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## Report of the Chief Planning Officer

### *City Plans Panel*

Date: 19 May 2021

**Subject: PREAPP/20/00491 Full planning proposal for two residential Build to Rent (BTR) buildings, one purpose-built student accommodation building and one Aparthotel (including offices) building with public realm, and outline planning proposal for an office building, at the Former International Swimming Pool Site, Lisbon Street, Leeds.**

**Applicant: Lisbon Street Developments Ltd.**

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#### Electoral Wards Affected:

Little London & Woodhouse

Yes

Ward Members consulted

#### Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

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

### **1.0 Introduction:**

1.1 The work-in-progress proposals are being presented to Members by the applicants to inform Panel of the emerging proposals, allow Members to comment on the evolving scheme, and highlight any issues prior to the intended submission of a hybrid outline and full planning application.

### **2.0 Proposal**

2.1 Full planning permission will be sought for:

- a. Two residential buildings providing up to 629 BTR C3 residential units, of 33 and 22 storeys, including ground level. Two commercial units (Class E)

- comprising of up to 400 sqm (GEA) and 115sqm (GEA) would be provided at ground floor level across one of the BTR residential buildings;
- b. One student residential building providing approximately 550 purpose-built student bedspaces of 24 storeys in height, including ground floor;
  - c. One aparthotel building (C1) providing approximately 120 rooms and 3,210 sqm (GEA) office accommodation (Class E), of 15 storeys, including ground floor;
  - d. Enhancements to the existing pedestrian/cycle bridge, where it 'lands' in the site. The proposals identify the provision of improvements to the landscape throughout the development and around its edges, including a new steps and lift for the footbridge at the southern end, to be privately management and maintained by the developer. The existing ramp and steps do not meet modern standards and are partially enclosed. The developer proposes a new glass lift and open stair access to the existing bridge deck on the south side of the Inner Ring Road. The legal responsibility for the new southern end landing structure would be with the development's management company. The bridge deck and northern landing point would continue to be owned, managed and maintained by the Highways Authority. At this stage Highways officers have concerns regarding the accessibility and liabilities of such a structure in the event of lift breakdown. If a suitable solution cannot be found an alternative arrangement would need to be explored.
  - e. Basement car park beneath the BTR residential buildings (providing approximately 53 spaces);
  - f. Creation of two new access/egress points (for vehicular access, including servicing) on Lisbon Street and Castle Street respectively, and one access for delivery and refuse vehicles onto Little Queen Street, and a range of pedestrian and cycle access points. Existing vehicle access points would be closed off.
  - g. Landscaping, public realm, cycle and pedestrian infrastructure, and servicing facilities. The landscaping would incorporate the majority of the existing trees (covered by TPOs) on the site, with significant new tree planting (approximately 80 new trees are proposed).
  - h. Outline planning permission will be sought for:  
Office building of up to 11,000 sqm (GEA) sqm (Class E) 11 storeys, including ground floor and basement car parking (providing up to 50 car parking spaces).

### **3.0 Site and Surroundings:**

- 3.1 The site is located within Leeds City Centre and is approximately 1.12 hectares. Following demolition of the former Leeds International Swimming Pool in 2009, the site has been used as two car parks - a temporary short stay car park to the east, in addition to the remaining established long stay car park to the west. In total there are approximately 410 car parking spaces across both car parks (approximately 140 long stay and 270 short stay spaces). The only remaining structure on the site is a footbridge ramp and steps located on the north western boundary and connects to the opposite side of the Leeds Inner Ring Road to Duncombe Street. The surface is a crushed concrete finish. The site is bounded by a low railing, demarcating it from the footways which give pedestrian accessibility all around the site. There are trees and vegetation on

the north and south boundaries which are subject to Tree Preservation Orders (TPOs) TPO G5 (ref TPO2015\_016), TPO G6 (ref TPO2015\_016) and TPO T1 (TPO2015\_016).

- 3.2 The site is bound to the east by Little Queen Street, to the south by Castle Street, to the west by Lisbon Street and to the north and west by a signed cycleway, with the Leeds Inner Ring Road (A58) situated beyond the cycleway to the north west of the Site.
- 3.3 Existing vehicular access to the site is gained from Lisbon Street to the west (providing access to the long stay car park) and Castle Street to the south (for access into the short-stay car park). In addition, pedestrian access is via two access points along Little Queen Street, along the extent of Castle Street and along the cycleway to the north and west of the Site. Lisbon Street connects to Wellington Road to the south of the Site which provides access to the A58.
- 3.4 Grace Street, which is partially pedestrianised, runs to the north and links St Pauls Street with Westgate, and this is a protected public space in the Development Plan. Grace Street, along with the footway to the north of this site and the Inner Ring Road footway to the west of Brotherton House, would be enhanced under the Brotherton House planning permission 20/02021/FU.
- 3.5 Surrounding uses are predominantly offices, and with a multi-storey car park neighbouring the site at its southern edge, and existing residential flats to the north east. To the north, south and west the immediate context is characterised by large, commercial buildings, primarily used as offices such as 1 Park Lane, Westgate House, West One, West Point and Carlton Tower. There is residential use at the corner of Queen Street and Little Queen Street (Q2 Residence), and the 17 storey residential Marlborough Towers on the western side of the Inner Ring Road. To the north of the site is the non-designated heritage asset Brotherton House, which is the subject of a planning permission for purpose-built student housing including a 14 storey extension block. The boundary of the City Centre Conservation Area is at the junction of St Pauls Street and Queen Street to the east of the site, with the Conservation boundary running along Queen Street north to south. Nearby are a group of listed buildings at Park Square, including the Grade II\* Listed St Pauls House. To the north of Park Square is the Grade I Listed Leeds Town Hall. The south and south west of the area is principally characterised by modern taller buildings, together with the Leeds Inner Ring Road and other taller developments to the immediate west and north. 270m to the north of the Site is the Woodhouse – Hanover Square/Woodhouse Square Conservation Area which also includes several Grade II Listed Buildings and the Grade II\* Denison Hall. The impact of the proposal on heritage assets in close proximity to the site and across a wider area would be assessed in full by the applicants in a supporting heritage/townscape visual impact assessment, and officers views at this stage are summarised in the appraisal section of this report.
- 3.6 There is a pedestrian footbridge dating from the construction of the Inner Ring Road. The area is connected to Park Lane by an early 21<sup>st</sup> Century footbridge to the north of Brotherton House. There is a footpath running east to west and

a circular area of surface car parking situated to the north of the building which forms part of the Brotherton House site. The site is within the City Centre Core Parking Area, and parking provision on the surrounding streets are controlled by Traffic Regulation Orders and enforced. Leeds Rail Station is approximately 580m south east of the Site. The closest bus stop is situated on the northern side of the footbridge, 50m north of the Site, and provides services across Leeds City Centre to Cross Green. In addition, there are bus stops along Wellington Street, the closest of which is located 100m south west from the Site, which provide connections across Leeds City Centre.

- 3.7 The site lies within the designated City Centre. It is identified in the Site Allocations Plan (SAP) as a Mixed Use Allocation site ref. MX2-19 for at least 13,243sqm office use and at least 209 residential units. A small part of the south west corner of the site is located within Flood Risk Zone 2.

#### **4.0 Relevant Planning History**

- 4.1 The former International Swimming building was constructed in the 1960's and opened in 1967. The building was demolished in 2009 following the construction of the John Charles Centre for Sport in South Leeds. There is no recent planning history on the site, other than for a temporary car park.

- 4.2 This western part of the City Centre is likely to undergo major transformation, with a range of schemes of significant density and height recently completed, under construction or approved. To the west/south west of the site these include the new residential building (18 – 11 storeys) on the former Yorkshire Post site, residential redevelopment of Lisbon Square (24 storeys), the recently approved office scheme at Lisbon Court (17 storeys) and a major residential tower at the former Bridge House (28 storeys), as well as the regeneration and new build extension at Brotherton House for student accommodation to the north east, and the ongoing redevelopment of Wellington Place to the south.

