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## Report of the Chief Planning Officer

### City Plans Panel

Date: 10<sup>th</sup> August 2023

Address: Latitude Yellow, Land At The Former Doncaster Monk Bridge Works,  
Whitehall Road, Leeds, LS12 1BE

Subject: PREAPP/22/00095 – Full planning application for an office development  
with associated facilities, parking and landscaping.

Applicant: BAM Properties Ltd

#### Electoral Wards Affected:

Hunslet & Riverside

Yes

Ward Members consulted

#### Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

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**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 of a full planning application.
- 1.2 This site has a previous planning approval as part of a wider masterplan for the Former Doncaster Monkbridge Works (06/02880/OT) for a 10-storey office building on the site. This permission was granted with reserved matters in October 2015 (13/02017/RM), with pre commencement conditions being

discharged in July 2017 (17/03305/COND). Since securing planning permission, this site was marketed on a pre-let basis, however at that time the site did not appear attractive to the market and the site has laid dormant despite the developments which have been carried out around it.

- 1.3 The application site is now considered much more connected to Leeds City Centre and there is a significant opportunity to reposition this remaining element of the Former Doncaster Monkbridge Works site (Latitude Yellow) in the marketplace, to deliver a sustainable Grade A office building. This redesign also takes into account the changes in the work place to embrace more flexible forms of working, encourage more collaboration in the workplace, promotes wellbeing and incorporates social and amenity spaces.

## **2.0 Proposal:**

- 2.1 Full Planning permission will be sought for a:
- 12-storey office building with roof terrace and a public ground floor café/co-working space.
  - 10 car parking spaces (2 disabled spaces) all spaces equipped with electric vehicle charge points (EVCP) within the undercroft area
  - 138 long stay bicycle spaces and 20 short stay cycle spaces
  - 5 motorcycle spaces will also be provided
- 2.2 The development would also feature new landscaping, public realm and cycle and pedestrian improvements along Whitehall Road. The landscaping would also incorporate new tree planting throughout and a new public space to the south of the building would also be created.

## **3.0 Site and Surroundings:**

- 3.1 The site is located to the west of the city centre and to the north of Whitehall Road and forms part of the wider Latitude development, which is located to the east of the elevated Leeds-Bradford railway line and west of the River Aire and Leeds-Liverpool Canal. The Latitude development consists of a range of building heights from 8 storeys of Latitude Red (east of this site) to 31 storeys of the Latitude purple A (north-east of this site).
- 3.2 The site covers (approx.) 0.32 hectares and falls inside of the defined City Centre of Leeds. The site is enclosed by post and rail fencing, and currently consists of a predominantly grassed area. The site is bounded by Whitehall to the north and east which also serves the other Latitude development plots and Whitehall Road to the south and the railway embankment to the west.
- 3.3 The area around the site is evolving, and a number of consented/ in construction developments are noted which are Get Living to the south of Whitehall Road which ranges from 8 to 23 storeys, Monkbridge development which ranges from 12 to 22 storeys and the development of Latitude which range from 8 to 31 storeys. Development along Whitehall Road is modern and contemporary, aside from the Monk Bridge Viaduct and Monk Bridge which are both grade II listed.

- 3.4 Pedestrian links are located to the south along Whitehall Road and will also be along Monk Bridge Viaduct once this is open leading in and out of the City Centre.
- 3.5 The plot forms part of a wider site identified in the Site Allocations Plan (SAP) for mixed-Use, ref. MX1-11, for at least 50380sqm office use and 463 residential units. This allocation includes the other areas to the north and east which have already been developed or are in the process of being developed, which equates to a site allocation of 3.49 hectares. The entire site is located within Flood Risk Zone 1.

