



Report of the Chief Planning Officer

SOUTH AND WEST PLANS PANEL

Date: 17th September 2015

Subject: Reserved Matters application 15/03561/RM for a seven storey office block with basement parking (Phase 1) at Plot J1, Kirkstall Forge, Kirkstall Abbey, Leeds, LS5 3NF

APPLICANT

Kirkstall Forge Investment
Property I Limited

DATE VALID

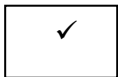
18th June 2015

TARGET DATE

17th September 2015

Electoral Wards Affected:

**Bramley and Stanningley
Kirkstall
Horsforth**



Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

Grant Planning Permission subject to conditions.

CONDITIONS

- 1. Development in accordance with the approved plans.**
- 2. Soft landscaping details – species and plant density prior to first planting.**
- 3. Details of tree pits**
- 4. Glazing standards in accordance with the submitted Acoustic Report.**

1.0 INTRODUCTION:

- 1.1** This application is brought to the South and West Panel on the basis that it represents the first phase of a major development at Kirkstall Forge.
- 1.2** Members may be aware that outline planning permission for the re-development of the Kirkstall Forge site was originally granted on 20th July 2007 under application

24/96/05/OT with details of access only approved at that time. Matters of design, layout, appearance and landscaping all reserved for future consideration. The Plans Panel West subsequently approved an extension of time of this original outline application on 18th August 2011 under application 11/01400/EXT with the decision finally issued on 4th April 2014 following resolution of the Section 106 agreement. This 2011 application was identical to the original outline planning permission in terms of the extent of development with the exception of an amendment to the Section 106 agreement to provide additional funding for the new Kirkstall Forge train station.

- 1.3 This application represents the first phase of development – a seven-storey office block to provide 15,534 square metres (Gross External Area) of high specification office space within Use Class B1. The office block is referred to as ‘Plot J1’ within the Kirkstall Forge Masterplan. This application is a Reserved Matters submission pursuant to the outline planning permission 11/01400/EXT to consider details of appearance, layout, scale and landscaping only. It is, in effect, an application to discharge Conditions 1, 2 and 3 of 11/01400/EXT. Means of access in relation to the Kirkstall Forge development, including the highway impact of the development, has already been assessed and approved in accordance with 11/01400/EXT such that it does not form a matter for consideration as part of this application.

2.0 PROPOSAL:

- 2.1 This is a Reserved Matters application to discharge Conditions 1, 2 and 3 of 11/01400/EXT in relation to the first phase of development of the Kirkstall Forge site at Plot J1.

- 2.2 Condition 1 of 11/01400/EXT states the following:

‘Application for the approval of the following details (hereafter referred to as the Reserved Matters) for each phase of the development shall be submitted to the Local Planning Authority within 15 years from the date of the permission:

Siting of the buildings

Design

External Appearance

Landscaping

Following changes to the Town and Country Planning (General Development Procedure) (Amendment) Order 2006, the Reserved Matters were redefined as the following:

Layout – the way in which buildings, routes and open spaces within the development are provided, situated and orientated in relation to each other and to buildings and spaces outside the development.

Appearance – the aspects of the building that determine the visual impression the building makes, including the external built form of the development, its architecture, materials, decoration, lighting, colour and texture.

Scale – the height, width and length of the building proposed in relation to its surroundings.

Landscaping – the treatment of land for the purpose of enhancing or protecting the amenities of the site and the area in which it is situated, including boundary treatments and the planting of trees, hedges, shrubs.

This application therefore seeks approval for the above Reserved Matters in relation to Plot J1 – the first phase of development. Means of access, which is defined as the means of accessibility to and within the site for vehicles, cycles and pedestrians in terms of the positioning and treatment of access and circulations routes and how these fit into the surrounding access network (the transport impact of the development) was approved in accordance with 11/01400/EXT with further details required by planning condition(s) and such matters are therefore not for consideration as part of this application.

2.3 Condition 2 of 11/01400/EXT states the following:

‘Applications for the approval of reserved matters for each phase of the development shall be broadly in accordance with the approved Design Statement unless otherwise agreed in writing by the Local Planning Authority’.

In assessing the Reserved Matters, it is therefore important to ensure that Phase 1 is broadly in accordance with the approved Design Statement.

2.4 Condition 3 of 11/01400/EXT requires the following:

‘Approval of the reserved matters shall be obtained from the Local Planning Authority in writing for each phase of the development before each respective phase of development (excluding works of demolition, site remediation and archaeological investigation) is commenced, unless otherwise agreed in writing by the Local Planning Authority.

In other words, the details of each phase in relation to layout, scale, appearance and landscaping must be agreed before work on that phase commences.

2.5 Members are advised to note that the implementation of this phase of development at Kirkstall Forge (and any subsequent phase) is subject to (a) the details of the Reserved Matters being agreed (as sought in this application in relation to Phase 1) and (b) compliance with all other pre-commencement conditions imposed by 11/01400/EXT and the Section 106 Legal Agreement. Such conditions and Section 106 Schedules include the following, which are required pursuant to each phase:

- (i) Details of vehicular access arrangements including servicing and car parking (Condition 10);
- (ii) Cycle parking provision (Condition 10);
- (iii) Sustainability and drainage appraisal (Condition 10);
- (iv) Nature conservation and enhancement works (Condition 10);
- (v) Footpath and cycle links (Condition 10);
- (vi) Material samples (Condition 23).
- (vii) Training and employment initiatives during construction and occupation (Section 106).

Accordingly, prior to each phase commencing, the above details will need to be agreed for that phase by means of the submission of a Discharge of Condition application. Such details are therefore considered separately to this application for Reserved Matters.

- 2.6 In addition, there are also a number of general conditions attached to the outline approval that require compliance across the whole site including the following:
- (i) The provision of both the eastern and western accesses to be completed when an agreed quantum of development is achieved on site (Condition 12)
 - (ii) The provision of a bus route through the site to be implemented when an agreed quantum of development is achieved on site (Condition 13)
 - (iii) The protection of the Listed Buildings on site and ensuring that the Listed Cottages are weather tight prior to the commencement of the first phase (Condition 18).

