



Report of the Chief Planning Officer

CITY PLANS PANEL

14th March 2024

Outline Planning Application for the demolition of the existing substation and commercial buildings, creation of a mixed-use, multi-level development comprising residential (Build to Rent), commercial (offices and leisure), hotel and a travel hub on land largely bounded by Sweet Street, Meadow Road, Jack Lane and Bowling Green Terrace, Leeds LS11 9BX

Applicant – Caddick (City One) Ltd

Reference - 22/04827/OT

Date valid – 12th July 2022

Target date – 31st March 2024

Electoral Wards Affected:

Beeston and Holbeck

Yes

Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: DEFER and DELEGATE to the Chief Planning Officer for approval subject to the completion of an acceptable Road Safety Audit and specified conditions set out in Appendix 2 (and any amendment to these and addition of others which he might consider appropriate) and the completion of a Section 106 agreement to include the following obligations:

- Affordable housing provision – Build to Rent residential buildings either 7% of dwellings at benchmark rates, or 20% of dwellings at 80% of local market rent, or commuted sum;
- Compliance with agreed Travel Plan measures and travel plan review fee of £27,012 (indexed);
- Residential travel plan fund £492,312.75 (indexed);
- Provision of 2 Leeds City Council Car Club provider parking spaces;
- Contribution of £6,000 (indexed) per parking space lost towards loss of pay and display revenue;
- Works to improve pedestrian and cycling routes to the City Centre £927,700 (indexed)

- City Centre highway package £761,614 (indexed)
- City Bikes docking station £32,000 (indexed)
- Alterations to Traffic Regulation Orders £10,000
- Air quality damage cost mitigation (contribution calculated with reference to number of vehicular trips and mitigation by sustainable travel measures)
- Biodiversity net gain contribution £51,250 (indexed)
- 24-hour public access through the open areas of the site and a scheme for public access through enclosed routes
- Local employment and training initiatives; and
- Section 106 monitoring fee.

In the circumstances where the Section 106 Agreement has not been completed within 3 months of the resolution to grant planning permission, the final determination of the application shall be delegated to the Chief Planning Officer.

1.0 Introduction

- 1.1 The development, referred to as City One, proposes a major, mixed-use, development on a brownfield site at the southern gateway to the City Centre. The majority of the site is allocated for mixed use development in the Site Allocations Plan and has been the subject of several planning permissions for major development, albeit none of these schemes have commenced. The vision is to deliver a transformational project, integrating a new network of pedestrian-focused streets and high-quality public realm, in a residential-led, mixed-use, development that strengthens connections with both longstanding and emerging neighbouring communities.
- 1.2 Members will recall the presentation of the pre-application proposals for development of this site to City Plans Panel on 24th February 2022. In general, whilst Members welcomed the principal of the development the majority of Members were of the view that not enough useable greenspace was being provided relative to the scale of the development and that there was more work to be done in terms of design and massing of the scheme; that more details were required in terms of the development's provisions for transportation, connectivity and security and regarding the approach to sustainable development. A copy of the minutes of that meeting is attached at Appendix 1.
- 1.3 The proposals have been revised in response to City Plans Panel comments. In particular, a large green space has been introduced towards the centre of the site with new blocks lining the edge of this public space. Taller buildings would principally be situated to the north of the square to maximise sunlight and daylighting in the green space, whilst a linear park would be delivered along the Sweet Street frontage. The maximum number of residential units has reduced from 2,200 to 1,925 dwellings whilst the development schedule now accommodates the potential for buildings containing retail, leisure and community uses to support the new and more established local population. Whilst still in outline, the application is accompanied by a detailed design code to guide and control the form of proposals which would come forward at Reserved Matters stage. Additionally, comprehensive proposals for access and connectivity around the development have been identified and agreed following thorough consideration by Highway officers.
- 1.4 The planning application is submitted in outline other than for the identified access details. It is intended to shortly commence procurement of the previously-approved enabling works with a view to being on site with these works in the third quarter of

2024. Further, it is intended to submit a Reserved Matters application for the first phases of the development whilst the enabling works are being procured.

2.0 Site and surroundings

- 2.1 The site lies just inside the southern boundary of the designated City Centre, albeit an equivalent distance south of the railway station as the Civic Hall is to its north. It is bounded by Sweet Street to the north, Meadow Road to the east, Jack Lane to the south and Bowling Green Terrace to the west. The site area extends to 3.79 hectares. The northern third of the site is effectively level with ground levels then rising closer to Trent Street towards the south. The highest point, in the south-western corner of the site, is 6.0m higher than the north-east corner. High pressure gas mains run below ground across the northern fringe and south-east corner of the site limiting types of development in these areas. A Yorkshire Water easement runs close to the north-western boundary.
- 2.2 Trent Street runs east to west across the middle of the site as far as a large primary substation located towards the centre of the site. Halfords superstore and autocentre is located in a two storey building in the north-east corner of the site. The remainder of the site primarily comprises cleared land. Areas of wildflower meadow along with a pedestrian footpath, remain towards the centre of the site. Following the removal of 20 trees around the site during Autumn 2021 groups of trees, now protected by Tree Preservation Order (No 7) 2021, remain on the north-east, north-west and southern boundaries of the site, supplemented by trees in planters. The A653 Meadow Road frontage south of Halfords is enclosed by 2-3m high solid site hoardings, along with several taller commercial advertising hoardings. A traffic-free cycle path runs alongside the west side of Meadow Road between Holbeck Moor Road and the Meadow Road / Victoria Road junction to the north.
- 2.3 Meadow Road is the main distributor to the City Centre from the M621. Noise from vehicles using Meadow Road, in particular, is evident across much of the site. Low rise industrial and light-industrial units lie to the south across Jack Lane and to the west of Bowling Green Terrace. Land beyond the north-west boundary of the site is cleared and vacant. The Clayton Hotel (9 storey), Lateral offices (5 storey), Leodis Square apartments (part 6, part 12 storey), Holiday House offices (8 storey), and most recently the Pin Yard apartments (part 8, part 12 storey) are located on the north side of Sweet Street opposite the site. There are offices on Apex View on the east side of Meadow Road.
- 2.4 The southern extent of Holbeck Conservation Area is located 120m to the west at the junction of Sweet Street West and Marshall Street. The conservation area includes a number of listed buildings including the Grade I listed Temple Works on the west side of Marshall Street. The former Holbeck Library (Grade II listed building) is situated 150m to the west of the site at the junction of Marshall Street and Ninevah Road.

3.0 Proposals

- 3.1 The planning application is submitted in outline with all matters reserved except for the access into and around periphery of the site. This approach allows future development of City One to respond to changes that may occur during its implementation, for instance market changes, changes to building regulations and construction practices, and technological and social changes. The Parameter Plans allow for change but ensure that the essential components and character of place remain. The outline details submitted for approval comprise the following:

- setting out and constraints' plan;
- demolition plan confirming the demolition of the Halfords' building and the potential future demolition of the primary substation;
- development zone plan and public realm plan identifying four zones where development is allowed and the minimum dimensions of public spaces and routes;
- building lines confirming the maximum and minimum footprint of buildings, including minimum gaps between buildings;
- parameter plans identifying maximum and minimum building heights, including details of the minimum separation between taller buildings;
- potential servicing or car parking access zones into buildings;
- active frontages and potential uses for buildings;
- possible basements;
- retained trees and vegetation;
- detailed design code identifying through written and graphic rules how zones may be broken down, buildings articulated, and spaces designed; and
- outline development schedule confirming potential uses and the maximum floor space of each use

3.2 The Setting out and Constraints plan confirms the location of a Yorkshire Water easement zone in the north-west corner of the site; the boundary of the NPG primary substation in the centre of the site; a high pressure gas pipe running east-west parallel to Sweet Street within the northern edge of the site; and a high pressure gas pipe running east-west along Jack Lane immediately to the south of the site and their respective easement zones.

3.3 It was initially intended that access would be a Reserved Matter. 6 vehicular access locations were identified around the periphery of the site on the Access Plan:

- North-west corner providing access onto Sweet Street from an existing access point which would be upgraded
- From a southern spur of the existing roundabout on Sweet Street at the junction with St Barnabas Road
- In the north-east corner from Sweet Street modifying an existing access into the Halfords' site
- North from Trent Street opposite Bowling Green Terrace
- From Trent Street
- Midway along the eastern side of Bowling Green Terrace

There would be no vehicular access into the development from either Jack Lane or Meadow Road.

3.4 Following discussion, the Access Plan has been superseded by detailed drawings demonstrating how the accesses referred to above would be designed, taking into account other requirements. Consequently, details are also provided confirming footways, verges and cycleways around the periphery of the site including a bi-directional 3.0m wide westbound cycleway on the south side of Sweet Street and passing through the proposed linear park beyond the roundabout; a two-way cycleway along the west side of Meadow Road; and a 3.0m wide eastbound cycleway on the north side of Jack Lane. Such details would be subject to detailed design secured through a section 278 agreement and further to submission of detailed proposals with regard to the siting of buildings and detailed landscaping proposals.

- 3.5 The Parameter Plans provide the framework for clear and defined routes, spaces and places to be brought forward at Reserved Matters stage. The Development Zone and Public Realm plan identifies 4 building areas (DZ1-4) and confirms the number and minimum number of breaks between buildings within each building zone. The drawing also confirms the minimum distance between building zones and the interrelated minimum public realm dimensions. The principal area of public realm, City One Square, would be located towards the centre of the site, north of Trent Street. Excluding surrounding infrastructure which could be used by vehicles, albeit also providing pedestrian space and areas of landscaping, City One Square would be a minimum of 101m long and 36m wide at its western end, reducing to a minimum of 24m wide at its eastern end.
- 3.6 The extent of the building zones and public realm is further defined by the Building Line plan which allows for flexibility in the footprint of buildings. Many of the building lines show the maximum extent but allow for this position to be reduced by up to 17m. As an example, the minimum dimension between the building plot (DZ1) on the north side of City One Square and the Sweet Street boundary is confirmed as 23m whereas it could be 10m wider with the flexibility allowed by the Building Line plan, though no narrower (+0m/-10m). As a second example, DZ2 and DZ4 would sit west and east of a route through the site. The eastern end of DZ2 could move 10m in or out from its illustrative position (+10m/-10m) whereas the west edge of DZ4 could be 5m wider or 10m narrower (+5m/-10m). Whilst allowing for this potential flexibility in building lines, the plan stipulates that the minimum distance between DZ2 and DZ4 would be 16m-19m.
- 3.7 The Building Heights parameter plan identifies the maximum and minimum heights of buildings, together with gaps between buildings at upper levels within the respective development zones. Recognising that the existing ground levels vary between 28.3mAOD and 33.7mAOD the tallest buildings (up to 176m AOD and 163.5m AOD, equivalent to 45 and 40 storeys) would be located in DZ1 and DZ2 either side of City One Square. In general, the height of buildings would fall towards the east, west and south with the lowest building being situated close to the junction of Jack Lane and Bowling Green Terrace (70.5m AOD, approximately 6 storeys).
- 3.8 The Servicing Plan identifies locations where direct access to parking for servicing within development zones could be located whilst also confirming where access points would not be permitted.
- 3.9 The Frontages and Potential Use Plan confirms primary active frontages, primarily to the northern and southern side of DZ1, where retail, food and drink, community or leisure uses are intended to be concentrated. The secondary active frontages define areas where office accommodation, building entrances and retail accommodation could be located. The Plan includes a table defining which primary uses could be located within each building zone. As an example, the northern third of DZ4a (closest to the junction of Meadow Road and Sweet Street), could be primarily used as offices, residential or hotel accommodation.
- 3.10 The Basement Plan confirms the maximum extent of basements which could extend beneath each of the development zones, including beneath City One Square.
- 3.11 The Outline Development Schedule confirms the potential uses within the completed development and also their potential scale. There would be a maximum (Gross External Area) of 171,000sqm (up to 1,925) residential apartments (Use Class C3); a

maximum of 70,000sqm of office space (Use Class E(g)(i)(ii)); a maximum of 28,000sqm (up to 450 beds) of hotel floor space (Use Class C1); a multi-storey travel hub and/or basement car parking providing a maximum of 722 car parking spaces; up to 2,850sqm of ground floor Use Class E(a-g) floorspace (comprising up to 1,475sqm of Class E(a) use with single retail units limited to 465sqm) with a minimum provision of 1,000sqm of Use Class E(a-g) floorspace across the development. For information, Class E(a) relates to retail uses (other than hot food); Class E(b) uses are for the sale of food and drink for consumption on the premises; Class E(c) uses are financial and professional services; Class E(d) uses are for indoor sport, recreation and fitness; Class E(e) uses are for the provision of medical or health services; Class E(f) uses relate to nurseries or day centres and Class E(g) uses are those other uses which can be carried out in a residential area without detriment to its amenity such as offices and research and development. The cumulative maximum floorspace exceeds the maximum overall development cap so as to enable flexibility in the scale and types of uses to be delivered across the site.

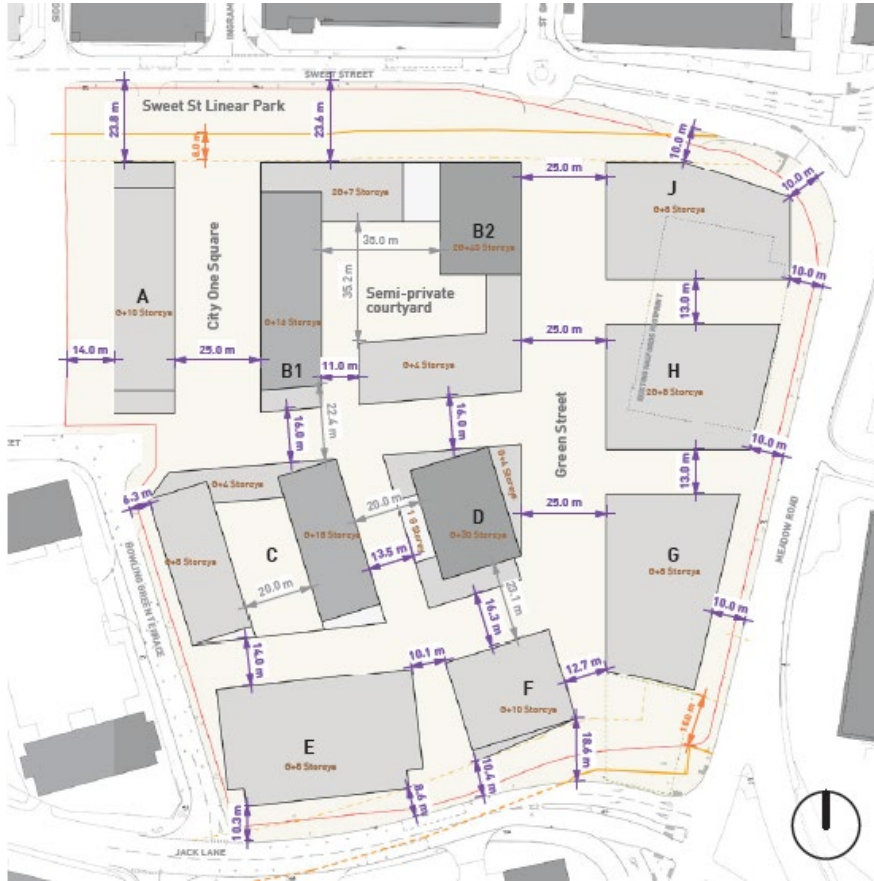
- 3.12 Whilst not referred to in detail within this report due to the complexity and range of the detail the Design Code provides comprehensive guidance with regard to the development zones, including breaks between the zones, their juxtaposition, public realm minimum widths and public routes. Given the flexibility allowed by the horizontal parameter plan the code also includes a section on building lines so as to ensure appropriate and complementary alignment of street edges, building line continuity and definition of public realm. Further, the Design Code provides overarching guidance regarding building heights and massing with regard to such issues as separation and breaks between buildings at upper levels, distances between different uses and stepping of building masses. The code also identifies requirements with regard to access, servicing and basements and their interplay with ground levels so as to ensure active frontages. Furthermore, the Design Code provides specific guidance with regard to each development zone. Consequently, whilst the application is made in outline (other than for access), the code provides detailed guidance to inform future Reserved Matters and to deliver successful, considered and well detailed design and materials.
- 3.13 The phasing of delivery for the individual development plots will be determined by future market demand, both in terms of use and sequence of delivery, so it is not possible to give a definitive delivery sequence for the overall Masterplan at this time.
- 3.14 The application is also supported by the following statements and technical reports:
- Affordable Housing Statement
 - Air Quality Assessment
 - Arboricultural Impact Assessment
 - Daylight & Sunlight amenity impact statement
 - Design & Access Statement and Sustainability Statement
 - Design Code
 - Ecological Impact Assessment and Biodiversity Net Gain Assessment Report
 - Fire Statement
 - Flood Risk Assessment and Drainage Strategy
 - Geoenvironmental Desk Study Report and Coal Mining Risk Assessment.
 - Heritage Impact Assessment
 - Housing Need Assessment
 - Noise Impact Assessment
 - Planning Policy Statement