#### **5.0 History of Negotiations**

- 5.1 The applicant team was selected as the Council's preferred bidder following the marketing of the site by Leeds City Council in 2019/20. The proposals have been the subject of pre-application discussions between the developer, their design team and Local Planning Authority Officers since December 2020.
- 5.2 The pre-application discussions have focused on the following key issues:
- a. The proposed land uses including the interrelationship with the site allocation (site reference MX2-19)
  - b. Design, massing and layout of the scheme including orientation of the buildings, justification for height and massing, and interface at ground floor level
  - c. Heritage considerations including the relationship to nearby heritage and non-heritage buildings and conservation areas, and key views to the site.
  - d. Highway matters including access and servicing strategy, bridge access improvements and traffic modelling
  - e. Landscaping matters including landscaping strategy, retention of TPOs, tree planting and amenity spaces.

- 5.3 The developer has also held discussions with local ward members, Historic England, and the Environment Agency. The Developer is proposing further pre app engagement with local businesses and residents, as well as Leeds Civic Trust and Highways England this month.
- 5.4 Little London and Woodhouse Ward Councillors were consulted in December 2020, and an update briefing was held via remote meeting on 29 April 2021. Ward Councillors welcomed the emerging proposal, in particular the architectural design of the buildings and landscaped spaces. They also commented on the following issues:
- a. the importance of pedestrian safety, natural surveillance and visibility, and safe walking routes to the universities from the site;
  - b. could a green 'buffer' to the Inner Ring Road be provided as this would be beneficial for the air quality of pedestrians and cyclists using the route along the edge of the site. This could include green walls or moss screens;
  - c. accessible student flats should be provided;
  - d. accessible seating in the public realm should be provided;
  - e. the BTR resident communal facilities at ground and first floor are welcomed as these could help tackle loneliness.

## **6.0 Consultation Responses**

### **6.1 Leeds City Council (LCC) Transport Development Services**

With regard to the proposed changes and private management of the southern end of the footbridge landing point, Highways officers have commented that the proposal for the privately owned lift and stairs is not supported, raising significant concerns regarding accessibility, liability, maintenance and management. They advise that alternative options for provision of a ramp to provide an improved access to the bridge should be further explored to find an acceptable solution. As part of the solution a 5m easement would be required to the bridge structure and the Inner Ring Road. This matter is the subject of ongoing discussions between the developer and the Highways Authority, and a verbal update will be provided at Plans Panel.

In terms of other aspects of the scheme Highways officers are supportive in principle subject to the satisfactory resolution of the following detailed matters at planning application stage:

- Transport Assessment to justify the proposal in terms of travel by all modes including car parking for employees, residents and visitors
- Vehicular accesses
- Traffic Regulation Orders
- Travel Plans
- Student pick up and drop off strategy
- Servicing, deliveries and refuse collection strategy
- Short and long stay cycle parking
- A capacity assessment for the Lisbon Street/Wellington Street signalised junction.
- Details of any necessary on or off-site highways works and/or changes to Traffic Regulation Orders (TROs) required to support the proposal
- Details of proposed on-and off site highways works and improvements to the Inner Ring Road footway/cycleway

- 6.2 LCC Flood Risk Management  
No objection subject to full details of surface water drainage.
- 6.3 LCC Environmental Studies (Transport Noise and Air Quality)  
Existing road noise needs to be assessed and a sound insulation scheme should be provided. Environmental noise from the Inner Ring Road will need to be mitigated and an enhanced glazing specification with mechanical ventilation to achieve rapid cooling without opening windows is likely required in this location to enable ventilation and cooling at all times day and night in this potentially noisy environment, especially in the summer months. A noise report should include references to the ProPG Planning and Noise Guidance, BS8322:2014 and World Health Organisation Guidelines for Community Noise.
- 6.4 LCC Access Officer  
The development should meet guidance in Accessible Leeds SPD, BS8300 and P10 part (vi) and demonstrate that the development will be accessible to all users.
- 6.5 West Yorkshire Police  
The proposed building designs should promote active building frontages and natural surveillance on all sides of the development, with a comprehensive lighting and CCTV scheme including video intercoms. The safety of pedestrians using the existing footbridge is highlighted, and the proposal for a privately-owned lift structure would require careful consideration of the proposed management, maintenance and monitoring regime to ensure the safety of all users.

## **7.0 Relevant Planning Policies**

### **7.1 Statutory Context**

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

- The Leeds Core Strategy (Adopted November 2014 and as amended by the Core Strategy Selective Review 2019)
- Saved Leeds Unitary Development Plan Policies (UDPR 2006)
- The Natural Resources & Waste Local Plan (NRWLP 2013) including revised policies Minerals 13 and 14 (2015).
- Leeds Site Allocations Plan (SAP 2019)
- Any Neighbourhood Plan once made – there is no Neighbourhood Plan for this area.

These development plan policies are supplemented by supplementary planning guidance and documents.

### **7.2 Development Plan**

#### **7.2.1 Leeds Core Strategy (CS)**

Leeds Core Strategy sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the

district. The site is located within the City Centre boundary. The most relevant policies are set out in the paragraphs below:

Spatial Policy 1 Location and scale of development.

Spatial policy 2 hierarchy of centres and spatial approach to retailing, offices, intensive leisure and culture

Spatial Policy 3 City Centre Development

Spatial Policy 6 Housing requirement and allocation of housing land

Spatial policy 7 distribution of housing land and allocations

Spatial Policy 8 Economic development priorities

Spatial Policy 9 Employment

Spatial Policy 11 Transport infrastructure investment priorities such as pedestrian improvements

Policy CC1 City Centre growth, 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 Improving connectivity between the City Centre and Neighbouring Communities.

Policy EC2 office development

Policy EC3 Employment use land

Policy P8 sequential and impact assessments for main town centre uses

Policy P10 design

Policy P11 heritage

Policy P12 landscape

Policy T1 transport management

Policy T2 accessibility requirements and new development

Policy H3 housing density

Policy H6B Purpose Built Student Housing

Policy EN1 carbon dioxide reduction

Policy EN2 sustainable design and construction

Policy EN4 district heating

Policy EN5 managing flood risk

Policy G6 City Centre protected greenspace

Policy G9 biodiversity improvements

Policy ID2 planning obligations and developer contributions

### **7.2.2 Leeds Unitary Development Plan Review 2006 (UDPR) Saved Policies**

Relevant Saved Policies include:

Policy GP5 all planning considerations

Policy BD2 design and siting of new buildings

Policy BD4 mechanical plant

Policy BD5 residential amenity

Policy LD1 landscaping

Policy N19 new buildings and character and appearance of conservation areas

### **7.2.3 Leeds Natural Resources and Waste DPD**

The plan sets out where land is needed to enable the City to manage resources, like minerals, energy, waste and water over the next 15 years, and identifies specific actions which will help use natural resources in a more efficient way.

Relevant policies include:

Air 1 management of air quality through new development

Water 1 water efficiency including sustainable drainage  
Water 7 surface water run-off  
Water 2 protection of water quality  
Water 4 development in flood risk areas  
Water 6 flood risk assessments  
Land 1 contaminated land  
Land 2 development and trees  
Minerals 3 coal safeguarding

#### **7.2.4 Leeds Site Allocations Plan**

The site lies within the designated City Centre. It is identified in the Site Allocations Plan (SAP) as a Mixed Use Allocation site ref. MX2-19 for at least 13,243sqm office use and at least 209 residential units.

Site requirements are:

1. Older persons housing/independent living: The site is suitable for older persons housing/independent living in accordance with Policy HG4.
2. Local Highway Network: The development will make a direct impact on the congested A65 / A58 / Wellington Street gyratory. It will also have a cumulative impact on Armley Gyratory and M621 junction 2. A contribution towards mitigation measures at these locations will be required, including any necessary improvement scheme as agreed with Highways England.
3. Flood Risk: A small part of the site is affected by flood risk. A sequential approach should be taken to the layout of the site so that no housing or other more vulnerable development is located in the zone 3 high flood risk part of the site.
4. Greenspace: Civic space to be re-provided on site.

Policies HG2/EO2/EG2 apply to housing, mixed use and employment allocations.