Again, these details will come forward separately for determination as Discharge of Condition applications.

- 2.7 This Reserved Matters application provides details of the layout, scale, appearance and landscaping for Plot J1 in relation the provision of a contemporary office block within Use Class B1 to deliver 15,534 square metres (GEA) of office space.
- 2.8 Plot J1 extends to 0.21-hectare; it is rectangular in form extending to a width of 59 metres and a depth of 54.5 metres at the widest point. To the north, it adjoins an access road that is situated on the south bank of the River Aire. To the west, it is positioned adjacent to an area that will become a pedestrian route as a continuation of the bridge across the river - referred to in the outline planning permission Design Framework as 'The Stitch') providing a direct link to the new Kirkstall Forge railway station. Beyond this to the west lie Plots K3 and K4, which will be developed temporarily as a car park to serve the railway station. Finally, to the east of Plot J1 are two plots referred to in the Masterplan as J3 and J4; it is anticipated that these two plots will form the next phase of development and they will comprise residential apartments available for rent.
- 2.9 With regard to layout, as the first phase, this proposal cannot relate to any existing built form but it must clearly have regard to the form of future development. Within the plot, the proposed office building is positioned centrally within the site to ensure appropriate separation distances between adjacent plots, particularly as to the east, the adjacent buildings at Plots J3 and J4 are likely to be in residential use. The proposed office building is set-in 8 metres from the western boundary of the site and it is also set in 8 metres from the eastern boundary of the plot adjoining the edge of Plot J3. Indeed, there is a distance of circa 20 metres from the western façade of Plot J1 to the Plot 3 boundary. To the northern and southern boundaries, a separation distance of between 2.5 metres to 6 metres between the building façade and the edge of the surrounding access road is retained. The positioning of the building allows for a one-way road loop around the plot. Within the building, the main entrance to the offices is located in the south-west corner at ground floor level, adjacent to the railway station. The primary core is positioned on the southern elevation of the building to connect efficiently to the main entrance and also to provide a solid element to this façade with resultant environmental benefits to the building as a whole. The Planning Statement submitted with the application confirms that the core allows for a large, open plan, flexible workspace of between circa 1715 square metres and 1858 square metres on each floor, which can be sub-divided as and when operators emerge.
- 2.10 In its appearance, the office building is designed to be contemporary. The Planning Statement advises that the brief was to deliver a timeless design that would provide longevity and form part of the wider masterplan for Kirkstall Forge. The elevational treatment is designed to reflect the internal space planning grid of 1.5 metres to

create an ordered façade. The façade materials will comprise an anodised metal frame in a bronze/copper colour with masonry elements where glazing is not possible, for example, to the lift and stair core. This is likely to comprise a lightweight natural stone wall cladding system as well as areas of curtain walling. The façade treatment extends to screen the roof top plant and to permit a roof top terrace for office users. The façade is generally highly glazed and in particular, the building entrance and façade has been designed to be a double height with a large glazed frontage facing onto the public realm to provide a direct interaction with this key pedestrian route.

- 2.11 With regard to scale, this proposal extends to seven storeys within an incorporated plant area on the roof and extends to circa 30 metres AOD, which has been designed to be consistent with the adjacent plot at J3. In width and depth, the building extends to 45 metres.
- 2.12 Finally, with regard to the proposed details in respect of the landscaping of the site, the Planning Statement highlights that the approved Design Statement set out a number of general principles for the development of landscaping and public realm across the site, including the need to develop an attractive, vibrant and safe public realm for all users, retain to and use a restrained palette of materials as well as creating an attractive waterside setting, to which this scheme will comply.
- 2.13 As noted above, means of access was approved as part of 11/01400/EXT such that it is not a matter for assessment as part of this application. Furthermore, details of car parking in relation to each phase is required for submission as part of Condition 10(h) of 11/01400/EXT. It will therefore be determined as the subject of a separate discharge of condition application. However, for Members information, the applicant has provided details of car parking in relation to Plot J1, which is included within this application for information rather than assessment. The Reserved Matters application confirms that car parking will be provided at a ratio of up to a maximum of 1:33 square metres gross external area to be determined in accordance with Condition 10(h); this equates to a maximum of 470 spaces. A total of 54 spaces will be provided within the basement of Plot J1 with the remainder of the spaces initially provided by way of a temporary surface car park on an adjacent plot and subsequently provided as part of a permanent solution for car parking, which will be developed and implemented as the Kirkstall Forge scheme progresses and in accordance with Condition 10(h), which is applicable to each phase of development.

3.0 SITE AND SURROUNDINGS:

- 3.1 In its entirety the Kirkstall Forge site extends to 22.93 hectares of land situated circa 6km (3.7 miles) to the north west of Leeds City Centre. The site is broadly rectangular in shape extending from the north-west to south-east between the Leeds to Shipley/Ilkley Railway and the A65 Abbey Road. The Leeds-Liverpool canal and the Leeds-Shipley/Ilkley railway line all run through the Aire Valley in parallel with the River Aire. Since the granting of planning permission, the site has been levelled and remediation works have commenced in accordance Condition 5 of the outline permission, which was approved as part of application 14/02638/COND. Works have also commenced on the Kirkstall Forge Railway Station and the construction of the access road.
- 3.2 This Reserved Matters submission relates specifically to the first phase at Plot J1. This is a 0.21-hectare plot immediately positioned to the east of the road and pedestrian route that is referred to as 'The Stitch' within the submission. Beyond this to the west lie Plots K3 and K4, which will be developed temporarily as a car

park to serve the railway station. To the east of Plot J1 are two plots referred to in the Masterplan as J3 and J4; it is anticipated that these two plots will form the next phase of development and they will comprise residential apartments available for rental. To the south of the application site is the railway line and the new Kirkstall Forge railway station.

3.3 Plot J3 will initially be accessible from the internal loop road that provides a connection to the new railway station at Kirkstall Forge approved in accordance with 10/01211/FU.

