



Report of the Chief Planning Officer

City Plans Panel

Date: 19th May 2022

Address: West Bank, Water Lane, Holbeck, Leeds, LS98 3HX

Subject: PREAPP/20/00491 – One nine and one eleven storey office building with ground floor retail/leisure units and basement car parking; a 19 storey hotel building providing 210 bedrooms; one eleven and one twelve storey office building with ground floor retail/leisure units and basement car parking.

Applicant: Southside Leeds Ltd

Electoral Wards Affected:

Beeston & Holbeck

Yes

Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: This report is brought to Panel for information and comment. The Developer will be asked to present details of the emerging scheme to allow Members to consider and comment on the proposals at this stage.

1.0 Introduction:

1.1 The work-in-progress proposals are being presented to Members by the applicants to inform Panel of the emerging development, allowing Members to comment on the evolving scheme, and highlight any issues prior to the intended submission. The planned submission will be a Hybrid application.

2.0 Proposal:

2.1 A Hybrid planning permission will be sought for the following development:

For Full Planning permission:

- Nine-storey office building with ground floor retail/leisure units (Block A).
- Eleven storey office building with ground floor retail/leisure units (Block B).
- A 19-storey Hotel building

The following aspect of the development would be submitted for Outline planning permission:

Blocks C and D and these office buildings have been indicatively shown as eleven and twelve storeys in height.

The development would also feature new landscaping, public realm and cycle and pedestrian infrastructure. The landscaping would also incorporate new tree planting throughout and along Back Lane. The existing two groups of trees along Water Lane are to be retained and incorporated into the final design.

3.0 Site and Surroundings:

- 3.1 The site is located to the South of the City and to the south of Water Lane. Holbeck Conservation Area is located to the far west of the site, beyond David Street. The Canal Wharf Conservation Area is located to the far north of the site, beyond Water Lane. A number of grade II and grade II* listed buildings are located within these Conservation Areas.
- 3.2 The site totals (approx.) 1.5 hectares and falls within the defined City Centre of Leeds. The site is enclosed by brick walls with railings above, which run around the entire perimeter of the site. The site is bounded by Water Lane to the north, Back Lane to the south and Front Street to the west. The site sits back from Water Lane and consists of two noticeable groups of established trees, which consist of 9 and 4 trees, set within planting beds. Beyond these planting beds there is a car park, containing circa 117 car parking spaces and the existing building comprising of a 1980's constructed office building arranged over ground with two upper floors, providing office accommodation. The use of this building has now ceased.
- 3.3 Beyond the eastern border, Bridgewater Place is located which is 32 storeys in height and features a mixture of uses, consisting of offices, residential and commercial. To the north of Bridgewater Place existing wind mitigation measures are located within the highway of Water Lane. To the south east, The Grove Inn Public House is situated, which is serviced from Back Row.
- 3.4 Beyond the southern boundary Victoria Place is located which consists of 3 office buildings, 4 storeys high with parking underneath. To the western boundary and beyond Front Street a private car park is located and to the north of this, four detached office buildings, ranging from 2 to 3 storeys in height, which are separated from the car park via Front Row.
- 3.5 Pedestrian links are also located to the north and south of which the area between The Grove Inn and Victoria Road is pedestrians only. Vehicular access

to the site is currently gained from Water Lane to the north east and shared with Bridgewater Place.

- 3.6 The site lies within the designated City Centre. The site forms part of a wider site identified in the Site Allocations Plan (SAP) as a Mixed Use Allocation site ref. MX2-32 for at least 20790sqm office use and 288 Residential units. Both the private car park and four detached office buildings to the west, fall within the boundary of the Site Allocation which equates to 2.2 hectares. The entire site is located within Flood Risk Zone 2 & 3.