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

SPD Building for Tomorrow Today: Sustainable Design and Construction  
SPD Parking  
SPD Travel Plans  
SPG Neighbourhoods for Living  
SPD Accessible Leeds  
SPD Tall Buildings Design Guide  
SPG City Centre Urban Design Strategy  
SPG Lisbon Street Planning Statement 2019

#### **7.4 National Planning Policy Framework (NPPF)**

The NPPF sets out the Government's planning policies for England and how these should be applied (para 1), and is a material consideration in planning decisions (para 2). It states that the purpose of the planning system is to contribute to the achievement of sustainable development (para 7). So that sustainable development is pursued in a positive way at the heart of the Framework is a presumption in favour of sustainable development (paras 10-11). It states that decision makers at every level should seek to approve applications for sustainable development where possible (para 38). The



Framework sets policies on the following issues which are relevant to this planning application proposal (including section numbers):

- 2 Achieving sustainable development (paras 7, 8, 10, 11, 12)
- 4 Decision making (paras 38, 39, 40, 41, 43, 47, 48, 54, 55, 56, 57, 58)
- 5 Delivering a sufficient supply of homes (59, 62, 63, 64)
- 6 Building a strong competitive economy (80)
- 7 Ensuring the vitality of town centres (85, 86)
- 8 Promoting healthy and safe communities (91, 92, 95)
- 9 Promoting sustainable transport (102-11)
- 11 Making effective use of land (117, 118, 119, 122)
- 12 Achieving well designed places (124-131)
- 14 Meeting the challenge of climate change and flooding (148-165)
- 15 Conserving and enhancing the natural environment (including ground conditions para 178-179 and noise para 182)
- 16 Conserving and enhancing the historic environment (including paras 189-200)

## **7.5 Other material considerations**

- Emerging SPD Houses in Multiple Occupation, Purpose-Built Student Accommodation and Co-Living Amenity Standards Supplementary Planning Document (HMOPBSACAS SPD) 2021.
- Emerging Tall Building Design Guide 2019.

## **8.0 Issues**

Members are invited to comment on the proposals and to consider, in particular, the following matters:

### **8.1 Principle of the development**

- 8.1.1 The site is allocated in the Site Allocations Plan (SAP) under site reference MX2-19 for mixed use with a site capacity of 209 residential units and 13,243sqm office development.
- 8.1.2 This proposal includes approximately 14210sqm office dedicated development and 515sqm flexible ground floor Class E development that could be utilised as offices subject to demand. It is considered that this would satisfy the office requirement in the SAP.
- 8.1.3 629 BTR residential flats and 550 PBSA student bedspaces would exceed the residential element of the allocation subject to the provisions of Core Strategy Policy H6B discussed below.
- 8.1.4 The identified site requirements are (assessed in *italics* below):
- a. Older persons housing/independent living:  
The site is suitable for older persons housing/independent living in accordance with Policy HG4.  
*Policy HG4 states that the site allocations plan identifies sites which are particularly suitable for older persons housing/ independent living. The explanatory text at paragraph 2.60 of the SAP states that whilst sites marked as being particularly suitable for Older Persons housing/Independent Living are highlighted, the Plan is not prescriptive in allocating sites solely for this use.*

*Therefore alternative types of housing provision can also be considered. Given the range of housing needs evident across the District and the highly accessible location of the site to public transport, work opportunities and the universities, it is considered that the proposal for only BTR residential and purpose-built student housing would be acceptable and accord with the wider place-making objectives and policies seeking the delivery of sustainable development of the Council's adopted Core Strategy.*

b. Local Highway Network:

The development will make a direct impact on the congested A65 / A58 / Wellington Street gyratory. It will also have a cumulative impact on Armley Gyratory and M621 junction 2. A contribution towards mitigation measures at these locations will be required, including any necessary improvement scheme as agreed with Highways England.

*This matter will be subject to formal consideration following the submission of a Transport Assessment with the planning application.*

c. Flood Risk: A small part of the site is affected by flood risk. A sequential approach should be taken to the layout of the site so that no housing or other more vulnerable development is located in the zone 3 high flood risk part of the site.

*A small part of the PBSA block would be affected by the flood risk zone 2 designation. There is to be no sleeping accommodation at ground floor level in the PBSA block. The block would feature means of access and egress in a lower flood risk area to the north of the block (flood zone 1), a flood warning and evacuation plan would be prepared and a technical justification including mitigation measures would be provided in the Flood Risk Assessment and Flood Risk Sequential Test to support the planning application.*

d. Greenspace: Civic space to be re-provided on site.

*A Civic greenspace would be provided as part of the proposal.*

8.1.5 Core Strategy Policy H6B relates specifically to the provision of student housing and is relevant to this application proposal. The application is assessed as follows against the criteria within Policy H6B (represented in italics below):

i) states that development proposals should help extend the supply of student accommodation taking pressure off the need for private housing to be used.

*This proposal would assist this objective by providing 550 purpose-built student bedspaces which would help to take pressure off the need to use private housing for student accommodation.*

ii) states that development proposals should avoid the loss of existing housing suitable for family occupation

*This proposal would also meet this objective, because it does not propose the loss of any family housing.*

(iii) aims to avoid excessive concentrations of student accommodation which would undermine the balance and wellbeing of communities.

*It is recognised that there is a concentration of student housing to the west of the Inner Ring Road in Little Woodhouse and along Burley Street. However this site is separated from these areas by the Inner Ring Road. The immediate*

*surrounding land uses around the site are mixed use, predominantly offices, with no traditional housing. It is considered that most pedestrian movements from the proposal site would generally be through a mixed use/predominantly commercial part of the City Centre towards the Universities, and therefore the impact on established residential communities and the character of the immediate area is likely to be acceptable.*

(iv) To avoid locations which are not easily accessible to the universities. *The site is located close to the universities, within easy walking and cycling distance. The fourth test would be satisfied as the development is approximately a 0.5-1 mile walk to the Universities area through the City Centre via Westgate, The Headrow and Calverley Street.*

Criteria (v) of the policy is considered in the residential amenity section of this report.

- 8.1.6 The Council's affordable housing policy (Core Strategy Policy H5) does not apply to purpose-built student housing proposals. Therefore a Section 106 obligation is required to restrict the occupation of the development to full-time students only.
- 8.1.7 For BTR residential development, Core Strategy Policy H5 allows for flexibility in meeting the Council's affordable housing requirements either on-site through provision of discounted/reduced rent levels or as a financial contribution towards affordable housing provision off site. In this case the developer proposes to make an off-site commuted sum.
- 8.1.8 Core Strategy Policy CC1 supports the provision of high-quality office accommodation in the City Centre. The scheme includes a significant content of office floorspace, in the order of 14,210 sqm (GEA). This would comprise "co-working" office accommodation within the Aparthotel building (3,210 sqm (GEA)) and a single office building (10000 sqm (GEA)).
- 8.1.9 Hotel accommodation is supported by planning policy within the City Centre under Policy CC1(g), given its role in underpinning both the local economy and the cultural and leisure function of the City Centre. There are no specific sites allocated for hotels and, therefore, they are expected to be developed on sites that are either allocated for regeneration or replace existing uses. The hotel component of this scheme (in the order of 120 rooms) is purpose designed for a specific operator.
- 8.1.10 Ground floor commercial uses (Class E) would be included within the residential building at the north eastern part of the site. This includes two units (400 sqm (GEA) and 115sqm (GEA) respectively). The exact nature of these uses is to be determined, by what is viable within this part of the City Centre at the time of the completion of the buildings. However, these units would activate the ground floor frontages, generate footfall, provide vibrancy to the development and serve the residents/business users of the scheme as well as other business users and residents in this part of the City. Any retail space would be limited in

floorspace and range of good (i.e. convenience) in order to protect the viability of designated retail centres.

- 8.1.11 On balance, the principle of the development is considered acceptable when assessed against Core Strategy Policies SP3, CC1 and H6B, the SAP and the NPPF, subject to all other detailed planning considerations.

**Do Members consider that the proposed use of the site for residential, office, hotel, student accommodation and civic greenspace is appropriate in principle?**

## **8.2 Layout, Scale and Design**

- 8.2.1 The design of the layout, massing and appearance of the proposal has been the subject of a number of remote workshops between the developer's professional team, and Planning, Conservation, Landscape, and Design officers. The proposal has positively evolved as a result of a carefully considered balance of factors in particular heritage, architecture, existing protected trees, public realm, residential amenity (e.g. daylight/privacy/outlook), wind, and servicing. The buildings would be designed with full details for the full planning application with the exception of the office building which would be outline only, so the application would set the maximum parameter height and layout and give an indication of façade design and materiality through a Design Code.

