



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 21st September 2017

Subject: PREAPP/17/00132 Pre-application presentation for proposed 8 storey residential development with first floor offices and ground floor cafe/bar at St. Peters Buildings, York Street, Leeds.

Applicant: Dr R Haq

Electoral Wards Affected:

City and Hunslet

Yes Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: This report is brought to Plans Panel for information and comment. The architect 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 pre-application presentation relates to a proposed major residential development on vacant brownfield land in the City Centre. The work-in-progress proposals will be presented to Panel by the architect to allow Members to comment on the evolving scheme and raise any issues, prior to the intended submission of a full planning application.

2.0 Site and Surroundings

2.1 The site is currently a vacant cleared brownfield site on the north side of York Street, in the designated City Centre, close to the City bus station and the Quarry Hill cultural quarter. Vehicular access would be from St Peters Square at the rear. The vacant plot forms part of a larger early 20th Century block known as St Peters Buildings, which is generally 4 large-scale 'industrial' storeys in red-brick. To the west of the site, Munro House is an attractive 4 storey red-brick building, which fronts onto Duke Street with a corner turning onto York Street. Munro House building is in use as offices, studios, workshops and event spaces. Opposite is a red-brick mid-20th Century 3 storey building in use as a York Street Health Practice. There are windows from Munro House to the east, the upper floors above The

Wardrobe bar to the north, and a dance studio to the east, facing onto the site on all three sides within the courtyard formed by the remaining wings of St Peters Buildings. The site is close to the railway, surrounded by a busy road network, with a number of food and drink and entertainment uses also located at the ground floors of nearby wings of St Peters Buildings.

3.0 Proposal

3.1 The proposal is for an 8 storey residential block with a ground floor food and drink use. The building would be clad in red-brick to the York Street frontage, with standing seam zinc-type cladding and corten steel-type cladding to the upper levels, with glazing and look-a-like panels. The front doors to the flats would be arranged around a glazed atrium, allowing daylight into the flats from within the building, as well as outlook to the north and south. There would also be a rooftop amenity space for residents.

3.2 The proposal is for 56 dwellings, in the following combination and size:

No.	Type	Typical Size
32	1 bed	41-55sqm
21	2 bed	61-70sqm
3	3 bed	78sqm

3.3 At ground floor there would be a 629sqm café/bar unit facing onto York Street, and there would be a 1st floor office unit facing into the courtyard.

3.4 There would be 4 undercroft car parking spaces accessed from St. Peters Square, with bin storage and 56 secure cycle storage also at ground floor. The basement would be used for storage.

3.5 A minimum of 10% energy generation would be developed through on site low carbon energy sources. The scheme would also deliver a reduction of at least 20% on building regulations carbon emissions.

4.0 Relevant Planning History

4.1 Under planning reference 20/214/01/FU planning permission was granted for the demolition of the existing building and erection of part 5, 7, 8 storey block of 49 flats, ground floor office & car parking.

5.0 History of Negotiations

5.1 Three meetings have been held between officers and the applicant team in 2017.

5.2 City and Hunslet Ward Councillors were consulted on 31st August 2017.

6.0 Consultations

6.1 Leeds City Council (LCC) Transport Development Services
Highways officers have advised that the proposal is acceptable in principle, subject to the considerations in section 8.4 of this report.

6.2 LCC Flood Risk Management
No objection.

6.3 LCC Waste Management
9 x 770 litre residual bins and 7 x 770 litre recycling bins should be provided for the residential use. There should be a separately managed commercial waste and recycling store.

7.0 Planning 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).

7.2 Core Strategy

7.2.1 Relevant Core Strategy policies include:

Spatial Policy 1 prioritises the redevelopment of previously developed land 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 8 supports a competitive local economy including by supporting training/skills and job creation initiatives via planning agreements.

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 including at least 655,000sqm of office floorspace and 10,200 dwellings.

Policy CC2 states that areas south of the river in City Centre South will be prioritised for town centre uses, particularly large-scale office development, and there is also substantial opportunity for residential development.