4.0 Relevant Planning History

- 4.1 None of relevance

5.0 History of Negotiations

- 5.1 The proposals have been the subject of pre-application discussions between the developer, their design team and Local Planning Authority Officers since November 2021.
- 5.2 The pre-application discussions have focused on the following key issues:
- a. Design, massing and layout of the scheme including relationship with Water Lane, Front Street and Back Row.
 - b. Retention of the group of trees along Water Lane.
 - c. Heritage considerations including the relationship to nearby heritage and non-heritage buildings and conservation areas, and key views to the site.
 - d. Highway matters including access and servicing strategy and traffic modelling.
 - e. Landscaping matters including landscaping strategy, tree planting and amenity spaces.
- 5.3 Beeston & Holbeck Ward Councillors have been alerted to this pre application via email in November 2021, no responses were received.

6.0 Consultation Responses

- 6.1 LCC Highways:
A Transport Assessment and Travel Plan are required with any planning application. Wind tunnel studies will be required to demonstrate among others the impact of the proposed development on the existing wind mitigation at Bridgewater Place. Highway officers require involvement with the wind study scoping.
- 6.2 LCC Flood Risk Management:
The site is partially located within Flood Zones 2 and 3 as a result of fluvial flooding from Hol Beck, located to the north of Water Lane. The completion of the FAS 1 scheme in 2017 now provides protection to the site for the 1 in 100 year event up to 2039, although the site is shown to still flood for the 1 in 100 +20% CC event. It is noted that according to current Council flood data, no recent flooding incidents have been recorded for the site.

To support the future planning application, it will be necessary to submit a NPPF compliant Flood Risk Assessment (FRA) which should fully assess all flood risk and identify the proposed mitigation measures. It is strongly recommended that early engagement is undertaken with the Environment Agency to agree the scope of the FRA, any additional modelling and the final flood mitigation measures. Within the FRA it will also be necessary to demonstrate passing the Sequential and Exception Tests.

6.3 LCC Access Officer

The development should meet guidance in Accessible Leeds SPD, BS8300 and Core Strategy Policy P10 part (vi) and demonstrate that the development will be accessible to all users. An Access Statement in line with section 5 of the SPD would also be required.

6.4 LCC Local Plans

The location and SAP allocation broadly support the proposed uses in principle, and the wider allocation would partially remain, which could deliver the outstanding C3 accommodation.

6.5 LCC Landscape

As part of any formal application a Tree Survey and Arboricultural Impact Assessment would be required.

6.6 LCC Contaminated Land

The proposed development includes sensitive land uses and potentially contaminative former land uses have been identified. Should the development proposal be submitted as a full planning application then a minimum of a Phase 1 Desk Study report will need to be provided in support of the planning application. Depending on the outcome of the Phase 1 Desk Study, a Phase 2 (Site Investigation) Report and Remediation Statement may also be required.

7.0 Relevant Planning Policies

7.1 Statutory Context

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the application to be determined in accordance with the development plan unless material considerations indicate otherwise. For the purposes of decision making at this site, the Development Plan for Leeds currently comprises the following documents:

- The Leeds Core Strategy (Adopted November 2014 and as amended by the Core Strategy Selective Review 2019)
- Saved Leeds Unitary Development Plan Policies (UDPR 2006)
- The Natural Resources & Waste Local Plan (NRWLP 2013) including revised policies Minerals 13 and 14 (2015).
- Leeds Site Allocations Plan (SAP 2019)
- Any Neighbourhood Plan once made – there is no Neighbourhood Plan for this area.

These development plan policies are supplemented by supplementary planning guidance and documents.

7.2 Development Plan

7.2.1 Leeds Core Strategy (CS)

Leeds Core Strategy sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. The site is located within the City Centre boundary. The most relevant policies are set out in the paragraphs below:

Spatial Policy 1 Location and scale of development.

Spatial policy 2 hierarchy of centres and spatial approach to retailing, offices, intensive leisure and culture

Spatial Policy 3 City Centre Development

Spatial Policy 8 Economic development priorities

Spatial Policy 9 Employment

Spatial Policy 11 Transport infrastructure investment priorities such as pedestrian improvements

Policy CC1 City Centre Development

Policy CC2 City Centre South

Policy CC3 Improving connectivity between the City Centre and Neighbouring Communities.