- 8.2.2 In terms of the proposed building height and massing, the site falls in an area identified in both the Council's adopted Tall Buildings Strategy SPD and the more recent draft Tall Buildings SPD (2019) as being suitable for tall buildings, and where subject to design, heritage and other development management considerations tall buildings would be supported. Therefore, subject to layout considerations relating to outlook, privacy, daylight and sunlight, wind, skyline composition and heritage, the proposed range of building heights at 33, 24, 22, 15 and 10 storeys are considered acceptable in principle. In wider views from the west, the building would be read in the context of commercial scale buildings such as 1 Park Lane, Westgate House, West One, West Point and Carlton Tower, and would enhance views into the City Centre core from the Inner Ring Road, Park Lane and Kirkstall Road.

- 8.2.3 A minimum 20% of the site area would be provided as useable high quality public open space to be secured by s106 Agreement. The proposal would include tree-lined soft landscaped high quality public realm including a large new greenspace measuring c45m by c35m across in the main body of the square, plus wide landscaped routes extending onto surrounding routes. The relationship of the development to existing protected trees is considered in the section below, however in principle it is considered that the proposed new spaces and connections would help to re-integrate the site back into the urban grain of the surrounding streets, to create a more walkable and greened environment in this part of the city, which currently has a harsher character due its cleared nature and proximity to major infrastructure. The spaces and pedestrian routes around the site have an unwelcoming appearance and feel disjointed. The introduction of residential, student housing, hotel, food and

drink, retail and office uses would help to activate the area and provide additional natural surveillance of routes. The layout of the proposed buildings would provide active ground floor uses, which would help to enhance the streetscene and offer natural surveillance to the new public square, Little Queen Street, Castle Street, Lisbon Street, the pedestrian route to the north of the site and the footpath along the Inner Ring Road.

- 8.2.4 Policy CC3 expects new developments to make contributions or appropriate route enhancements to “help provide and improve routes connecting the City Centre with adjoining neighbourhoods and improve connections within the City Centre in order to improve access to jobs and services, to encourage greater usage and make walking and cycling easier, safer and more attractive”. The proposal would provide improved connections from St Pauls Street to the west, along the Inner Ring Road frontage, and diagonally through the new public square. However, Officers have sought to negotiate a clear legible public route from the square to the bridge landing point between BTR blocks 1 and 2. In response the applicant has stated that the two BTR towers would be operated by the same company, and it is proposed to create a ground floor podium of amenity space. This space is communal to all users of the BTR and shared between the two towers. It is important for efficiencies of operation and management that this space is operated singularly, and not separated between the two towers. The ground floor private amenity space would serve all 629 units within a management office, gym, media room, co-working suites and residents lounges. In addition the applicant is of the view that the enhanced pedestrian connectivity elsewhere within the site means that a more direct route between the footbridge and the central public square is not required.

**Do Members support the emerging public pedestrian routes through the site and accept the lack of a direct connection between the footbridge and central public square?**

- 8.2.5 Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 state the statutory duty of Local Planning Authorities to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess. In addition, when considering any planning application that affects a Conservation Area the local planning authority must pay special attention to the desirability of preserving or enhancing the character or appearance of that area (Planning (Listed Buildings and Conservation Areas) Act 1990 s72).
- 8.2.6 The proposal would be visible in longer views around the City, and the applicant has prepared a townscape visual impact assessment to demonstrate key views in long, medium and near distance views from identified locations. In particular the setting of heritage assets has been assessed in pre-application discussions to date. The proposal has been assessed from a number of medium and longer distance locations including St Pauls Street, Park Square, The Headrow, Millennium Square, Park Place, Woodhouse Square and Hanover Square. Given the emerging calm and ordered skyline composition and contrasting yet complementary detailing and materials it is considered that the proposal would preserve the character and appearance of the nearby Conservation Areas and

the setting of listed buildings at Park Square including the Grade II\* Listed St Pauls House and the Grade I Listed Leeds Town Hall, and the non-designated heritage asset Brotherton House.

- 8.2.7 In terms of detailed building design, the new buildings would be clad in varying tones of metal panel in white, stone colour, and bronze folded metal panels with a clearly defined base, middle and top expressed through the grouping of window bays and recessed joint banding. The three lower floors would be fully glazed to provide active frontages and natural surveillance to all sides. It is considered that the contemporary well-ordered and calm design would complement the wide variety of materials in the area including the existing nearby buildings, with visual interest created by the depth of window reveal, feature banding and details, across the facades of each new building, which would read as a distinctive group of buildings with common characteristics and subtle differences to give variety and visual interest. The developer's architect has drawn inspiration from the detailing of buildings within this part of the conservation area, and this would help to establish a relationship with the context. The proposal would incorporate 'folded' details to give texture and rhythm to the elevations to give an interesting and distinctive appearance to the buildings. The introduction of subtle changes between the BTR towers and student accommodation as one family grouping, and a distinct terracotta with alternative detailing to the apart-hotel and office would also help break up a perceived mass prominence of the large-scale buildings.
- 8.2.8 It is considered that any less than substantial harm to the significance of the heritage assets affected in long and medium distance views would be mitigated through the sensitive arrangement and composition of massing, architectural detailing and choice of materials. The choice and variations of material tone and detailing would take influence from Victorian details within the Conservation Area such as present on St Pauls House and Aspley House. The orientation of the blocks and articulation of the elevations would offer a distinctive character that would reduce the perception of a bulky appearance, and would relate well to the traditional urban grain/grid of the Conservation Area.
- 8.2.9 Generally the wide variety of building heights is supported in principle subject to heritage, wind and daylight/sunlight technical modelling, in order to demonstrate with evidence that the spaces between buildings are appropriate given the heights proposed, and that wind safety is ensured and heritage assets are preserved or enhanced. With reference to the above design and heritage considerations, the proposal addresses the requirements of the Planning (Listed Buildings and Conservation Areas) Act 1990 Section 66(1) and 72, the Development Plan Leeds Core Strategy Policies P10, P11 and P12, Saved UDPR Policies GP5, BD2 and the paragraphs 189- 200 (heritage) of the NPPF.

**Do Members support the emerging appearance and scale of the proposed buildings and the relationship with the surrounding context?**

### **8.3 Landscaping, Trees and Greenspace**

- 8.3.1 In consultation with the Council's Landscape Officers, the developer has revised the proposals to retain a significant number of the healthiest and most

important protected trees to the northern and southern sides of the site, including a large specimen protected tree to the north. The applicant has confirmed that they intend to protect and retain the majority of the mature trees, however the potential impacts of foundations, changes to the existing surfacing, changes to levels, existing and new services need to be considered by the applicant from the outset, and demonstrated at planning application stage. A central green space would form the “green heart” of the development and function as the focal point for the development. This would include a central lawn framed by low level mixed, shrub, perennial planting, and seating along with recessed garden areas comprising multi-stems, smaller single stems specimens and medium sized single stem tree species. A new direct pedestrian link from Lisbon Street to St Paul’s Street would provide a spine through the development from which connections to building entrances and smaller planted, grassed and paved spaces can be accessed. A ribbon of new tree planting would weave through the public space to connect to the established habitats on either side. The retained mature trees form an attractive setting for the building(s) and a framework for new planting and are environmentally, visually, socially and ecologically important due to their contribution to visual amenity and well-being, biodiversity and carbon change mitigation. This would also improve air quality, absorb water runoff and create an attractive place for people living, working and visiting the development.