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

Policy H1 identifies the managed release of sites allocated for housing.

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.

Policy H5 identifies affordable housing requirements.

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.

Policy P11 states that the historic environment will be conserved and their settings will be conserved, particularly those elements which help to give Leeds its distinct identity.

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.

Policies EN1 and EN2 set targets for CO² 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.

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

Relevant Saved Policies include:

GP5 all planning considerations

BD2 requires that new buildings complement and enhance existing skylines, vistas and landmarks.

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

LD1 identifies the criteria for landscape schemes.

7.2.3 **Natural Resources & Waste DPD**

Policies regarding drainage, air quality, coal recovery and land contamination are relevant to this proposal. Policy Air 1 states that all applications for major development will be required to incorporate low emission measures to ensure that the overall impact of proposals on air quality is mitigated.

7.3 **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; and
- 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 encourage the effective use of land including 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).

7.4 **Relevant Supplementary Planning Guidance includes:**

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

7.5 Other material considerations

7.5.1 Emerging Site Allocations Plan (SAP)

The site is allocated for mixed residential and office development in the emerging SAP under reference MX2-22 for 49 units and 600sqm offices.

7.5.2 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 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 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. The Council has committed to prepare a Development Plan Document (DPD) which will allow the national standards to be applied to new housing development in Leeds. This is programmed to be incorporated within the Core Strategy selective review, with public consultation taking place later this year.

8.0 Issues

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

8.1 Principle of the proposed use

8.1.1 Leeds Core Strategy policies would support a residential development in principle at this City Centre site, and the site is allocated for mixed use and housing under the emerging draft Site Allocations Plan. The proposal would contribute towards the delivery of much needed new dwellings in the City Centre on a longstanding brownfield site.

8.1.2 Do Members support the principle of the proposed upper floor residential and ground floor commercial uses?

8.2 Residential Quality, Mix and Sustainability

8.2.1 It is considered that the proposed dwellings would have an appropriate size, layout, outlook, daylight, circulation and juxtaposition of living functions.

8.2.2 With reference to Policy H4, the applicant will need to justify their approach to the proposed mix of dwellings, including the provision of 3-bed units, which is below the 20% provision required by the policy.

8.2.3 The scheme would be supported by a Sustainability Statement, which will set out in detail how 10% on-site low carbon energy generation, 20% betterment on carbon emissions above the 2013 building regulations, and the water usage target, will be achieved on-site. These measures are required by Core Strategy Policies EN1 and EN2. Core Strategy Policy EN4 District Heating identifies the potential for district heat networks to serve major developments in this area, including this site.

8.2.4 Road, rail, existing external mechanical plant and late night entertainment noise (and noise from proposed ground floor premises and proposed mechanical plant within

the scheme), would need to be assessed at application stage. A sound insulation scheme is required at application stage, with details of an appropriate mechanical ventilation and glazing specification, to ensure that the amenities of future occupiers are acceptable.

8.2.5 Private space such as balconies and roof terraces are proposed which would provide outdoor amenities for future residents.

8.2.6 **Do Members have any comments on the mix of residential accommodation proposed?**

8.3 **Design, scale and layout**

8.3.1 There is a generally consistent height and building line to this block formed by St Peters Street, Duke Street and York Street. The proposal would continue this approach along York Street with a glazed ground floor shopfront, and red-brick to the main body of the elevation. The recessed windows would create a vertical rhythm and order to the façade, which would complement the adjoining buildings, including the historic setting of Munro House. The proposed mixture of red-brick elevations with upper floors clad in zinc and Corten-type materials and glazing is considered an appropriate choice of material.

8.3.2 The proposal would be a prominent building when viewed from all directions, including from the elevated railway viaduct. Although the proposal would be higher than the surrounding buildings, the additional height is set back sufficiently to avoid overdominance in key views from the south, west and east. The proposal would not be unduly dominant within the context of the taller structures and buildings in the area around the site including the railway viaduct and gantries above it, the BBC studios, Leeds College of Music and associated halls of residence, Northern Ballet, Skyline apartments and Quarry House.