- Retail Sequential Assessment
- Statement of Community Involvement
- Transport Assessment
- Travel Plan
- Tree Survey
- Wind Assessment Report

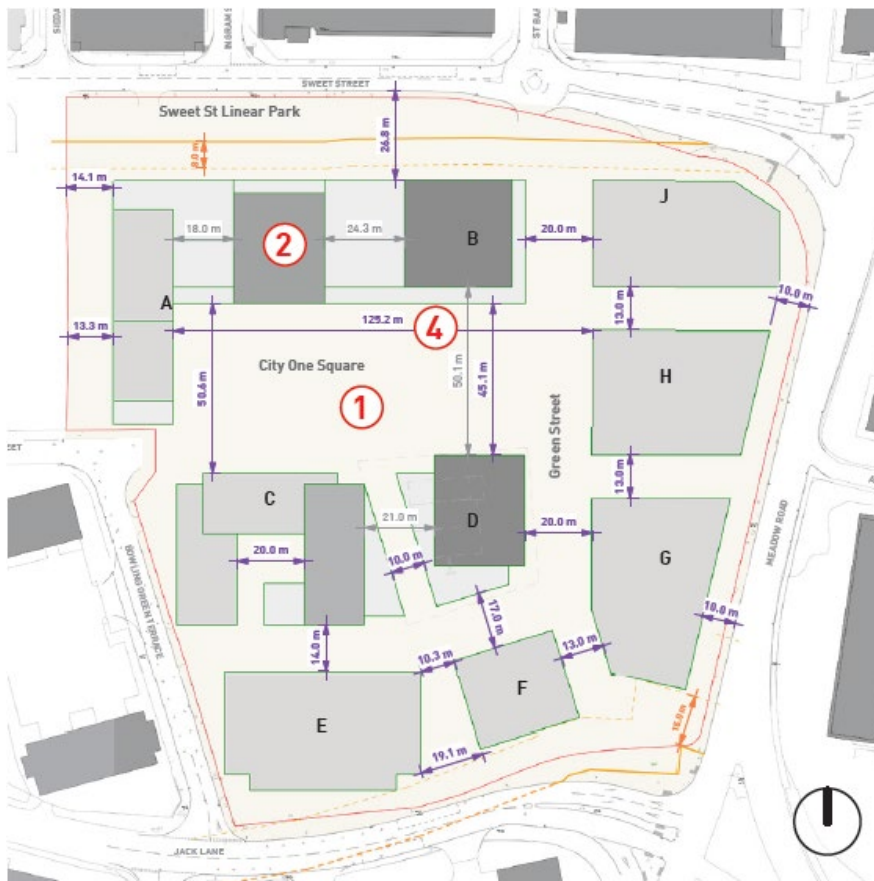
4.0 Relevant planning history

- 4.1 Outline planning permission for a 22 storey hotel and casino, offices, Use Class A1 and A3 floorspace and a multi-storey car park was granted on 20th January 2004 (20/476/02/OT) but not implemented.
- 4.2 Outline planning permission for 450 flats, offices, hotel, casino, transport hub and Use Class A1, A3, A4 and A5 floorspace in a multi-level development up to 40 storeys was granted on 19th September 2006 (20/517/04/OT). The scheme was not commenced.
- 4.3 Outline planning application for redevelopment for Use Classes B1, D2, C1, C3 (up to 296 residential units) and ancillary A1, A3, A4 and A5 uses, including associated works for formation of site access roads was granted on 12th April 2013. Building heights ranged up to 40 storeys but were predominantly circa 7-9 storeys (10/00923/OT). The scheme was not commenced.
- 4.4 Use of open areas of the site as a temporary car park (742 spaces) together with associated works and landscaping was approved on 16th March 2012 (11/05281/FU). The permission was renewed on 25th April 2017 (16/07820/FU) and the planning permission expired on 25th April 2022.
- 4.5 Trees on the northern and southern boundaries of the site are protected by Tree Preservation Order TPO 2021 (007).
- 4.6 The pre-application proposals were presented to City Plans Panel on 24th Feb 2022 (PREAPP/21/00324). A copy of the minutes of that meeting is attached at Appendix 1.
Key changes between the pre-application scheme and the current application proposals are illustrated in the images below:

Pre-application layout presentation to City Plans Panel



Current application proposed layout



4.7 Planning permission for enabling works on the site comprising the erection of site hoardings, temporary landscaping, earthworks, establishment of new Green Street north and south with a hardcore surface finish, surface water and foul water drainage, relocation of low-pressure gas main and live power supplies, demolition of the Halfords' building was approved on 22nd March 2023 (22/07121/FU). The permission which allows initial enabling works for the current, outline proposals, has not been implemented.

5.0 Public / local response

5.1 The application was advertised in the Yorkshire Evening Post on 5th August 2022 and site notices advertising the application were erected around the site on 9th August 2022. Following receipt of a revised wind report further site notices were erected around the site on 23rd January 2024. The following representations have been received:

5.2 Support

5.2.1 One person commented that the scheme represents a great proposal for some larger buildings in the area.

5.3 Objections

5.3.1 One person commented that Leeds needs more residential accommodation for sale, not to rent.

Response – the planning system does not seek to control the tenure of housing but seeks to maintain a supply of deliverable housing developments as a whole.

5.3.2 Jet2, who are located in Holiday House on the north side of Sweet Street opposite the site raise the following issues:

- there is significant potential for the tall buildings proposed to impact adversely upon daylight/sunlight levels on existing buildings to the north of Sweet Street, including Holiday House. Jet2 therefore objects to the lack of a Daylight/Sunlight Assessment accompanying the Application and considers the Council cannot reasonably assess the impact of the proposal and its compliance with policy without such an assessment. A Daylight/Sunlight Assessment should therefore be submitted and considered by the Council.

Response – whilst an initial sunpath study was provided in the Design and Access Statement primarily as an indication of the impact on public realm within the development this has been supplemented by a Daylight and Sunlight assessment which focused on the impact of the development upon residential accommodation in the vicinity of the site which is considered to be more sensitive to daylight and sunlight changes. Non-domestic buildings, such as those in office use, such as Holiday House are not considered to be sensitive receptors for planning purposes.

- the Wind Report appears to have been based on the minimum height parameters rather than the maximum. Jet2 considers that the Council cannot draw any conclusion about the potential adverse impact of the development and, in particular, whether safe wind conditions in and around the buildings and the

surrounding highway would be achieved, unless a Wind Report is prepared on the basis of maximum parameters.

Response – given that this is an outline application enabling a wide array of permutations the wind analysis has studied the impacts of the illustrative Masterplan as this is a deliverable scenario. It is not possible to fully develop the maximum parameters of each development zone given limitations within the Outline Development Schedule and the Design Code document. Ultimately, as detailed designs for buildings come forward in Reserved Matters applications, they will be supported by wind studies relating to the specific development proposed.

- the maximum number of parking spaces proposed (722) is significantly lower than the maximum provision which would be permitted by LCC having regard to the land use parameters. Jet2 note that the Council's Highways Team has stated that the applicant will need to present a detailed case for the number of parking spaces to be provided in any Reserved Matters Application and agree the quantum with LCC Highways. However, Jet2 retain a concern about the potential for pressure on car parking in the area and therefore consider that minimum parking parameters should be fixed at the outline stage.

Response - The site is in the City Centre core parking area where the car parking levels are set out as a maximum in the Transport SPD. The maximum level of parking permissible would be 2475 spaces, based on the maximum development parameters, but are proposing 722 spaces, which is 29% of the policy maximum.

Paragraph 441 of the Transport SPD states:

Within the Core and Fringe, the guidelines are stated as the maximum that would be permissible. Accordingly, there is no expectation that a minimum level of spaces should be provided, as long as it can be demonstrated that this would not result in detrimental problems on the local highway or for disabled users or residents of the development.

The Reserved Matters applications will need to demonstrate the proposed level of parking meets the needs of the development and would not cause a problem on the local highway, but there is no policy basis to insist on a minimum provision for general car parking.

- Jet2 comment that any revised documentation should be made publicly available and affected parties should be afforded sufficient time to review and comment on it.

Response – a revised wind study was submitted on 18th January 2024; revised design and access statement, design code and parameter plans on 6th February 2024, and a Daylight and Sunlight Amenity Impact Statement on 16th February 2024.

- Jet 2 is concerned about the impact of construction works upon its operations at Holiday House in terms of noise, dust and highways impact. Without prejudice to the points made above (and any further submissions) Jet2 would expect to see a Construction and Environmental Management Plan conditioned and properly enforced as an integral part of any planning permission, should it be granted.

Response – a condition requiring a construction management plan is proposed in the draft conditions (condition 14).

6.0 Consultation responses

6.1 Statutory

- 6.1.1 Coal Authority (CA) – having reviewed the submitted coal mining risk assessment CA suggest conditions to secure intrusive site investigations and to ensure that the site is, or has been made, safe and stable.

Response – conditions added (condition 12).

- 6.1.2 Environment Agency (EA) – the EA has no objection to the application. As the development could involve more vulnerable uses it is necessary for the application to pass the sequential test and be supported by a site specific flood risk assessment to demonstrate that the development will be safe for its lifetime. The EA also issued standing advice in respect of flood warning and emergency response, signing up for flood warnings and air quality.

Response – the site is allocated for a mixed use development, including residential development, in the Site Allocations Plan (MX1-20) such that a sequential test is not required at this stage. A flood risk assessment has been submitted which has been agreed by the Flood Risk Management team. Informatives are proposed in respect of flood warning and emergency response, signing up for flood warnings and air quality.

- 6.1.3 Historic England (HE) - in this case HE is not offering advice.

- 6.1.4 HSE (Fire) – has no comment to make at outline planning application stage. A condition is recommended requiring the submission of a satisfactory fire statement with any reserved matters application which the HSE should be consulted upon.

Response – condition added (condition 66).

- 6.1.5 HSE (Land Use Planning) – HSE do not advise against the granting of planning permission on safety grounds in respect of proximity to two major gas pipelines. However, the linear park should not provide facilities that would encourage people to gather in the space such as playgrounds or sports pitches.

Response – details of the layout and facilities to be provided within the linear park will be agreed through the Reserved Matters and condition discharge process. Play facilities are now proposed in City One Square.

- 6.1.6 LCC Highways – No objection subject to Conditions and section 106 Agreement, revised offsite-highway plans and satisfactory Stage 1 Road Safety Audit and Designer's response.

Accesses are agreed to and from the development for this outline application whilst the internal layout can be addressed at Reserved Matters stage. The stopping up of Trent Street and to have private roads through the development is not supported. If there is any realignment of Trent Street this must be done through S247 of the Town & Country Planning Act. Any statutory undertaker's equipment will need to be diverted or easements agreed with the relevant undertaker.

The internal roads should be built to adoptable standards and offered for adoption under Section 38 of the Highways Act. The speed limit for the proposed development should be 20mph in accordance with the Transport SPD. For the avoidance of doubt the cost of road markings, signage and appropriate speed limit Orders should be fully funded by the developer (inclusive of staff fees and legal costs). Any amendments to the existing highway e.g. at connection points for vehicular and/or footways will require a S278 agreement with the Council.

Adequate provision will be required for servicing and deliveries which will need to be set out in a Servicing and Delivery Management Plan. A detailed case for the number of parking spaces to be provided is required in any Reserved Matters application (in conjunction with the Travel Plan measures to support sustainable travel choices). In turn, the quantum of parking will need to be agreed. This will require a detailed car parking management plan, secured and approved by condition. Electric Vehicle Charging Points (EVCP) provision and Accessible Spaces will be required. Any basement or multi-storey car park included in the development will need to comply with the requirements set out in the Institution of Structural Engineers Car Park Design guidance document. Car Club spaces and cycle parking provision will need to accord with the Transport SPD.

The principle of wind mitigation measures in the highway, at Siddall Street and Ingram Street, is accepted in this instance, though wind monitoring is required as the development is built to ascertain if on-highway wind mitigation is actually required as indicated by the modelling. In addition, the highway layout along Sweet Street must maintain a 7.5m wide carriageway so as not to fetter delivery of any potential Highways and Transportation schemes along this corridor. A cycle route is now proposed within the site, but footway provision within the site may also be required.

The results of the trip generation assessment conclude that the increase in traffic flows associated with the development using the Consistent Approach trip rates can be accommodated satisfactorily. Nevertheless, the development will result in a direct impact on the operation of the Meadow Road Gyratory, confirming that a highway contribution is justified. Consequently, cumulative impact contributions, in line SAP site requirements, Transport SPD and with the emerging City Centre Transport Strategy and South Bank proposals, are required. These will be towards Holbeck Urban Village traffic management, streetscape and pedestrian improvements, and towards transport interventions for Meadow Lane, Victoria Road and Neville Street as part of the City Centre Package.

The estimated cost of improvements on all surrounding streets within the Holbeck Urban Village amount to £14.3 million. However, based on the walking route to the station southern entrance, the amount required is £927,700.

The City Centre Package (CCP) indicative costs are £78.8 million including Armley Gyratory. Based on the cumulative impact policy calculation, and proportionate to the estimated trip generation from the development, a contribution amounting to 2.07% of the CCP cost, excluding the Armley Gyratory, is required. Therefore, a contribution to the CCP of £761,614 is required.

Additionally, payment for the loss income due to the loss of any pay by phone/ P&D car parking spaces along Trent Street/ Bowling Green Terrace/ Jack Lane is required at a rate of £6,000 per space. Additionally, provision of space for a City Bikes docking station is required, along with a contribution of £32,000 for the provision. Amendments

to Traffic Regulation Orders are required to prevent loading on surrounding streets at a cost of £10,000.

Response – the suggested highway conditions with regard to visibility splays, vehicular access, cycle facilities, loading, laying out of vehicle space, car park and servicing management plan, highway condition survey, provision for contractors, off-site highway works, electric vehicle charging point provision and wayfinding are captured in the draft conditions (conditions 23-32). Obligations are identified in the draft section 106 agreement with regard to the suggested highway related contributions.

- 6.1.7 National Highways (formerly Highways England) – no objections to the application on the basis that conditions are attached to the planning permission to secure a construction traffic management plan and to control parking within the site.

Response – conditions added (conditions 14 and 29).

6.2 **Non-statutory**

- 6.2.1 LCC Children's Services – If the maximum number of apartments are delivered, comprising 960 two or three bedroom apartments a yield of approximately 48 primary pupils or 7 primary pupils per year group ($48 \div 7$) is predicted at this time. The proposed development is situated in the Holbeck primary planning area. The nearest primary schools to the proposed development are Lane End, Beeston Hill St Luke's and New Bewerley Primary Schools, with Lane End Primary School being located closest at approximately 0.3 miles (straight line distance) from the centre of the site. In total there are nine primary schools within 1 mile of the site. The nearest secondary school to the site is the Ruth Gorse Academy.

Current projected demand and available capacity in nearby schools and schools across the wider area indicates that there will be sufficient capacity available to meet an increase in demand for school places from the development.

