



Report of the Chief Planning Officer

SOUTH AND WEST PLANS PANEL

Date: 22nd December 2016

Proposal: Pre-application reference PREAPP/16/00513: Phase 2 of the Kirkstall Forge development (Plots E and F) comprising 112 houses and apartments, circa 1900 square metres of retail space, amenity space and a new public square on land at Kirkstall Forge, Abbey Road, Kirkstall, Leeds.

Applicant: Commercial Estates Group (CEG)

Electoral Wards Affected:

**Kirkstall
Bramley and Stanningley
Horsforth**

Yes Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: This report is brought to Plans Panel for information. The developer's representatives will be asked to present the emerging scheme to allow Members to consider and comment on the proposals.

1.0 INTRODUCTION

- 1.1 The pre-application presentation relates to Phase 2 of the Kirkstall Forge development, which the applicant is seeking to bring forward as a Reserved Matters application in the New Year to consider matters of scale, appearance, layout and landscaping. Phase 2 will deliver 112 new residential units, approximately 1900 square metres of new commercial space, new open space and a new public square to form the northern half of 'The Stitch' which is a key pedestrian route through the site referred to in the original outline planning permission Design Framework and which provides a direct route to and from the new Kirkstall Forge Railway Station.
- 1.2 Members may recall considering Phase 1 of the development, comprising a seven storey office block (Use Class B1) in accordance with 15/03561/RM, which was approved at South and West Plans Panel on 17th September 2015. Phase 1 is now on site; the applicant has advised that they are half way through the construction process and the building is due for completion on August 17th 2017. Phase 1 also

adjoins 'The Stitch' so Phase 2 will provide a continuation of this key pedestrian route through the site and the progression of development to the north of the riverbank. Phase 2 will also bring forward the first residential units on the Kirkstall Forge site as well as an element of new commercial development (including retail and food and drink) to support both the new office building and the emerging housing.

2.0 SITE AND SURROUNDINGS

- 2.1 The site comprises the former 23-hectare Kirkstall Forge site. It is adjoined to the north by the A65, Hawksworth Wood and post-war residential development whilst to the south it is adjoined by Bramley Fall Woods, the railway line and the Leeds Liverpool canal. To the west is open land and the Newlay Conservation Area with further open land to the east. It is accessed from the A65 at a distance of circa 6km (3.7m) from the city centre.
- 2.2 With the exception of the listed buildings on the site, all the former commercial buildings have been fully cleared. Indeed, as noted in the introduction, the construction of the first phase of development at Plot J1, comprising 15,534 square metres of new office space within Use Class B1 is now well underway. The new Kirkstall Forge railway station and associated car parking is also now operational and it is served by an access road from the western access into the site from the A65.

3.0 PROPOSAL

- 3.1 The developer intends to submit a Reserved Matters application in January 2017 for Phase 2 of the Kirkstall Forge development to comprise the following:

112 residential units comprising 96 houses and 16 apartments;

1900 square metres of commercial space within Use Classes A1 (shops), A2 (financial and professional), A3 (restaurants and café), A4 (drinking establishments), A5 (hot food takeaway), D1 (not-residential institutions e.g. crèche, exhibition hall) and D2 (assembly and leisure).

A new public square and amenity space.

- 3.2 The Reserved Matters application will consider the following matters:

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.

Members may wish to note that 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 determined by the original outline planning approvals (24/96/05/OT and 11/01400/EXT) with further details required by planning condition(s) and such matters will not be for consideration as part of the pending Reserved Matters submission.

4.0 PLANNING HISTORY

- 4.1 Members were originally invited to view the Kirkstall Forge site in December 2004 with initial plans for its re-development reported on 17th February 2005. City Panel Members noted an update report on 6th October 2005 with a further full briefing provided on site on 19th January 2006.
- 4.2 Plans Panel West then subsequently granted the original outline planning permission for Kirkstall Forge in accordance with 24/96/05/OT on 20th April 2006, which granted outline planning approval for the principle of development and means of access only with matters of scale, layout, appearance and landscaping of each phase reserved for future consideration. The indicative development at that time comprised the following elements:
- 1,355 dwellings;
 - 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 totaling 104,000 square feet;
 - Preservation and change of use of the existing Grade 2 Listed lower forge building to provide food and drink uses;
 - Change of use of the Grade 2 listed stables to residential use.
 - 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 On 25th May 2011 Members of West Panel were provided with a progress report regarding Kirkstall Forge, where their general support was given. The extension of time application in accordance with 11/01400/EXT was then subsequently granted by Plans Panel West on 18th August 2011. This was identical to the original outline 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.
- 4.4 On 16th April 2015, a pre-application report/position statement was presented to City Plans Panel to present a general update on the delivery of the overall Masterplan for the Kirkstall Forge site and to provide Members with information in relation to the