Policy EC2 Office Development

Policy P8 Sequential and Impact Assessments for Main Town Centre Uses

Policy P10 Design

Policy P11 Heritage

Policy P12 Landscape

Policy T1 Transport Management

Policy T2 Accessibility Requirements and New Development

Policy EN1 Carbon Dioxide Reduction

Policy EN2 Sustainable Design and Construction

Policy EN4 District Heating

Policy EN5 Managing Flood Risk

Policy G5 Open Space Provision in The City Centre

Policy G8 Protection of Important Species and Habitats

Policy G9 Biodiversity Improvements

Policy ID2 Planning Obligations and Developer Contributions

7.2.2 Leeds Unitary Development Plan Review 2006 (UDPR) Saved Policies

Relevant Saved Policies include:

Policy GP5 all planning considerations

Policy BD2 design and siting of new buildings

Policy BD4 mechanical plant

Policy BD5 residential amenity

Policy LD1 landscaping

Policy N19 new buildings and character and appearance of conservation areas

7.2.3 Leeds Natural Resources and Waste DPD

The plan sets out where land is needed to enable the City to manage resources, like 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 including sustainable drainage

Water 7 surface water run-off
Water 2 protection of water quality
Water 4 development in flood risk areas
Water 6 flood risk assessments
Land 1 contaminated land
Land 2 development and trees
Minerals 3 coal safeguarding

7.2.4 Leeds Site Allocations Plan

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.

The site lies within the designated City Centre. It is identified in the Site Allocations Plan (SAP) as a Mixed Use Allocation site ref. MX2-32 for at least 20790sqm office use and 288 residential.

The following site requirements are applicable and stated within the designation of this site:

Any proposals for a tall building should consider designs that mitigate the effects of westerly winds on Water Lane and Victoria Road. The site is allocated for a mix of uses including housing and office.

Highway Access to Site:

Access should be created on to David Street, the existing vehicular access shared with Bridegwater Place should be closed.

Local Highway Network:

This site will have a cumulative pedestrian impact in the local area. Contributions will be required towards Holbeck Urban Village traffic management, streetscape and pedestrian improvements. Contributions will also be required towards the City Centre Package transport interventions for Meadow Lane, Victoria Road and Neville Street and to any necessary improvement scheme at M621 junction 3, as agreed with Highways England.

Flood Risk:

The site, or part of the site is located within Flood Zone 3. Flood risk mitigation measures set out in the Site Allocations Plan Flood Risk Exception Test and site specific flood risk assessment should be applied.

Listed Buildings:

The site is in the setting of a Listed Building. Any development should preserve the special architectural or historic interest of Listed Buildings and their setting.

Conservation Area:

The site affects the setting of a Conservation Area. Any development should preserve or enhance the character or appearance of the Conservation Area.

7.3 Relevant Supplementary Planning Documents/Guidance (SPD/SPG):

SPD Building for Tomorrow Today: Sustainable Design and Construction
SPD South Bank – *Aspiration to provide a clear and unrestricted east- west access (The Arbour) along Back Row connecting Temple Works and Leeds Dock through a network of streets, pedestrian routes and public spaces.*

SPD Parking

SPD Travel Plans

SPG Neighbourhoods for Living

SPD Accessible Leeds

SPD Tall Buildings Design Guide

SPG City Centre Urban Design Strategy

7.4 National Planning Policy Framework (NPPF)

The National Planning Policy Framework (NPPF), revised 20th July 2021 sets out the Government's planning policies for England and how these should be applied (para 1), and is a material consideration in planning decisions (para 2). It states that the purpose of the planning system is to contribute to the achievement of sustainable development (para 7). So that sustainable development is pursued in a positive way at the heart of the Framework is a presumption in favour of sustainable development (paras 10-11). It states that decision makers at every level should seek to approve applications for sustainable development where possible (para 38). The Framework sets policies on the following issues which are relevant to this planning application proposal (including section numbers):