- 6.2.2 LCC Climate and Energy - The Sustainability Strategy is found to be sound at this stage and needs to be supplemented with detailed energy statement, daylight - sunlight analysis, BREEAM Pre assessment report to assess compliance with EN1, EN2 and EN4 at the reserved matters stage. High level commentary on the Sustainable Design and Construction Supplementary Planning Document (SPD) and BREEAM Ene04 are satisfactory. These should be substantiated with details and evidence at the reserved matters stage. Overall, from an energy efficiency point of view, the aspirations by the developer for this scheme are commendable and it is hoped that they can fulfil these in the interests of sustainable development and the city's ambition for net zero.

Response – conditions added regarding requirements at Reserved Matters stage (conditions 63-64).

- 6.2.3 LCC Conservation – the key views demonstrate that the proposed outline development has the potential to sustain and enhance the significance of the Holbeck Conservation Area and provide further enhancements to the setting of nearby listed buildings including the grade II former Holbeck Library, Temple Works and the Commercial Inn.

Response – condition added regarding requirement for further assessment at Reserved Matters stage (condition 65).

- 6.2.4 LCC Contaminated Land Team - the proposed development includes sensitive end uses and numerous potentially contaminative former uses have been identified both on and in the vicinity of the site. The submitted desk study is acceptable. Conditions requiring an interpretative site investigation report are required. Depending on the outcome of the Phase 2 Report a Remediation Statement may also be required.

Response – conditions added (conditions 8-11).

- 6.2.5 LCC District Heating - Leeds PIPES network is not currently available in this part of the city centre. However, the council's vision for the network is highly ambitious, and it is anticipated that in the next 3 - 5 years the network will be extended to the South Bank and will be able to provide low carbon heat and/or hot water. It is also possible that there will be a standalone network available sooner. It is recommended that potential for connection to a network be explored thoroughly.

Response – further to Climate and Energy requirements a condition is added to secure future connections to the district heating network (condition 64).

- 6.2.6 LCC Environmental Health – Conditions recommended relating to sound insulation, external plant and extract ventilation, entertainment noise, noise mitigation scheme for Class E uses, deliveries and waste collection provision and hours of use, use of roof terraces, statement of construction practice.

Response – recommended conditions added (conditions 51-52).

- 6.2.7 LCC Environmental Studies (Air Quality) - there are no objections to this development with regard to local air quality. The air quality assessment submitted as part of the application indicates that air quality objective levels will not be exceeded at any relevant receptor locations (in this case residential dwellings) as a result of the development. However, a short-term monitoring survey undertaken as part of the assessment found that air quality at the site boundary along Meadow Road (A653) currently exceed the NO₂ annual objective level. Whilst emissions from vehicles are expected to improve over time through modernisation this will be offset to some extent at this particular location by forthcoming changes to the road network in the city centre which will significantly increase vehicle flows along Meadow Road. Therefore, should the layout of the site alter so that residential dwellings are located along the eastern boundary of the development plot further assessment of air quality will be required to ensure compliance.

The team support the recommendation made in the air quality report to assess the impact from vehicle trips associated with the development (car parks and construction traffic) within the Reserved Matters Application, once relevant traffic data are established.

The proposal is classified as a 'major' development for the purposes of the West Yorkshire Air Quality and Emissions Technical Planning Guidance (part of the West Yorkshire Low Emission Strategy). As such a cost damage calculation needs to be submitted to establish the appropriate level of mitigation required for the increase in vehicle emissions resulting from the scheme, including a list of costed mitigation measures equivalent to the damage costs associated with the development.

In relation to concerns from point sources it has been determined that the risk of dust and particulates during the demolition and construction works will not be significant at

sensitive receptors, subject to mitigation in accordance the IAQM guidance. Therefore, a condition is recommended to require dust mitigation measures to be implemented prior to works beginning on each phase and maintained for the duration of the development.

It is also stated that heating and hot water demand for the proposed development will likely be met through a combination of emission free plant equipment, namely air source heat pumps and PV. While these will not give rise to any on-site emissions at this stage it appears this is only a proposal. Therefore, should there subsequently be a combined heat and power combustion system a revised Air Quality assessment should be required to determine the impact on sensitive receptors.

Response – an obligation is identified in the draft section 106 agreement with regard to calculating and securing any damage costs and conditions added regarding dust mitigation and on-site emissions (condition 14).

- 6.2.8 LCC Environmental Studies (Transport) – the submitted Noise Impact Assessment identifies acceptable proposals for glazing and ventilation specifications to ensure that transportation noise is mitigated to acceptable levels throughout the development.

Response – condition added to secure the proposed glazing and ventilation specifications (condition 51).

- 6.2.9 LCC Flood Risk Management (FRM) – no objections subject to conditions with regard to sustainable drainage; undertaking the development in accordance with the submitted flood risk assessment; details and implementation of a foul drainage scheme; details of interim and temporary drainage measures; and details of non-adopted drainage features.

Response – conditions added (conditions 44-49).

- 6.2.10 LCC Influencing Travel Behaviour (ITB) – the submitted travel plan meets the travel plan criteria. The Travel Plan should be included in the Section 106 Agreement along with the following:

- a) Leeds City Council Travel Plan Review fee of £27,012, subject to an annual increase in April each year in line with general income inflation.
- b) Provision of 2 Leeds City Council Car Club provider parking spaces (with EV Charge Points and a short stay cycle space (Sheffield stand) must be provided adjacent to the car club spaces).
- c) Provision of a Residential Travel Plan Fund of £492,312.75, of which £146,375 is to be expended on Leeds City Council Car Club free trial membership and usage package.

Conditions should cover cycle parking, motorcycle parking, car share spaces, showers, electric vehicle charging points.

Response – the obligations are identified in the draft section 106 agreement and the suggested conditions added (conditions 25-26).

- 6.2.11 LCC Landscape - the submitted Arboricultural Method Statement is acceptable and the illustrative layout is accepted subject to conditions and full details being provided. The detailed design will be reviewed at Reserved Matters and should include play facilities within the proposals.

Response – several landscape conditions added (conditions 34-39).

- 6.2.12 LCC Nature Conservation – the development would result in a net loss of biodiversity units and, to off-set this loss and provide a 10% gain, along with the provision of on-site habitat units a commuted sum contribution of £51,250 should be paid for delivery of off-site units. Conditions are also required with regard to the agreement of a Biodiversity Enhancement and Management Plan (BEMP); provision of a Biodiversity Monitoring Programme and Monitoring Report; the design and provision of brown and biodiverse green roofs; and provision of integral bat roosting and bird nesting features.

Response – a clause requiring the commuted sum has been inserted into the draft section 106 agreement and the relevant conditions included in the draft conditions (conditions 16-18).

- 6.2.13 Northern Gas Networks (NGN) – NGN are concerned about the resulting large population which will eventually occupy the locality, once this proposal comes to fruition. This aspect is further exacerbated by virtue of the fact that adjacent plots are now being put forward for large development proposals.

NGN is obliged to comply with the applicable regulatory regime and also, with the recognised overseeing industry standards as they apply to High Pressure Gas Transmission pipelines. In particular, the Institution of Gas Engineers and Managers (IGEM) publish industry standards. IGEM TD 1 precludes the laying (and subsequent operation) of such gas pipelines, in central areas of towns or cities, with high population density resulting from a combination of multi-story buildings, hospitals, major transport hubs, public meeting places etc..

From the outset NGN has been concerned that, the proposed development at this location in Leeds will place NGN in an untenable position, given the route of the pipelines through the development area. It has recently been confirmed by IGEM that the construction of City One would mean that NGN would be contravening its industry standard, should it continue to operate the 2 pipelines in question at their current maximum pressure.

Whilst HSE do not advise against this development, the narrow consultation distances and the methodology utilised by HSE in assessing the proposal, only addresses the periphery of the development plans and hence is not a holistic approach. NGN have regular interactions with the HSE and NGN are sure that they would want an explanation as to why NGN was operating the HP pipelines outside the accepted Industry Recommendations.

Additionally, in the event that there is an incident involving one of these assets and a catastrophic gas release occurs, the likely ensuing devastation and number of casualties would clearly be unacceptable. NGN is responsible for maintaining and operating its network in a safe manner pursuant to the Pipeline Safety Regulations 1996 and its Safety Case, amongst other requirements, and the HSE would be duty bound to investigate and if necessary, prosecute NGN if it judged that NGN had breached these requirements, notwithstanding the fact (the HSE), does not object to the development proposal.

Given the significant costs that NGN would incur in downrating the pipelines and reinforcing the wider gas network in order to compensate for the resulting reduction in

the operating capacity NGN maintains its objections to the application on safety grounds.

Response - the 2 high pressure pipelines in question are located along the northern and southern edges of the site and are instrumental in providing bulk gas supplies to Leeds and the wider West Yorkshire gas network. HSE has confirmed that their advice (in not objecting to the proposal) does not override concerns raised by NGN as the pipeline operators need to show compliance with the health and safety duties on the operator.

Whilst NGN objected to the previous application on the site and also to the more recent application on land south of Sweet Street West (22/04400/FU), it has previously been concluded, on balance, that the desirability of higher density developments in a highly accessible and sustainable location should take priority.

Both the City One and land south of Sweet Street West sites are allocated in the SAP for mixed use development and significant development is also planned in the wider South Bank area. The proposed residential-led mixed use development involves high densities to make efficient use of land and in so doing to make a major contribution towards housing delivery in this sustainable location so as to accord with CS policies SP1, SP3, CC2 and H3. Recognising that downrating, diverting or reinforcing the two pipelines would be a significant, costly and lengthy exercise it is suggested that a strategic response to gas infrastructure improvements could be warranted. Planning Policy Officers have commenced discussion with NGN on this basis albeit it is recognised that such a process could take a protracted period to conclude. Additionally, NGN could also seek funding for downrating, diverting or reinforcing works from the regulator. Such an approach reflects the long-held principle that local planning authorities should not duplicate the function of other regulatory bodies or controls.

- 6.2.14 Tobermory (Peer Wind Review) - there are no concerns over the modelling approach which uses a mixture of CFD and Wind Tunnel modelling to examine the wind conditions across the site and its surroundings.

Analysis of the conditions for the current site shows that there is an existing, offsite wind safety exceedance in the roadway near the junction of Siddall Street and Sweet Street north-west of the site. Winds exceed 15m/s for 4 hours a year, against a threshold value of 2. Wind speeds are also strong at the end of Ingram Street but exceed 15m/s for just 1 hr/yr and thus are below the adopted Lawson threshold. The CFD modelling provides a clear demonstration of the cause of the windiness in Siddall St and Ingram St. For winds blowing from the south through to the west, the air is channelled down the streets, causing localised spots of wind acceleration that exceed the Lawson safety limit.

On construction of the full Illustrative Masterplan in the existing surrounds, conditions generally become windier across the site and in the surrounding area. Wind safety exceedances are generated at six different locations on-site, and conditions are worsened off-site, to the north: winds exceed 15m/s for up to 8 hrs/yr at the end of Siddall St and 6 hrs/yr in Ingram St. The off-site deterioration occurs because more of the wind is deflected north of the site, and therefore blows towards Siddall St and Ingram St, causing wind acceleration in those areas.

The construction of the cumulative surrounds results in a slight calming of the wind conditions across and around the site, probably mainly due to the large Sweet Street

West Development (22/04400/FU) which lies to the west of the site and provides significant blockage against the prevailing winds. This removes safety exceedances in Siddall St and at one of the on-site locations. Safety exceedances remain in Ingram St and at five locations on-site.

The analysis has demonstrated that wind mitigation measures are needed, in order to remove on-site and off-site wind safety and wind comfort exceedances. A comprehensive campaign of CFD modelling and wind tunnel testing was performed by the Applicant's modellers (Buro Happold initially, and then ArcAero in a follow-up campaign), in order to identify the most effective measures for controlling the on-site and off-site wind conditions. A wide range of measures was tested, included changes to the building shapes and massing, removal of one or more buildings, and addition of screens, canopies and other devices.

The final chosen scheme comprises a set of baffles and porous screens in the northern half of the site, all at ground level, as well as adjustments to the building shapes, locations and massing. The scheme also requires a number of off-site measures, in order to control the wind speed in Siddall St and Ingram St. The majority of these are at the side of the carriageway, at the end of Siddall St, and these have been the focus of considerable discussion between the Applicant and LCC.

The impact of the proposed measures is significant in the existing surrounds scenario. All of the onsite safety exceedances are removed; the frequency of exceedance in the existing off-site safety exceedance location is reduced from 4 to 3 hours per year (against a threshold of 2 hrs/yr); and conditions remain safe in Ingram St. There is therefore just one residual safety exceedance left, and the size and duration of this exceedance is judged to be minor and better than the existing conditions.

Turning to wind comfort, the results for the existing scenario (with wind mitigation) show that conditions are generally acceptable in the thoroughfares, building entrances and amenity spaces, with the following exceptions:

- Worst season conditions on the onsite thoroughfares between blocks B&J and A1&C are just into the "uncomfortable" category, and so will feel windy for pedestrians. The exceedance is minor, but this will need to be addressed in the Reserved Matters phase for the buildings.
- Comfort conditions are one category too high at the main entrance to block E. Whilst the exceedance is again minor, this will also require assessment at Reserved Matters stage.
- Summer comfort conditions are one category too high in the SE part of the outdoor seating area, to the S of blocks A2 & B. The modellers note, however, that trees have been omitted from the modelling, and that these are likely to calm wind speeds in the seating area, and therefore make the comfort conditions suitable. This is accepted.
- Summer comfort conditions are two to three categories too high in the raised terrace (amenity space) between blocks A2 and B, and this space will therefore require careful consideration and further mitigation in order to make it suitable for use. The report discusses a range of potential measures (parapets, pergolas, screens and landscaping), but the details of this will be determined at Reserved Matters stage.

There is no data provided for the proposed masterplan with mitigation in cumulative surrounds, but the earlier findings are expected to be replicated, namely that there will

be a slight calming of the wind conditions across and around the site, and that the residual safety exceedance in Siddal St would be removed.

Conclusions

The wind assessment has demonstrated that implementation of the Illustrative Masterplan design for the Development would result in broadly acceptable wind conditions across the site and its surroundings, provided that a range of on-site and off-site wind mitigation measures are implemented. These measures are necessary to remove wind safety exceedances from six on-site locations and one off-site location in Ingram Street. However, they cannot fully control the existing wind safety exceedance in Siddall Street, which remains in place, albeit with a reduced duration (3 hrs/yr, compared to 4 hrs/yr in the existing scenario and a threshold of 2 hrs/yr) and a smaller footprint. There are also a small number wind comfort exceedances that will need addressing at Reserved Matters stage for each building.

Overall, given the challenging nature of the wind conditions at the site, the proposed Illustrative Masterplan and wind mitigation scheme seems to provide an acceptable wind environment, and there is no obvious way for the scheme to be improved significantly, providing that the proposed mitigation measures are acceptable to LCC and that the comfort exceedances are addressed at Reserved Matters stage.

Response – condition added (condition 70).

- 6.2.15 West Yorkshire Archaeology Advisory Service - there are no currently or significant archaeological issues apparent or associated with the application site which appears to have comprised terraced housing from before 1850 until the mid-20th century. These dwellings were demolished by 1948 and the site redeveloped. The site does not require further archaeological investigation.
- 6.2.16 West Yorkshire Combined Authority - The Combined Authority and the Leeds City Region Enterprise Partnership (LEP) have a shared economic vision for economic growth throughout West Yorkshire. Since 2016, our Strategic Economic Plan (SEP) has set out our priorities for growth and development. The Strategic Economic Framework (SEF) now builds on the SEP, to provide the context for investment and decision making in the future. The Combined Authority is also responsible for the West Yorkshire Transport Strategy (WYTS), which now sits within the SEF.

The aim of the SEF in relation to planning is 'to develop complementary spatial plans that collectively reflect a shared ambition to tackle the climate emergency, achieve inclusive growth and well-designed places, and to support delivery of this growth through investment in an active portfolio of strategic sites'.

To achieve the region's ambitions to reduce carbon emissions, improve air quality and address the climate emergency, new developments play an important role in shaping places that are not car dominated and offer alternatives such as high-quality bus services and rail connectivity, as well as active travel modes where possible.

To encourage use of the public transport services available, the developer should contribute to Leeds' Residential Travel Plan Fund. This should be secured through a Section 106 agreement.