#### **4.0 Relevant Planning History to this site:**

- 4.1 17/03305/COND - Consent, agreement or approval required by conditions 8, 13, 14, 15, 16, 17, 18, 19, 26, 27, 30, 49 and 50 of Planning Application 16/04118/OT – Split decision – 17.07.2017
- 4.2 13/02017/RM - Reserved matters application for 10-storey office block with basement car park and roof top plant room – Approved – 12.10.2015
- 4.3 16/04118/OT - Amendments to conditions 4 (phasing plan), 46 (Design Statement/Design Code) and 53 (plans schedule) of approval 06/02880/OT – Approved – 21.10.2016
- 4.4 06/02880/OT - Outline application to layout access and erect multi-level mixed use development for residential and office uses up to 33 storeys high, with ancillary class A1, A2, A3, A4, A5, D1 and D2 uses and associated car parking and landscaped areas. – Approved – 07.09.2007

#### **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 and an independent wind consultant since September 2022.
- 5.2 The pre-application discussions have focused on the following key issues:
- a. Design, massing and layout of the scheme including relationship with Whitehall Road.
  - b. Extensive wind testing and reviewing of mitigation measures.
  - c. Highway matters including access, servicing strategy and off site highway works
  - d. Landscaping matters including landscaping strategy, tree planting and amenity spaces.
- 5.3 Hunslet & Riverside Ward Councillors were advised of this pre-application enquiry via automatic email in April 2022, no responses were received.

#### **6.0 Consultation Responses**

- 6.1 LCC Highways:

A Transport Assessment and Travel Plan are required with any planning application. Further details of the proposed wind baffle and wind mitigation measures are also required regarding the acceptability of these mitigation measures. Further reconfiguration of the proposed works along Whitehall Road are also required to demonstrate the potential planned highway works and land to be dedicated for this. A financial contribution will also be required towards pedestrian/cycle improvements.

#### 6.2 LCC Flood Risk Management:

The application site is located within Flood Zone 1 and there have been no records of any recent flooding within the property or adjacent areas. An initial review has also identified that there are no known flood risks which require specific mitigation and would impact on the proposed development. The drainage mitigation principles and requirements have been determined under the outline planning application and these should be incorporated into the site design. However, the applicant should ensure that the overall flows (foul and surface water) from both Building No 1 and this Building No 3, do not exceed the hydraulic capacity of the existing 300mm diameter Yorkshire Water receiving sewer. The on-plot drainage design will still (apart from the unrestricted outfall) be required to comply with the current Leeds FRM Minimum Development Control Standards for Flood Risk.

#### 6.3 LCC Access Officer

The development should meet guidance in Accessible Leeds SPD, BS8300 2018 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 supports the proposed use.

#### 6.5 LCC Landscape

Further details regarding the proposed spaces would be provided as part of any subsequent application.

#### 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 clarification would be required on a number of points regarding the previously applied conditions and subsequently discharged 17/03305/COND.

#### 6.7 LCC Climate Change

The application is supported in principle by climate change and energy. Any future application will need to demonstrate full compliance with policies EN1, EN2, EN4 and EN8 of the Core Strategy (as amended).

## **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 (as amended)**

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 inside of 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 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 and neighboring sites lie within the designated City Centre, which are also identified in the Site Allocations Plan (SAP) as a Mixed Use Allocation site ref. MX1-11 for at least 50380sqm office use and 463 residential units.

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

SPD Building for Tomorrow Today: Sustainable Design and Construction

SPD Transport

SPD Accessible Leeds

SPD Tall Buildings Design Guide

SPG City Centre Urban Design Strategy

SPG Sustainable Drainage in Leeds

### **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 and wider area is allocated in the Site Allocations Plan (SAP) under site reference MX1-11 for office and residential uses, with a site capacity of 50,380sqm office development and 463 residential units.

8.1.2 This proposal consists of an office use (Class E(g)(i)) and includes an area for a café and co-working space open to the public. The development is anticipated to provide (approximately) 19,236sqm of office accommodation.

8.1.3 The development would involve the regeneration of a site which has laid dormant for a number of years and now falls within an area of ongoing regeneration. The site falls within the designated City Centre and it is considered that the proposed office use would contribute to the ongoing mix of a vibrant community in this area of the city. This proposal would not feature any residential accommodation, however residential uses have already been provided to the north of the site and fall within the wider allocation.

8.1.4 Ground floor active frontages have also been annotated to the north-eastern, eastern and southern elevations which is welcomed.

8.1.5 The principle of the office development is considered acceptable when assessed against Core Strategy Policies, the SAP allocation and the NPPF, subject to all other detailed planning considerations.