4.0 RELEVANT PLANNING HISTORY:

4.1 There is an extensive planning history to Kirkstall Forge, the most relevant of which is summarised below:

4.2 Outline planning permission for the re-development of Kirkstall Forge was originally granted on 20th July 2007 in accordance with 24/96/05/OT with details of access only approved as part of this outline and matters of design, layout, appearance, landscaping reserved for future consideration. The indicative development at that time comprised the following elements:

- 1,355 dwellings (1,109 apartments and 246 townhouses/ maisonettes);
- 146,000 square feet of offices;
- Support facilities including bars, restaurants, small scale retail, health and fitness and spa, banking, hotel, a crèche and accommodation for social community uses totalling 104,000 square feet;
- Preservation and change of use of existing grade 2 listed lower forge building to provide food and drink uses;
- Change of use grade 2 listed stables to residential.
- Areas of amenity green space;
- Wildlife and ecological enhancements;
- Park and ride for approximately 150 cars;
- Improvements to vehicular junctions, allowing access to the A65;
- Internal access roads, catering for new bus services;
- Network of pedestrian and cycle routes, enabling connections to the national cycle network and canal towpath, including new footpaths alongside the former abbey mill race;
- New pedestrian and vehicular bridge across River Aire;
- Site remediation works;
- Riverside improvement works and creation of flood relief channel.

4.3 The 11/01400/EXT application was approved by the Plans Panel West on 18th August 2011 with the decision finally issued on 4th April 2014 following resolution of the Section 106 agreement. It is identical in terms of the extent of development to the original outline planning permission with the exception of an amendment to the Section 106 agreement to provide additional funding for the new Kirkstall Forge train station.

4.4 Following the approval of the outline planning application in 2007 and the subsequent extension of time application issued in 2014, a number of subsequent discharge of condition applications were approved as follows:

08/02189/COND: Discharge of condition 28 of application 24/96/05/OT relating to details of the flood relief channel.

Approved: 20.05.2008 subject to a requirement that no development within Flood Zones 2 and 3 shall be occupied until the flood relief channel is constructed in accordance with these approved plans.

14/02638/COND: Consent, agreement of approval required by Conditions 5 (Remediation Strategy) and 6 (Unexpected Contamination) of planning permission 11/01400/EXT

Split decision issued: Remediation strategy approved on 20.10.2014 but Condition 6 was not discharged as it relates to the potential need to submit a revised remediation strategy in circumstances where remediation cannot proceed in accordance with the approved strategies or where unexpected contamination is encountered.

- 4.5 In addition, the following discharge of condition application in relation to Plot J1 (Phase 1) pursuant to 11/1400/EXT is currently pending assessment and determination:

15/04895/COND: Consent, agreement or approval required by Condition 9 (b) (bin storage) and Condition 10 (h) (details of access arrangements for vehicles, including servicing and car parking, motorcycle parking and cycle storage areas for each phase).

Members are advised to note that the details of this discharge of condition application in relation to parking provision are included in the report below for information purposes.

- 4.6 The following variation of condition application has also recently been submitted by the applicant and is pending consideration:

15/04824/FU: For each phase of development, variation of Condition 9 (lighting (a), boundary treatments (c) and signposting (d)), Condition 10 (a) sustainability appraisal (b) foul and surface water drainage, (c) surface water run-off limitation, (d) works to the River Aire, (e) nature conservation works, (f) provision of footpath and cycle links, (i) existing and proposed levels, (j) tree works and tree protection measures and (k) measures to protect the river during construction, Condition 12 (Timescale for the completion of both the eastern and western accesses), Condition 13 (Timescale for the delivery of a bus route through the site), Condition 17 (Provision of an interpretation board), Condition 19 (Programme for works for the refurbishment of the Listed Buildings), Condition 23 (Materials) and Condition 27 (Construction of a flood risk channel) of 11/01400/EXT.

This application is effectively seeking to amend the above conditions to vary the timescales for their submission of information to allow some works to progress on site at the earliest opportunity. At the present time, this application is the subject of statutory consultation.

- 4.7 Members will also be aware that the Kirkstall Forge Railway Station was approved in accordance with planning permission 10/01211/FU. Following on from that approval, details pursuant to Condition 3 of 10/01211/FU, in relation to details of the proposed access road from the A65 to the station, comprising layout, cross/long sections and construction details was approved on 4th March 2015 in accordance with 15/00746/COND, which is presently on site. This includes the provision of the one-way primary loop road around Plot J1, referred to above.

4.8 Finally, in July 2014, planning permission was granted for the development of a temporary car park with 193 spaces on land opposite J1 for a period of 10 years to serve the consented railway station in accordance with 13/05890/FU. The Kirkstall Forge station was always intended to serve both the Kirkstall Forge development and the wider area with access to the rail halt from the A65 agreed as part of the original station approval as noted above. However, following the delays to the commencement of development at Kirkstall Forge, in order to secure funding for the rail halt, it was necessary to demonstrate its deliverability and patronage figures. It was for this reason that permission for the temporary car park was sought to bridge the gap resulting from the delay to development on site to meet targets established by the Department of Transport. The car park will operate for up to 10 years or until such time as the development itself, which includes parking provision, is constructed. The loop road being constructed in accordance with 15/00746/COND will provide access to Plot J1, the station and the temporary car park on Plots K3/K4 as well as linking J1 with the adjacent residential development at J3/J4. The temporary loop road will remain until such time as the western plots emerge and there is no longer a requirement for the temporary car park at which point the area along the western elevation will then form a pedestrianized area (a continuation of 'The Stitch') extending between Plot J1 and Plot K3/K4.

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 The applicant, Commercial Estates Group, have engaged in a series of informal pre-application discussions with Officers in relation to the details of Plot J1 and its compliance with a Design Framework/Masterplan for the wider development site.
- 5.2 The Design Framework was also the subject of a Pre-application/Position Statement presentation to City Plans Panel on 16th April 2015. The purpose of the presentation was to update Members on the progress of the Kirkstall Forge development and the evolution of the Design Framework. Overall, Members commended the holistic approach being adopted by the applicant and were content with the approach being taken to date in relation to the phasing of the different elements of the scheme but noted that clearly, as phases were brought forward, they should be set within the overall context of the site as a whole.

