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**Report of the Chief Planning Officer**

**CITY PLANS PANEL**

**27th October 2016**

**Pre-application presentation of proposed residential development comprising approximately 567 apartments, the repair and refurbishment of the grade II listed viaduct to create a new elevated public park and a mix of commercial units within the viaduct arches on Land at Monkbridge, Whitehall Road, Leeds, LS12 1BE (PREAPP/16/00421)**

**Applicant – ART PRS Leeds GP Limited (as General Partner of ART Investments LP)**

| **Electoral Wards Affected:** | **Specific Implications For:** |
|---|---|
| **City and Hunslet** | Equality and Diversity ☐ |
| | Community Cohesion ☐ |
| Yes ☐ Ward Members consulted | Narrowing the Gap ☐ |

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

## 1.0 Introduction

1.1 This presentation is intended to inform Members of the emerging proposals for the former Doncaster Monkbridge site and the listed viaduct. The previously approved scheme on this site was for a major residential development comprising four towers ranging from 13 storeys to 33 storeys in height.

1.2 The emerging proposals will be presented to Panel by the applicant to allow Members to comment on the scheme and raise any issues, prior to the intended submission of a hybrid planning application and a listed building consent application. The applicant has informed officers that they already have a construction partner (Sir Alfred McAlpine) and that, if approved through the planning process, it is intended to commence work on site in Summer 2017, with completion in 2019.

## 2.0 Site and surroundings

2.1 The site measures approximately 1.7 hectares and contains the Grade II listed former railway viaduct along the southern boundary, with the land to the north being cleared and, in part, hard surfaced. The viaduct consists of a main elevated section which is straight, the top of which is approximately the same length and width as Briggate, and a narrower spur which gently curves off to the north for some 40m. To the north of this is the complex of former historic railway buildings comprising the Grade II* listed Roundhouse, the Grade II listed Half Roundhouse and canal side workshop building.

2.2 The site is located to the south-west of the commercial core of the city centre but within the defined city centre boundary. The Leeds Liverpool Canal is to the east of the site with the railway to the west, which sits above the general height of the majority of the land to be developed. There is a mix of residential, commercial and industrial activities in the surrounding area with the land immediately to the north being part vacant and part used to store vehicles in connection with the vehicle hire use currently in the Roundhouse. These are accessed from Graingers way which feeds directly onto the Inner Ring Rd east of the Armley Gyratory. To the north of the canal is the City Island Phase 1 residential scheme (4-15 storeys in height) which has its nearest section approximately 35m away and raised above canal level on the robust canal-side stone wall. Adjacent this is the phase 2 scheme which rises to 19 storeys of residential use.

2.3 As will be set out below, planning permission was previously granted for commercial office buildings to the south of the viaduct, works to refurbish the viaduct to introduce commercial uses and a large residential development to the north of the viaduct on the same land to be occupied by the scheme under consideration here. One of the office buildings (8 storeys) has been constructed on Whitehall Road and is now occupied.

2.4 The access roads to the commercial plots south of the viaduct have also been constructed and connected to Whitehall Road, one of the main distributor roads serving Leeds City Centre. The site subject to this appraisal is accessed via these new access roads which are private and therefore do not form part of the public highway network. These pass beneath 2 of the arches in the listed viaduct.

2.5 The eastern part of the site is within Flood Zone 2.

## 3.0 Proposals

3.1 The proposed development is for approx. 567 no. apartments in five buildings. The three western buildings will provide approx. 307 no. apartments intended to be made available to the Private Rented Sector (PRS) with the other two buildings providing a further 260 units for open market sale. The 307 PRS units will be applied for in full with outline permission being sought for the open market dwellings.

3.2 The 3 buildings containing the PRS units would be between 12 and 14 storeys in height closest to the railway line. Of the remaining 2 buildings containing the open market units, the building closest to the canal is proposed to be between 18 and 21 storeys, with the remaining building being between 12 and 14 storeys.

3.3 The buildings follow the gently curving path of the northern side of the viaduct. Three of the buildings align with the viaduct with 2 being set perpendicular to the curve. Each of the buildings is set 20m away from its neighbour and so, whilst the buildings are of differing heights and widths, it is the gaps between them which remain the

constant. This sets up a strong rhythm which is discernible when viewed from distance, primarily from the Inner Ring Road to the north. Southern views will be intermittent given that the site is located to the north of the neighbouring office site and to the east of the railway. However, t would be visible across the pocket park between the River Aire and the canal, and from the canal towpath.