- 8.3.2 Approximately 48 trees on-site are protected under TPOs with the majority situated along the southern boundary. The scheme layout has been developed and orientated to safeguard those trees of greatest value. In total, 20 trees protected under TPOs would be retained, with 28 removed, including some in poor condition. The Category A ‘Retention Most Desirable’ tree situated on the northern boundary would be retained. The existing tree groups on the southern boundary would also be supplemented with similar species. Approximately 84 new tree species are proposed and this would represent a 3 for 1 re-provision in accordance with NRWLP Policy Land 2.
- 8.3.3 The surface water drainage system (SUDS) would be designed to accommodate rainfall run-off within the site up to and including the 1 in 100 year critical event with an allowance for climate change. Attenuation would therefore be required to contain the balance of flows on-site which would be provided in a number of ways including rain gardens and soft landscaped attenuation. This would form part of the SUDS techniques employed on-site in addition to permeable surfacing and swales.
- 8.3.4 In terms of private landscape, the BTR residential buildings would have private communal gardens at the podium level and the student building would have a private roof terrace.
- 8.3.5 There is a 5m maintenance easement to the Inner Ring Road retaining wall along the north western edge of the site. Highways officers have requested that this be fully utilised as a shared pedestrian and cycle route for the length of the side frontage. Additional hardy, wind and pollution tolerant species are proposed to the western boundary. This would improve amenity for pedestrians and cyclists along this route whilst reducing air pollution from the A58, and the

developer has proposed that the route along the Inner Ring Road is reduced to 4m wide to allow an additional 1m wide planted strip. At the time of writing this is the subject of further discussion between planning, landscape and highways officers.

## **Do Members support the emerging approach to public realm, landscape and trees?**

### **8.4 Amenity, housing quality and mix**

- 8.4.1 Given the proximity of the Inner Ring Road a study of existing noise levels would be required and used to ascertain the technical specification of windows and mechanical ventilation would be required to provide a suitable acoustic environment for the residents of the PBSA and BTR flats.
- 8.4.2 The site is not located within an Air Quality Management Area (AQMA), although an Air Quality Assessment (AQA) is being carried out by the developer's team and this would inform the detailed design and appropriate mitigation would be incorporated into the scheme design if necessary.
- 8.4.3 Criteria (v) of policy H6B relating to proposals for purpose-built student housing requires that the proposed accommodation provides satisfactory internal living accommodation in terms of daylight, outlook and juxtaposition of living rooms and bedrooms. Core Strategy Policies CC1(b) and P10, and Saved UDPR Policies BD5 and GP5 also provide more general requirements that development should contribute positively towards quality of life and provide a reasonable level of amenity and useable space. The assessment of amenity is also a wider consideration of qualitative factors including arrangement and separation of living functions (general living, sleeping, studying, eating, cooking, food preparation, storage and circulation), usable shape, outlook, privacy and external amenity space. Whilst the Council's emerging policy for student housing space requirement is draft only at the time of writing, paragraph 5.2.46 of the supporting text to Core Strategy Policy H9 states that "provision of reasonable space standards is still important for student accommodation, and this will need to be judged on a case by case basis".

The purpose built student accommodation flat sizes would be as follows:

<b>Flat Type</b>	<b>Size (sqm)</b>	<b>Draft SPD size (sqm)</b>
Cluster Bedroom Standard Room	13.2	11.5 - 14
Standard Studio	20.0-20.5	20 - 28
Large/Accessible Studio	23	22 - 30

In this case, based on the information provided to date by the developer, it is considered that each of the student rooms would provide adequate space for sleeping, studying and bathroom facilities in accordance with the emerging SPD. In addition, there would be sufficient space for communal kitchen and living functions for each cluster flat. The building would provide ground floor communal areas and a roof terrace, amounting to a total 714sqm and equating to 1.4sqm per bedspace. The specific nature of the ground floor communal use



would be determined by the operator and more details provided at planning application stage. However, officers consider that provided the communal space is of a suitable quality and variety to accommodate the needs of all of the student residents, Criteria (v) of policy H6B can be met.

8.4.4 The BTR residential component of the proposal would include the following mix of flat types:

<b>Number of Bedrooms</b>	<b>Number of homes</b>	<b>Percentage of total</b>
1bed	315	50%
2bed	272	43%
3bed	42	7%
Total	629	100

The site is located within the City Centre, and within an area designated for significant regeneration and a focus for new housing. The proposals comprise a BTR residential within two tall buildings. In general, the demographic need of City Centre locations has been, and would continue to be, the focus for younger professionals, where 1- and 2-bedroom homes are more appropriate for this demographic. Residents living in rented accommodation are typically younger households, due to the flexibility of renting and to save to purchase a property. The planning application would be supported by a Housing Needs Assessment in order to address Core Strategy Policy H4.

8.4.5 Core Strategy Policy CC1 1(b) encourages residential development in City Centre locations providing that the development does not prejudice the functions of the City Centre and that it provides a reasonable level of amenity for occupiers. The Developer has advised that all apartments would be designed to meet or exceed the minimum space standards set out in the NDSS and Core Strategy Policy H9.

## **8.5 Highways and Transportation**

8.5.1 The site is located in an accessible and sustainable location, within walking distance of the universities, cycling routes, local services, the railway station and frequent bus services. The proposal would involve the redevelopment of two existing car parks that provide approximately 450 long and short stay car parking spaces, albeit as a temporary condition pending the redevelopment of this site identified in the Unitary Development Plan Review 2006. As part of the proposal, 53 parking spaces are proposed for the residential element of the scheme and up to 50 parking spaces are proposed for the office development. Although the level of provision would be below the maximum parking standards allowed by the Council's policies for the city centre, it would support the sustainable approach to parking provision advocated in the City Centre Core in the Parking SPD. The surrounding area is a controlled and enforced parking zone. In addition, the site is highly accessible and close to public transport routes and other facilities in the City Centre. In this case, given the sustainable location, the low amount of parking proposed is considered appropriate. The applicant has confirmed that the detailed highways and transportation matters will be addressed in their planning application.

- 8.5.2 The developer proposes Electric Vehicle Charging Points (ECVP) in line with the standards set out within CS Policy EN8, with all 53 residential spaces being equipped and at least 10% of office car parking spaces (at least 3 of 26 spaces).
- 8.5.3 Secure cycle parking within the buildings would be provided as part of the proposals and these would be confirmed within the planning application submission. Additional external cycle spaces would also be provided.
- 8.5.4 The proposals would improve accessibility in the area, through improvements to the cycle and pedestrian routes adjoining and through the site. It is proposed to provide an enhanced cycle and pedestrian route to the north east of the site, running parallel with the Inner Ring Road. This is proposed by the developer to be 4m wide, plus a minimum 1m wide landscape belt. New landscaping along the northern boundary would enhance the pedestrian and cycle route proposed for improvement as part of the recently approved Brotherton House development. Highways officers recommend 4.5m wide with a landscape strip for a shared pedestrian/cycle route and this is the subject of ongoing discussions with the developer.
- 8.5.5 Trip generation and trip distribution exercises have been undertaken as part of a scoping exercise with Highways Officers. This assessed the existing traffic at the existing former International Pool car parks and the proposed traffic as part of the development for the AM and PM peak hours. A Transport Assessment would be submitted with the planning application and assessed in full at that time.
- 8.5.6 Travel Plans would be submitted as part of the planning application, this would include measures and targets for each use type:
- a. Promotion of walking and pedestrian routes.
  - b. Promotion of cycling and cycle routes
  - c. Provision of a Car Club bay
  - d. Provision of electric vehicle charging facilities in accordance with adopted policies.
  - e. Promotion of travel choices through marketing initiatives
  - f. Residential Travel Plan Fund (for BTR development)
- 8.6.7 The BTR residential buildings and PBSA building would be serviced from a dedicated service area within the site, with a turning facility, accessed from Lisbon Street. The apart-hotel and office buildings would be serviced from a service zone within the site accessed from Castle Street with an exit onto Little Queen Street. Further new lay-by facilities would be provided off Little Queen Street. The existing taxi facilities on Little Queen Street would be retained by the proposal. New short-stay pick up and drop off lay-bys would also be available on Lisbon Street, Castle Street and Little Queen Street.

**Subject to the satisfactory resolution of detailed technical matters, do Members have any comments on the proposed level of car parking and servicing provision at the site?**

## **8.6 Wind**

8.6.1 Due to the height of the new buildings proposed, the applicant is aware of the potential impact of the development on the local wind environment. A quantitative wind assessment is required to demonstrate that the wind environment would be acceptable for all users in the vicinity of the site and that the new buildings are unlikely to generate wind conditions that would cause distress to pedestrians, or result in a danger to high-sided or other road vehicles. The applicant has confirmed that wind impact would be fully tested at the next stage in the design process prior to the submission of a planning application. The findings of the applicant's assessment would be contained within a wind impact assessment which would be submitted with the planning application. Upon receipt of any planning application where wind concerns could arise, the Council would appoint their own experts to peer review the report's findings.