6.0 PUBLIC/LOCAL RESPONSE:

- 6.1 The application was advertised by means of a site notice as a major development. No representations to the application have been received.
- 6.2 Ward Members of Kirkstall, Bramley and Stanningley and Horsforth Wards were consulted as part of the statutory consultation process. An objection has been received from Councillor Cleasby on the grounds of 'completely inadequate car parking'. This matter is addressed fully in the report below.
- 6.3 Members are also advised that the applicant already organises a number of liaison events to keep the local community informed of progress with the Kirkstall Forge site. In addition, a specific public meeting was held on 13th April 2015 at Hawskworth Village Hall to review information regarding the progress of the Kirkstall Forge development, including specific information in relation to the proposed office development at Plot J1. The Statement of Community Involvement submitted with this application confirms that the event was advertised by the publication of a brochure, which was distributed door to door to the 2000 homes closest to the site. The brochure confirmed that the first phase of development would be the office

block proposed as part of this application. The SCI confirms that 44 people attended the event and provided their feedback with 19 people expressing an interest in living on the site, 1 person expressing an interest in the commercial space on site, 25 people expressing a general interest. A total of 18 people left more detailed feedback but these comments concerned the wider scheme rather than the J1 Reserved Matters submission.

7.0 CONSULTATIONS RESPONSES:

Statutory Consultation Responses:

- 7.1 As a Reserved Matters application for one phase of development where the principle of development and means of access has been established by the outline planning approval (11/01400/EXT) with which it is consistent, there are no statutory consultations in this instance.

Non-Statutory Consultation Responses:

- 7.2 Highways: The Council's Highways Officer initially requested further information with regard to both short and long term car parking arrangements as well as details of cycle stores and confirmation of numbers, drying stores/units for cyclists, security details for the basement car park, bin collection arrangements and a revised plan to show forward visibility and identify short stay cycle parking adjacent to the main entrance. However, as noted above, short and long-term car parking arrangements are not a matter for consideration as part of this application but rather, are required in accordance with details pursuant to Condition 10(h) of 11/01400/EXT. Details of cycling parking and bin collection are also required by Condition 10. Revised details of forward visibility have, however, been provided in accordance with the details of layout required by this application.
- 7.3 Drainage: The Council's Flood Risk Management team comments that the Reserved Matters application seeks to address issues relating to the siting of the building, the design, external appearances and the landscaping of the area. The drainage related matters are dealt with under the initial application for the overall development of the site in accordance with 11/01400/EXT and associated conditions. FRM note that the overall drainage related matters have been broadly agreed between the developer, the council and the EA and consequently, drainage related planning conditions have already been set for the development. These remain unchanged and will be dealt with under the application 11/01400/EXT. Accordingly, no additional comments are required for this Reserved Matters application as drainage related matters are not considered within this application.

8.0 PLANNING POLICIES:

- 8.1 Section 38 of the Planning and Compulsory Purchase Act 2004 requires that planning applications are determined in accordance with the development plan unless material considerations indicate otherwise. The Development Plan for Leeds comprises the Adopted Core Strategy (November 2014), saved policies within the Leeds Unitary Development Plan (Review 2006) and the Natural Resources and Waste Development Plan Document (2013).
- 8.2 In its entirety, the Kirkstall Forge site comprising the boundary of the outline planning application comprises land within the main urban area. A small part of the western site is allocated as part of the existing employment supply under Policy E3A:28 and designated as Policy N38 Washland. The southern part of the site

(south of the river), including this Reserved Matters application site, is designated under Saved UDP Policy N8 as Urban Green Corridor. A small part of the site to the northern and western boundary (but not the Reserved Matters site) is also designated as Green Belt. To the south of the wide site boundary lies a designated nature reserve LNA 020 (Bramley Fall & Newlay Quarry) and the designated SSSI 009 (Leeds/Liverpool Canal).

Adopted Core Strategy

- 8.3 The Core Strategy is the development plan for the whole of the Leeds district. The following core strategy policies are considered most relevant to the assessment of this Reserved Matters application:

Policy P10: Design

Policy P12: Landscape

Saved Policies - Leeds UDP (2006)

- 8.4 The site is unallocated within the Adopted Leeds UDP Proposals Map. However, the following saved policies within the UDP are considered most relevant to the determination of this application:

GP5: Development Proposals should resolve detailed planning considerations.

BD2: Design of new buildings.

BD5: The design of new buildings should give regard to both their own amenity and that of their surroundings.

LD1: Detailed guidance on landscape schemes.

Relevant supplementary guidance:

- 8.5 Supplementary Planning Guidance provides a more detailed explanation of how strategic policies of the Unitary Development Plan can be practically implemented. The following SPGs are relevant and have been included in the Local Development Scheme, with the intention to retain these documents as 'guidance' for local planning purposes:

Neighbourhoods for Living SPG (Relationship to future residential development)

National Planning Policy Framework (NPPF)

- 8.6 The National Planning Policy Framework (NPPF), published on 27th March 2012, and the National Planning Practice Guidance (NPPG), published March 2014, replaces previous Planning Policy Guidance/Statements in setting out the Government's planning policies for England and how these are expected to be applied. One of the key principles at the heart of the Framework is a presumption in favour of Sustainable Development.
- 8.7 The NPPF constitutes guidance for Local Planning Authorities and its introduction has not changed the legal requirement that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.
- 8.8 The NPPF confirms that at its heart is a presumption in favour of sustainable development. For decision taking, this means approving proposals that accord with the development plan without delay and where the development plan is silent,

absent or relevant policies are out of date, granting permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole, or specific policies in the NPPF indicate that development should be restricted.

- 8.9 The NPPF establishes at Paragraph 7 that there are three dimensions to sustainable development: economic, social and environmental of which the provision of a strong, vibrant and healthy community by providing the supply of housing required to meet the needs of present and future generations is identified as a key aspect of the social role. Within the economic role, it is also acknowledged that a strong and competitive economy can be achieved by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation.
- 8.10 Paragraph 17 sets out twelve core planning principles, including to proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs and ensuring high quality design.