3.4 The listed viaduct will be repaired and will be enhanced to provide a new elevated landscaped public park that will connect to the Wellington Place development to the east, with the physical mechanism for achieving this link yet to be agreed.

3.5 There will be 5,500 sqm of public open space within the site consisting of a majority of the top of the viaduct with a further 3,700 sqm of private communal space for the residents of the PRS apartments.

3.6 The arches to the viaduct will also be repaired and refurbished to provide new commercial space including retail units, cafes, bars and restaurants with the triangular area between the 2 viaduct limbs proposed to provide a glazed covered space and a physical connection between the viaduct level and the lower general site level. At this point a further arch would be left open to provide a strong north/south pedestrian connection.

3.7 Car parking is to be provided beneath each of the buildings with the total number of spaces proposed being 119. Servicing and will take place from a single loop road and 2 spurs off this, which would pass beneath the buildings. This would utilize 2 of the arches for access points, which is the same arrangement approved as part of the previous permission.

## 4.0 Relevant planning history

4.1 The site has a complex planning history and the key applications are outlined below with a brief summary provided for each.

4.2 **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 10th Sept 07.

4.3 This is the key application that relates to the wider Doncaster Monkbridge site (i.e. to both the north and south of the viaduct and the viaduct itself). This outline approval granted permission for five office buildings to the south of the viaduct (up to 12 storeys), works to the viaduct to introduce commercial uses in the arches, and a landscaped area on top of the viaduct plus four residential towers of up to 16, 23, 29 and 33 storeys providing a total of 720 apartments. The principle of development, means of access and siting of the buildings were agreed and a detailed design code set the design principles and scale of the buildings.

4.4 Car parking for the residential development was to be provided in a multi-storey car park located under the fourth residential building at the western end of the viaduct.

4.5 **14/04913/LI:** Listed Building application to carry out alterations, repairs and restoration to disused railway viaduct to form new public realm and links to adjoining proposed residential development - approved 24th October 14.

4.6 This permission renewed the historic listed building consents that allowed the repair and refurbishment works to the viaduct.

4.7 **12/05448/LI/12/05444/FU:** Use of disused viaduct as an outdoor architecture/art/sculpture platform - approved 15th Feb 13.

4.8 The council and local residents have sought to achieve a temporary use of, and art installation on, the viaduct. This permission permitted the installation of art works on top of the viaduct.

4.9 **11/03759/RM:** 29 storey block of 194 flats and use of 2 railway arches for commercial purposes - approved 6th Dec 11

4.10 **08/03199/RM:** Laying out of pocket park with landscaping - approved 28th October 08. As required by the original permission,

4.11 As required by the outline consent, the pocket park between the canal and river was approved and subsequently laid out.

4.12 **07/04583/RM:** 16 storey block of 103 flats and 23 storey block of 166 flats, with associated landscaping - approved 25th June 08.

4.13 Reserved matters approval was granted for the first two residential towers.

4.14 **06/00463/LI:** Listed Building Application for the removal of structures and associated works and equipment from railway viaduct arches. Removal of brickwork attached to the viaduct and opening up of all arches by removal of retaining walls - approved 13th June 06.

## 5.0 History of negotiations and engagement

5.1 Pre-application discussions regarding the current proposals commenced in July this year. Design meetings have been held involving both the developer's team and officers from Planning, Design and Highways.

5.2 Officers have confirmed that the principle of buildings increasing in height towards the river is acceptable and are very supportive of the works to the listed viaduct and the ability to utilize this space by the public.

## 6.0 Consultation responses

6.1 Ward councillors have been informed of the pre-application proposal by e-mail. No responses were received as a result of this.

6.2 Historic England: Note the importance of the historic structures on the site. The Railway Viaduct over River Aire and the Leeds and Liverpool Canal, dated c.1846 was designed by Thomas Grainger, engineer for the Leeds and Thirsk Railway Company and the Leeds, Dewsbury and Huddersfield Railway. The Round House, a Grade II* listed building was built as an engine house in 1847, also by Thomas Grainger and is located adjacent to the north west corner of the development site. The area to the north of the site contains a Grade II listed Half-Round House and the Grade II listed Former Railway Repair Shop, all designed by Grainger and broadly contemporary. These designated heritage assets form part of the pre-amalgamation railway complex which is of immense significance both locally and nationally; the only example of Grainger's fine civil engineering design south of the Scottish border. The existing railway context makes an important contribution to the setting of the

listed buildings and directly informed their locations. The river and canal also constitute major aspects of the setting of the heritage assets.