## **8.7 Accessibility and Inclusiveness**

8.7.1 Level access would be provided to all new buildings and lifts would provide access to all floors. The developer has confirmed the development would provide accessible accommodation in line with the Accessible Leeds SPD, BS8300 and Building Regulations standards. For each building, accessible entrances would be created, and lift access would be provided to all floors. Full details of the measures to ensure access for all residents, staff and visitors is achieved, would be demonstrated and assessed in the planning application submission in consultation with the Access Officer.

8.7.2 30% of the new homes would be compliant with M4(2) Building Regulations and 2% of homes would be adaptable to part M4(3) standards, as required by Core Strategy Policy H10.

## **8.8 Climate Change and Sustainability**

8.8.1 Leeds Core Strategy environmental policies are designed so that new development contributes to carbon reduction targets and incorporates measures to address climate change concerns following the Council's declaration of a climate emergency in 2019. In addition to the sustainable transport measures and green infrastructure considerations detailed above, Core Strategy Policy EN1 and EN2 aim to reduce carbon emissions and achieve sustainable design at the proposed new development. For residential development this means achieving 20% better than the carbon emissions target in the 2013 Part L Building Regulations and providing 10% low or zero carbon energy generation on-site. For the offices and the apart-hotel, these are required to meet BREEAM Excellent standard. The applicant has confirmed that they will meet these policies, and commit to future-proofing the development for connection to the District Heating Network by allocating space in plantrooms and for pipework in the event that the network serves this part of the city, and further details would be provided at planning application stage.

## **8.9 Planning Obligations**

8.9.1 The Council's adopted policies would result in planning obligations being required by way of a Section 106 Agreement. These obligations are considered to be necessary, directly related to the development and fairly and reasonably

related in scale and kind to the development. Planning obligations required would include (but at this initial stage not be limited to):

- a. Affordable Housing contribution (TBC)
- b. Restriction to student housing only during term times
- c. Public access to areas of on-site public realm
- d. Strategic off-site highways works contribution if required (TBC)
- e. Management and maintenance of footbridge landing steps and lift if acceptable to the Highways Authority (TBC)
- f. Residential Travel Fund for residential use (TBC)
- g. Car Club Trial provision for office use (TBC)
- h. Travel Plans and Travel Plan monitoring fees (TBC)
- i. Cooperation with local jobs and skills initiatives during construction

8.9.2 The proposal would be subject to the Community Infrastructure Levy (CIL) and the initial sum calculated is approximately £1,022,980.85. The calculation is indicative only at this stage and is not a material planning consideration.

## **9.0 Conclusion**

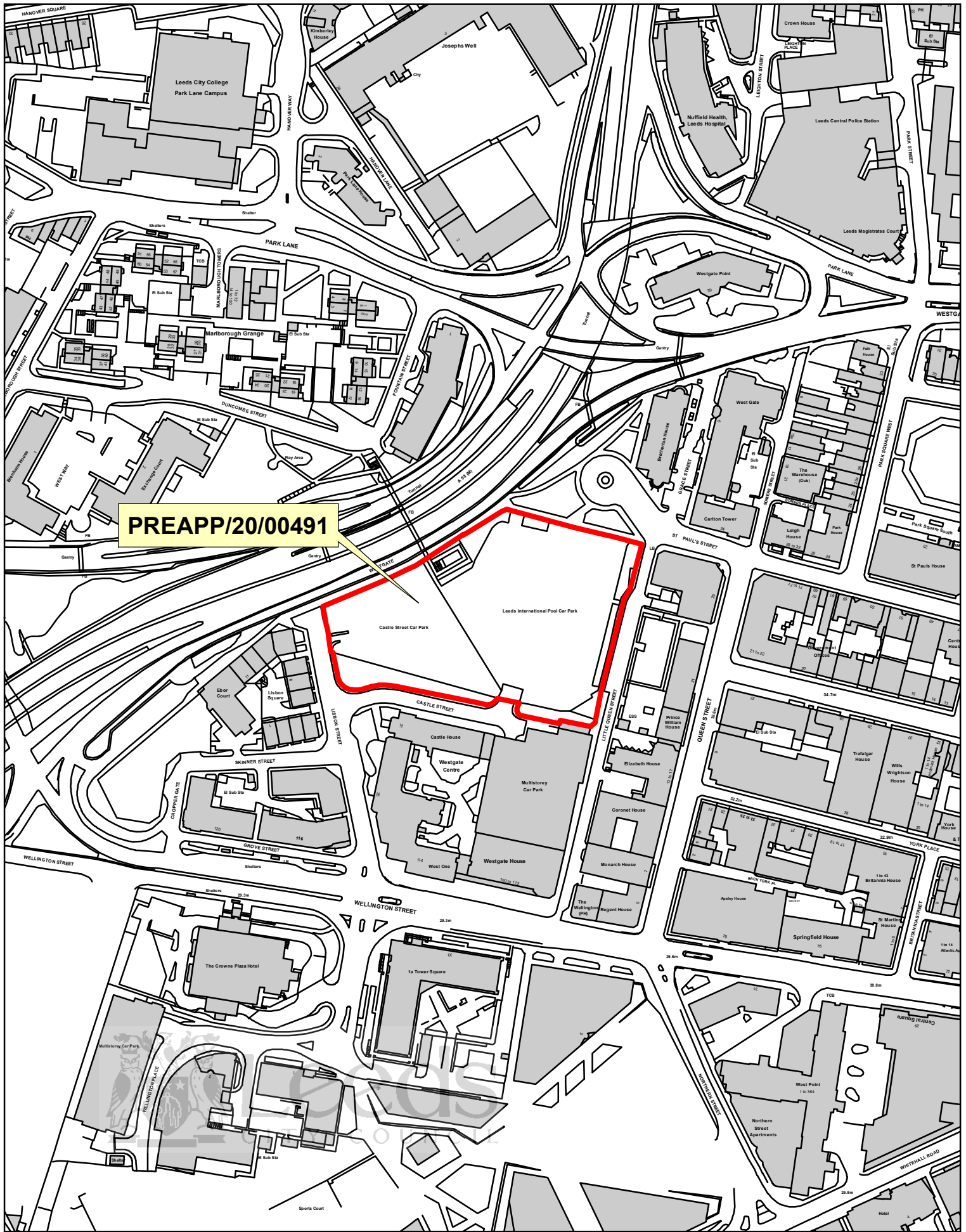
The proposal offers a significant opportunity to regenerate a large prominently-located vacant brownfield City Centre site. The proposal would deliver new homes, employment, visitor accommodation, public landscaped greenspace, new pedestrian and cycle connections and bring much needed activity into this area of the City Centre. The proposal would be in accordance with the Site Allocations Plan identification for the site. Members are asked to comment on the following points at this initial stage:

- 9.1 Do Members consider that the proposed use of the site for residential, office, hotel, student accommodation uses and public greenspace is appropriate in principle?**
- 9.2 Do Members support the emerging public pedestrian routes through the site and accept the lack of a direct connection between the footbridge and central public square?**
- 9.3 Do Members support the emerging appearance and scale of the proposed buildings and the relationship with the surrounding context?**
- 9.4 Do Members support the emerging approach to public realm, landscape and trees?**
- 9.5 Subject to the satisfactory resolution of detailed technical matters, do Members have any comments on the proposed level of car parking and servicing provision at the site?**