Response – the Residential Travel Plan Fund provision will be secured by the section 106 agreement.

6.2.17 Yorkshire Water (YW) - There are water mains that cross the site. The 76.2mm and 101.6mm mains can be abandoned with end Wash outs installed in the highway near the boundary of the new development. The 450mm main will require trial holes to ascertain if the new development buildings are the above stand-off distance of 5 metres from the centre-line of the asset. It may be possible for the main to be diverted under s185 of the Water Industry Act 1991 although these works would be carried out at the developer's expense and may be prohibitive. A supply can be made available. Any supply issues can be resolved under the provisions of the WI Act 1991. Due to the height of the new development it is recommended that internal storage and pumps are installed to provide sufficient pressure to all levels off the new buildings. Conditions recommended in respect of water supply and waste water.

Response – The parameter plans identify the easements around the site. The recommended conditions are added (conditions 42-47).

7.0 Policy

7.1 Development Plan

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

- The Leeds Core Strategy 2014 (as amended by the Core Strategy Selective Review 2019)
- Saved UDP Policies (2006), included as Appendix 1 of the Core Strategy
- The Natural Resources & Waste Local Plan (as amended) (Adopted September 2015)
- Site Allocations Plan (as amended) (Adopted 2024)
- Holbeck Neighbourhood Plan (2014)

7.2 Leeds Core Strategy (CS)

7.2.1 The Core Strategy sets out the strategic level policies and vision to guide the delivery of development and the overall future of the district. 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. (iv) Prioritises new office, retail, service, leisure and cultural facilities in Leeds City Centre.
- 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 (i) promoting the City Centre's role as the regional capital for major new retail, leisure, hotel, culture and office development; and (iv) Comprehensively planning the redevelopment and re-use of vacant and under-used sites and buildings for mixed use development and new areas of public space.
- Spatial Policy 8 supports a competitive local economy through (ii) enterprise and innovation in...housing, leisure and tourism; (iii) Job retention and creation, promoting the need for a skilled workforce, educational attainment and reducing

barriers to employment opportunities; and (vii) developing the City Centre as the core location for new retail, office and other town centre uses.

- Spatial Policy 11 includes a priority related to improved facilities for pedestrians to promote safety and accessibility and provision for people with impaired mobility.
- Policy CC1 outlines the planned growth within the City Centre. Part B encourages residential development, providing that it does not prejudice town centre functions and provides a reasonable level of amenity for occupiers. Part G supports town centre uses within the City Centre boundary.
- 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, residential and leisure uses.
- 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 within the City Centre.
- Policy H3 states that housing development should meet or exceed 65 dwellings per hectare in the City Centre.
- Policy H4 states that developments should include an appropriate mix of dwelling types and sizes to address needs measured over the long-term taking into account the nature of the development and character of the location.
- Policy H5 identifies affordable housing requirements.
- Policy H8 states developments of more than 49 dwellings should include support for Independent Living.
- Policy H9 refers to minimum space standards in new dwellings.
- Policy H10 identifies accessible housing standards.
- Policy EC3 safeguards existing employment land, stating that the change of use on sites which were last used or allocated for employment to other economic development uses will only be permitted where the proposal would not result in the loss of a deliverable employment site necessary to meet employment needs or existing buildings and land are considered to be non-viable or the proposal will deliver a mixed-use development which continues to provide a range of employment opportunities.
- 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 and its settings will be conserved, particularly those elements which help to give Leeds its distinct identity.
- Policy P12 states that landscapes, including their historical and cultural significance, will be conserved and enhanced.
- Policies T1 and T2 identify transport management and accessibility requirements to ensure new development is adequately served by highways and public transport, and with safe and secure access for pedestrians, cyclists and people with impaired mobility.
- Policy G5(iii) requires mixed use development on sites over 0.5 hectares in the City Centre to provide the greater area of either 20% of the total site area, or a minimum of 0.41 hectares per 1,000 population of open space.
- Policy G9 states that development will need to demonstrate biodiversity improvements.
- 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 EN4 states that where technically viable major developments should connect to district heating networks.
- Policy EN5 identifies requirements to manage flood risk.

- Policy EN8 identifies electric vehicle charging infrastructure requirements.
- Policy ID2 outlines the Council's approach to planning obligations and developer contributions.

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

7.3.1 Relevant Saved Policies include:

- Policy GP5 states that all relevant planning considerations are to be resolved.
- Policy BD2 requires that new buildings complement and enhance existing skylines, vistas and landmarks.
- Policy BD4 relates to provision for all mechanical plant on and servicing of new developments.
- Policy BD5 requires new buildings to consider both amenity for their own occupants and that of their surroundings including usable space, privacy and satisfactory daylight and sunlight.
- Policy LD1 sets out criteria for landscape schemes.
- Policy N19 requires new buildings adjacent to conservation areas to preserve or enhance the character or appearance of the relevant areas.
- Policy N25 boundary treatments

7.4 **Natural Resources & Waste Local Plan (NRWLP)**

7.4.1 The NRWLP sets out where land is needed to enable the City to manage resources, like trees, minerals, waste and water and identifies specific actions which will help use the natural resources in a more efficient way.

7.4.2 Relevant policies include:

- 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.
- Water 1 requires water efficiency, including incorporation of sustainable drainage
- Water 4 requires the consideration of flood risk issues
- Water 6 requires flood risk assessments.
- Water 7 requires development not to increase surface water run-off and to introduce SUDS where feasible.
- Land 1 requires consideration of land contamination issues.
- Land 2 requires that development conserves trees where possible.

7.5 **Site Allocations Plan (SAP)**

7.5.1 The majority of the site is allocated for mixed use development (MX1-20) identifying a site capacity of 296 residential units and 95,570sqm of office space (directly referencing planning permission 10/00923/OT). The north-west corner of the site is unallocated.

7.6 **Holbeck Neighbourhood Plan (HNP)**

7.6.1 The site lies in the north-east corner of the HNP area. The primary vision of the HNP is to make Holbeck a more attractive and healthier place for everyone with a thriving local centre including a range of community facilities, a choice of quality but affordable housing, a variety of local job opportunities, all set in a green environment, respecting

the heritage and local character of the area, and well connected to the City Centre and adjoining neighbourhoods.

- 7.6.2 The provision of affordable housing on site is particularly encouraged though where a contribution is justified this should be made within the HNP area (H1). Single bedrooms and larger family houses should be prioritised (H2). In the area south of Sweet Street there are mixed use opportunities for residential, employment and local service uses. Any development should seek to achieve a high-quality environment and public realm (H4). Pedestrian and cycle links which facilitate safe and easy movement to the remainder of Holbeck; a local green corridor, building entrances and active frontages along Sweet Street are encouraged (H5).
- 7.6.3 Commercial development should include secured by design principles and provide suitable landscape treatment including trees (E3). Development alongside proposed local green corridors should include the provision of greenspace and/or planting appropriate to the scale of development including street trees, safe cycling routes and footpaths (G1). LGC4 identifies land alongside the south side of Sweet Street as such a corridor. New development should enhance the public realm, where appropriate increasing tree cover. Development proposals should demonstrate how building design and landscape proposals contribute to the quality of its wider setting (G4). Any new building should aim to achieve excellence in design, reducing reliance on non-renewable resources and recognising and enhancing local distinctiveness and character (HC7). New development should give priority to pedestrian routes and cycleways including from Holbeck Moor Road to Meadow Road (T1). Development should include measures to reduce air pollution including a reduction in vehicle traffic generation (T2). Development of residential areas should include measures to enable easy and safe use by pedestrians, cyclists and those with impaired mobility (T3).

Other material considerations

7.7 National Planning Policy Framework (NPPF)

- 7.7.1 The NPPF was updated in December 2023. Paragraph 11 states that decisions should apply a presumption in favour of sustainable development. Permission should be granted unless the application of policies in the Framework provides a clear reason for refusing the development; or any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the Framework as a whole.
- 7.7.2 Chapter 5 identifies guidance for the delivery of a sufficient supply of homes.
- 7.7.3 Chapter 6 references the benefits of a strong, competitive economy. Planning decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development.
- 7.7.4 Chapter 7 relates to measures to ensure the vitality of town centres stating that decisions should support the role that town centres play by taking a positive approach to their growth, management and adaptation. A suitable mix of uses should be allowed recognising that residential development often plays an important role in ensuring the vitality of centres.

- 7.7.5 Chapter 8 promotes healthy and safe communities aiming to achieve healthy, inclusive and safe places. Decisions should promote social interaction, for example through mixed use developments; should be safe and accessible; and enable and support healthy lifestyles (paragraph 96). Decisions should promote public safety and take into account wider security requirements (paragraph 101).
- 7.7.6 Chapter 9 identifies measures to promote sustainable transport. Paragraph 109 prescribes, for the purpose of promoting sustainable transport, that significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. Paragraph 110 states that appropriate opportunities to promote sustainable transport modes should be taken up; safe and suitable access provided for all users; and any significant impacts on the highway mitigated. Paragraph 116 identifies that priority should be given to pedestrian and cycle movements; the needs of people with disabilities and reduced mobility addressed; creation of safe, secure and attractive spaces; allow for the efficient delivery of goods; and be designed to enable use by sustainable vehicles.
- 7.7.7 Chapter 11 promotes the effective use of land in meeting the need for homes and other uses. Decisions should give substantial weight to the value of using suitable brownfield land and promote and support the development of under-utilised land and buildings (paragraph 124). Local planning authorities should take a positive approach to applications for alternative uses of land which is currently developed but not allocated for a specific purpose in plans, where this would help to meet identified development needs. In particular, they should support proposals to use retail and employment land for homes in areas of high housing demand (paragraph 127).
- 7.7.8 Planning decisions should support development that makes efficient use of land taking account of the need for different forms of development and the availability of land suitable for accommodating it; local market conditions and viability; the capacity of infrastructure and services; the desirability of maintaining an area's character or of promoting regeneration and change; and the importance of securing well-designed places (paragraph 128).
- 7.7.9 Chapter 12 identifies the importance of well-designed places and the need for a consistent and high quality standard of design. Paragraph 135 states that decisions should ensure that developments:
- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
 - b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
 - c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
 - d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
 - e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
 - f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where

crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

- 7.7.10 Paragraph 136 states that trees make an important contribution to the character and quality of urban environments and can also help mitigate and adapt to climate change. Planning policies and decisions should ensure that new streets are tree-lined, that opportunities are taken to incorporate trees elsewhere in developments (such as parks and community orchards), that appropriate measures are in place to secure the long-term maintenance of newly-planted trees, and that existing trees are retained wherever possible.
- 7.7.11 Chapter 14 identifies the approach to meeting the climate change challenge. The planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change. It should help to: shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; encourage the reuse of existing resources, including the conversion of existing buildings; and support renewable and low carbon energy and associated infrastructure (paragraph 157). New development should avoid increased vulnerability to the range of impacts arising from climate change and should be planned so as to help reduce greenhouse gas emissions, such as through its location, orientation and design (paragraph 159).
- 7.7.12 Chapter 15 identifies guidelines for conserving and enhancing the natural environment. Paragraph 180(b) states the natural and local environment should be contributed to and enhanced by recognising the benefits of trees and woodlands. Paragraph 180(e) states that new and existing development should not be put at unacceptable risk or be adversely affected by unacceptable levels of soil, air, water or noise pollution. Paragraph 189 states decisions should ensure that a site is suitable for its proposed use taking account of contamination. Paragraph 191 states new development should be appropriate to its location taking account of the likely effects of pollution on health and living conditions; and that potential adverse effects of noise be mitigated.
- 7.7.13 Chapter 16 refers to the historic environment. Paragraph 203 states that:

In determining applications, local planning authorities should take account of:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) the desirability of new development making a positive contribution to local character and distinctiveness

Paragraph 205 states that:

When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

7.8 **Planning practice guidance (PPG)**

7.8.1 Guidance including air quality, climate change, design, effective use of land, fire safety, flood risk, healthy and safe communities, historic environment, land affected by contamination, natural environment, noise, renewable and low carbon energy, travel plans and transport assessments, tree preservation orders, and water supply.

7.9 **Supplementary guidance**

- Accessible Leeds SPD
- Building for Tomorrow Today: Sustainable Design and Construction SPD
- Neighbourhoods for Living SPG
- City Centre Urban Design Strategy SPD
- South Bank Regeneration Framework SPD
- Tall Buildings Design Guide SPD
- Transport SPD
- Connecting Leeds Transport Strategy
- Air Quality and Emissions Technical Planning Guidance (West Yorkshire Low Emissions Group)

7.10 **Other Relevant Legislation**

Whilst the site is not in a conservation area S66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 reads:

“In considering whether to grant planning permission [or permission in principle] for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”

8.0 **Issues**

- Principle of the development
- Townscape, design and heritage
- Landscape, public realm and biodiversity
- Transport and connectivity
- Housing and residential amenity
- Accessibility, equality and inclusion
- Sustainability and Climate Change
- Wind environment
- Flood Risk
- Safety and security
- Planning Obligations and CIL

9.0 **Appraisal**

9.1 Principle of the development

9.1.1 Much of the City One site has been vacant, brownfield, land for some time and has been the subject of a series of planning permissions for mixed use redevelopment, none of which have been implemented. The HNP identifies that the area south of Sweet Street, including the application site, presents opportunities for residential and employment uses. Whilst the SAP allocation does not extend to the full extent of the site, the majority of the site is allocated for mixed use development (MX1-20) identifying a site capacity of 296 residential units and 95,570sqm of office space

(directly referencing planning permission 10/00923/OT). However, the capacities identified in the SAP are indicative, acknowledging that the scale of uses identified in planning applications may be higher or lower and applications will be judged on their own merits against other material considerations.

- 9.1.2 Although the outline parameters allow for flexibility, the current proposals involve a significantly greater amount of residential development than envisaged by the SAP and a reduced amount of office space. However, this is not a concern from a planning policy perspective. The site is brownfield and located in a sustainable location within the designated City Centre. The site area is also larger than the SAP allocation, allowing for additional development. The proposed development would bring forward a mix of uses as identified at paragraph 3.11 to create a dynamic and socially sustainable environment which would align with the overall spatial strategy set out in CS policy SP1, the role of the City Centre set out in CS policy SP3, and CS policy CC2 which states that the areas of development opportunity south of the river will be prioritised for town centre uses so as to better integrate with the north half of the City Centre. Further, CS policy CC1(b) encourages residential development in City Centre locations and CS policy CC2 states that there is substantial opportunity for residential development in this area. The development would deliver up to 1,925 residential apartments which would represent a significant contribution towards the Core Strategy's aim to provide 10,200 new homes within the City Centre over the plan period.
- 9.1.3 The development could also deliver up to 70,000sqm of office space. Whilst less than the SAP allocation this would be a significant contribution to meeting the growth target of at least 655,000sqm of office floorspace within the City Centre identified by CS policy CC1. At the same time, the provision of office development in this location would accord with a raft of other policies including CS spatial strategies 2 and 3 which direct office development to City Centre locations and CS policy CC2 which prioritises City Centre South for town centre uses, particularly large-scale office development.
- 9.1.4 The Outline Development Schedule envisages the delivery of a hotel (up to 450 beds) within the development. In addition to contributing to the mix of uses and adding additional vitality and vibrancy to the streets such a use would support and enhance the local economy (CS policies CC1 and SP8). Similarly, between 1,000-2,850sqm of ground floor Use Class E(a-g) floorspace is proposed. Such uses, such as shops, restaurants, financial and professional services, indoor sport and recreation, medical or health services and children's nurseries would both support the development itself, provide a range of local employment opportunities, and contribute towards the creation of a vibrant community in the area.
- 9.1.5 Up to 1,475sqm of the Use Class E(a-g) could be in Use Class E(a) retail with single units limited to 465sqm.. A sequential assessment has been submitted with the application which reviews alternative sites within and on the edge of the Primary Shopping Quarter, as well as the Great George Street, New Dock and Wellington Street Local Centres. The assessment identifies three available units within the Primary Shopping Quarter of an equivalent size to the largest retail units enabled in the application which, if considered together, would provide the maximum 1,475sqm retail floorspace sought. However, it is inappropriate to separate elements of a scheme on the basis that they are part of a holistic neighbourhood development, with the commercial units intended to operate primarily for the benefit of the future residents, visitors and workers. The available units are also not located together, and form part of the established retail centre, and it is concluded that it would not be reasonable to expect to deliver the comprehensive mixed use development proposed

with these units (and that the land assembly required would likely impact on the role of existing units in this area). Consequently, these units are discounted as reasonable alternatives.