The proposals coming forward will need to be supported by an assessment of impact on significance that considers the site and its setting holistically. Opportunities to enhance the appreciation and understanding of the different elements and how they relate to each other should be clearly identified in the supporting information.

HE broadly support the proposals for the public realm and are positive towards the creative landscaping proposals which focus on enhancing connectivity and the movement of people into the site. Using the deck and following the railway line route for the main access through the site is a positive response the heritage significance of both the structure and its setting.

In general terms, HE have no objection to the proposed layout which looks to set different blocks at right angles to the dismantled railway line. They then go on to make comments about some key elements which, in the views of HE, would benefit from further work:

The western most block should respond to the shape of the site – possibly a triangular form which would allow views of the Round House from the railway line. The Round House, Half-Round House and the railway Repair Shop are all different, yet bold distinctive shapes. A triangular block on the western edge of the development site would add another distinctive shape which has been, once again, dictated by the location and relationship to the surrounding railway infrastructure, following this established tradition.

A creative approach should be taken to the reinstatement of missing balustrading to the parapets. Previous repairs indicate how the visual appearance and silhouette of the vase shapes was more important than the fabric. Therefore, new interventions should be encouraged to reflect this.

They would prefer the connection to Wellington Place to the east to be made symmetrical to the end of the viaduct, whether it is a staircase or lift

They consider that at least one of the arches should be kept open and not be glazed. This would help to retain the significance that derives from the ability to appreciate the depth of the structure when viewed from the south east. Open arches will also help to create strong sightlines which are important to indicate direction of movement, draw people in, but also to help the legibility of the arches. Glazing is transparent to an extent. However, due to glare, reflections etc it is *sometimes seen as a* solid material and enclosing the arches will fundamentally change their character.

6.3 LCC Highways: The vehicle and main pedestrian and cycle route to the site will be through the partially developed office development site from Whitehall Road. A number of improvements will be required within this site, including extension of the existing roads to the viaduct, provision of footways - including alongside sections of the existing road where none exist. The road is privately maintained and controlled, whilst there are double yellow lines and signage to discourage parking, it seems to be tolerated to the extent that the two way movement of traffic to the development site could be blocked. The relationship between the ownerships and ability to implement changes needs to be understood.

A link to the footbridge over Wellington Road (Inner Ring Road) would be beneficial to pedestrian movement from the site, providing access to employment and other facilities that are otherwise a long circuitous route away, the connection should be provided if at all possible.

A transport assessment will be required. As a minimum this will need to consider the operation of the junction with Whitehall Road with the development site opposite and the Globe Road / Whitehall Road junction, although the final scope can only be determined once the proposed level of parking and likely traffic generation is understood. It should also consider connection to public transport, walking and cycling routes to key locations.

The level of car parking can be a maximum of one space per unit, whilst less parking may be appropriate, the level needs to be considered alongside the type and size of accommodation being provided, an amount of spaces should be provided with electric vehicle charging points in line with parking policy. High quality, secure cycle parking should be provided for residents and employees along with short stay visitor parking for the commercial units. Provision of car club spaces on site may be beneficial and can be considered as the proposals progress.

The submitted scheme suggests that large commercial vehicles will be able to access and turn within the car park area. This will be acceptable for managed movements such as refuse collection, however, drop-off and turning arrangements will need to be provided outside the car park for ad-hoc activities such as taxis and home deliveries.

6.4 LCC Flood Risk Management: The western section of the site is in Flood Zone (FZ)1 with the eastern section in FZ 2 with a small portion adjacent to the River Aire in FZ 3. Hence appropriate consideration should be given to the access level of any basement proposed for the buildings to ensure that these are not inadvertently flooded if they are set below the 1:100 yr flood levels of the adjacent watercourse / FZ 3. It would be prudent to acquire these flood levels from the EA and a Flood Risk Assessment should be completed for the development to appropriately consider the management of any residual flood risk to the development and the need if any for flood resilient measures to be included in the development, even if this may only be necessary for any basement level of the proposed buildings in FZ 2.

Since April 2015, it has been a requirement for the surface water discharge rates from previously developed sites to revert to the greenfield situation. Of course consideration should be given to the hierarchy of surface water discharge so that if infiltration drainage is discounted then surface water discharge from the site would be restricted to greenfield rates of discharge.

6.5 LCC Contaminated Land Team: There is an extensive planning history for the site in question and its environs. Should the development proposal be submitted as a full planning application a Phase I Desk Study Report or Data Review would be required in support of the application. Depending on the outcome of the Phase I Desk Study, a Phase II (Site Investigation) Report and Remediation Statement may also be required.