2 Achieving sustainable development (paras 7, 8, 10, 11, 12)

4 Decision making (paras 38, 39, 40, 41, 43, 47, 48, 55, 56, 57, 58)

5 Delivering a sufficient supply of homes (paras 60, 62, 63, 64, 65)

6 Building a strong competitive economy (para 81)

7 Ensuring the vitality of town centres (paras 86, 87)

9 Promoting sustainable transport (paras 104, 108, 112, 113)

11 Making effective use of land (paras 119, 120, 122, 123, 124)

12 Achieving well designed places (paras 126, 128, 129, 130, 131, 132, 133)

14 Meeting the challenge of climate change and flooding (paras 154-169)

15 Conserving and enhancing the natural environment (including ground conditions (paras 174, 179, 180, 183, 184, 185, 187)

16 Conserving and enhancing the historic environment (paras 195, 197)

8.0 Issues

Members are invited to comment on the proposals and to consider, in particular, the following matters:

8.1 Principle of the development

- 8.1.1 The site is allocated in the Site Allocations Plan (SAP) under site reference MX2-32 for office and residential uses, with a site capacity of 20,790sqm office development and 288 residential units.

- 8.1.2 This proposal includes a mixture of uses consisting of offices, hotel and, retail/leisure uses at ground floor. The development has been indicated to provide (approximately) 42,404sqm of office accommodation (Class E (g (i))), 1405sqm of ground floor retail/leisure uses Class E (a/b or d) and 11,359sqm of hotel accommodation use Class C1.
- 8.1.3 The development would involve the regeneration of a site which has now ceased operations and falls within a highly prominent location. The site falls within the designated City Centre and it is considered that the proposed office and commercial uses would contribute to the ongoing mix and the creation of a vibrant community in this area of the City. It is acknowledged that this proposal would not feature any residential accommodation, and whilst this would not deliver the full requirements of the SAP, the proposal excludes 0.5 hectares of development land which could fulfil the aspirations of the SAP and deliver residential accommodation, at a later stage.
- 8.1.4 It is also confirmed by Policy officers that there are no policy objections to the development due to the retention of part of the site. As such, the office and hotel use, as well as small scale retail/leisure uses, are considered acceptable in principle, subject to detailed planning considerations. Ground floor active frontages would be encouraged as the detailed design of the scheme progresses. Small scale convenience/ main town centre uses Class E (a/b or d) over 200sqm would be subject to a sequential test and impact assessment, if the total area is over 1500sqm.
- 8.1.5 On balance, the principle of the development is considered acceptable when assessed against Core Strategy Policies, the SAP and the NPPF, subject to all other detailed planning considerations.

Do Members consider that the proposed use of the site for offices and a hotel is appropriate in principle?

8.2 Layout, Scale and Design

- 8.2.1 The layout, seeks to create a mixed use development with buildings arranged around a central public square with public routes to the adjoining highways. The buildings would range in heights from 9 to 19 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.
- 8.2.2 The separation distances of the buildings have been carefully considered during the preapplication negotiations. These negotiations have now resulted in a spacious development which provides a gap of 11m above columns and 16m at ground level between Blocks A and B. A distance of 18.6m has been demonstrated at ground floor and 9.6m above columns between Blocks C & D. The gap from Block B and the Hotel would measure 12m wide above columns and 15m at ground and first floor. These separation distances between commercial uses are considered commensurate with the existing and emerging

context of the surrounding city centre. There would be a more limited gap of 5m between the southern side of the Hotel and Block C but this would be for a relatively short distance of the gable end of the hotel and therefore would not adversely affect the general sense of enclosure and emerging character of public realm, proposed within the wider site. Also, due to the nature of the proposed uses there is unlikely to be any adverse impact on the amenities of future occupiers.