first phase comprising the office development at Plot J1. The office scheme was subsequently submitted as a Reserved Matters application in accordance with 15/03561/RM, which was considered and approved by South and West Plans Panel on 17th September 2015. This scheme has now commenced on site as noted above. In addition, a Section 73 variation of condition application in accordance with 15/04824/FU was approved on 17th December 2015; this permission effectively varied the timescales for the submission of details for a number of conditions in order to allow the earliest commencement on site and to move the scheme forward. A Section 73 application results in the issue of a new permission such that any future Reserved Matters applications will actually relate to this 15/04824/FU application, which is consistent with the extent and form of development permitted previously.

- 4.5 Over the past year, Officers have undertaken some general meetings with CEG and their professional teams to explore the design and layout of Phase 2 to seek input from planning, design and highways.
- 4.6 The Kirkstall Ward Members (this part of the site lies within Kirkstall) have been advised of this pre-application presentation and were forwarded details of the proposals in advance of the meeting on 30th November 2016. The Horsforth and Bramley and Stanningley Ward Members have also been advised of this pre-application presentation given the proximity of the site to their Ward boundaries. In addition, the applicant has advised that a liaison group meeting was held on 22nd November 2016 to which Ward Members from Kirkstall, Horsforth and Bramley and Stanningley were invited. Representatives from Newlay & Whitecotes Resident Association, Newlay Conservation Society, Kirkstall Village Community Association, Kirkstall Valley Community Association, Hawksworth Wood Community Association, Horsforth Town Council, Local MP, St Mary's Church, as well as a number of local residents were also invited and a member from Bramley Forum also attended and reported back to Forum members.

5.0 RELEVANT PLANNING POLICIES

Development Plan

- 5.1 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).
- 5.2 In considering relevant policies within the Development Plan it is appropriate to note that the principle of development and means of access into the site was established by the outline planning permission (24/96/05/OT) and the subsequent extension of time application (11/01400/EXT) and the Section 73 application (15/04824/FU). These permitted consent for up to 1,355 dwellings and support facilities including bars, restaurants, small scale retail, health and fitness and spa, banking, hotel, a crèche and accommodation for social community uses totaling 104,000 square feet (9661 square metres). The permissions are unspecific in terms of the Use Class Order and there are no conditions restricting the extent of particular uses with the

exception that the amount of retail space within Use Class A1 is restricted to no more than 1499 square metres across the whole site. As such, the generic range of uses proposed within this Phase 2, to comprise any of the following: retail, café and restaurants, pubs and bars, hot-food take-away, non-residential institutes like a nursery/crèche and assembly and leisure uses are acceptable in accordance with the established consents.

5.3 Similarly, means of access into the site was also agreed in principle in accordance with the outline permissions. To allow development to progress on site, the wording of some of the conditions were amended in accordance with 15/04824/FU but in essence, there will ultimately be two vehicular access points into the site from the A65 – the western access, which has currently been built and serves the railway station and the eastern access, which remains primarily in use for construction traffic. Phase 2 will also be served by the western access to which it is closest. The point at which both eastern and western access points must be delivered is controlled by Condition 12 of the permissions and it is based upon a formula that has been developed following an assessment of transport modelling; it allows for the provision of some B1 office space and a proportion of housing to be served from a single point of access for a temporary period of time. In essence, the applicant can occupy the entire first phase of office (Plot J1) and occupy a maximum of 265 dwellings before it must deliver the eastern access. The means of access *within* Phase 2 will be considered as part of the layout.

5.4 Accordingly, this pre-application relates to matters of the appearance, scale, layout and the landscaping of Phase 2 with regard to the relevant policies set out below. It also considers access within the site and the proposed parking arrangements.

5.5 Relevant Core Strategy Policies include:

Policy H3 relates to housing density and advises that housing development in Leeds should meet or exceed 40 dwellings per hectare in this part of the City.

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. This will need to be reviewed at Reserved Matters stage.

Policy H5 Affordable Housing – Members are advised to note that the provision of affordable housing is secured by the Section 106 agreement in relation to the outline planning permission. The Section 106 is written in such a way that it is based upon a whole financial contribution of £3.5M to be applied at the Council's discretion to provide footway improvements between the canal and the site and Kirkstall Forge and the site, highway improvements, affordable housing and community improvements. There is a trigger in each case and for affordable housing, the Council is not entitled to call on the contribution until a particular extent of development is reached, which is dependent upon B1 floorspace occupation and the number of dwellings occupier. That trigger could be reached in the course of Phase 2 and it will therefore be assessed in terms of compliance with the Section 106 agreement.