6.6 LCC Nature Conservation: Preliminary Ecological Appraisal (PEA) and Ecological Impact Assessment will be required – there is potential for bat roosting and use of canal-side areas by Otters so the ecological appraisal will need to consider these species and carry out further surveys where appropriate. The stonework of the main viaduct and remaining abutments are likely to provide features with bat roosting

potential, any boarded up/enclosed areas below the arches should also be considered for hibernation potential. The proposed future intensive use and lighting of these areas below and adjacent to the viaduct will have significant impacts on bat roosting. The PEA should also identify the locations of non-native invasive species (Giant Hogweed has been observed on-site).

Creation of a specific feature for roosting bats would be welcomed – a custom-made bat tower immediately adjacent to the canal-side (in an unlit area) that is modelled on the nearby Italian-esque towers would be a striking local feature. Such a significant feature could help offset any loss of roosting (or potential roosting) at this site.

Leeds Habitat Network – the site lies within the Leeds Habitat Network because of its strategic location and presence of ruderal/undisturbed habitats together with groups of trees to the southern boundary with the railway. The presence of the canal to the north and railway to the south are both features that will need buffering through retaining existing vegetation and a sensitive lighting scheme. Connecting the canal and railway as a biodiversity feature should be possible along the viaduct provided that the landscaping treatment is sympathetic to biodiversity – this will need careful consideration, and should aim to include a range of native shrubs and small trees along the entire length (design in relation to rooting area and drainage will be important).

It will be important to show on a map the areas of biodiversity value to be protected and enhanced – likely to focus on the south and south-western boundaries adjacent to the railway, and an area adjacent to the canal (which could also house the bat tower suggested above).

## 7.0 Policy

### 7.1 **Development Plan**

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

- The Leeds Core Strategy (Adopted November 2014)
- Saved UDP Policies (2006), included as Appendix 1 of the Core Strategy
- The Natural Resources & Waste Local Plan (NRWLP, Adopted January 2013) including revised policies Minerals 13 and 14 (Adopted September 2015).
- Any Neighbourhood Plan, once Adopted.

### 7.2 **Core Strategy (CS)**

7.2.1 Relevant Core Strategy policies include:

Spatial Policy 1 prioritises the redevelopment of previously developed land within Main Urban Area, in a way that respects and enhances the local character and identity of places and neighbourhoods.

Spatial Policy 3 seeks to maintain and enhance the role of the City Centre as an economic driver for the District and City Region, by comprehensively planning the redevelopment and re-use of vacant and under-used sites for mixed use development and areas of public space; enhancing streets and creating a network of

open and green spaces to make the City Centre more attractive; and improving connections between the City Centre and adjoining neighbourhoods.

Spatial Policy 7 sets out the spatial distribution of the district wide housing requirement between Housing Market Characteristic Areas. The site is in the City Centre with a requirement to provide 10,200 units (2012-28)

Spatial Policy 11 includes a priority related to improved facilities for pedestrians to promote safety and accessibility, particularly connectivity between the edges of the City Centre and the City Centre itself.

Policy CC1 outlines the planned growth within the City Centre for 10,200 new dwellings, supporting services and open spaces. Part (b) encourages residential development, providing that it does not prejudice town centre functions and provides a reasonable level of amenity for occupiers.

Policy CC3 states new development will need to provide and improve walking and cycling routes connecting the City Centre with adjoining neighbourhoods.

Policy H3 states that housing development should meet or exceed 65 dwellings per hectare in the City Centre.

Policy H4 states that developments should include an appropriate mix of dwelling types and sizes to address needs measured over the long term taking into account the nature of the development and character of the location.

Policy H5 identifies affordable housing requirements. According to the policy, the affordable housing requirement would be 5% of the total number of units, with 40% for households on lower quartile earnings and 60% for households on lower decile earnings.

Policy P10 requires new development to be based on a thorough contextual analysis to provide good design appropriate to its scale and function, delivering high quality innovative design and that development protects and enhance the district's historic assets in particular, historically and locally important buildings, skylines and views.

Policies T1 and T2 identify transport management and accessibility requirements to ensure new development is adequately served by highways and public transport, and with safe and secure access for pedestrians, cyclists and people with impaired mobility.

Policy G5 requires commercial developments over 0.5 hectares in the City Centre to provide a minimum of 20% of the total site area as open space.

Policy G9 states that development will need to demonstrate biodiversity improvements.