- 8.2.3 The heights of the blocks have been carefully considered and are based on the surrounding context to this area of the city centre. This consideration has also taken into account potential impact on the setting and key views of heritage assets to the north and west of the site. It is considered that the proposed rising scale in height of the buildings from west to east provide a suitable transition in scale between the lower historic scale buildings to the west and lower scale generally of the Holbeck conservation area and the much greater scale of the modern Bridgewater Place tower immediately to the east. The impact on the setting of the canal wharf conservation area and listed buildings to the north of Water Lane is mitigated by the set back from the road edge of both the existing listed buildings and the proposed buildings on both sides of Water Lane. In addition, the proposed buildings would form part of the existing modern character of buildings on the south side of this stretch of Water Lane as viewed from within the more historic conservation area.
- 8.2.4 The buildings have also been set in from Water Lane which allows retention of the existing trees. The buildings along Back Row have also been set in to provide a separation from the front of the buildings to the highway edge, ranging from 7m to 9m. This would provide opportunity to deliver the public realm improvements and create part of the east-west “strategic green link” outlined in the South Bank SPD
- 8.2.5 Whilst the heights, massing and locations of the blocks have been set out, the detailed design of the scheme has yet to be progressed. It is envisaged that the blocks would feature a regular grid arrangement with windows set into reveals. Influence for the façade materials will be taken from the surrounding area and historic context, to ensure that the development is visually appropriate to its setting.

Do Members support the emerging scale and layout of the development?

8.3 Public pedestrian routes and Landscaping

- 8.3.1 The site would feature various public connections, linking onto Water Lane, Back Row and Front Street. The proposal would include retention of the existing trees along Water Lane and new tree planting throughout the site, including additional planting along Back Row and Water Lane.
- 8.3.2 The proposed development would feature a new arrival plaza, accessed from Water Lane which would be built up with a mixture of soft landscaping and provide a green connection route through the site, into the central park area.

The central area would feature soft landscaping with both primary and secondary routes, which would also feature anchor trees and areas to meander and dwell. From the central park area this area then leads onto Back Row which is identified in The South Bank SPD as a Strategic Green Link.

- 8.3.3 The proposed new spaces and connections would help to re-integrate the site back into the urban grain of the surrounding streets, to create a more walkable and greened environment to this part of the city. The splayed building corners and colonnade features at key entrance points would help to provide for a more legible and attractive walking environment. The introduction of a hotel, retail/leisure and office uses would also help to activate the area and provide additional natural surveillance of routes. The layout of the proposed buildings have been indicated to provide active ground floor uses, which would help to enhance the streetscene and offer natural surveillance over the proposed public routes/spaces.

Do Members support the emerging public pedestrian routes and Landscaping throughout and around the site?

8.4 Transport and connectivity

- 8.4.1 The site is in an accessible and sustainable location, within walking distance of local services, the railway station and frequent bus services.
- 8.4.2 The four office buildings would feature basement car parking accessed from Front Row for Blocks A & B and from Front Street for Block D, and Back Row for Block C. Blocks A & B would feature a shared basement area with circa 56 car parking spaces (including 8 disabled spaces). It is also envisaged that there would be a disabled drop off area for guests of the hotel, with a valet system to park the cars on behalf of these guests. 25% of the car parking spaces (14 spaces) would be Electric Vehicle Charging Points (ECVP).
- 8.4.3 In terms of bicycle parking, 116 spaces would be provided for Block A with 136 spaces provided for Block B and 30 for the Hotel. It has also been indicated that the office blocks would feature shower, changing and drying facilities for their employees, to promote cycling to work.
- 8.4.4 Due to the emerging proposal no details have been provided regarding the amount of car or bicycle parking within Blocks C & D.
- 8.4.5 The delivery access to the site indicates a delivery vehicle laydown area in the arrival plaza. The adopted SAP details under the site requirements for the wider land allocation that highways access should be created on to David Street and the existing vehicular access shared with Bridgewater Place should be closed. The proposed scheme is presenting an access point at Water Lane for delivery vehicle access only. Further justification would be required through a full Transport Assessment, recognising that this approach conflicts with the SAP requirements.