9.0 MAIN ISSUES

- 9.1 The main issues to consider in the determination of this Reserved Matters application include the following:

- i. Principle of development – Policy and Land Use;
- ii. Layout;
- iii. Appearance;
- iv. Scale;
- v. Landscaping;

- 9.2 As noted in the report above, for Members information, details of car parking in relation to Plot J1 are also provided within this report for information rather than assessment.

10.0 APPRAISAL

Principle of development – Policy and Land Use

- 10.1 The outline planning permission granted in accordance with 11/01400/EXT in April 2014 included permission for circa 16,500 square metres of Use Class B1 office accommodation with the potential to be dispersed throughout the site or concentrated around the proposed location of the railway station. This Reserved Matters application proposes 15,534 square metres of office space within Use Class B1 such that the principle of the extent of office accommodation proposed within this application is entirely within the scope of the outline planning permission and it is also compliant with the scope of the Environmental Impact Assessment approved as part of the outline permission. It is therefore determined that the principle of development is established by the outline planning permission and no further assessment of policy is necessary in this regard.

Layout

- 10.2 Within the Adopted Core Strategy, Policy P10 establishes a requirement for new development that is based on a thorough contextual analysis to provide good design that is appropriate to its scale and function; that respects the scale and quality of the

external spaces and wider locality and protects the visual, residential and general amenity of the area. These policies reflect guidance within the NPPF.

- 10.3 In considering the layout of Plot J1, in terms of the way in which the building is situated and orientated in relation to other buildings and spaces outside the development, this building is clearly the first phase and in this regard, it is important that Plot J1 is considered within the context of the wider design framework to ensure that it is appropriately sited in relation to adjoining public spaces and future buildings. On the basis that the closest adjoining block to the east (Plot J3) is anticipated to be in residential use as private rented apartments, the residential minimum privacy standards established within the Council's Neighbourhoods for Living document are also relevant to the consideration of this application. Neighbourhoods for Living recommend a distance of 10.5 metres between a main ground floor window to a boundary equating to 21 metres between main facing windows. It notes, however, that it is inappropriate to apply such distances without further consideration, especially of local character and in this context; it is considered that the environment of Kirkstall Forge is likely to be urban in character given the proximity to the railway station in contrast to its more suburban location.
- 10.4 In this case, the primary influences upon the layout of Plot J1 are its relationship to 'The Stitch' and how it will relate to the adjoining Plot J3 to the east.
- 10.5 'The Stitch' is identified within the Masterplan as an important connective route through the site and across the river. Plot J1 addresses this key route by positioning the main entrance to Plot J1 in the south-west corner of the building to front onto 'The Stitch' with a double height colonnaded façade to create a clear interaction with the public realm. The main core is positioned on the south elevation of the building to enable the provision of large open plan and flexible workspace. Its location to the southern elevation will also provide a direct visual and physical connection to the railway station.
- 10.6 In considering its relationship to the future Plot J3, which is anticipated to be in residential use within Use Class C3, it is noted that Plot J1 is set in 8 metres from the J1 plot boundary such that it achieves a distance of circa 20 metres from the western façade of Plot J1 to the Plot J3 boundary. The Neighbourhoods for Living SPD recommends a distance of 21 metres between main facing residential windows to protect the amenity and privacy of residential occupiers; however, this distance is guidance and regard must be had to the character of the site and the context. In this regard, it is considered that the Kirkstall Forge development will be urban in character with the potential for high-density development appropriate to a site that is in such proximity to a railway station. As such, a distance of 20 metres between an office block and residential development is broadly considered sufficient to protect future amenity with the capacity for a more detailed analysis of the relationship at the time of the submission of Reserved Matters for Plot J3.
- 10.7 Overall, it is concluded that the layout of Plot J1 has sufficient regard to the position of future development and it will provides an attractive active frontage to 'The Stitch' to deliver a building that is based upon a thorough contextual analysis in accordance with Core Strategy Policy P10 and guidance within the NPPF.

Appearance

- 10.8 Core Strategy Policy P10 also establishes a requirement for good design. This is reflected in the NPPF, which advises at Paragraph 56 that good design is indivisible from good planning and should contribute positively to making places better for

people. In considering the matter of appearance, it is to assess the aspects of the building that determine the visual impression the building makes, including the external built form of the development, its architecture, materials, decoration, lighting, colour and texture.

- 10.9 The Design Statement approved as part of the 2011 outline permission recognised Plot J1 as lying within a character area entitled 'The Commercial, including river crossing area'. In terms of appearance, the Design Statement advised that buildings within this character area should recognise that this is not a city centre location but equally, that the design should be closer to that of the city centre rather than out-of-town commercial developments. It stated that commercial buildings must provide the site with an identity and profile and, where possible, the visibility of the commercial building should outwardly express both reception and circulation spaces on the ground floor and vertical circulation.
- 10.10 In response, the appearance of Plot J1 as proposed seeks to deliver a very contemporary and ordered façade. It is a framed building that presents a very legible aesthetic with the elevational treatment reflecting the 1.5 metre internal space-planning grid with a double-height hierarchy and a clear entrance to the south-west corner. The main west facing elevation as well as a corner of the north elevation and also of the southern elevation adjacent to the main entrance incorporates a double height colonnaded façade to a depth of 2 metres to enable a clear interaction with the pedestrian spaces that the building adjoins. In addition, the façade treatment extends to fully screen the rooftop plant, which also allows for part of the roof to be available as a rooftop terrace for the future office occupiers. Such rigorous framing creates a building that is of a human scale and very reflective of its function.
- 10.11 With regard to materials, whilst Condition 23 of 11/01400/EXT requires samples of the materials for Phase 1, clarification has been sought as part of this application. It is proposed that an anodised metal frame will be utilised in a bronze / copper colour throughout with the bronze / metal detailing intended to make reference back to the industrial heritage of the site and compliment the predominant brickwork proposed elsewhere within the masterplan. Within the frame, the external façade of the building will comprise high performance glazing with the solid elements of the frame, such as the externalised form of the lift core, to be constructed in natural stone cladding system. Other solid elements, such as the shutter door to the car park to the eastern elevation, soffits and plant room louvres will be constructed in a composite cladding to match the colour of the anodised framework. A low level stone banding will also be incorporated to appropriately ground the structure.
- 10.12 Whilst a sustainability appraisal is a matter required by Condition 10 of 11/01400/EXT, Members are advised to note that Plot J1 has been designed to achieve a BREEAM rating of Excellent, as required by Core Strategy Policy EN2. This has been achieved in both a consideration of layout, appearance and materials through such measures as improving insulation to reduce heat gains and losses, optimising the size of windows and providing appropriate shading, providing good levels of daylight to reduce artificial light and using a low-energy ventilation strategy. Photovoltaic panels will also be included at roof level, the details of which will be secured in accordance with Condition 10.
- 10.13 Overall, it is considered that the Reserved Matters submission clearly demonstrates that the appearance of Plot J1 is consistent with the objectives of the Design Framework approved as part of the outline planning permission to deliver a design that is closer to the aesthetic of a City Centre office development. It clearly