Policies EN1 and EN2 set targets for $CO^2$ reduction and sustainable design and construction, and at least 10% low or zero carbon energy production on-site.

Policy EN5 identifies requirements to manage flood risk.

7.3 **Saved Unitary Development Plan Review policies (UDPR)**

7.3.1 Relevant Saved Policies include:

BD2 - New buildings should complement and enhance existing skylines, vistas and landmarks.

Policy BD5 states that a satisfactory level of amenity for occupants and surroundings should be provided.

LD1 - Sets out criteria for landscape schemes.

The eastern part of the site is within the Waterfront Strategy Area as designated by the UDP. This strategy seeks to enhance the waterfront.

7.4 **Natural Resources & Waste DPD 2013**

7.4.1 The plan sets out where land is needed to enable the City to manage resources, such as 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. Policies regarding drainage, air quality, land contamination and flood risk are relevant to this proposal.

7.4.2 The site is within the Sand and Gravel and Coal Safe Guarding Areas as identified by policies Minerals 2 and 3 of the Natural Resources and Waste DPD. These policies seek to have the natural assets removed prior to development if viable.

7.5 Other material considerations

7.5.1 **National Planning Policy Framework (NPPF)**

The NPPF identifies 12 core planning principles (para 17) which include that planning should:

- Proactively drive and support sustainable economic development to deliver homes
- Seek high quality design and a good standard of amenity for existing and future occupants.
- Actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling.

Planning should proactively support sustainable economic development and seek to secure high quality design. It encourages the effective use of land and achieves standards of amenity for all existing and future occupiers of land and buildings. A safe and suitable access to the site should be provided (para 32). One of the core principles is the reuse of land that has previously been developed. Paragraph 49 states that housing applications should be considered in the context of the presumption in favour of sustainable development. The NPPF states that local authorities should deliver a wide choice of homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities (para 50).

7.6 **Relevant Supplementary Planning Guidance includes:**

SPD Tall Buildings Design Guide
SPD Parking
SPD Street Design Guide
SPD Travel Plans
SPD Building for Tomorrow Today: Sustainable Design and Construction

SPG City Centre Urban Design Strategy
SPG3 Affordable Housing and the interim affordable housing policy
SPG Neighbourhoods for Living

7.6.1 Tall Buildings Design Guide SPD (TBDG)

The guide provides design guidance on the location, form and appearance sustainability, micro-climate and public realm of tall buildings, so that they can be successfully integrated into the environment and contribute to the changing skyline. The strategic principles to be taken into account are to:

- Locate tall buildings in the right place, to integrate them into and make them compatible with their surroundings.
- Enhance skylines, views and settings. Protect and preserve areas of special character and interest, principal views across the city and the historic skyline.
- Ensure that new tall buildings have a good relationship with the street, movement patterns and transport facilities, creating high quality public space at the same time.
- Ensure that tall buildings assist in the legibility of the city and contribute strongly to a sense of place.
- Make tall buildings environmentally sustainable and operational.
- Promote the highest design quality for tall buildings and their composition resulting in a distinctive, recognisable, skyline.

It is essential that appropriate risk assessment and quantitative analysis is carried out to demonstrate that tall buildings will not produce harmful effects on pedestrians, cyclists or vehicles. The study will also need to demonstrate that appropriate mitigation measures have been applied where comfort and safety criteria are not met.

The TBDG identifies potential opportunity areas for tall buildings taking into account more sensitive areas such as the setting of listed buildings and conservation areas, together with existing infrastructure and tall buildings. The site is an area where tall buildings could be considered appropriate.

7.7 Site Allocations Plan (SAP)

7.7.1 The site is identified in the Publication Draft of the Site Allocations Plan as part of a larger site that also includes the land to the south of the viaduct. This site is identified as being able to deliver 463 units & 50,380 sqm of offices in Phase 1 (MX1-11).

7.8 The Leeds Standard and the DCLG Technical Housing Standards

The Leeds Standard sets out the importance of excellent quality housing in supporting the economic growth ambitions of the Council. The Leeds Standard sizes closely reflect the Government's Technical Housing Standards – Nationally Described Space Standard which seek to promote a good standard of internal amenity for all housing types and tenures. Whilst neither of these documents has been adopted as formal planning policy in Leeds given their evidence base in determining the minimum space requirements they are currently used to inform decisions on the acceptability of development proposals.

## 8.0 Issues

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

8.1 Principle of the uses

The site is brownfield and has a previous permission for primarily residential use, with the accommodation provided in tall apartment blocks. The site is allocated in the SAP for residential use and therefore it is considered that this use is acceptable here.