8.3.3 In summary, it is considered that the proposal would complement the historic setting of Munro House, and significantly enhance the character and visual amenities of the surrounding area, by regenerating a longstanding unsightly brownfield site.

8.3.4 **Do Members support the proposed indicative layout, height and emerging design?**

8.4 **Highways and transportation**

8.4.1 The applicant will need to justify their approach to low residential parking provision, and demonstrate that the proposed level of car parking and approach to accessibility would not result in adverse impact on highways safety or amenities. However the site is located in a sustainable City Centre location, very close to employment, leisure, retail and public transport, including the bus station and there are widespread on-street parking controls. Therefore subject to submission of an acceptable transport assessment the low level of car parking is likely to be supported.

8.4.2 Regarding highways and accessibility matters, the applicant will need to demonstrate in a Transport Statement that the scheme is practical and workable in terms of construction phase traffic management, future vehicle movements, parking levels, layout and facilities for vehicles (including electric vehicle charging points), pedestrians, cyclists, disabled users, taxi pick up and drop off, and arrangements for deliveries and refuse/recycling servicing. Vehicle tracking will be required to demonstrate that the scheme is practical. The vehicle access is in a poor state of repair and should be resurfaced. It is recommended that the applicant consults with

all parties who have an interest in the access road, as there is existing car parking within the St Peters Building yard. Some of this is likely to be displaced to facilitate access and servicing to the proposed development, therefore information would be required about management/use of this yard and impact of the proposals. Details of the vehicle access onto the highway would be required, showing pedestrian sightlines of 2m x 2m. If this access is to be gated, details of management would need to be provided. Any gate must be set back from the highway to allow vehicles entering to wait off the highway. Deliveries would need to be within existing time limited restrictions for on-street loading bays. A travel plan and monitoring fee will be required. This would need to include a Sustainable Travel Fund for the site, which would be based on 50% of the cost of the residential metro card scheme. This would include the provision of car club trial provision for residents.

8.4.3 Subject to the applicant demonstrating no adverse highway impact, do Members support the approach to car parking provision and accessibility?

8.5 Planning obligations

- 8.5.1 Adopted policies are likely to result in the following necessary Section 106 matters:
- Affordable Housing: 5% of the total units to be provided on-site in accordance with the policy for the area.
 - Sustainable Travel Fund including car club trial provision
 - Travel plan monitoring fee
 - Cooperation with local jobs and skills initiatives

9.0 Conclusion

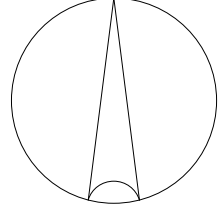
Members are asked to note the contents of the report and the presentation, and are invited to provide feedback, in particular, on the issues outlined below:

- 9.1 Do Members support the principle of the proposed upper floor residential and ground floor commercial use?
- 9.2 Do Members have any comments on the mix of residential accommodation proposed?
- 9.3 Do Members support the proposed indicative layout, height and emerging design?
- 9.4 Subject to the applicant demonstrating no adverse highway impact, do Members support the approach to car parking and accessibility?