expresses both reception and circulation spaces to the external facades and provides a legible and contemporary building of a very high quality that will provide an appropriate context for the delivery of adjacent blocks. It will contribute positively to place making at Kirkstall Forge as a distinctive building that is highly visible on arrival at the station such that its appearance is considered to meet the objectives of both Policy P10 of the Adopted Core Strategy and guidance within the NPPF.

Scale

- 10.14 In considering the scale of Plot J1, in terms of its height, width and length in relation to its surroundings, Saved UDP Policy BD2 advises that the design and siting of new buildings should complement and, where possible, enhance existing vistas, skylines and landmarks. In addition, Core Strategy Policy P10 advises that new development must be of a size and scale that is appropriate to its context and respects the character and quality of surrounding buildings, the public realm and the wider locality.
- 10.15 The Design Framework approved as part of the outline planning permission includes a plan of maximum storey heights. For the commercial area adjacent to the station, the plan indicates an approved range of building heights of between 7 storeys and 11 storeys indicating the potential for the delivery of taller commercial buildings at the core of the site adjacent to the railway station. However, the heights were also established with the intention of ensuring that views across the site from the higher slopes would not be prejudiced by the development of the south island; so the residential development on the north side of the river sloping up towards Abbey Road will still have the potential to look across the southern plots to the woodland beyond.
- 10.16 Plot J1 is proposed to a scale of seven storeys (including the plant and terrace area on the roof) to a height of 30 metres. Whilst lower than the scale of commercial buildings envisaged within the Design Framework, it is consistent with the scale of development envisaged on the south side of the island site and will ensure the protection of views across the valley from other parts of the site. Moreover, the height of the building is comparable with the width of the adjacent pedestrian space that Plot J1 adjoins, which is 35 metres in width; this correlation ensures that Plot J1 is not overly dominant in relation to the public realm and results in a building of a human scale. Moreover, at circa 45 metres in width and depth, the building is also proportionate in its entirety.
- 10.17 Having regard to future development, the Reserved Matters submission includes a contextual elevation which, whilst indicative, signifies the anticipated future scale of adjoining development. Indeed, this application has not been developed in isolation with the architect for Plot J1 engaged with the team responsible for masterplanning the wider site and also with forethought towards the immediately adjacent block at Plot J3 in particular, which is also intended to be developed to a height of 30 metres to deliver consistency with the Design Framework. On the basis of the above, the proposed scale of Plot J1 is considered to complement existing vistas whilst delivering a building that is appropriate to its function and context in accordance with UDP Policy BD2, Core Strategy Policy P10 and guidance within the NPPF

Landscaping

- 10.18 Policy P12 of the Core Strategy advises that the character, quality and bio-diversity of Leeds' townscapes and landscapes will be conserved and enhanced. Within the UDP, Policy LD1 provides advice on the content of landscape schemes, including

the protection of existing vegetation and a landscape scheme that provides visual interest at street level.

- 10.19 The red line boundary to Plot J1 to which this Reserved Matters application refers is drawn relatively tightly to the building edge. The office building is set-in 8 metres from the eastern boundary of the site adjoining 'The Stitch' and 8 metres from the western boundary of the plot adjoining the edge of Plot J3. To the northern and southern boundaries, a separation distance of between 2.5 metres to 6 metres between the building façade and the edge of the surrounding access road is retained. This provides limited opportunity for landscaping around the building but there is clearly a requirement to ensure that the landscape vision associated with this building in terms of soft planting and hard landscaping is reflective of the wider landscape masterplan.
- 10.20 In this context, the Design Statement approved as part of the outline planning permission in accordance with 11/01400/EXT establishes a number of general principles across the site including the retention, conservation and enhancement of the rural character of the landscape, the provision of a restrained palette of materials for hard landscaped areas, the provision of street trees to frame individual spaces and soften the built form. In addition, Condition 9 of the outline approval requires details of boundary treatments including walling and fencing before that phase of development commences whilst Condition 10 requires the submission of details of the provision and laying out of public open spaces before that phase of development commences. Condition 20 requires the submission of an overall management and maintenance strategy for the landscaped areas within the site.
- 10.21 The details required to consider landscaping as a reserved matter includes the treatment of land for the purpose of enhancing or protecting the amenities of the site and the area in which it is situated, including boundary treatments and the planting of trees, hedges, shrubs. The landscape plan submitted with this application indicates that fronting on to the public realm that will, in the long term, become a pedestrian route through the site, Plot J1 will simply provide a high quality paving that is designed to integrate the plot with this adjoining public realm with soft landscaping provided within the public space itself rather than within the boundary of Plot J1 albeit that a series of cycle stands will be provided to this area to ensure visible provision of cycle parking. Similarly, to the southern façade, which accommodates the main entrance, it is principally detailed with a high quality paving to ensure ease of movement from the main entrance towards the station. The focus of the landscape proposals for Plot J1 are therefore to the northern and eastern facades, which are likely to have less immediate footfall where the landscape treatment can serve the function required within the Design Statement of softening the built form and enhancing the character of the landscape.
- 10.22 To the northern façade facing towards the river, the edge of the building will be detailed with ornamental shrub and grass planting, the specific details of which, in terms of species selection and plant density, will be required by a condition attached to this application. This will deliver a softer edge to the building with tree planting proposed on the opposite side of the access road adjacent to the river. The majority of landscaping in relation to Plot J1 is then focused on the eastern boundary; whilst Plot J1 has not been designed to have a rear façade as such, as all the facades will be visible, the eastern façade accommodates the entrance to the basement car park and the refuse area; it also faces the future residential block at Plot J3 such that it has the most need for landscaping to soften the built form. Tree planting is proposed to this elevation in the form of clear and multi-stemmed trees, which will

be interspersed with a mixture of ornamental grasses and shrubs. Again, the details of species selection and plant density will be required by a condition. The submitted Planning Compliance Statement advises that in developing the detailed planting proposals; it will be both respectful of local, native riverside species and ornamental planting providing bursts of colour and texture within the heart of the masterplan.