9.1.6 The LGI site allocation (MX2-15) which sits on the edge of the Primary Shopping Quarter is also considered in the sequential assessment. However, this site is discounted on the basis that part of the site is intended for a new healthcare and the retention of the Grade I Listed Buildings on the site would result in insufficient remaining land to accommodate the development as a whole, and also because the site is currently in active healthcare use and not currently available for redevelopment. No other suitably sized available sites or vacant units are identified in the nearby Local Convenience Centres, and no other centres lie within the 5 minute drive time. On this basis, it is concluded that there are no sequentially preferable sites that are suitable and available to accommodate the proposed development. As such, the sequential assessment is passed.

9.1.7 In summary, the outline proposals identify a mixed-use redevelopment and re-use of a largely vacant and under-utilised site at a key gateway into the City Centre. The proposals would make more effective use of this brownfield site and in doing so provide both a significant amount of housing in a sustainable location and provide employment opportunities for people living in nearby communities and beyond. The principle of the development therefore accords with the Development Plan as a whole and the NPPF.

9.2 Townscape, design and heritage considerations

9.2.1 The current appearance of the site with boundary and advertising hoardings, palisade fencing, boarded up buildings, a large substation and cleared expanses of land detracts from the wider townscape. The retained trees and soft landscaping represent the only positive features at this key southern gateway into the City Centre. The southern extent of Holbeck Conservation Area is located 120m to the west. The conservation area includes a number of listed buildings whilst the Grade II listed former Holbeck Library is situated 150m to the west. Given the proximity of the site to these assets, special regard needs to be paid to the desirability of preserving the setting of the listed buildings and special attention needs to be paid to the desirability of preserving or enhancing the character or appearance of the conservation area.

9.2.2 Recognising this context and pivotal location, the majority of the site was identified as part of a Prestige Development Area in the UDPR where large scale developments were encouraged to reflect the importance of these locations at the entrance to the City Centre. Following on from this designation the Tall Buildings SPD identified the area to the south and east of Bridgewater Place, including the City One site, as being part of a gateway area where there is an opportunity for a cluster of tall buildings. These designations are reflected in a series of planning permissions which have included tall buildings on the site. Most recently, outline planning permission was granted for buildings ranging up to 40 storeys on the site (10/00923/OT) albeit none of the schemes has been implemented.

9.2.3 As noted, the Parameter Plans provide a flexible framework for future comprehensive development of the site within agreed parameters. The Parameter Plans allow for change but ensure that the essential components and character of place remain. In response to City Plans Panel comments at pre-application stage the focus of the scheme is now based upon the provision of a significant area of greenspace close to the heart of the development with surrounding building zones dissected by a series of

interconnected and diverse spaces and pedestrian routes. A green amenity space along the Sweet Street frontage would reflect the allocation (LGC4) as a green corridor in the HNP. Such routes and spaces across the site would reinforce north-south routes to the City Centre and towards Holbeck to the south, whilst east-west routes would improve connectivity from the emerging Temple area to the west and Leeds South Bank to the east.

9.2.4 Alongside these spaces and routes, consideration of the juxtaposition of the site in relation to the City Centre and the southern gateway, existing buildings to the north of Sweet Street and the highway infrastructure to the east has helped to inform the placement of buildings and uses. Sunlight and daylight considerations, as well as the prevailing westerly and south westerly winds, have also been recognised and acknowledged in developing the masterplan.

9.2.5 Given the parameters allow flexibility with regard to layout, scale, appearance and landscaping, a multitude of potential development compositions are possible, albeit carefully controlled by reference to the Design Code document. Consequently, for illustrative purposes, a scheme has been developed which is indicative of what could be brought forward in accordance with the parameters.

9.2.6 The illustrative masterplan illustrates a scheme comprising approximately 1,470 residential units, 48,000sqm of office space, a 220 bedroom hotel, a travel hub and undercroft parking providing 600 spaces and areas of public realm. As it may not be possible to relocate the substation the masterplan takes into consideration and provides options both for its retention and also for its redevelopment.

9.2.7 The illustrative masterplan identifies the following arrangement of buildings, spaces and uses:

- A linear park along the Sweet Street frontage 25m in depth and 130m in length. The space would provide wide footpaths to draw people into the development. A route would also be provided across the frontage for service vehicles. Existing trees, protected by TPO, would be retained and supplemented. The scale of the space would be designed to accommodate formal and informal seating though the presence of the gas pipe beneath the space prevents the provision of formal play areas in this area. City One Terrace would primarily be a landscaped pedestrian route running along the north-west boundary to the west of Block A1 linking Bowling Green Terrace with Sweet Street and Siddall Street beyond.
- Along Sweet Street, a common building line is formed set back beyond the linear park. Block A1, in the north-west corner, would extend between Bowling Green Terrace and the linear park. The residential building would comprise 15 storeys with lower shoulders at the northern and southern flanks. The building would be located a minimum of 14m from the site boundary so as not to prejudice future development of the site to the west. Block A2 would be positioned in a central position on the southern edge of the linear park. It would rise up to 30 storeys. A north-south pedestrian route would be provided between Blocks A1 and A2 to link City One Square with the linear park. To the east of Block A2, beyond a rooftop private amenity space, Block B would complete the run of buildings fronting the linear park and, responding to its pivotal location at the entrance to the site from Sweet Street, would be a gateway marker rising up to 40 storeys.
- A lower datum line has been developed for any buildings excluding the tall buildings fronting the linear park so as to relate to the existing developments to the north of Sweet Street.

- City One Square would be a large expanse of greenspace to the east and south of Block A. Excluding peripheral landscaped beds, paths and vehicular routes the lawned space would be 90m x 23m, albeit when extended to the building edges surrounding the square it would measure 125m x 50m. Much of the space would sit over a basement car park. The body of the square would be an extensive lawned area with tree planting around the periphery. Children's play facilities would be incorporated within the space itself and along its southern edge. A colonnaded walkway running at the base of buildings on the northern side of the square would abut commercial units which could have seating areas spilling out into the greenspace.
- Block C would comprise a group of 3 linked buildings located to the south-east of the junction of Trent Street and Bowling Green Terrace. The block is split into three linear forms that increase in height from west to east (24 storeys), with a private courtyard space in the middle. The massing composition has been developed in response to the prevailing westerly wind conditions and to create a step up in height towards Block D which is a tall building at the eastern end of the Development Zone on the site of the existing Substation. Block D, if it comes to fruition, would at 35 storeys mark the south-east corner of City One Square and also signify the southern gateway when viewed from the junction of Jack Lane with Meadow Road.
- Considering it is likely that the substation will remain in-situ for the foreseeable future, given its prominence, the Masterplan embraces this existing constraint to ensure it is integral to both the architectural and landscaping strategy for the development. The Design Code identifies the need to replace the existing boundary palisade fencing, possibly using materials taking reference from the adjoining block or the public realm. Boundary planting would reduce the visual impact of the main structure which should be refurbished with works which could include replacement of the roof, brickwork cleaning and new doors.
- Block E would form the south-west corner of the development. In the illustrative Masterplan it is proposed as a 6 storey multi-storey car park, primarily providing parking for the hotel and commercial uses. An active ground floor frontage is proposed to animate the junction of Jack Lane and Bowling Green Terrace.
- Block F, to the east of Block E is identified as an 11 storey hotel. The building mass would address the prominent route into Leeds from the south.
- Blocks G, H and J would be large footplate office buildings 9, 10 and 10 storeys high respectively, commensurate with the height of the Clayton Hotel on the north side of Sweet Street. They would be set back a minimum of 10m from Meadow Road beyond a new line of street trees and a new dedicated cycling route. The 10m wide strip would be integrated with cycling and pedestrian routes along Meadow Road and Jack Lane. Due to the changing topography the ground levels of Blocks G and J would be at a similar level to Meadow Road enabling active frontages on their eastern elevation augmenting the main entrances facing west. The central building, Block H, would be more elevated and if the internal arrangement does not enable an active frontage onto Meadow Road a green wall is intended. Gaps between the buildings would be soft-landscaped.
- The south-east corner of the site, currently referred to as Meadow Place, would be a landscaped area immediately north-west of the junction of Meadow Road and Jack Lane. It would be designed as a threshold into the site and incorporate and reconfigure the existing area of pavement and highway verge so as to promote access into the site and announce a high quality entrance at this southern gateway into the City Centre.
- Within the site, Green Street North would run in a southerly direction from the roundabout on Sweet Street at the junction with St Barnabas Road between Blocks B and J and past the eastern end of City One Square. In the Masterplan

it is identified as a 20m wide greened boulevard. It is intended that vehicular movement within the street is subservient to its use as a landscaped amenity space. Beyond Block D (or the substation if it were to be retained) it would sweep west as Green Street South to meet Bowling Green Terrace between Blocks C and E.

Masterplan retaining substation

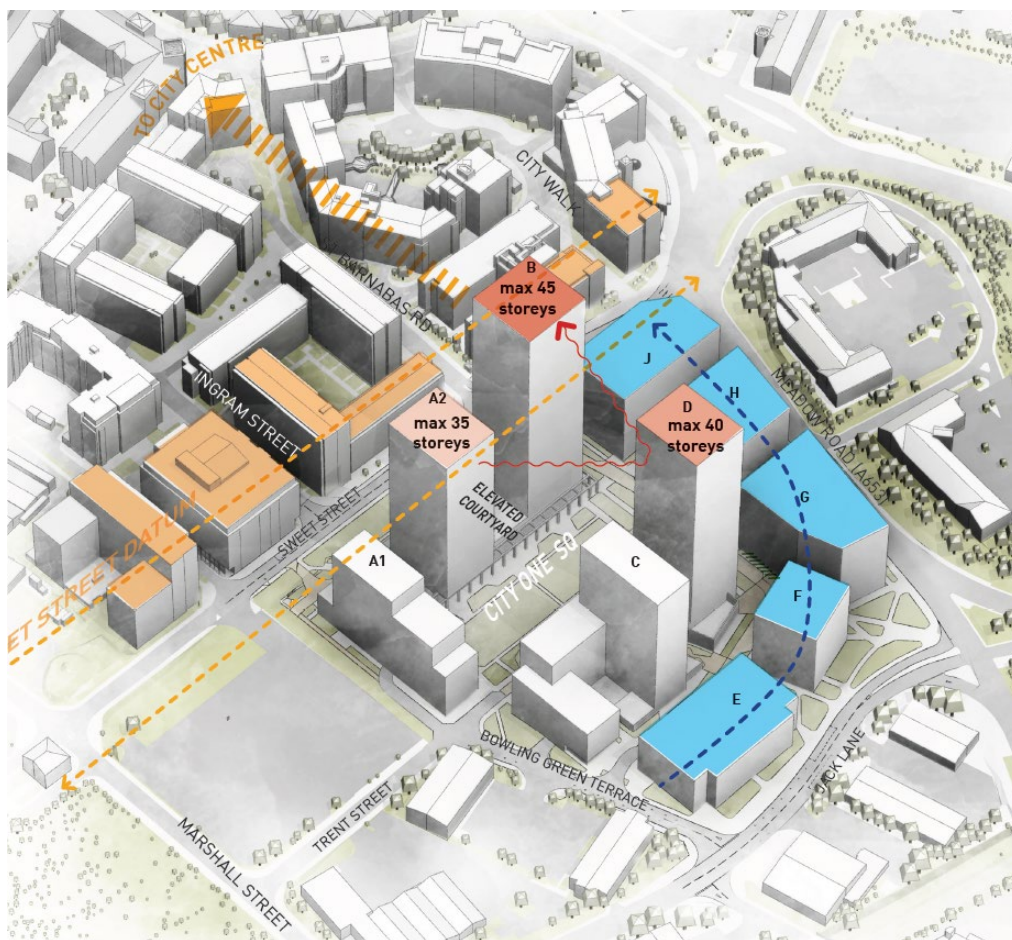


Masterplan with substation redeveloped



- 9.2.8 It is considered that the general arrangement of spaces, routes and buildings defined by the parameter plans and depicted, as examples, in the illustrative layout drawings is a positive and appropriate response to its context, the permeability and connectivity sought across the site, and thereby enabling the delivery of a distinctive, residential-led, mixed-use destination at the southern gateway to the City Centre.
- 9.2.9 Taller buildings within the development have the potential to be landmark structures that are prominent on the skyline and contribute to the wider architectural character of the city. Such taller elements can therefore take on more individual characteristics and draw on other material precedents from the wider city context.
- 9.2.10 The site is located 500m directly south of Bridgewater Place which, at 32 storeys, is a significant tall building within the South Bank area. This building sits along an existing north-south spine of tall buildings running through the City Centre which terminate with the cluster of tall buildings close to the Leeds Arena. The Tall Buildings SPD included the City One site as being part of a gateway area at the southern end of the north-south spine where there is an opportunity for a cluster of tall buildings such that the proposals for up to three tall buildings within the site would accord with this vision.
- 9.2.11 Taking the context of the site, neighbouring uses and environmental conditions into account the key scale concepts comprise:
- Medium to high-rise residential cluster to the north-west of the site
 - Low to medium-rise commercial buildings wrapping around to the south and east of the site
 - Marker building announcing the site and providing connection back to the City Centre to the northern edge of the site, interacting with Sweet Street and announcing arrival from St Barnabas Road
 - Scope for complementary tall buildings along the northern edge and within the centre of the site
 - Commercial buildings to step up in height from south to north, to transition scale of existing buildings along Jack Lane to Sweet Street
 - Lower scale development along the western edges of the site to help mitigate prevailing wind issues
- 9.2.12 Each of the three tall buildings (A2, B and D) would front City One Square, responding to the scale of spaces created to the north and south.

Illustrative Masterplan scale and massing



- 9.2.13 Recognising the potential wider city views of tall buildings and the resulting potential impacts upon the setting of listed buildings, the Heritage Impact Assessment considers the relationship and impact of the proposed building masses on the sensitive heritage assets in the Holbeck / Temple area, in particular. Whilst a glimpse of grade I listed Temple Works is currently available from the central point on the western boundary of the application site, the view was only made possible by the demolition of intermediate single storey industrial buildings. Any future development in this location would obstruct this glimpsed view. This means that despite its proximity the site is generally experienced as being separate from Temple Works. Conversely, by redeveloping the site, the development would reactivate Bowling Green Terrace, provide public benefits, and enhance the setting of Temple Works and the Holbeck Conservation Area.
- 9.2.14 On the route towards the grade II listed Former Holbeck Public Library from the north and east the current unattractive appearance of the site makes a negative contribution to the wider setting of the library albeit views of the site from the library itself are not achievable due to intervening buildings. Given its scale, the proposed development would be visible from the immediate setting of the Former Holbeck Public Library but would not impact the view north towards Temple Works. Although it would be visible from within the immediate setting of the Former Holbeck Public Library, the regeneration of the largely cleared site and the reintroduction of a residential development nearby to the library would enhance its wider setting.
- 9.2.15 When viewed from alongside the former Commercial Inn, a non-designated heritage asset, the redeveloped site would enhance the journey to, and the setting of, the Commercial Inn. As such, it would enhance the significance of the asset. Looking

west along Sweet Street from close to the proposed site entrance, the existing character of the site and the nature of its current use means that it makes a negative contribution to the character and appearance of the Holbeck Conservation Area to the west and detracts from its significance as a designated heritage asset. The proposed development would introduce planting and landscaped spaces, high-quality design and mixed-use buildings to the neighbourhood, enhancing the setting of the Holbeck Conservation Area as well as making a positive contribution to views out of the Conservation Area.