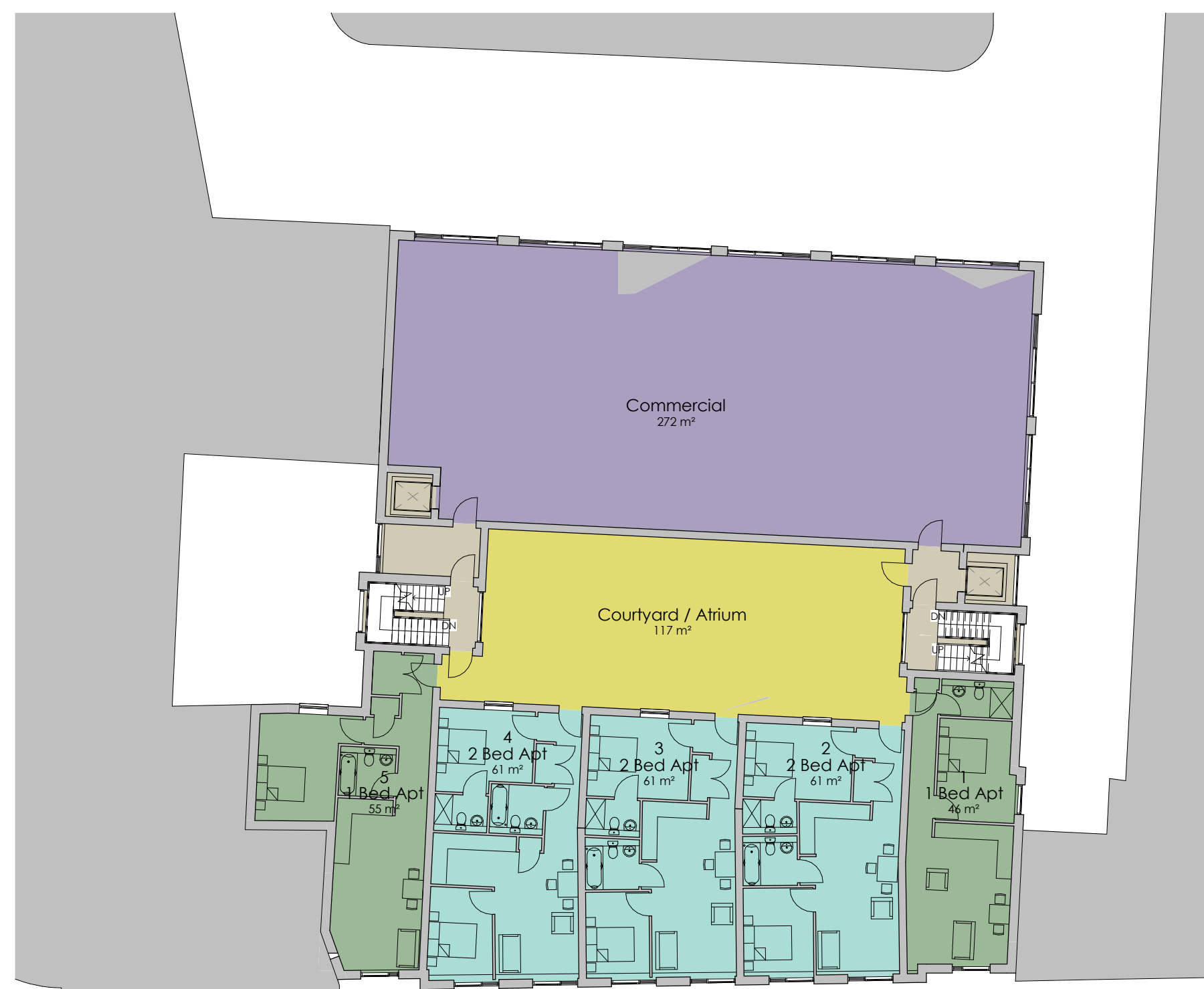
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Northpoint:



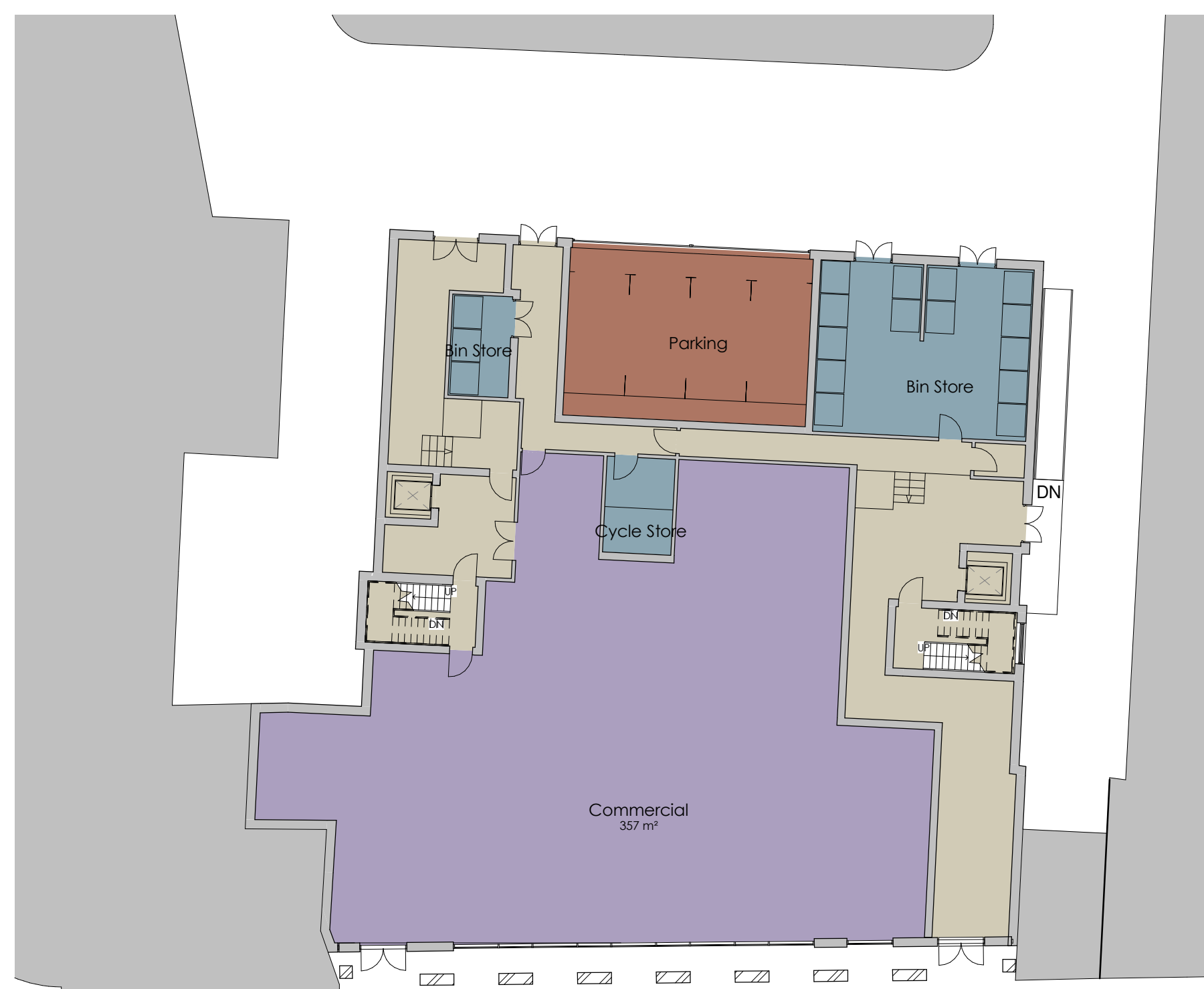
Rev	Date	Amendments	By	Chkd
A	08/11/16	Scheme amended to suit Clients comments	ST	SA
B	10/02/17	Scheme amended following Clients comments	ST	DJR
C	03/05/17	Scheme amended	ST	DJR
D	21/06/17	Scheme amended to suit Planners comments	LD	ST
E	24/06/17	18th floor removed. Apartment added	ST	DJR