**Do Members consider that the proposed use of the site for office with ground floor café/workspace is appropriate in principle?**

**8.2 Layout, Scale and Design**

- 8.2.1 The layout seeks to create an office development with public space and routes to the west adjoining the existing highways. The building height would measure 12 storeys high (including ground). 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 building.
- 8.2.2 The footprint of the building remains broadly in the same position as to that approved previously set at outline stage and then subsequently approved at reserved matters albeit with alterations of the design and scale of the building.
- 8.2.3 The height of this building (12 storeys) is lower than the residential blocks (Purple B) consented to the north (17 & 21 storeys). This building would retain a separation distance of at least 15m to the north of Block B of Purple B and 21.4m to the east of the neighbouring office building, 17.6m would be retained to the Get Living development to the south, and 15.5m towards the railway embankment at the closest point to the west. These separation distances between commercial uses and residential uses are considered commensurate with the existing and emerging context of the surrounding this area of the City Centre.
- 8.2.4 The height of the building has also been carefully considered and is based on the surrounding context to this area of the City Centre and the previous consented development. This consideration has also taken into account potential impact on the setting of nearby heritage assets. It is considered that the proposed scale of the building would form part of the existing contemporary character of buildings on the north side of this stretch of Whitehall Road and would not impact upon the existing heritage assets of which the existing developments to the wider site would shield this building from any views of these historic assets.
- 8.2.5 The building's elevations would feature a regular grid arrangement with windows set into reveals. Influence for the façade materials will be taken from the surrounding area, to ensure that the development is visually appropriate to its setting and fits within the wider development which has already taken place.

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

**8.3 Public pedestrian route and Landscaping**

- 8.3.1 The site would feature a new public connection to the east, linking Whitehall Road to Whitehall which would also involve a mixture of soft landscaping and provide a green connection adjacent to the site. This route would also feature anchor trees and areas to meander and seating areas for the general public



and employees to dwell. Tree planting has also been indicated along Whitehall Road and Whitehall.

- 8.3.2 The proposal would not include any works to the existing tree embankment to the west which falls outside of the proposal site, and also due to the level difference, these trees would not be affected by the proposal.
- 8.3.3 The proposed new public route and green area would help to re-integrate the site back into the original masterplan of the development, to create a more walkable and landscaped route from Whitehall Road. The introduction of ground the floor frontage would also help to activate the area and provide additional natural surveillance of proposed and existing routes.

**Do Members support the emerging public pedestrian route and Landscaping 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 along Whitehall Road.
- 8.4.2 The office building would feature an under-croft parking area for 10 car parking spaces accessed from Whitehall. A suitable mix of disabled spaces (2) will also be provided and all spaces will be equipped with Electric Vehicle Charging Points (EVCP) also.
- 8.4.3 In terms of bicycle parking, indicatively 138 long stay spaces have been shown for the building with 20 short stay cycle spaces to the southern and eastern elevations. It has also been indicated that the cycle parking store would be split across 2 levels, the ground floor and mezzanine, and will contain double rack storage, hoops, Brompton bike storage, e-bike charging lockers and a bike maintenance area. Showers, changing and drying facilities will also be required and these will be secured as part of any formal application, to promote sustainable methods of travel. A total of 5 motorcycle spaces will also be provided
- 8.4.5 Delivery access to the site indicates that a loading bay adjacent to the site at Whitehall would be provided. In addition, a zebra crossing is also indicated across Whitehall. The potential Highway Works along Whitehall Road will need to be accurately indicated at application stage so the land to be dedicated as highway at the site frontage could deliver the indicative cycle improvement scheme. Details will be shared once a plan for these works have been finalised. A financial contribution towards pedestrian and cycling improvements will also be required.

**Do Members have any comments on the proposed parking arrangements at the site?**

## **8.5 Wind Safety**

- 8.5.1 Due to the height of the building, 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.
- 8.5.2 Extensive wind tunnel studies have been carried out as part of the pre-application enquiry and these have been reviewed via The Council's independent wind consultant, who is encouraged by the latest results with the inclusion of the perforated metal cladding to the south-west corner of the building. The wind studies are ongoing, and these will be finalised before formal submission of an application. As a result of these wind studies, there may be slight changes to the design of the building to satisfy any wind exceedances as a result of the development.