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 enhancing existing landscapes and spaces.

5.6 Relevant Unitary Development Plan Review 2006 Saved Policies include:

GP5 all relevant planning considerations
BD2 new buildings
LD1 landscaping

- 5.7 Relevant Supplementary Planning Guidance/Documents includes:
SPD Street Design Guide
SPG Neighbourhoods for Living
SPD Parking

National Planning Policy Framework (NPPF)

- 5.8 The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these are expected to be applied, only to the extent that it is relevant, proportionate and necessary to do so. It states that planning should proactively support sustainable economic development, encourage the effective use of land and achieve acceptable standards of amenity for all existing and future occupiers of land and buildings.
- 5.9 One of the core principles is the reuse of land that has previously been developed. Paragraph 49 also states that housing applications should be considered in the context of the presumption in favour of sustainable development. The NPPF notes that local authorities should deliver a wide choice of homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities (paragraph 50).
- 5.10 With regard to design, Paragraph 56 confirms that the Government attaches great importance to the design of the built environment. Good design is considered a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.

Other relevant planning advice/guidance:

- 5.11 The Leeds Standard was adopted by the Council's Executive Board on 17th September 2014 to ensure excellent quality in the delivery of new council homes. Through its actions, the Council can also seek to influence quality in the private sector. Those aspects of the Standard concerned with design quality will be addressed through better and more consistent application of the Council's Neighbourhoods for Living guidance. The Leeds Standard closely reflects 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 and only limited weight can be attached to them, given their evidence base in determining the minimum space requirements, they are currently used to help inform decisions on the acceptability of development proposals.

6.0 ISSUES

- 6.1 In relation to the layout, appearance, scale and landscaping of Phase 2 of the Kirkstall Forge development and access within Phase 2, Members are asked to consider the following matters:

Layout and Scale

- 6.2 It is acknowledged that Phase 2 of the Kirkstall Forge development will deliver a contemporary urban housing scheme that ranges in height from 3 to 6 storeys and delivers a residential density of 47 dwellings per hectare, which is compliant with Core Strategy Policy H3.
- 6.3 With regard to the appropriate scale of development it is noted that the approved masterplan indicates development to a scale of between 6 and 7 storeys on this part of the site. Accordingly, this proposal is consistent with the approved Masterplan.
- 6.4 In terms of site layout, the approved Masterplan indicates development that fronts the access road and the river to which this proposal is compliant. Within the Masterplan, this part of the site is identified for both residential and commercial use, to which this proposal is also consistent in principle.

Do Members support the scale and layout of Phase 2 of the development?

Residential Quality and Appearance

- 6.5 At this stage, the applicant has indicated that their scheme will provide a mix of accommodation, with appropriate consideration of external amenity space, outlook, daylight/sunlight and privacy. The developer has also indicated that they will meet the minimum room size standards set out in the Government's Technical Housing Standards – Nationally Described Space Standard
- 6.6 Architecturally, the scheme is very contemporary but it seeks to continue the high quality and modern design approach secured by the first phase of development at Plot J1 – the office block. The Kirkstall Forge site sits in relative isolation in terms of any immediate context and in this regard, it can create its own character but also, be mindful of the need to deliver a cohesive development across the Forge site.

What are Members views on the detailed design of Phase 2?

Landscape

- 6.7 Phase 2 will deliver the next section of The Stitch, which is identified within the Masterplan as an important connective route through the site and it will become a primary pedestrian thoroughfare. In addition, a new area of public amenity space will be delivered as part of Phase 2 utilizing the topography and natural features of the site.

What are Members views on the emerging landscape scheme for Phase 2?

Access and parking within Phase 2

- 6.8 Phase 2 will be accessed from the existing road that has been constructed to serve the Kirkstall Forge station and it is likely that the roads will be designed in the form of 'home-zones'. The applicant's aspiration is to keep parking off the streets as far as practicable from a visual amenity perspective.
- 6.9 With regard to parking provision, it is currently anticipated that the majority of the provision will be within garages in order to achieve the ambition of streets that are as free as possible from parked cars. Of the 112 units proposed, 67 of these are terraced houses, which will be provided with 2 parking spaces per house, mostly in garages. There are also double garages for most of the 4-bed properties, and tandem garages (one car behind the other) for the remainder that are designed to

have a clear width of at least 3.2 metres and a wide 2.7 metre door as well as additional storage space to overcome the pressure to utilise the garage as a store rather than for the parking of vehicles. The 'courtyard houses' and apartments are served with undercroft car parks with some properties provided with 2 spaces but most having 1 space each. There are 55 private car park spaces, and 189 private spaces in all. In addition, there are at least 18 roadside visitor spaces and a couple of drop off / loading bays near the Stitch square.