## **Background Papers**

Pre-application file PREAPP/20/00491

## **Appendix 1 Proposed Site Layout Plans**



**PREAPP/20/00491**

# CITY PLANS PANEL

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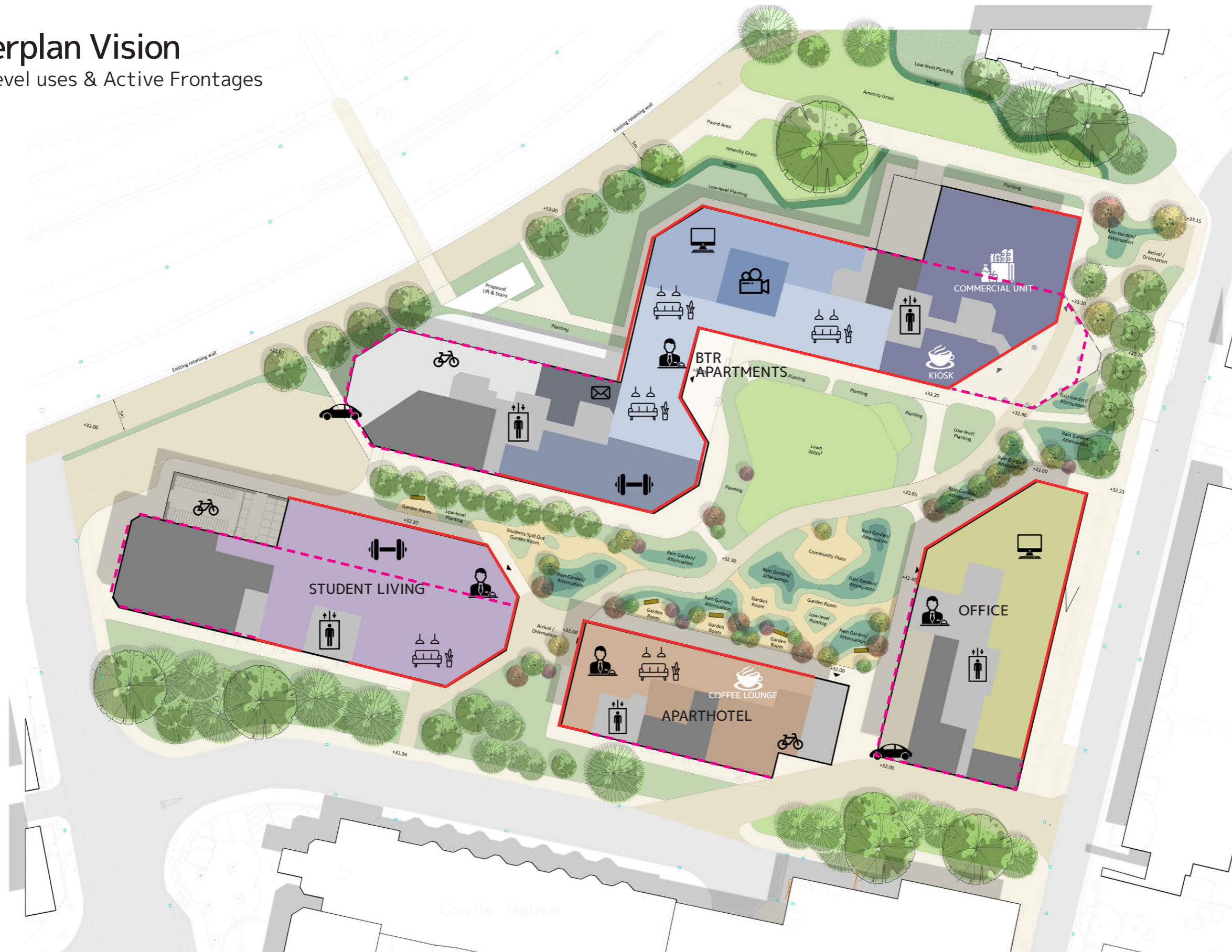
PRODUCED BY CITY DEVELOPMENT, GIS MAPPING & DATA TEAM, LEEDS CITY COUNCIL

SCALE : 1/2500



# Masterplan Vision

## Ground level uses & Active Frontages



Black symbols / Private Facilities

White symbols / Public Facilities

— Active Frontage (Ground Level)

- - - Active Frontage (Above Ground Level)

# BTR Apartments

## Ground Level Entrance and Resident Amenity Layout



MAIL



CO-WORKING

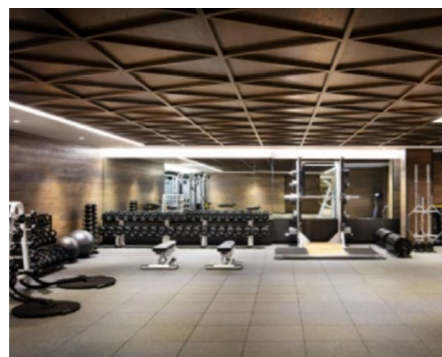
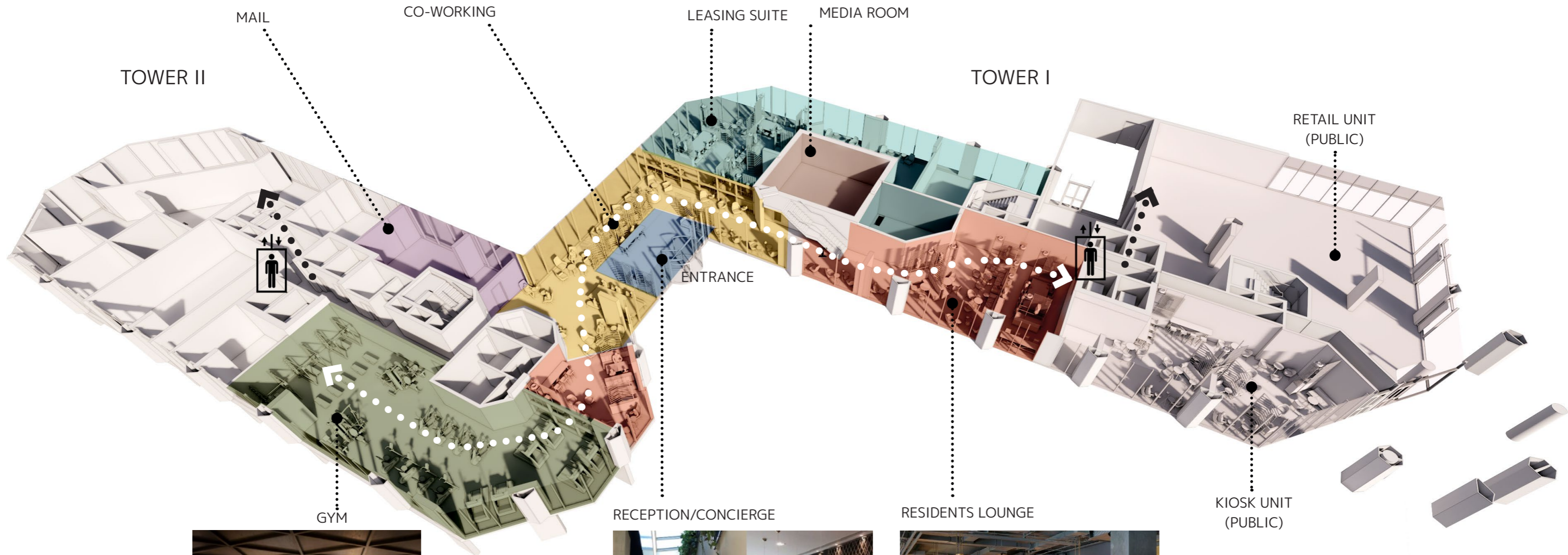


LEASING SUITE

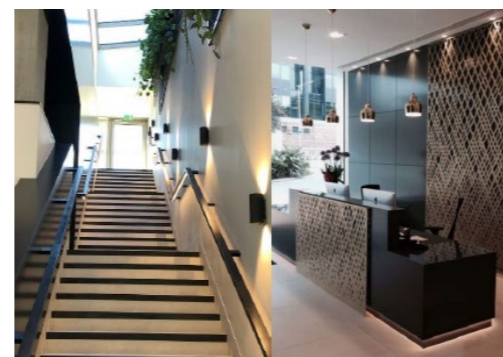


MEDIA ROOM

The two residential towers are united and seamlessly connected at ground level through a multi-functional, vibrant and secure community hub - an exclusive space for the benefit of the residents where they can socialise, work and exercise and come together as a community.