## **8.6 Accessibility and Inclusiveness**

- 8.6.1 Level access would be provided to the building 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. The building will feature an accessible entrance and lift access would be provided to all floors. Full details of the measures to ensure access for all 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 At this 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 office development this is required to meet BREEAM standard of 'Excellent'. Compliance with Policy EN4 will also be required. 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 prominently located vacant brownfield City Centre site. The proposal would deliver new employment, public landscaped areas, improved pedestrian and cycle

connections and support the continuing regeneration of this area of the City Centre. The proposal would be 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 office with ground floor café/workspace is appropriate in principle?**
- 9.2 Do Members support the emerging layout, scale and design of the development?**
- 9.3 Do Members support the emerging public pedestrian route and Landscaping around the site?**
- 9.4 Do Members have any comments on the proposed parking arrangements at the site?**

### **Background Papers**

Pre-application file PREAPP/22/00095

### **Appendix 1 Proposed Site Layout Plan**

Dismantled



The Contractor will be held to have examined the site and checked all dimensions and levels before commencing construction work.

No assumption should be made without reference to the Architect.

No dimensions should be scaled from this drawing.

Rev:	Description:	Date:	By:
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### For Information

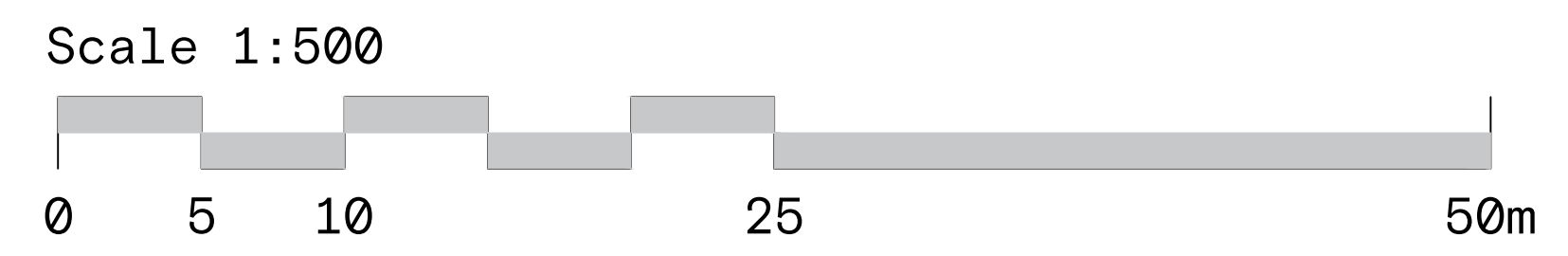
**Client:**  
 BAM Properties

**Project Title:**  
 Latitude, Leeds

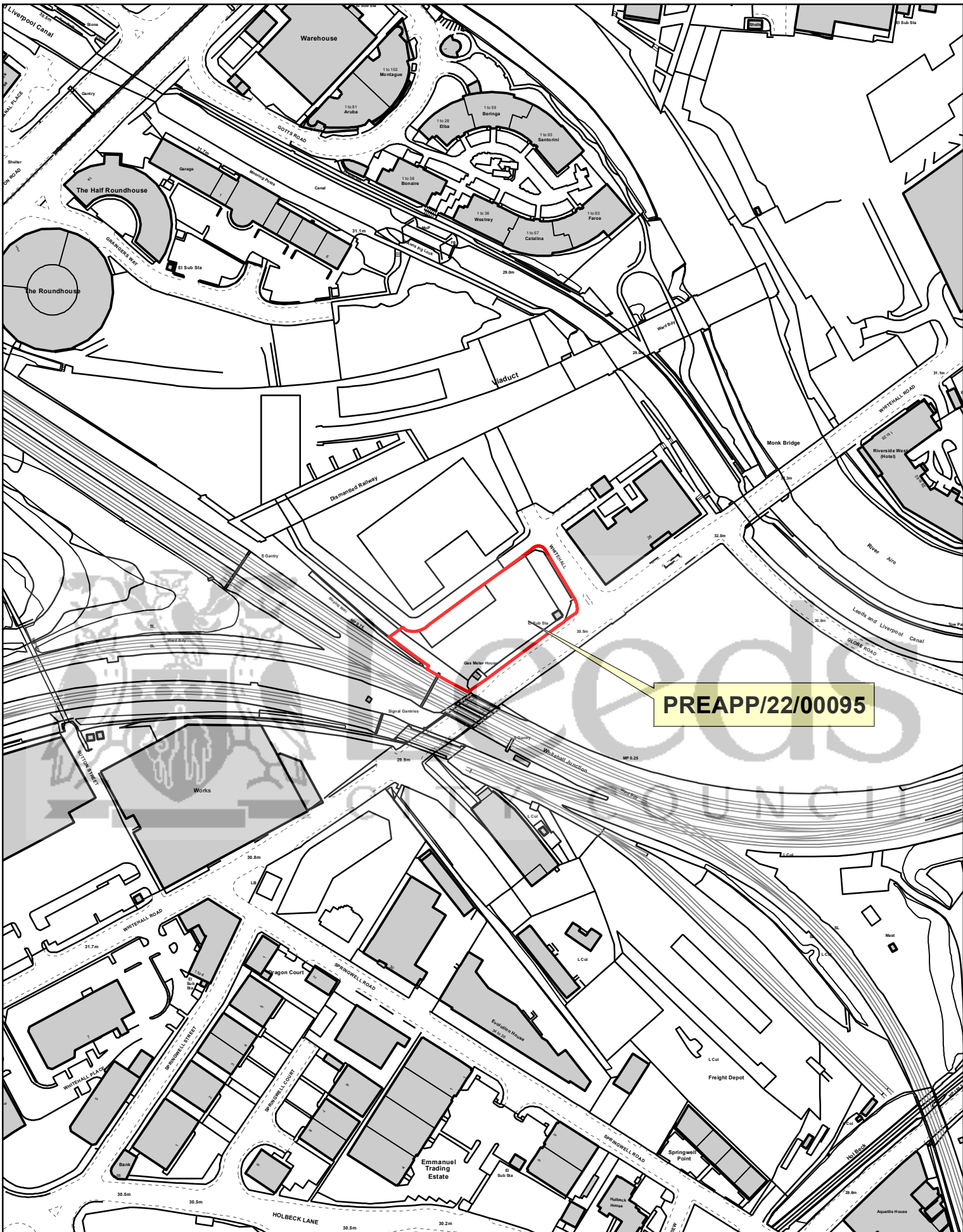
**Drawing Title:**  
 Site Plan

<b>Scale:</b> 1:500	<b>Date:</b> Feb 2022
<b>Drawn by:</b> GV	<b>Checked by:</b> SW
<b>Job No:</b> 21030G	<b>Drawing No:</b> AL(0)002
<b>Rev:</b>	