8.2 A range of supporting uses are proposed for the lower levels and again this general arrangement was proposed by the previous permission. Given the number of residential units, and the requirement to make the ground floors vibrant and attractive, and also to animate the arches, it is again considered that the use of the lower levels of the buildings and arches, for the A1-5 uses proposed, is acceptable. These would ultimately be the subject of controls regarding hours of use, noise, deliveries, extraction and plant details. The amount of A1 retail would also need to be considered against polices which seek to control the unrestricted growth of out of centre retailing.

8.3 The proposed commercial uses will ensure the long term use, management and maintenance of the listed viaduct and will complement the residential use proposed, in addition to the commercial uses, both occupied and proposed, to the south of the viaduct.

8.4 Layout and scale

The previous scheme incorporated four buildings between 16-33 storeys in height, whilst the new proposals range between 12-21 storeys. The site is located within an area where a string of tall buildings are considered appropriate in the Tall Buildings Design Guide and where tall buildings have been consistently approved in the past. It is considered that the site remains an appropriate one for tall buildings such as those proposed.

8.5 The buildings range in height and generally step up towards the canal to provide a focal point. This tallest element is approx. 35m away from the properties to the north at City Island. The spacing between the buildings has been carefully considered. This is important as it has the following impacts:

- Gives the residents sufficient space about the units to provide an adequate amount of amenity through day-light penetration and reasonable outlook, including those at City Island
- Prevents the run of buildings creating an oppressive linear wall, which could be visually monotonous and relentless
- Allows visual connections and links between the listed railway viaduct to the south and the listed railway Roundhouse and Half-Roundhouse to the north.

The objective is to achieve a balance which would enable all of the above objectives to be achieved. The latest iteration will be presented to Members at Panel.

1. **Do Members consider that the heights and footprints of the building achieve all of the objectives set out above, including the relationship to the existing units at City Island?**

8.6 Public realm and pedestrian connectivity

The site is notable for the presence of the listed viaduct structure, and also for the fact that this will be used exclusively for the provision of mostly publicly accessible open space, but also in part for the private residential use. There are also opportunities to pass through the site in 2 locations to provide connectivity north/south and also to connect to the canal towpath and the MEPC site to the east. Core Strategy CC2 advocates a more effective integration of the northern and southern halves of the city through better connectivity and the prioritisation of town centre uses, including large scale residential and leisure uses. It is considered that the emerging vision for this scheme positively reflects this vision.

8.7 In addition to having a close connection to the canal, river and pocket park in between, the public open space on the viaduct will also connect to the open space within the MEPC Wellington Place site. To the north west of the site is the connection to the pedestrian footbridge over the Inner Ring Road adjacent the railway line. The site is narrow at this point and there is a significant levels difference between the site and the area adjacent the Roundhouse. There is also a strip of trees which runs along the railway embankment. Officers intend to pursue the objective of joining up to this footbridge. However, it may prove difficult to achieve a usable and safe pedestrian route whilst also allowing for the retention of trees as part of the Leeds Habitat Network objectives. An alternative would be to come through the neighbouring site to the north and onto Graingers Way at the time when this site comes up for redevelopment. This would give the potential for a wider 'at grade' route following the existing highway. It is not known when, or even if, this site will become available and so at this time officers intend to pursue the route which leads directly to the bridge.

**2. Do Members support the approach to connect to the footbridge over the Inner Ring Road?**

8.8 The grade II listed viaduct is an important and prominent part of the site and will be carefully repaired to allow for the creation of the public open space referenced above. In addition a number of commercial units will be introduced into the archways to enliven the public space to the south of the viaduct. The works outlined above are similar to those approved under the original scheme previously approved and are supported by officers.

8.9 <u>Wind</u>

The intended height of the buildings is such that wind issues need to be considered in detail in the design of the development. The applicant is fully committed to undertake the necessary assessments and has appointed wind engineers to study the potential impacts. The studies will need to take into account the varying and cumulative impacts that may arise, depending upon the sequence in which the towers are constructed.

8.10 <u>Residential amenity and mix</u>

The site is located to the east of the railway and adjacent an area used for the parking of large commercial vehicles in association with the vehicle hire business which is located in the neighbouring Roundhouse. The railway is a known feature and the impact this will have on the nearest residential units to the line can be considered and mitigated. The vehicle hire business to the north amounts to a parking area whose intensity of use is unknown. However, it is not used for any industrial processes or anything other than vehicle movements, and any future development on this site would come under planning control.