GYM



RECEPTION/CONCIERGE



RESIDENTS LOUNGE

# Student Living

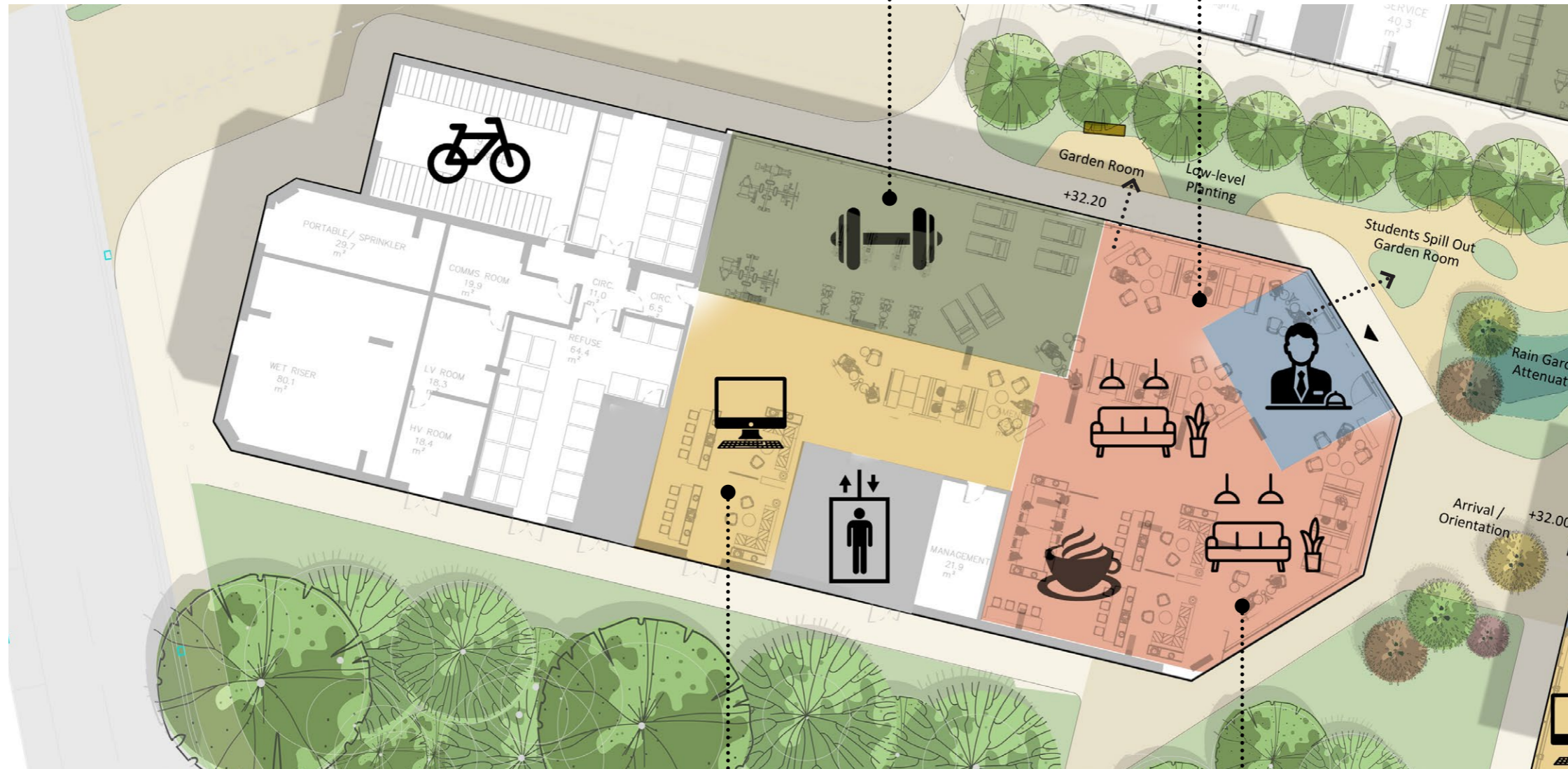
Ground Level | Student Amenity Spaces



GYM



LEISURE ZONE



## STUDENT FACILITIES

- BREAKFAST BAR
- LOUNGE
- STUDY LOUNGE
- LEISURE ZONE
- GAMES RM
- RELAX & PAMPER AREA
- CINEMA
- COFFEE LOUNGE



COFFEE LOUNGE



# Apart Hotel

Ground Level | Guest & Public Amenity Spaces

## BRAND ETHOS

"...to give people a place to live, not just stay for the night".



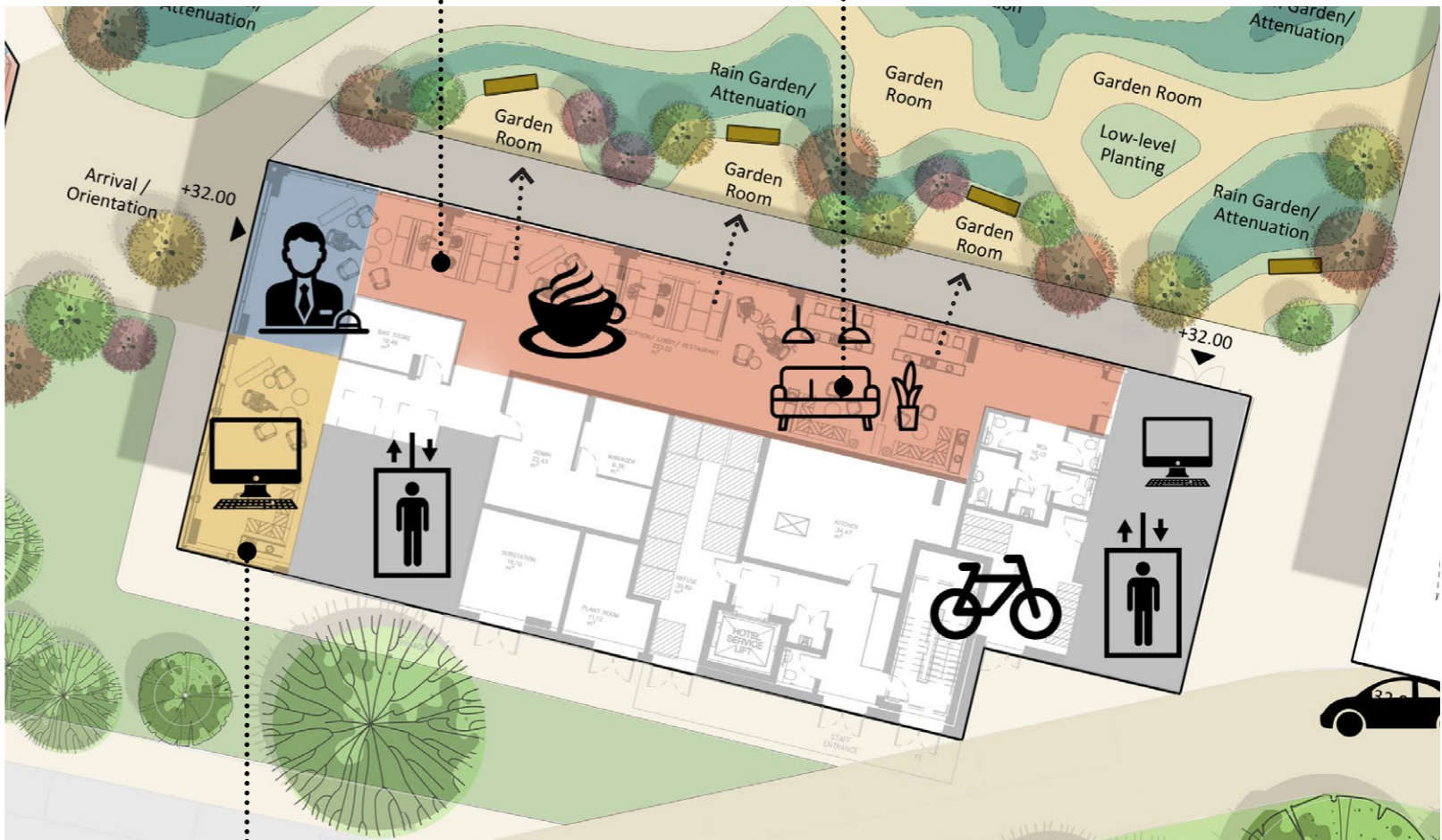
COFFEE LOUNGE



KITCHEN DINING



BAR



WORKSPACE



## BRAND CONCEPT