Do Members have any comments on the proposed level of car parking at the site?

8.5 Wind Safety

8.5.1 Due to the heights of the buildings and in accordance with the adopted tall building design guide, the development will need to ensure that wind conditions are fully addressed. Micro-climate and wind conditions will need to be an integral part of designing the scheme. The SAP allocation also requires that proposals for a tall building should consider designs that mitigate the effects of westerly winds on Water Lane and Victoria Road.

8.5.2 Any wind tunnel studies will also be required to demonstrate among others the impact of the proposed development on the existing wind mitigation measures along Water Lane for Bridgewater Place. To ensure the effectiveness of those measures remain once this site has been developed.

8.6 Accessibility and Inclusiveness

8.6.1 Level access would be provided to all new buildings and lifts would provide access to all floors. The developer has confirmed the development would provide accessible development in line with the Accessible Leeds SPD, BS8300 and Building Regulations standards. For each building, accessible entrances would be created, and lift access would be provided to all floors. Full details of the measures to ensure access for all guests, staff and visitors is achieved would be demonstrated and assessed in the planning application submission and through consultation with the Access Officer.

8.7 Climate Change and Sustainability

8.7.1 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.

8.7.2 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. For the offices and the hotel, these are required to meet BREEAM Excellent standard. 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

The proposal offers a significant opportunity to regenerate a large prominently located vacant brownfield City Centre site. The proposal would deliver new employment, visitor accommodation, public landscaped greenspace, new

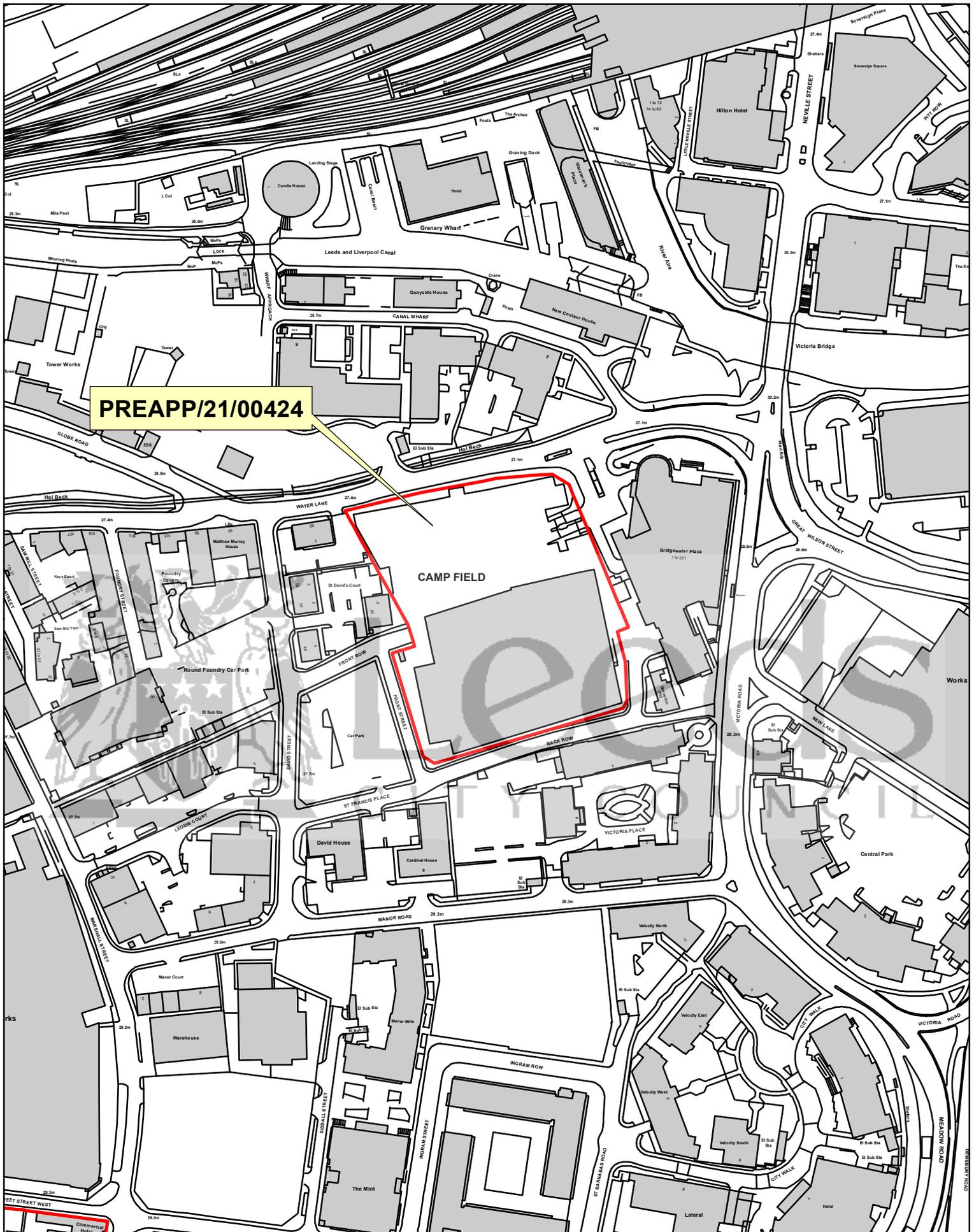
pedestrian and cycle connections and support the continuing regeneration of this area of the City Centre. The proposal would be broadly in accordance with the Site Allocations Plan identification for the site. Members are asked to comment on the following points at this initial stage:

- 9.1 Do Members consider that the proposed use of the site for offices and a hotel is appropriate in principle?**
- 9.2 Do Members support the emerging scale and layout of the development?**
- 9.3 Do Members support the emerging public pedestrian routes and Landscaping throughout and around the site?**
- 9.4 Do Members have any comments on the proposed level of car parking on site?**

Background Papers

Pre-application file PREAPP/21/00424

Appendix 1 Proposed Site Layout Plan



PREAPP/21/00424

CITY PLANS PANEL

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PRODUCED BY CITY DEVELOPMENT, GIS MAPPING & DATA TEAM, LEEDS CITY COUNCIL

SCALE : 1 / 2500



REVISIONS

A	BUILDING FOOTPRINTS ADJUSTED IN RESPONSE TO PLANNING COMMENTS	10/03/22 HS AS
B	GENERAL DESIGN DEVELOPMENT	28/04/22 SR AS



DISCLAIMER:
THE MASTERPLAN DESIGN IS CURRENTLY PROVISIONAL AND SUBJECT TO FURTHER DESIGN DEVELOPMENT AS WELL AS WIDER CONSULTANT TEAM INPUT, FULL MEASURED SITE SURVEY, SITE SERVICES INFORMATION, RIGHTS OF LIGHT ASSESSMENT, PLANNING, BUILDING CONTROL, LEGAL RIGHTS TO WINDOWS, FIRE ENGINEERING, CONFIRMATION OF LEGAL BOUNDARIES AND STANDARD CONSTRUCTION TOLERANCES.

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PROJECT
WATER LANE LEEDS

TITLE
**PROPOSED MASTER PLAN
GROUND FLOOR / STREET LEVEL**

SCALE DATE
As indicated @ A1 17/02/22

DLA REF DRAWN REVIEWED
2021-092 AS SJ

PROJECT ORIGIN'R ZONE LEVEL TYPE ROLE NUMBER
WLLS DLA ZZ 00 DR A 90002

STATUS REVISION
PRELIMINARY B



PROPOSED MASTER PLAN (GROUND FLOOR / STREET LEVEL)

1 : 500