8.11 At the time of writing this report the footprints of the buildings were being considered with one of the primary objectives being to ensure the best quality of amenity for future occupiers such as natural daylight. The PRS apartments would also benefit from the dedicated communal space that totals 3,700 sqm, whilst the open market dwellings benefit from access to the 5,500sqm of public open space on the refurbished viaduct.

8.12 The buildings have been set away from the boundary by between 4 to 10m. This provides a degree of separation from any potential future development of the adjoining sites to the north. Indicative future development plots have been shown on a plan and this is evidence that development of a building footprint, equivalent to those under consideration as part of this pre-application proposal, could still be accommodated on these sites. Clearly any approach from these neighbours would need planning permission and the relative juxtaposition of buildings could be controlled at that time.

8.13 The current proposals identify 567 residential apartments comprising the following components:

- 262 one bedroom apartments
- 276 two bedroom apartments
- 29 three bedroom apartments

8.14 Policy H4 of the Core Strategy seeks to ensure that new housing is of a range of types and sizes to meet the mix of households expected over the Plan period, taking account of preferences and demand in different parts of the city. With this in mind the Policy is worded to offer flexibility.

8.15 Within the scheme overall, 50% of the units in both the PRS and for sale elements are proposed to be 1 bedroom units (approx. 300 units). 45% are proposed to be 2 bedroom (approx. 275 units) and 5% are proposed as 3 bedroom units (approx.. 30 units). This mix accords with Core Strategy policy H4 with regard to the one and two bedroom dwellings, whereas the percentage of 3 bedroom units is below the percentage sought by policy H4. However, this is consistent with most other schemes approved in the city centre since the Core Strategy was adopted and still ensures that a significant number of three bed dwellings would be delivered, given that the current city centre provision is 1% of all dwellings being 3 bedroom units.

8.16 The applicant has also proposed a differential in the size of units between the 'for sale' housing and the PRS sector units. The for sale units are sized at 50 sqm for a one bedroom unit, 70 sqm for a 2 bedroom unit and 100 sqm for a 3 bedroom unit. These meet the nationally described space standards. For the PRS units these would be 42 sqm for the one bedroom units and 64-70 sqm for the two bedroom units (3 bedroom unit sizes are unknown at the time of writing this report). The presentation will show that the room sizes in the PRS units are actually larger than those in the for sale units, but that the omission of the hallway from the PRS units is the difference between the two. This also enables a greater number of units to be provided within the available PRS floorspace.

**3. Do Members agree that this is an acceptable approach to amenity and housing mix on the site?**

8.17 <u>Highways</u>

Vehicular access to the site is fixed by the layout of the neighbouring site to the south and the use of the open arches. The proposal for a single through-route, with

car parking accessed to either side of this, is simple and means that the parking is contained beneath the buildings. This avoids the need to provide a separate stand-alone car park (approved as part of the previous scheme). Servicing and drop-offs can occur from this loop road and its associated spurs.

8.18 Subject to detailed design and a Transport Assessment of junctions, officers support the general approach to car parking, access and servicing. Car park numbers are proposed to be provided for approximately 22% of the units. The applicant is of the view that the low level of car parking would not discourage interest from future occupiers.

8.19 In addition, the site is within 10 minutes' walk of the railway station and bus routes on Whitehall Rd and the Inner Ring Road. There would also be significant areas for cycle parking and therefore the site is well located for modes of transport other than the private motor vehicle.

4. **Do Members consider that the level of car parking provision here is acceptable?**

8.20 Section 106 Obligations and CIL

At this stage, adopted policies would result in the following necessary Section 106 matters:

- Affordable Housing 5% on-site in accordance with the policy for the area
- Sustainable travel fund
- Travel plan monitoring fee
- Public access through the site including new routes and the use of the viaduct
- Cooperation with local jobs and skills initiatives
- Management fee

The proposal would be subject to the Community Infrastructure Levy (CIL).