- 10.23 It is concluded that subject to a review of species and planting density, to be sought by condition, the landscape strategy proposed in relation to Plot J1 is consistent with the objectives of the originally approved Design Framework. It will soften the built form particularly having regard to the nature of the adjoining Plot J3, which will be in residential use; when viewed in the context of the wider public realm proposals, it will sufficiently enhance the landscape and provide visual interest at street level in accordance with Core Strategy Policy P12 and Saved UDP Policy LD1.

Parking strategy

- 10.24 As noted in the introduction to this report, means of access in relation to the Kirkstall Forge development, including the highway impact of the development, has already been assessed and approved in accordance with 11/01400/EXT such that it does not form a matter for consideration as part of this application. Furthermore, details of car parking and cycle parking in relation to each phase is actually required for submission as part of Condition 10(h) of 11/01400/EXT and will therefore be determined as the subject of a separate discharge of condition application as noted above. However, details of parking provision for Plot J1 and how relates to the wider parking strategy within the site is provided for Members information.
- 10.25 The detailed plans for J1 indicate the provision of 54 car parking spaces (including three spaces for people with a disability) within the basement of the building, accessed via a roller shutter door to the eastern elevation. The visibility splays onto the adjoining loop road have been amended in the course of the application to ensure that appropriate visibility can be achieved. In addition, provision for 90 cycles is made within the basement including a separate male and female changing area with cycle lockers and showers.
- 10.26 In addition, the applicant recognises the need to provide sufficient car parking within the site such that provision is proposed at a ratio of 1 space per 33 square metres gross external area of office floorspace, which is the maximum standard supported by the Council's Parking SPD. For 15,534 square metres, this generates a maximum of 470 spaces.
- 10.27 The Design Framework approved as part of the outline application includes a broad parking strategy and identified that a total of 2175 car parking spaces would be provided across the site. It acknowledged that the concept for the Kirkstall Forge development is based around a sustainable community such that the mix of uses is designed to realise an environment that combines a significant degree of a live/work/play ethic and the strong possibility that residents of the site may undertake all these activities without leaving the site boundaries. It also acknowledges that the commercial space is well served by public transport routes, further reducing the dependence on the private car. The Framework accepts, however, that it is unrealistic to suggest that private car use into and out of the site will be radically changed such that it identifies the need for a design code to prioritise the concealment of cars wherever practical. It also acknowledges the need for short term parking to serve future shopping facilities and a concealed multi-storey to serve the influx of site population generated by the commercial uses. The long-term vision for the provision of car parking to serve the commercial

development within the site is therefore the provision of a multi-storey car park most likely to be provided in a single location on the southern side of the river with the current preferred location being land to the west of the temporary station car park at Plots K1 and K2.

- 10.28 In the interim, the proposed short-term solution is to deliver the balance of the 470 spaces that cannot be accommodated with the basement of the building – a total of 418 spaces on temporary car park sites in the vicinity of Plot J1. The applicant is currently considering one of two options – utilizing the open land to the west of the temporary station car park (identified as Plots K1, K2 and L1 on the Masterplan) to deliver 416 spaces or on land to the east of ‘The Stitch’ on the north side of the river (Plots E1, C1, C2 and C3), which can also deliver 418 spaces. Both car parks would be compliant with the Council’s maximum parking standards for office development and are provided in addition to and separate from the temporary station car park.
- 10.29 The information provided by the applicant and a requirement for the details to be approved in accordance with Condition 10(h) is considered to provide sufficient assurance that Plot J1 is appropriately accessible and an informative is proposed to ensure provision in accordance with the maximum ratio above.
- 10.30 Notwithstanding the provision of car parking, it is also relevant to note that Plot J1 is located adjacent to the Kirkstall Forge Railway Station, which will connect the site to both Leeds City Centre (6 minutes) and Bradford with two trains in either direction at peak hours and one train during off-peak hours as well as being accessible to bus services on the A65. For pedestrians moving around the site, Plot J1 is bounded by pedestrian walkways. The main pedestrian route is envisaged to the north of the plot, which will link with the River Walkway that will run along the south bank of the River Aire. ‘The Stitch’, between Plot J1 and Plots K3-K4 will ultimately become a pedestrian zone as noted above, which will connect the site with the station to the south and ‘The Stitch’ to the north. A pedestrian pathway is also provided along the northern elevation of the building, which will link to a crossing taking pedestrians to the future residential development at Plots J3 and J4. The above is therefore considered to demonstrate that full consideration has been given to the connectivity of Plot J1 in both the short term and the long term.