9.2.16 When looking south-east from Marshall's Mill, the proposed development would be seen as a background element, stepping up above the intervening built form which is of negligible visual merit. The likely massing of the tall buildings would create a stepped effect away from the Conservation Area and Temple Works and given the intervening distance and built form it is considered that the development would have a neutral impact upon the character of this view. A similar outcome would arise when viewed from a little further south along Marshall Street close to the Temple Works Counting House where the taller buildings would be observed emerging above the Pin Yard development. When viewed from the junction of Manor Road and Marshall Street the development would be seen as a background element in the context of a variety of modern building forms south-east of this junction.

9.2.17 In common with the analysis of the heritage consultant and the Conservation Officer it is concluded that the key views demonstrate that the proposed development would affect the setting of listed buildings to a minor degree. Through regeneration of the cleared site with high quality buildings and public realm the development has the potential to sustain and enhance the significance of the Holbeck Conservation Area and provide further enhancements to the setting of listed buildings in the area including the grade II former Holbeck Library, grade I Temple Works and the non-designated Commercial Inn. A further heritage impact assessment will be required at reserved matters stage to review the acceptability of the detailed proposals upon heritage assets. A condition (65) is proposed in this respect.

9.2.18 Tall building proposals within the tall building zone identified by the SPD will not be allowed to exceed the surrounding scale unless a proposal can make significant gateway or landmark contribution. In this regard the Design Code requires that tall buildings must:

- Be of exemplary architectural design quality
- Be designed in relation to one another
- Have well designed bases that appropriately address and frame public spaces
- Contribute to the Leeds skyline
- Consider impact on key viewpoints and long distance views when determining options for the final form of the tower elements, and
- Consider microclimate effects; especially wind.

9.2.19 Tall buildings should also:

- Act as marker buildings
- Be designed with consideration of form/composition and Base Middle Top
- Consider setbacks in the upper levels to create slender profile and silhouette
- Have clearly legible and articulated main entrances that are generously proportioned.
- Have well-proportioned windows relative to the height and scale of the building.

- Have the potential to take on more individual characteristics as they are seen in the broader city context.

9.2.20 The Design Code also considers the hierarchy of the proposed tall buildings to ensure a logical and appropriate response to each other and the emerging townscape. In this respect the code confirms that Building B should be the tallest building unless Building D is at least 5 storeys taller than Building B. The code also stipulates the zone in which the tall building could sit, and the shape and proportions of the footprint. Consequently, it is considered that the incorporation of up to three tall buildings on the site is a positive and acceptable response to its context, supported by its sustainable location within the City Centre.

9.2.21 As this is an outline application the design and appearance of individual buildings will be the subject of further design work and Reserved Matters applications to be considered by City Plans Panel at a later date. Notwithstanding, the Design Code provides guidance on appearance and materiality, recognising that the architecture across the Masterplan must be controlled and cohesive. The code proposes a material palette for buildings that references the industrial heritage of Holbeck with brick, glass, metal, and terracotta being the predominant building materials. The palette will provide variety, robustness, and a high-quality finish, creating a collection of buildings that are ordered and tailored to their context.

9.2.22 The Design Code requires that building designs should be of high-quality, with strong attention to detail. Form and composition considerations will be applied alongside conventional architectural principles of base, middle and top articulation in all buildings to deliver clear architectural order. Lower and mid-rise elements of the scheme should primarily be articulated in masonry, taking reference from the generally brick-based historic context to establish a sense of solidity, permanence, and longevity. Office buildings could have more glass, however building design should be considered and complimentary across the development.

9.2.23 The Design Code directs that a clear, legible, rhythm of windows in walls or frames should be considered for elevations with reveal depths appropriate to the proportion and scale of the building. Commercial buildings may have a formal regular grid to create a more civic character, whilst residential buildings could have a similar underlying grid but a little more relaxed in appropriate areas. One-off uses, such as the Travel Hub, could borrow from this grid type approach but be allowed more freedom to abstract the concept.

9.2.24 The phasing of delivery for the individual development plots will be determined by future market demand, both in terms of use and sequence of delivery, so it is not currently possible to give a definitive delivery sequence for the overall Masterplan.

9.2.25 The Masterplan has been designed as a diverse, interconnected, and hierarchical network of well-defined spaces providing a clear and flexible structure for development. The location, orientation and height of tall buildings, as well as the relationships and hierarchies between them, have been carefully considered and controlled through parameters and Design Code guidelines. Naturally, buildings of such a scale have an environmental impact beyond the site but, recognising the relationship of such buildings to surrounding spaces and the benefits to the scheme of such buildings of scale, it is considered that the impact would be acceptable from a townscape and design perspective. Massing of other buildings would generally be lower towards the edges of the site thereby establishing a positive relationship with the immediate context. The regeneration of the site would also be likely to enhance

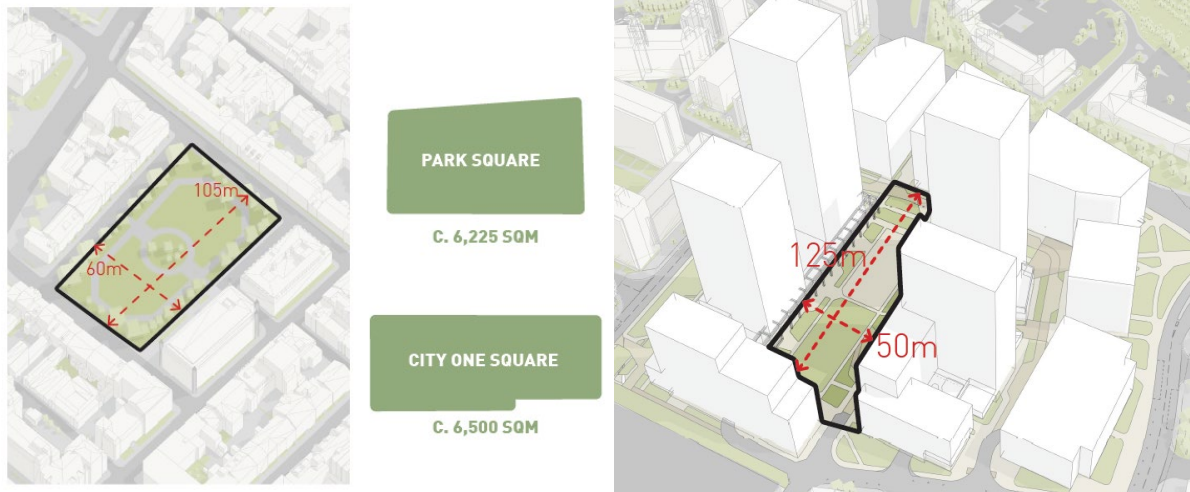
the significance of the Holbeck Conservation Area and provide further enhancements to the setting of nearby heritage assets.

9.3 Landscape, public realm and biodiversity

- 9.3.1 City One is located in a strategically important position on the southern edge of the current City Centre. While the existing open space provision in the area is relatively poor, recent and forthcoming developments at Tower Works, Temple (CEG) and South of Sweet Street (Platform) will help to improve this position, supplementing and better connecting with existing facilities at Holbeck Green and Holbeck Park.
- 9.3.2 Much of the interior of the application site currently comprises cleared land such that it presents an unappealing appearance. However, its impact is mitigated, to an extent, by a wildflower meadow and trees in planters provided as temporary features as a condition of the planning permission for commuter parking. These are supplemented by more established trees located around some peripheral edges of the site, many of which are now protected by TPO.
- 9.3.3 The Constraints plan identifies the retention of the majority of trees in the ground, including those on the north-west frontage to Sweet Street, the trees along the north-west boundary and the majority of trees facing Jack Lane. The retention of existing semi-mature trees would help to assimilate the scale of the proposed built form into the local urban context as well as providing other environmental benefits. The future condition of retained trees would be enhanced by additional rooting areas where possible. It is proposed that, where appropriate, trees in raised planters would be planted as part of the new provision around the site to enable their long-term survival. The proposed scale, form and re-levelling does not allow for the retention of the wildflower meadow in the reconfigured site.
- 9.3.4 Further to the City Plans Panel comments at pre-application stage the applicant analysed recent and more historic spaces across the City Centre to inform the extent, size, shape and scale of the spaces to be provided by the development. In particular, it was found that many of the squares studied had perimeter fences or peripheral roads such that the greenspace was often an island, cut off to pedestrian access. As a result, the Masterplan presents a hierarchy of spaces, representing points of arrival, transition and areas to dwell and play, which seek to ensure that they are fully accessible. As noted at paragraph 9.2.3 the proposed development proposes a range of open spaces and public routes around the site.
- 9.3.5 Four key arrival points are intended, creating defined gateways predominantly at the corners of the site. These include an area at the south-east corner of the site where Meadow Road and Jack Lane meet. The space, circa 35m by 38m and referred to as Meadow Place, would provide an open, inviting, visual and physical route for pedestrians and cyclists into the site. Existing green infrastructure along Jack Lane itself would be supplemented, including with new tree planting and species-rich grass. Building zone DZ4 would be set back a minimum of 10m (similar to the existing Halfords building), and potentially 20m, from the existing footway alongside Meadow Road. The space between the buildings and road would accommodate ornamental and shrub planting close to the building edge, a pedestrian footpath and a separate 2-way cycle lane, whilst a line of semi-mature street trees would be planted within areas of soft landscape along the length of the site frontage. Large feature trees would be utilised to mark pedestrian entrances into the development between buildings within DZ4.

- 9.3.6 Beyond the gateways, routes through the site would be designed with a strong pedestrian focus. The primary route through the site is referred to as Green Street (North) running due south from the Sweet Street roundabout until turning west to meet Bowling Green Terrace (Green Street South). Green Street North would be a minimum of 20m wide (ie the width of Briggate) and Green Street South a minimum of 14m wide. Whilst the route would accommodate vehicles servicing the development on a narrow service road (circa 4m) supplemented by laybys, it would be designed to ensure pedestrian movement remains the priority such that vehicles are subservient to the use as an amenity space. SuDS infrastructure and planting would be provided along the entire length of the street. The street would be framed by large trees and trees would also be carefully positioned to help slow vehicular movement. The interface with City One Square could be a legible, porous, primarily hard space incorporating opportunities for pop up events and spill out seating.
- 9.3.7 City One Walk would be a north-south pedestrian connection linking Jack Lane with the centre of the development. It would primarily be a movement route with amenity planting to create an inviting pedestrian route. The southern half would be likely to include biodiverse planting whereas the northern half, beyond Green Street South, would be likely to include perennial planting, with seating areas providing the potential to dwell. Detailed design of the route should include tree planting to further improve the pedestrian environment and also connect to the wider green infrastructure network. City One Walk could also support secondary entrances to the buildings.
- 9.3.8 In the north-west corner of the site City One Terrace would link Trent Street and Sweet Street Linear Park. The southern end of the space could incorporate vehicular access into the basement of DZ1 but existing boundary planting would be supplemented to create an inviting pedestrian route and connect to the existing green infrastructure along the site boundary.
- 9.3.9 Two primary dwell spaces are proposed within the development, Sweet Street Linear Park and City One Square. Sweet Street Linear Park would be located across the northern edge of the site. The space (25m in depth and 130m in length) would be sufficiently large to provide wide footpaths to draw people into the development; a generous, ecologically rich environment along Sweet Street, and to provide an attractive setting for the proposed development. Its scale would also have the capacity to accommodate spill-out areas from potential retail and food and drink uses located on the ground floor of the neighbouring building. It would also enhance the outlook for residents living on the narrow streets to the north of Sweet Street and protect and reinforce the established green character on the south side of Sweet Street to accord with the HNP.
- 9.3.10 A staggered grid of pedestrian routes across the development would all lead into City One Square, the primary public space at the heart of the development. City One Square would be a city-scale green space offering amenity to the local residents and workers and creating a significant destination in the South Bank of Leeds. In terms of scale the space (125m x 50m) could possibly be best-compared with Park Square:

PARK SQUARE, LEEDS



- 9.3.11 There would be clear interaction with ground floor uses on all sides, offering opportunities for internal uses to spill out into City One Square. There would be substantial planting around the space with larger trees to the southern and eastern edges and a large lawn at its centre. The central lawn area is intended as a flexible space which, given its scale, could be used for a variety of uses. Areas for fixed play facilities are identified within the main square and along its southern edge, utilising the change in levels between the central lawn and highway. A condition (75) is proposed seeking agreement of play areas and facilities within the wider City One Square space.

City One Square



- 9.3.12 The Illustrative Masterplan was developed with consideration of sunlight and daylight issues for public spaces (and buildings) around the development. In particular, the taller linear building elements are predominantly orientated along the north-south axis to reduce the extent of shadows cast across the development and beyond. Locating tall buildings to the north and south-east of City One Square would minimise overshadowing of the central space as much as possible. Given the scale of the space access to sunlight could be enjoyed somewhere within it throughout the whole day. Sweet Street Linear Park would be generally more shaded than City One Square but would enjoy sunshine at various points throughout the day. Ground floor uses such as food retail and community facilities would help to activate this type of space. Green Street North, the primary pedestrian route through the development, would also be

orientated north-south, such that it would benefit from sunlight throughout large periods of the day.

- 9.3.13 CS policy G5(iii) requires mixed use development on sites over 0.5 hectares in the City Centre such as this to provide the greater area of either 20% of the total site area, or a minimum of 0.41 hectares per 1,000 population of open space. 20% of the site area would be 0.76 hectares, whereas if the maximum number of apartments (1,925) were to be constructed there could be up to 4,900 occupants, resulting in a requirement for 2.009 hectares of public realm. City One Square and Sweet Street Linear Park alone would extend to 0.98 hectares, 23.5% of the site. As noted, these primary dwell spaces would be supplemented by other areas of public realm such as City One Terrace and Meadow Place, which would offer additional amenity for residents, routes through the site and an attractive setting for the proposed buildings. In total, the illustrative masterplan identifies 2.01 hectares of public realm. Consequently, the development would accord with the requirements of CS policy G5.



- 9.3.14 In addition to the public spaces additional private areas are likely to be provided on roof terraces for residents, providing peaceful environments or gathering opportunities for people with good aspect and shelter. 5 potential locations are identified within the Design Code. Within DZ1 between Plot A2 and Plot B a private outdoor space, accessible from within the building but visible from City One Square and Sweet Street, is intended. It could provide informal amenity for residents and a play space for younger members of the new community. The 20m x 15m courtyard for Plot C within DZ2 would be a semi-private outdoor space located within the building mass. It would be accessible from Green Street South near the junction where it meets Bowling Green Terrace.

- 9.3.15 Whilst a detailed landscape scheme would follow as part of a Reserved Matters application the illustrative masterplan identifies 191 new trees within the open spaces and along streets around the site. These are in addition to the retained existing trees around the site. The provision would exceed the minimum 3:1 replacement requirement required by the NRWLP and help to enhance the quality of the landscape in accordance with CS policy P12.
- 9.3.16 CS policy G9 requires an overall biodiversity net gain, although there is an aspiration of achieving a 10% biodiversity net gain (BNG) within the completed development to reflect recently adopted national requirements for planning applications made from 12th February 2024. Largely through the removal of the wildflower meadow (which was planted as a temporary feature pending redevelopment of the site) the scheme would result in a net loss of biodiversity units. To off-set this loss and to provide a 10% gain, along with the provision of on-site habitat units, the section 106 agreement secures a commuted sum contribution of £51,250 would be paid for delivery of off-site units. In addition to new areas of planting which would provide shelter and foraging opportunities and new habitat for birds, insects and other local wildlife, integral bird nesting and bat roosting features will also be sought in buildings around the development to satisfy CS policy G9.
- 9.3.17 In summary, it is concluded that the combination of new, legible routes through the site, public realm around the development including a new public space for the city, and extensive areas of green infrastructure, would fundamentally improve its appearance and permeability resulting in a significant amenity for intended occupiers of the development and existing communities around the site. In doing so, it would accord with CS policies SP11, P12, G5 and G9, saved policy LD1 of the UDPR and LGC4 of the HNP.