1st Floor



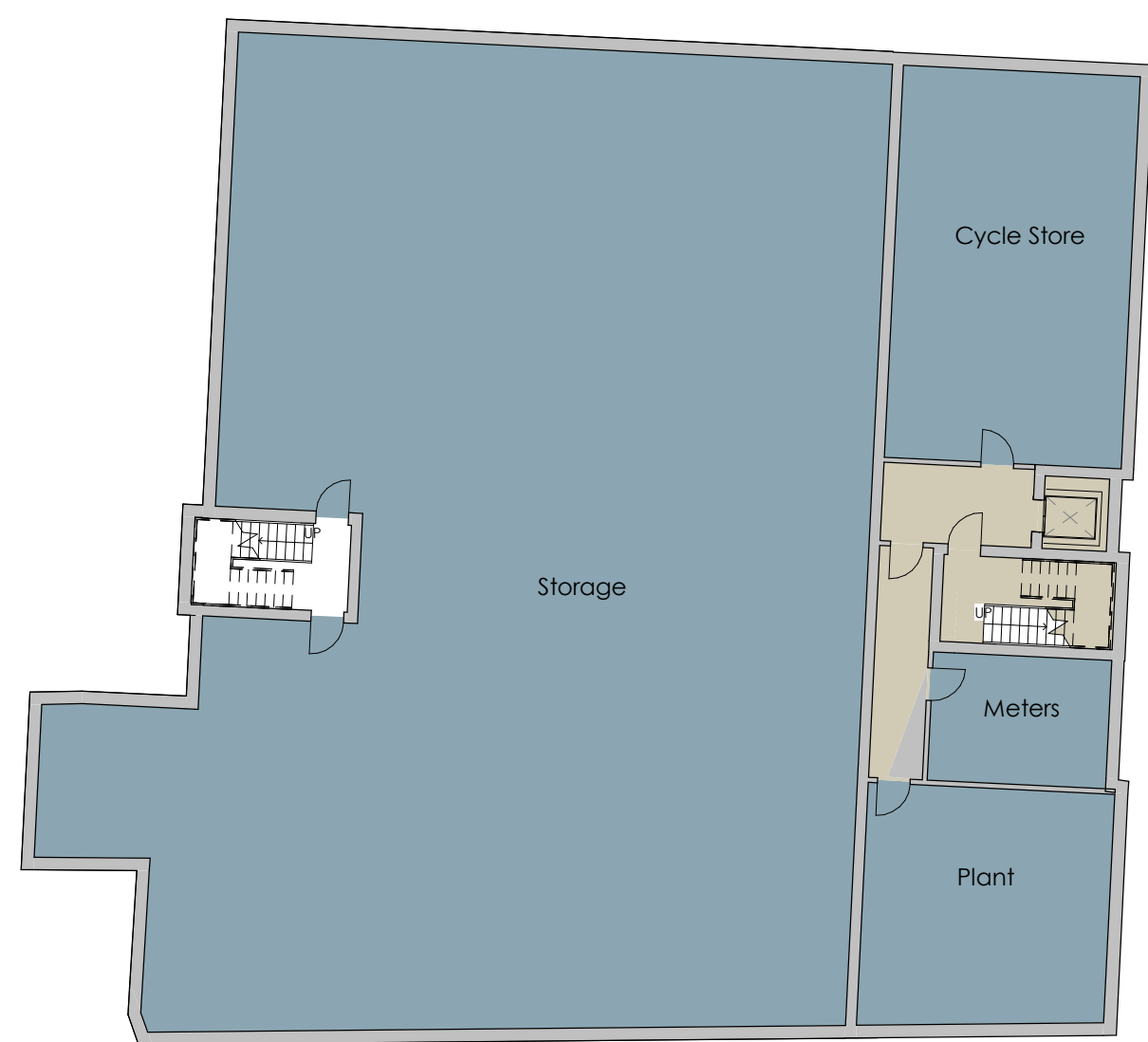
3rd Floor



Ground Floor



2nd Floor



Basement

- 1 Bed Apt
- 2 Bed Apt
- 3 Bed Apt
- Commercial
- Courtyard / Atrium
- Circulation
- Cycle Store
- Meters
- Bin Store
- Parking
- Plant
- Storage
- Rooftop Amenity Garden



