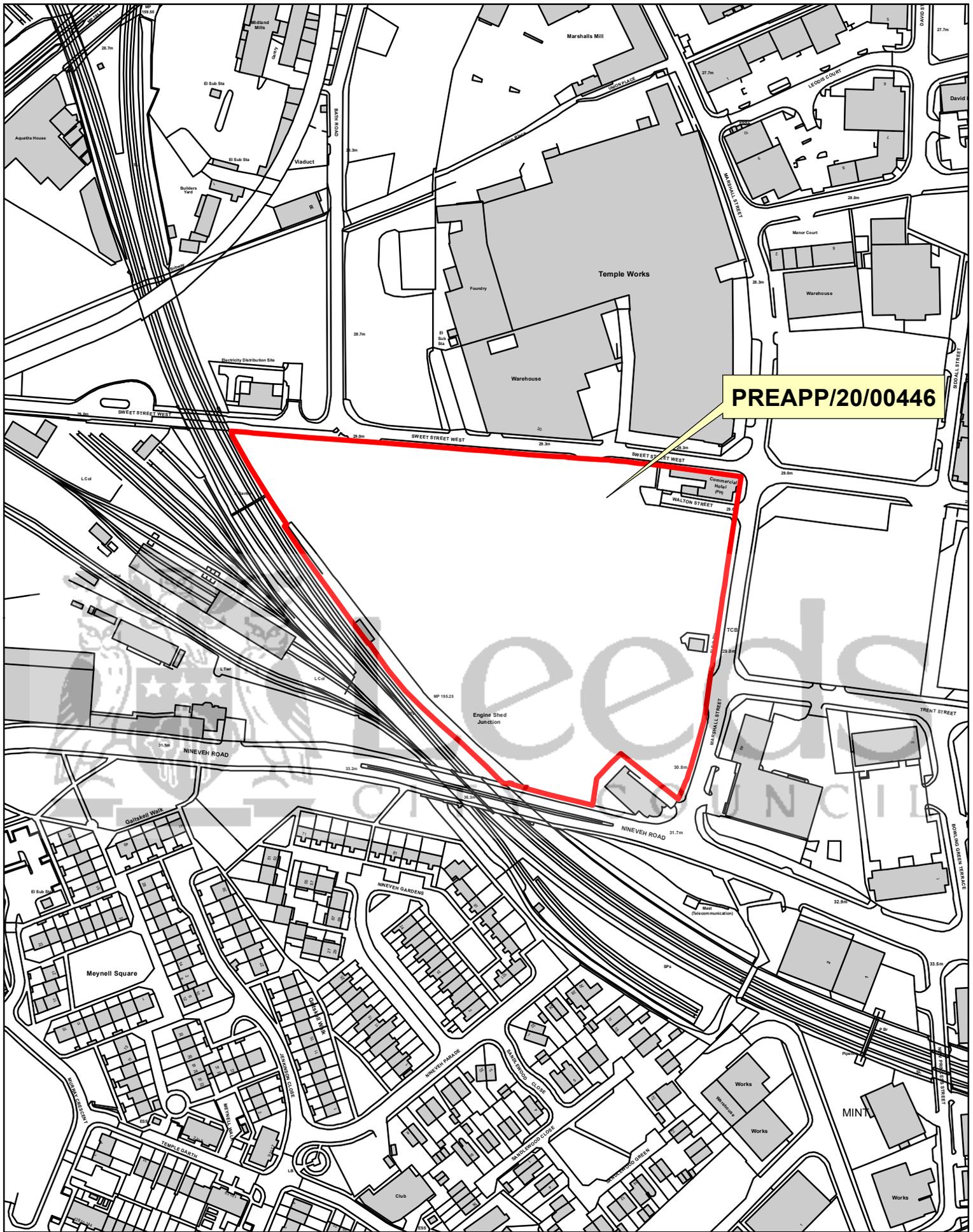
9.1 Members are asked to note the contents of the report and the presentation. In addition, Members are invited to provide feedback, in particular, in response to the key questions asked in the report above and as follows:

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

9.3 Do Members support the emerging design, scale and layout of the development?

9.4 Do Members support the approach to residential and office car parking provision in this location?

Background Papers: PREAPP/20/00446



CITY PLANS PANEL

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SCALE : 1 / 2500



Landscape Masterplan Roof Plan