Noise Report

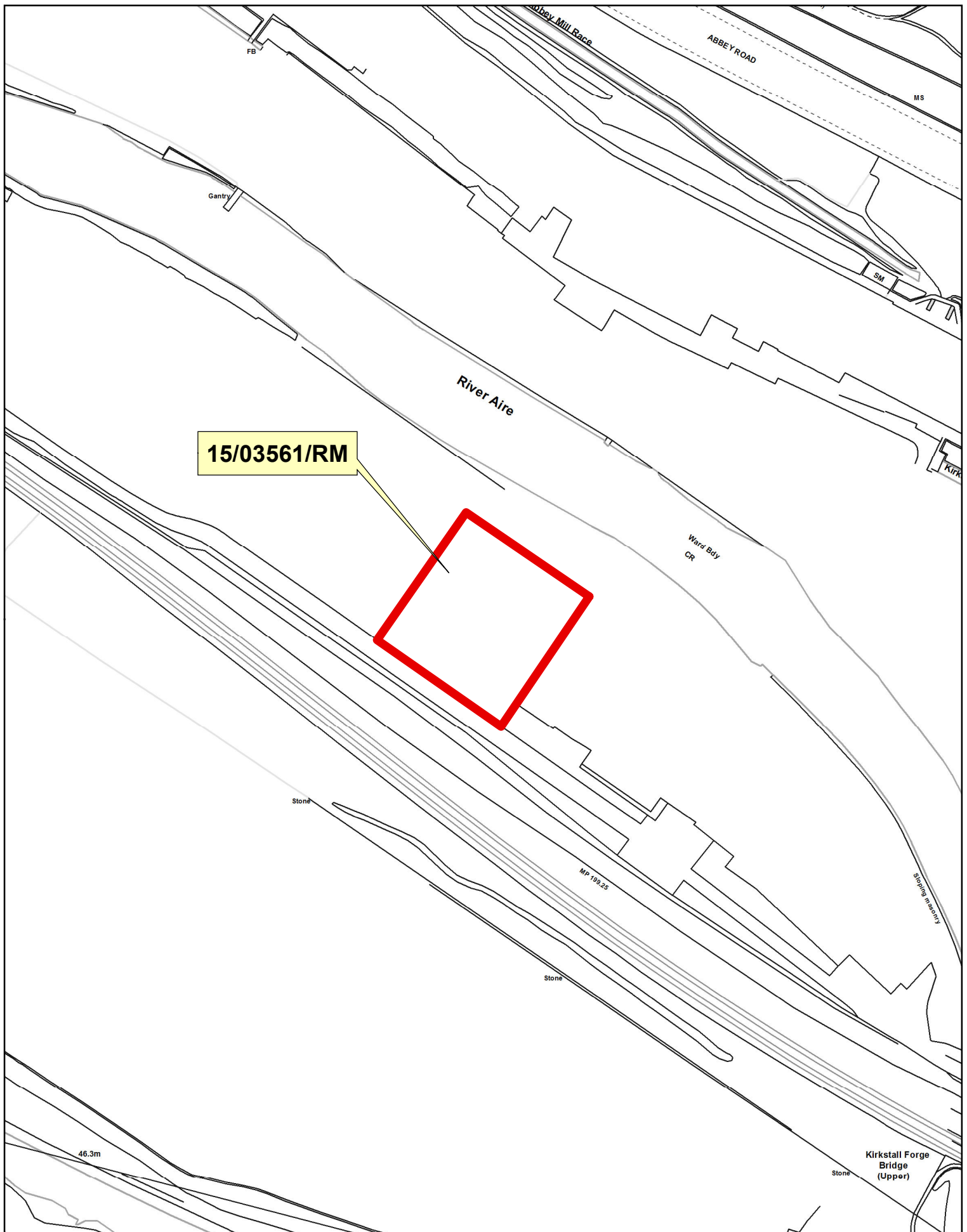
- 10.31 It is noted that the Reserved Matters application includes the submission of an Acoustics Planning Report to determine the existing ambient and background noise levels around the proposed site. The Acoustics Report has been prepared with reference to the Council’s Guidance Document ‘Noise Design Advice” (April 2007). The report concludes that Plot J1 is exposed to low levels of background noise from Abbey Road but regular peaks, in the region of 70-80dB L_{Amax} due to the regular passage of trains. Furthermore, levels of vibration are not expected to be of concern to future occupants due to the separation distance between the building and the railway track. In addition, the Acoustics Report notes that the office is targeting points under BREEAM such that specific internal noise levels must be met, which are considered to be achievable. A condition is proposed, however, to require glazing to comply with the recommendations of the submitted Acoustics Planning Report.

11.0 CONCLUSION

- 11.1 This is a Reserved Matters application to consider details of appearance, layout, scale and landscaping as required by Conditions 1, 2 and 3 of 11/01400/EXT pursuant to the first phase of development within the Kirkstall Forge site – a seven-storey office block (Plot J1) to provide 15,534 square metres of Grade A office space within Use Class B1.
- 11.2 Means of access in relation to the Kirkstall Forge development, including the highway impact of the development, was assessed and approved in accordance with 11/01400/EXT such that it does not form a matter for consideration as part of this application.
- 11.3 The extent of and location of the office accommodation proposed within this application is entirely within the scope of the outline planning permission 11/01400/EXT. It is therefore determined that the principle of development is clearly established by the outline permission and no further assessment of policy or principle is necessary in this regard.
- 11.4 It is concluded that the Reserved Matters application sufficiently demonstrates that the layout of Plot J1 has sufficient regard to the position of future development. It will provide an appropriate frontage to 'The Stitch' and have sufficient space around it to ensure an appropriate relationship with future development. The scale of development is also considered to complement existing vistas and deliver a building that is appropriate to its function and context.
- 11.5 With regard to its appearance, the architectural approach to Plot J1 is considered to deliver a high quality contemporary office building that is appropriate to its location and purpose. It will contribute positively to place making at Kirkstall Forge as a distinctive building and establish the context for future development in accordance with UDP Policy BD2, Core Strategy Policy P10 and guidance within the NPPF.
- 11.6 The landscaping strategy to Plot J1 is consistent with the objectives of the originally approved Design Framework and subject to a review of species and planting density to be sought by condition it will sufficiently enhance the landscape and provide visual interest at street level in accordance with Core Strategy Policy P12 and Saved UDP Policy LD1.
- 11.7 The Reserved Matters application is therefore considered to sufficiently meet the objectives of up-to-date policies within the Development Plan. It is also concluded that the details of scale, appearance, layout and landscaping submitted for this application demonstrate that Plot J1 will meet the intentions of the Design Framework approved in accordance with the outline planning permission 11/01400/EXT. It will enable the evolution of a strong urban structure within the site and contribute to the objective of achieving a high quality aesthetic with buildings that are that 'robust and timeless, making reference to the local architectural heritage yet interpreted in a contemporary manner'. For the reasons set out in the report above, the application is recommended for approval subject to conditions.

Background Papers:

Application and history files.
Certificate of Ownership



SOUTH AND WEST PLANS PANEL

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