**Site Plan**  
 Scale 1:500







**PREAPP/22/00095**

# CITY PLANS PANEL

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

SCALE : 1/2500

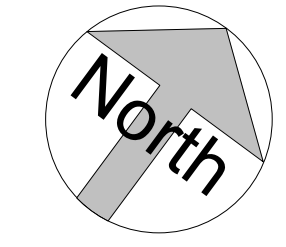
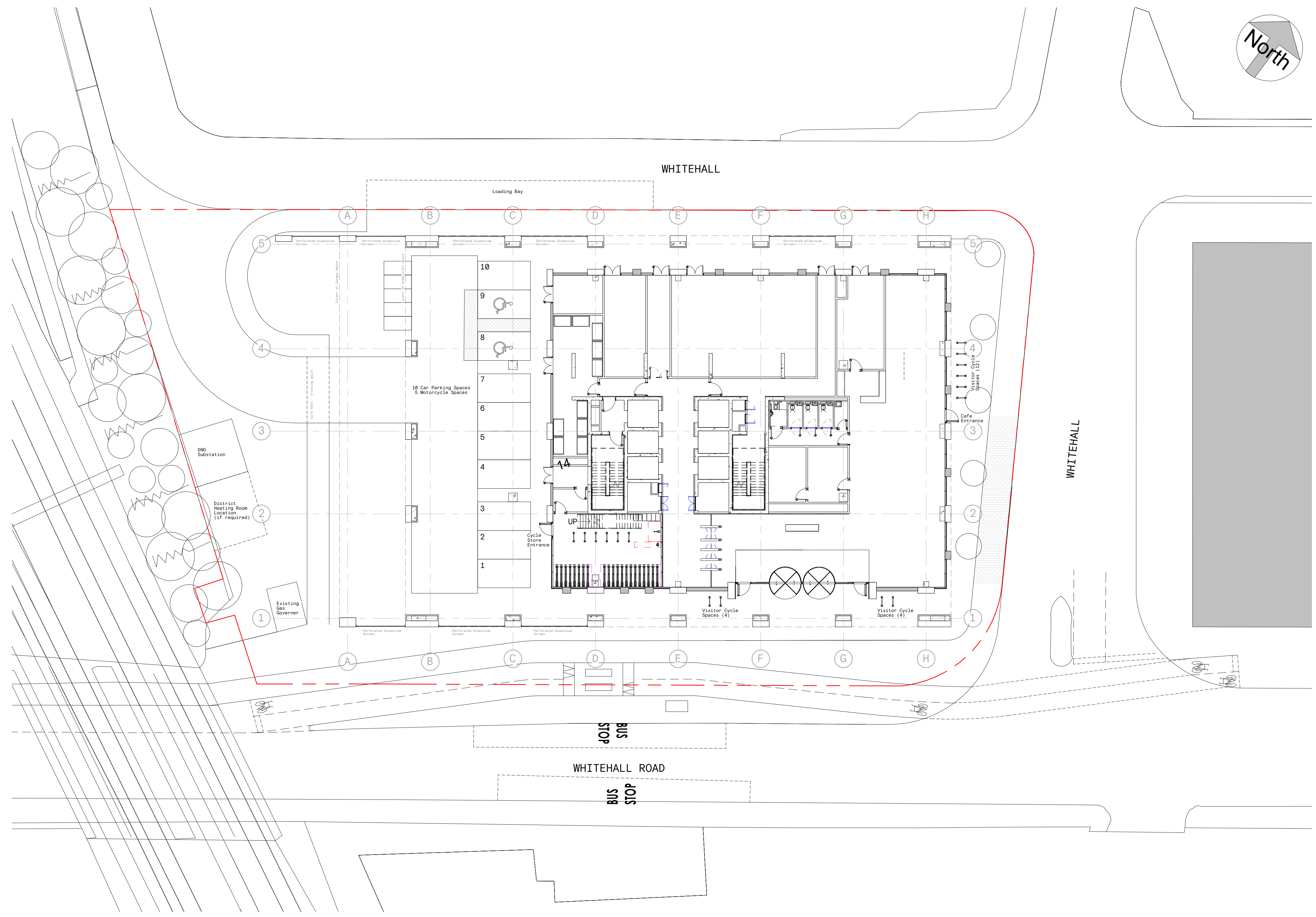


# Appendix 1

The Contractor will be held to have examined the site and checked all dimensions and levels before commencing construction work. No assumption should be made without reference to the Architect.

No dimensions should be scaled from this drawing.

Rev:	Description:	Date:	By:
P01	First issue.	17.02.23	KG
P02	Ground floor plan updated to reflect current layout. Parking layout updated. Grid updated to suit revised structural layout.	27.02.23	KG
P03	Ground floor updated to reflect current proposals.	06.03.23	KG
P04	General update to reflect current ground floor plan/elevational development.	22.03.23	KG
P05	Sub-station location updated. District Heating location shown.	31.03.23	KG



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**Status:**  
 STAGE 2 APPROVAL

**Client:**  
 BAM Properties

**Project Title:**  
 Latitude Yellow

**Drawing Title:**  
 Proposed Site Plan

**Scale:** 1 : 200@A1  
**Date:** 01.02.23

**Drawn by:** KG  
**Checked by:** DS

**Job No:** 21030G  
**Drawing No:** LYPRS-CCA-ZZ-00-DR-A-01000 S4  
**Stb Rev:** P05

Proposed Site Plan