9.4 Transportation and connectivity

- 9.4.1 Whilst the site is located adjacent to Meadow Road, the main distributor to the City Centre from the M621 which accommodates high volumes of vehicular traffic, it is located in a sustainable City Centre location less than 1km from Leeds City Station via a network of footways, albeit some of these routes require improvement. As noted in the Holbeck Neighbourhood Plan the area has a strategic importance in linking Holbeck and the City Centre whilst CS policy CC3 requires developments to improve routes connecting the City Centre with adjoining neighbourhoods to improve access to jobs and services, to make walking and cycling easier, and to encourage greater usage by making these routes safer and more attractive.
- 9.4.2 The application is supported by a Transport Assessment and Travel Plan, and subsequent addendums which have been subject of detailed consideration and discussion with Transport Development Services, National Highways and Influencing Travel Behaviour colleagues. As a result, detailed proposals for access provision around and into the site for vehicles, pedestrians and cyclists have now been agreed, alongside a package of measures to improve active travel around the site and to improve connections between the City Centre and neighbourhoods to the south. These include a contribution of £927,700 towards works to improve pedestrian and and cycling routes towards the City Centre and a contribution of £761,614 towards highway infrastructure in the City Centre Package as a result of the cumulative impact of growth proposed within Leeds.

- 9.4.3 The proposed off-site works are focused around the periphery of the site and include an informal crossing on Sweet Street connecting pedestrian and cycling routes from the site towards the City Centre via Ingram Street; and an informal crossing on Jack Lane connecting pedestrian and cycling routes from the site to desire lines along New Princess Street leading towards Holbeck. A segregated footway and cycleway would be provided parallel to Sweet Street, passing through the linear park to provide separation from traffic. The existing pedestrian and cycling infrastructure along Meadow Road would be replaced by a segregated footway/2-way cycleway along the site frontage. The provision of street trees and other landscaping proposed along this corridor would make it a more attractive route for pedestrians and cyclists. Similarly, a segregated footway and 2 way cycleway would also be provided along the northern side of Jack Lane making it more usable for both cyclists and pedestrians.
- 9.4.4 The proposed access points around the site are considered acceptable albeit they are currently the subject of a road safety audit. It is also recognised that the flexibility afforded by the parameter plans for the location of buildings could result in minor adjustment to these details. As noted at section 9.8 below, it is possible that wind mitigation would be required on the north side of Sweet Street close to the junctions with Siddall Street and Ingram Street. The principle of such features is acceptable in this instance, subject to Sweet Street maintaining a 7.5m wide carriageway so as not to fetter delivery of any future highway schemes along this corridor. The potential off-site wind mitigation arrangements are also the subject of the road safety audit.
- 9.4.5 The masterplan identifies a largely orthogonal arrangement of buildings on a north-south and east-west grid within the site enabling the provision of a network of routes through intervening spaces that would provide enhanced connectivity for all users through the site. Green Street North would be a natural extension southward from the Sweet Street roundabout with St Barnabas Road towards Jack Lane. East-west routes would be maintained along Trent Street, with an additional route parallel route along Green Street South providing additional permeability. A servicing route is also intended on the northern edge of DZ1 so as to limit the need for such vehicles to penetrate the heart of the site.
- 9.4.6 The masterplan illustrates one-way sections of road intended to prioritise the pedestrian environment. Whilst this may be acceptable for some sections, the internal network could become blocked by service (or other) vehicles stopping on the carriageway and preventing other vehicles from passing. Therefore, further consideration needs to be given at detailed design stage to ensuring that adequate space is provided for vehicles. Further to the above, Highway Officers remain of the view that the internal road layout should be constructed to adoptable standards and offered for adoption.
- 9.4.7 The vehicular routes would be supplemented by a network of routes which would add an enhanced level of permeability through the site for active travel users. These include north-south routes through DZ1 linking City One Square and the Sweet Street linear park; and through DZ2 and DZ3 providing traffic free connections between Jack Lane and City One Square. East-west routes would also be provided through DZ4 enabling access between Meadow Road and Green Street North, supplementing a primary pedestrian entrance into the site at the junction of Meadow Road and Jack Lane. A route along the north-west edge of the site would link Bowling Green Terrace with Sweet Street further improving north-south connectivity through the site and beyond. As a result, whilst detailed design is to be confirmed at Reserved Matters stage, the development delivers a fine network of routes significantly improving connectivity and permeability across this large expanse of brownfield land.

- 9.4.8 The outline proposals are intended to provide flexibility in detailed design. This could enable the delivery of a multi-storey car park (within DZ3) or basement parking areas or a combination of both. However, the parameters are accompanied by a development schedule which controls both the types of uses, floorspace and volumes. As a result, the maximum number of car parking spaces would be 722. Whilst the number of parking spaces is below that permitted by the Transport SPD a detailed case for the number of parking spaces needs to be provided and justified in subsequent Reserved Matters applications.
- 9.4.9 In determining the provision of car parking at the development the provision of electric vehicle charging points and disabled person parking spaces to meet the Transport SPD requirements will need to be taken into account. Similarly, long and short-stay cycle parking facilities for both residential and commercial elements of the development will need to be confirmed. Two car club spaces will be secured by the section 106 agreement within the development so as to reduce the need for residential and commercial parking.
- 9.4.10 The application is supported by a Travel Plan which confirms the arrangements to manage sustainable travel planning for the development and the initiatives that would be made available to promote sustainable transport choices. These include pre-occupation travel planning; a clear communications strategy; provision of new walking and cycling routes through and around the perimeter of the site and provision of a range of measures and facilities to encourage such uses; support for trips by public transport; limiting the amount of car parking below the levels allowed by the Transport SPD and promotion of alternatives including through the provision of space for two car club vehicles. Space will also be provided for a City Bikes docking station, supported by a contribution of £32,000 for its provision. A Residential Travel Plan Fund of £492,312.75 will be secured by the section 106 agreement to support the travel plan initiatives, of which £146,375 is to be expended on Leeds City Council Car Club free trial membership. The details of the Travel Plan have been agreed by National Highways and LCC Influencing Travel Behaviour team.
- 9.4.11 Consequently, whilst detailed proposals for the interior of the site remain to be agreed, the scheme involves a comprehensive package of measures which would help to deliver significant improvements to connectivity and permeability. Subject to completion of a satisfactory Stage 1 Road Safety Audit the detailed arrangements around the periphery of the site for access and connectivity are acceptable. A range of travel plan measures have also been agreed to support sustainable transport choices. As such, the development would accord with CS policies T1, T2 and CC3 and the Holbeck Neighbourhood Plan.

9.5 Housing and residential amenity

- 9.5.1 The development would provide up to 1,925 residential apartments which are likely to be focussed around the main public square whilst commercial uses would primarily be situated along the eastern and southern periphery of the site as an extension of the existing spine along Victoria Road and Meadow Road to the north. Such an arrangement helps to provide physical separation and distance between the major traffic routes into the City Centre and industrial uses to the south and west and the proposed residential accommodation, thereby helping to attenuate noise and pollution arising from such activities.

- 9.5.2 CS policy H2 refers to educational, health and transport infrastructure requirements for new housing development on non-allocated land. The majority of the site is allocated such that it could be inferred that policy H2 is not directly applicable to much of the site. Notwithstanding, Children's Services has confirmed that there will be sufficient capacity in nearby schools and schools across the wider area available to meet an increase in demand for school places arising from the development, whilst the Outline Development Schedule allows for the provision of medical or health services within the development should there be such a demand. The Council is intending to work with the Clinical Commissioning Group to undertake research to look at housing growth across the City Centre as a whole, with the intended output then being to ensure sufficiency of primary care capacity for all residents. Transport infrastructure proposals are considered in Section 9.4 above.

Density

- 9.5.3 CS policy H3 requires housing developments in the City Centre to meet or exceed 65 dwellings per hectare. The application proposes up to 1,925 residential apartments on a site area of 3.79ha thereby significantly exceeding the minimum policy requirement and making efficient and effective use of brownfield land in a highly sustainable City Centre location.

Housing mix

- 9.5.4 Policy H4 of the Leeds Core Strategy aims to ensure that new housing delivered in Leeds provides an appropriate mix of dwelling types and sizes to address needs measured over the long-term taking account of preferences and demand in different parts of the city. With this in mind the policy is worded to offer flexibility. Due to the denser character of the City Centre, the requirement for houses is not applicable. Targets for the number of bedrooms in flats ranges from 10% for one and four bedroom apartments to 50% with two bedrooms.
- 9.5.5 The application is supported by a Housing Needs Assessment which identifies the greater need for smaller units alongside a lower demand for three bedroom units. Notwithstanding, the development commits to providing a minimum of 10% of the units as 3 bedroom, suggesting that up to 960 of the new apartments would be two and three bedroom with almost 200 being three bedroom. Such provision of three bedroom units would reflect the ratio recently agreed on the Platform development towards the west end of Sweet Street (22/04400/FU).
- 9.5.6 Given the outline status of the application it is not surprising that the detailed ratio of 1, 2, 3 and 4+ bed dwellings has not yet been developed. Consequently, a condition is proposed which requires an appropriate mix of dwellings to be agreed as reserved matters applications involving residential accommodation come forward, alongside a requirement that a minimum of 10% of the units in each residential phase are three bedroom (condition 68).

Affordable housing

- 9.5.7 CS policy H5 sets a minimum target that 7% of new homes in major developments in this part of the city should be affordable housing with a mix of intermediate and social rents at benchmark rents. 1,925 apartments would generate the need for 135 affordable units based upon this policy. Alternatively, Build to Rent developments such as this can provide either 20% of total dwellings as "Affordable Private Rent" dwellings on site with rents 20% lower than market rents in the local area and

agreement of eligibility criteria with secure arrangements that continue in perpetuity; 7% of dwellings on site with a mix of intermediate and social rents at benchmark rents; or a commuted sum in lieu of on-site provision of affordable housing.

- 9.5.8 CS policy H5 does not outline a hierarchy or preferred approach, instead confirming that each of the three options are appropriate and accepted for developments of this nature as alternatives. This offers full flexibility for the applicant to choose in the case of Build to Rent schemes whether to provide the affordable housing requirement on site or to offer an off-site contribution in lieu of on-site provision. The rationale for this approach was set out in the report to Executive Board in March 2017 which stated at paras 3.1-3.12:

‘...it is proposed that the Council recognises that the payment of a commuted sum in lieu of on-site provision is likely to be more in line with the funding model which underpins Build to Rent delivery. Further, that the Council accepts that the Build to Rent funding model can be taken into account as a justification which supports the financial contribution. This would reflect the practicality of delivering Build to Rent housing whilst supporting the delivery of affordable housing within the city centre housing offer as a whole. Significant resources could be generated through the acceptance of Commuted Sums for investment in affordable housing...The authority can use these resources alongside other funding to maximise investment in affordable homes.’

- 9.5.9 National Government Guidance also accepts that Build to Rent schemes are a ‘specific asset class’ with a funding model that is distinct from Build for Sale developments. The specific guidance offered on provision of affordable units, set against commuted sums, is as follows:

‘It is expected that developers will usually meet their affordable housing requirement by providing affordable private rent homes. However, if agreement is reached between a developer and a local authority, this requirement can be met by other routes, such as a commuted payment and/or other forms of affordable housing as defined in the National Planning Policy Framework glossary. The details of this must be set out in the section 106.’

- 9.5.10 In the Affordable Housing Statement the developer has confirmed that the development would comprise Build to Rent apartments with an element of affordable housing on site. The draft section 106 agreement captures the requirement for affordable housing as set out in CS policy H5.

Space standards and residential amenity

- 9.5.11 CS policy H9 requires all new dwellings to comply with the identified minimum space standards so as to create a healthy living environment. The developer has confirmed that all units will be designed to conform with these requirements. Floorplans and details will be provided for consideration with any Reserved Matters application containing residential accommodation (condition 67).

- 9.5.12 Whereas the detailed layout of the development remains to be confirmed as Reserved Matters applications come forward, the parameter plans confirm the potential building use types. In particular, residential uses would not be permitted within the majority of the development zone 4 so as to remove the potential for noise and disturbance from traffic on Meadow Road to buildings within that area and to provide a buffer between such traffic noise and residential accommodation within the development. The

submitted noise impact assessment confirms the level of sound reduction required by building envelopes to protect occupants from excessive environmental noise ingress and provides limiting levels for mechanical plant to see that the occupants of nearby noise sensitive buildings are not subject to excessive plant/activity noise levels. Given the outline nature of the application draft Conditions 49-54 supplement these requirements.

- 9.5.13 The commercial uses proposed in development zone 4 also ensure that air quality objective levels would not be exceeded in residential dwellings as a result of the development.
- 9.5.14 In addition, the parameter plans and Design Code document considers the juxtaposition of dwellings so as to limit the potential for overlooking and to ensure adequate daylighting and outlook is delivered for future occupants. For example, a minimum separation of 18m must be provided between any courtyards where the primary use of buildings is residential whereas a minimum distance of 16m is required between all residential buildings, increasing to a minimum distance of 20m for tall buildings (over 25 storeys).
- 9.5.15 Communal amenity spaces could be provided within residential buildings, for example, in the form of enlarged reception areas, libraries, gyms and lounges to supplement apartment space. Projecting balconies could also be used on residential buildings to provide private amenity spaces and to articulate facades. Additionally, communal roof terraces could be provided for use by occupants to augment the public realm areas to be provided at ground level.

Impact on neighbours

- 9.5.16 The site has remained largely undeveloped since the properties on the north side of Sweet Street were constructed albeit there have been long-term aspirations, Development Plan proposals and planning applications for its development. In this respect, it is noted that the previous outline permission on the site, whilst not an extant permission, enabled the westernmost building on the site to be 16 storeys and a proposed hotel opposite St Barnabas Road (between Lateral and Leodis Square) to be up to 40 storeys in height. The residential buildings north of Sweet Street post-date this decision whilst the office buildings were under construction when the most recent application was considered.
- 9.5.17 There are presently 5 buildings on the north side of Sweet Street opposite, or close to, the site. From the north-west to north-east, these comprise Pin Yard (residential), Holiday House (offices), Daniel's House / Leodis Square (residential), Lateral (offices) and the Clayton Hotel. Each of these, other than for the hotel, have windows directly facing Sweet Street. These buildings are set back between 5m and 11m from the Sweet Street carriageway.
- 9.5.18 Whilst tall buildings are proposed fronting Sweet Street in DZ1 (ranging in maximum height from 37m to 148m) the proposed buildings would be set back a minimum of 23m (maximum 33m) from the Sweet Street carriageway. Whilst existing buildings on the north side of Sweet Street are not set back such a distance as that proposed on the City One site, Holiday House would be a minimum of 35m (maximum 45m) from the closest building within the development. The Pin Yard apartments are off-set to the north-west from the proposed development (corner to corner a minimum distance of 45m), whilst the closest apartments to the development would be in Leodis Square, a minimum of 38m north of the development. Whilst there would be some impact on

the south-facing residential apartments in terms of overshadowing and daylighting at different times of the day and year in the context of a dense City Centre character it is not considered that such a relationship would be unacceptable. Additionally, the spacing of those buildings alongside each other (11.5m from Pin Yard to Holiday House; 16.4m from Holiday House to Leodis Square; 24.6m from Leodis Square to Lateral; and 18.5m from Lateral to Clayton Hotel) reflects both an indication of typical distances found between buildings in the City Centre whilst also reinforcing the grain of buildings in the area.