9.0 **Conclusion**

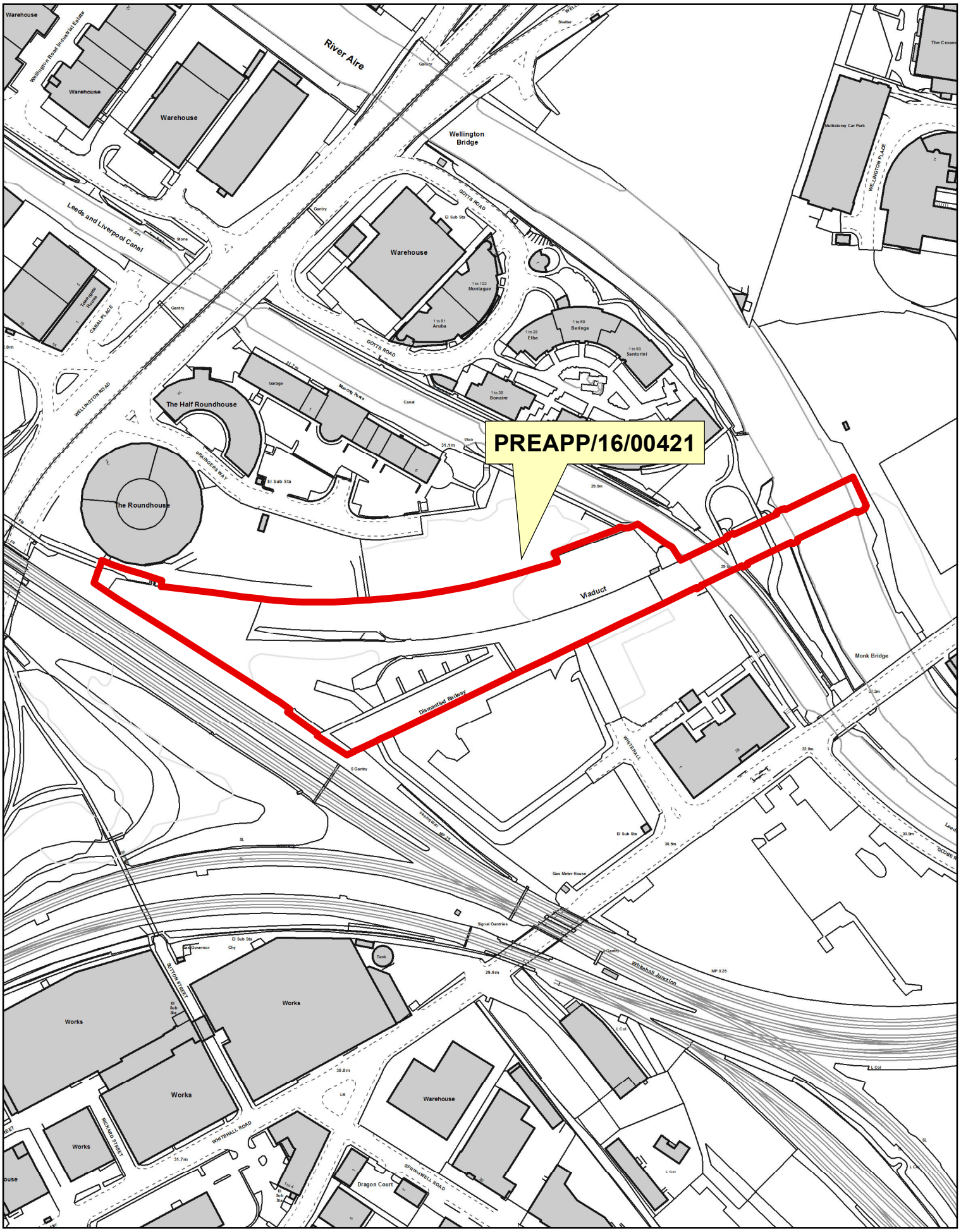
This scheme is a significant regeneration opportunity on a brownfield site. It also makes a significant contribution to the long term maintenance and use of the listed viaduct. It would bring with it a large number of new homes and opportunities for employment. Members are asked to note the contents of the report and the presentation, and are invited to provide feedback on the issues outlined below:

1. **Do Members consider that the heights and footprints of the building achieve all of the objectives set out above, including the relationship to the existing units at City Island?**

2. **Do Members support the approach to connect to the footbridge over the Inner Ring Road?**

3. **Do Members agree that this is an acceptable approach to housing mix on the site?**

4. **Do Members consider that the level of car parking provision here is acceptable?**




# CITY PLANS PANEL



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

SCALE : 1/2500


# (20) 103 LEVEL 3-11 PLAN

Scale - 1:500 @ A1

Location Plan

Rev. Des. By Date Ch.

0 5 10 15 20 25m

Scale 1:500



Project: MONK BRIDGE

Job No.: 16001

Title: GENERAL ARRANGEMENTS LEVEL 3-11 PLAN

Scale: 1:500 @ A1

Drawn By: MK

Date: AUG 2016

Checked By: AH

Drawing No: (20) 103

Revision: -

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PRELIMINARY