Do Members have any views on the proposed access within the site or the proposed parking provision at this stage of the design development?

7.0 CONCLUSION

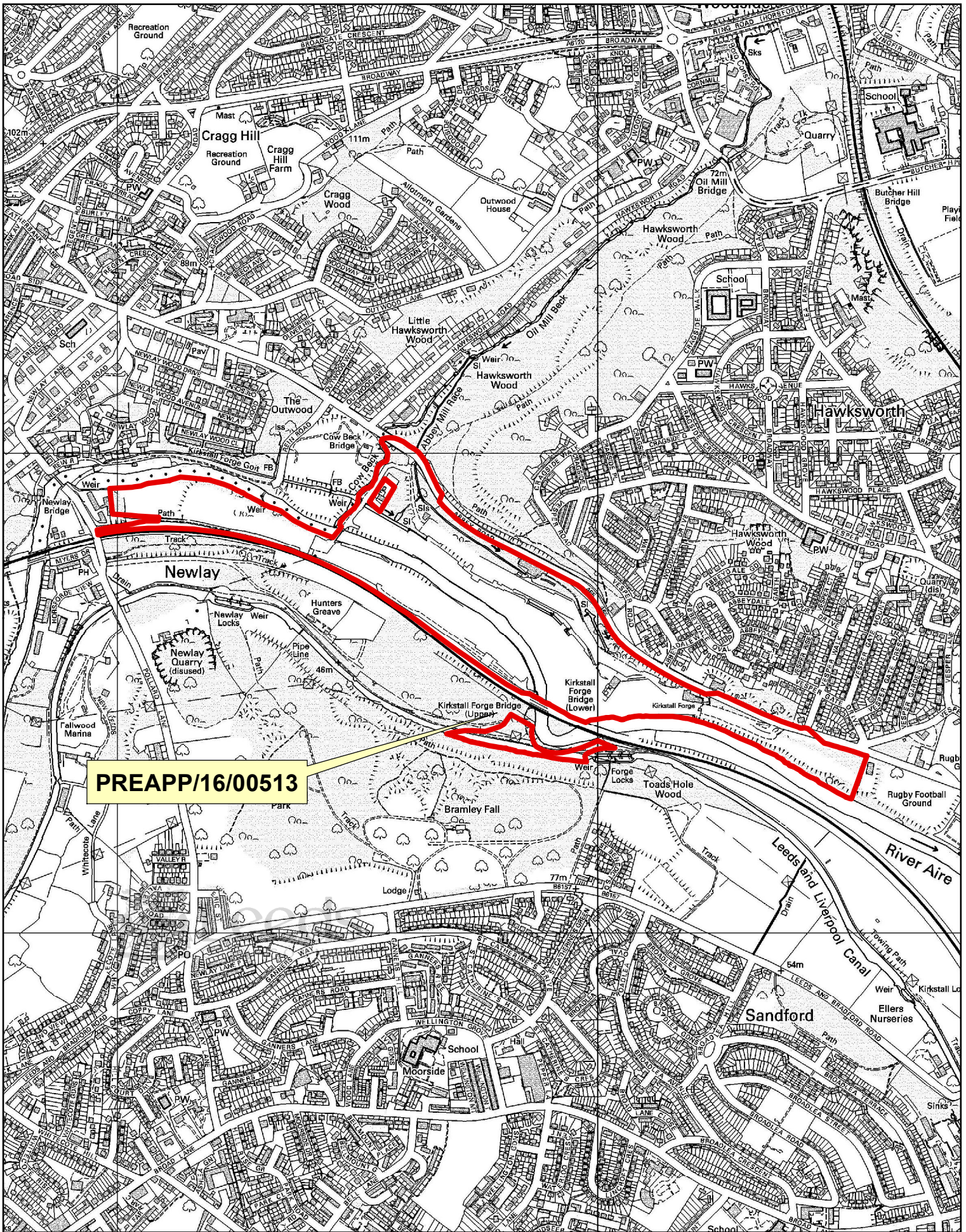
7.1 In summary, this pre-application presentation seeks to outline the emerging proposals for Phase 2 of the Kirkstall Forge development, which will see the first phase of residential development within the site comprising new family homes as well as some apartments, new commercial space and new public space.

- **Do Members support the scale and layout of the development?**
- **What are Members views on the emerging appearance of Phase 2?**
- **What are Members views on the emerging landscape scheme for Phase 2?**
- **Do Members have any views on the proposed access within the site or parking provision at this stage of design development?**
- **Do Members have any other questions or comments at this stage?**

Background Papers:

Pre-application file PREAPP/16/00513

Planning file 11/01400/EXT



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