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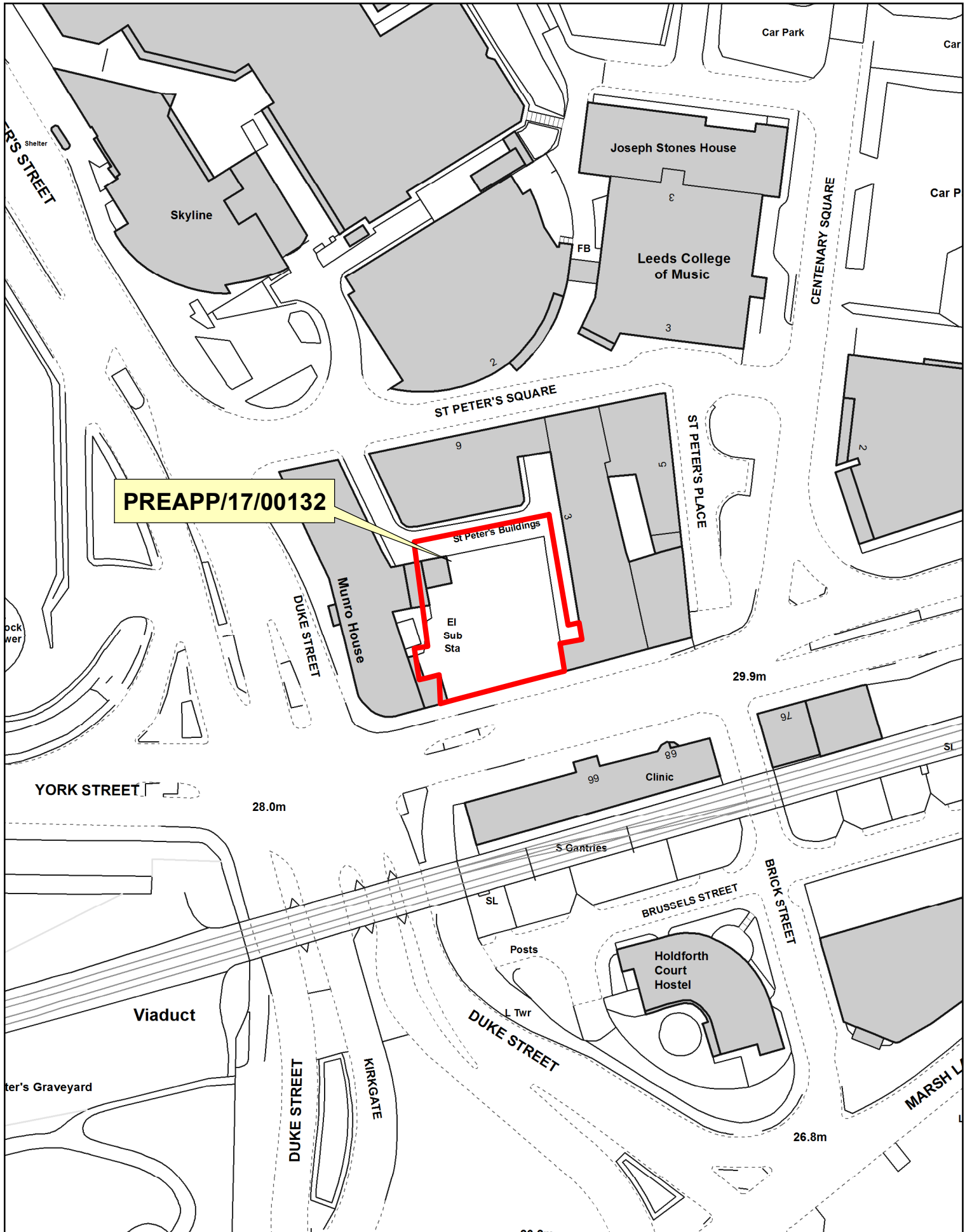
Project:
Proposed Development, St Peter's Building, York St, Leeds

Client:

Dwg Title:
Proposed Basement, Ground - 3rd Floor Plans

Date:	Scale:	Size:	Drawn:	Checked:
Nov 16	1 : 200	A1	ST	SA
Project No:	Dwg No:	Rev:	Status:	
2945	SK 200	E	Preliminary	

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