- 9.5.19 The application is accompanied by a Daylight and Sunlight Amenity impact technical statement which is informed by the Building Research Establishment's (BRE) good practice guidance which, although not mandatory, provides an objective means for evaluating daylight and sunlight amenity impacts in the built environment. However, it is noted that as the guidance relates to low density suburban situations it is not directly applicable in high density, City Centre locations such as this. Notwithstanding, when applying such guidance it is noted that the most significant impact of the development in terms of both daylight and sunlight would be likely to be upon south-facing apartments within Leodis Square, whilst other existing nearby residential developments would not experience a significant impact. The magnitude of change would be greater than would usually be expected as the apartments currently experience open outlooks over an undeveloped site which, given previous planning permissions on the site and Development Plan proposals, should be considered as a temporary position. Further, the likely daylight and sunlight conditions are likely to be comparable with other existing parts of Leodis Square which have previously been considered to be acceptable. Additionally, the adverse effects of the reduction in daylight and sunlight is also balanced by the improved amenity arising from redevelopment of a cleared site which has only been used as commuter car parking over recent years
- 9.5.20 It is not considered that the existing office uses north of the site are as sensitive to reduced levels of sunlight or daylight as residential uses such that the physical impact of the development would not have an unacceptable impact upon them. A predominantly blank gable wall on the Clayton Hotel faces the site such that the impact upon that property would be negligible. Properties on the east side of Meadow Road, Apex House and Enterprise House, are in use as offices. The intervening distance between DZ4 and these properties, combined with their use and existing soft landscaping which significantly filters views, is such that the impacts on the proposed development on them would be negligible. Premises on the south side of Jack Lane and west side of Bowling Green Terrace are in light industrial uses such that the impacts of proposed buildings within DZ2 and DZ3 would not be adverse.
- 9.5.21 A range of conditions are proposed to ensure that noise from the development, including construction of the development, would not unacceptably affect the amenities or use of surrounding properties. Matters relating to wind impacts and highway impacts of the development are referenced in the respective sections elsewhere in the Appraisal.
- 9.5.22 In summary, the proposed development would provide up 1,925 residential apartments which would represent a significant contribution towards the Core Strategy's aim to provide 10,200 new homes within the City Centre over the plan period. Good standards of amenity would be provided for all future occupants whilst the impacts upon existing neighbours would be outweighed by the benefits of the development. As such, the development would accord with CS policies SP3, SP6, P10, H3-H5 and H9, and saved policy GP5 of the UDPR.

9.6 Accessibility, equality and inclusion

- 9.6.1 Alongside the Accessibility SPD, CS policies P10(vi) and T2 require that developments are accessible to all users. Detailed landscape design should meet the standards set out in Approved Document Part M and British Standard (BS) 8300. The illustrative proposals confirm that gradients within external spaces will be accessible with gradients not exceeding 1:40 where possible. Where there would be extended sloping routes, a choice of alternative, shorter, routes with appropriately designed steps would be provided. Routes to, and the location of, key-accessible facilities would be clearly indicated as part of the overall signage strategy for the development.
- 9.6.2 The proposed buildings are at an early stage in the design process. However, 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.
- 9.6.3 CS policy H10 requires that 30% of the new homes should be accessible and adaptable dwellings (Building Regulations standard M4(2)) and 2% of homes should be adaptable to wheelchair user standards (M4(3)). The developer has confirmed that the detailed design will be compliant with these standards and a condition (69) is proposed to ensure that such accommodation is provided. Disabled car parking requirements will be determined as detailed proposals come forward but will accord with the guidelines set out in the Transport SPD. Consequently, whereas limited details are available at this stage due to the outline nature of the application, Reserved Matters details will come forward which should ensure that the development is fully accessible both with external spaces and within buildings.
- 9.6.4 Section 149 of the Equality Act 2010 requires local authorities to comply with the Public Sector Equality Duty. Taking into account all known factors and considerations, the requirement to consider, and have due regard to, the needs of diverse groups to eliminate discrimination, advance equality of opportunity and access, and foster good relations between different groups in the community has been fully taken into account in the consideration of the planning application to date and at the time of making the recommendation in this report. The proposals are not considered to raise specific implications in these respects and as such a full Equality, Diversity, Cohesion and Integration Impact Assessment (EDCI) is not required.

9.7 Sustainability and Climate Change

- 9.7.1 The CS sustainable development 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. Policy EN1 is flexible, allowing developers to choose the most appropriate and cost-effective carbon reduction solution for their site. Major developments also need to meet the BREEAM Excellent standard if feasible (EN2). Where technically viable, appropriate for the development, and in areas with sufficient existing or potential heat density, major developments should propose heating systems, potentially connecting to the emerging district heating network (EN4(i)).
- 9.7.2 The developer remarks that as the City One proposals span a 10 year time period, so will see further changes in technologies, policy objectives/targets and economic conditions. Consequently, the commitments and level of detail that can be provided at outline stage are therefore broad and in principle only, committing to provide further

details of measures to meet these targets at the Reserved Matters stage. Notwithstanding, the developer has confirmed a commitment to making City One a benchmark of sustainable development in Leeds, according with and, in many cases, surpassing CS policies.

9.7.3 The sustainability strategy focuses on six key themes:

- Energy – Fabric-first efficiency. Low or zero carbon energy sources. Carbon off-setting
- Embodied Carbon – Whole life carbon assessments. Low carbon materials and construction methods
- Transport – Sustainable travel. EV charging. Connectivity for pedestrians and cyclists
- Climate Resilience – Water efficiency and flood resilience. Adaptable to future climate changes
- Place for People – Green, accessible, healthy indoor and outdoor spaces. Employment and leisure provision on site
- Functional Adaptability – Design of buildings, spaces and infrastructure to consider flexibility in use

9.7.4 With reference to the CS policies the primary targets are to:

- Prioritise passive design principles to reduce energy demand and overheating. Reduce operational energy and carbon emissions (CS policy EN1) to improve U-values, reduce thermal bridging and improve air-tightness. Electric space heating and air source heat pumps would be used instead of gas boilers for hot water. Photovoltaic panels on roofs would provide renewable energy.
- BREEAM rating of Excellent as a minimum (CS policy EN2).
- Water use will be targeted to be less than 110 litres per day per person. The development would utilise sustainable drainage solutions (SuDS). Whilst flood risk is low, building levels would be positioned above the 1 in 100 year plus climate change level (CS policy EN2).
- Future Homes Standard and Whole Life Carbon Assessments would be undertaken to reduce embodied carbon impact during construction and operation of the development.
- The development will continue to explore opportunities to connect to the Leeds Pipes network as it extends to the south of the City Centre (CS policy EN4).
- Waste would be segregated during demolition and construction to divert it from landfill wherever possible. It is targeted to have no waste going to landfill.
- A minimum of 40% of all parking spaces would have electric vehicle charging facilities with safeguarding for 100% provision (CS policy EN8).

9.7.5 In addition to the above targets the developer is also targeting the following environmental criteria:

- BRE Home Quality Mark 4-star certification (A standard that adopts high standards for running costs, health and wellbeing benefits and environmental footprint associated with living in the home)
- 3* Fitwel accreditation
- Net Zero Operational Carbon by 2030

9.7.6 The sustainability strategy, however, recognises that all aspects of the development including sustainable economic growth; sustainable transport and movement;

sustainable design; sustainable energy; sustainable waste management and sustainable material and resources are all important components of ensuring the delivery of a truly sustainable development. The current strategy provides the necessary flexibility to allow for the requirements of investors and end users to be designed into the scheme, whilst at the same time providing sufficient certainty and a clear commitment that the overall objective of delivering an exemplar project of sustainable development will be achieved. Recognising this intent a planning condition is proposed which requires the submission of updated and detailed sustainability statements with each Reserved Matters application for a phase of development (condition 63).

9.8 Wind environment

- 9.8.1 Due to the likely scale of some of the proposed buildings and their exposed location to prevailing westerly and south-westerly winds there is a significant potential for the generation of strong winds around the development. The applicant initially engaged Buro Happold at the commencement of the design process to provide advice regarding the safety and comfort of the wind environment resulting from the development. Subsequently, Architectural Aerodynamics (ArcAero) were appointed by the applicant to appraise Buro Happold's findings and to conduct further wind tunnel and Computational Fluid Dynamics (CFD) studies. In total, the applicant has undertaken over 150 CFD runs and has spent 30 hours in the wind tunnel over a number of tests. The Council appointed Tobermory Consultants early in the process to advise on the review process and ultimately to peer review the wind report findings.
- 9.8.2 The wind studies analysed the proposals identified in the illustrative masterplan given this is a deliverable scenario, recognising that it is not possible to build a scheme based upon all of the maximum parameters due to the restraints imposed by the Outline Development Schedule and Design Code Document. Ultimately, as the development is likely to come forward in a series of phases, wind testing will be required at each stage to confirm that the development would not have any unsafe wind impacts and would achieve appropriate thresholds in terms of wind comfort. In accordance with standard practice the wind study assessed several scenarios to understand existing site conditions, the impacts of the proposed development and other developments in the vicinity, and the benefits of mitigation proposals.
- 9.8.3 It has been established that whilst the majority of the site and surroundings currently satisfy the wind criteria and are suitable for existing uses, that wind safety and comfort thresholds are already exceeded at the southern end of Siddall Street (between the Pin Yard apartments and Holiday House). The implementation of the proposed development would result in windier conditions in some areas within the site, including several areas in the northern half of the development where wind safety criteria would be exceeded. Additionally, safety exceedances would occur at the southern end of Siddall Street and also at the southern end of Ingram Street to the east side of Holiday House. When committed developments in the area are added (cumulative surroundings) the number of wind safety exceedances within and outwith the site reduce, and at the southern end of Siddall Street conditions would be comfortable for walking all year round. Wind conditions further east along Sweet Street would deteriorate a little with marginally windier areas south of Ingram Street and at the entrances to Daniels House, albeit not creating safety issues.
- 9.8.4 In response to the above findings, in particular with regard to off-site conditions at the southern end of Siddall Street and Ingram Street, a multitude of options were tested including redistribution and remodelling of building masses around the development

site and also a wide range of on-site mitigation measures. However, wind safety issues remained or deflected slightly further along Sweet Street. As a result, off-site wind mitigation features were developed and tested for areas at the southern end of Siddall Street and Ingram Street (the proposed development in existing surroundings with mitigation measures).

- 9.8.5 The Siddall Street mitigation measures tested in the most recent wind tunnel comprise six perforated screens and a totem on the west side of the street close to Pin Yard apartments, and five perforated screens and six elevated screens on the east side of the street outside Holiday House. A single perforated screen was identified close to the south-east corner of Holiday House close to the junction of Sweet Street and Ingram Street. A number of screens were included within the site principally to the south, east and west of buildings within DZ1.
- 9.8.6 Following the introduction of mitigation measures, the safety criteria are met within the site and surrounding area. A sole exception to this persists at the south end of Siddall Street (location 145), however the level of exceedance at this location is lower than that for the existing condition and could potentially disappear when the cumulative developments have been constructed. In terms of comfort, a calmer environment within the study area exists and conditions are generally suitable for intended uses. However, minor exceedances of target comfort criteria still occur in isolated areas. The roof terrace between Blocks A2 and B is likely to be a fair-weather space but would be designed to maximise the usability of the space. This is likely to include raised parapets, covered areas (e.g. protected by pergolas with a semi-solid roof), screens and landscaping. With this in place, conditions would be expected to improve to the extent that standing criteria conditions can be substantially achieved in accessible areas at all times. Residual windy areas are likely to be limited to inaccessible planted regions. This (and any other roof) terrace would be designed in detail and mitigation methods validated through further wind testing at Reserved Matters stage.
- 9.8.7 More recently, following concerns raised by Highways regarding the need to narrow sections of Sweet Street to ensure acceptable sight-lines are maintained for vehicles emerging from Siddall Street and Ingram Street once the proposed off-site screens have been installed, further scenarios have been tested which involve deletion of four screens which would be located in visibility splays. It was established that removal of three screens immediately north-west of the junction of Sweet Street and Siddal Street would not significantly change the wind conditions relative to the scenario with all screens in place. As they would offer no material benefit to wind conditions, these screens are not carried forward in the off-site wind mitigation proposals. However, it was found that removal of the screen proposed immediately north-west of the junction of Sweet Street and Ingram Street would result in an increase in wind speeds such that it is retained as part of the off-site wind mitigation proposals. Whilst the highway would need to be modified around the junction to accommodate the screen and to maintain visibility, details have been provided which demonstrate that Sweet Street would not need to be narrowed through the provision of a footway and cycleway though the linear park.
- 9.8.8 As noted, detailed and extensive wind testing has been undertaken which has established that acceptable wind conditions can be achieved via mitigation. Ultimately, wind testing will be required at each Reserved Matters stage to confirm that the development would not have any unsafe wind impacts and would achieve appropriate thresholds in terms of wind comfort.

9.9 Flood Risk

- 9.9.1 The site is primarily within Flood Zone 1 with a low risk from flooding. The proposed development reflected on the illustrative masterplan is at a low risk of flooding. There is a low to medium risk from groundwater flooding in the lower ground floor level that could include car parking, cycle storage, the development's substation and back of house facilities. However, detailed design will ensure that the development in these areas is safe from potential water ingress. All finished floor levels and entrance levels to the lower ground floor would be above the 1 in 100 year flood event, plus an allowance for climate change and freeboard. This will ensure that the development is safe from flooding for users now and in the future.
- 9.9.2 The Design and Access Statement confirms that the development would utilise Sustainable Urban Drainage Systems (SuDS) across the site, in particular along the Green Street which would run through the heart of the development. Associated rain gardens would be incorporated to store surface water and slow the rate of run-off from surrounding hard surfaces.
- 9.9.3 A flood risk assessment has been submitted in support of the application which has been agreed by the Flood Risk Management team and draft condition 44 reflects the need for the detailed proposals to accord with the assessment. Subject to the identified mitigation measures the risk of flooding from all sources is considered to be low and the proposed development will not increase the risk of flooding elsewhere. Consequently, the development would accord with NRWLP Water policies and saved policy GP5 of the UDPR.

9.10 Safety and security

- 9.10.1 CS policy P10(v) identifies that developments should create safe and secure environments that reduce the opportunities for crime and the NPPF states that developments should be safe and accessible so that crime and disorder, and the fear of crime, do not undermine quality of life.
- 9.10.2 The proposals identify a development that would result in a far more populous use of the site than presently. A new network of streets would provide new pedestrian routes through the site and the parameters dictate that the dimensions of the spaces have capacity to accommodate good quality landscape design to help create a quality environment that should engender a perception of safety. Lighting would be planned as an integral part of street and footpath layouts. The position of lighting and its supports would be designed so as not to obstruct pedestrian routes. Light fittings would be positioned so that they do not cause glare by being in the direct line of vision or cause reflections or deep shadows that could be confusing or mask hazards. Information and directional signage would be considered early in the design process and not as a retro-fit or post-completion.
- 9.10.3 The Ground Floor Active Frontages parameter plan confirms the intended minimum primary and secondary active frontages within the development. Primary frontages, which could include retail, food, community and leisure uses, would be focused on the north elevation of DZ1 so as to address the linear park and create a more active streetscene along Sweet Street; and along the southern elevation of DZ1 so as to take advantage of the southern aspect over City One Square. Secondary frontages (which could include building entrances, lobbies and some retail uses) are identified along the north, east and west elevations of buildings in DZ2, the south-west and eastern edges of DZ3 and the majority of DZ4 so as to activate corners and public routes. The

Design Code also confirms that each building block in the Meadow Lane frontage (DZ4) where levels may challenge active frontages must include some element of activity at ground level. Where this is not possible landscape, such as feature green walls, would be encouraged to augment new planting and proposed street trees along the Meadow Road corridor so as to create a positive and inviting appearance.

- 9.10.4 Above ground level the introduction of a residential community of the scale envisioned across the development, should give rise to a significant amount of passive surveillance around both the interior and periphery of the site. Such surveillance would be supplemented by commercial uses during their operating hours.
- 9.10.5 Consequently, subject to detailed design to be secured by a security strategy condition the development would accord with CS policy P10.

9.11 Planning Obligations and CIL

9.11.1 A legal test for the imposition of planning obligations was introduced by the Community Infrastructure Levy Regulations 2010 (as amended in 2019). These provide that a planning obligation may only constitute a reason for granting planning permission for the development if the obligation is:

- (a) necessary to make the development acceptable in planning terms,
- (b) directly related to the development; and
- (c) fairly and reasonably related in scale and kind to the development.

9.11.2 The proposed scheme produces the need for the following obligations which it is considered meet the legal tests:

- Affordable housing provision – residential buildings either 7% of dwellings at benchmark rates, or 20% of dwellings at 80% of local market rent so as to accord with CS policy H5
- Implementation of the Travel Plan and Leeds City Council Travel Plan Review fee of £27,012 (indexed) so as to accord with the Transport SPD;
- Provision of a Residential Travel Plan Fund of £492,312.75 (indexed) of which £146,375 is to be expended on Leeds City Council Car Club free trial membership and usage package so as to accord with the Transport SPD;
- Air quality damage mitigation (contribution calculated with reference to number of vehicular trips and mitigation by sustainable travel measures) to accord with NRWLP policy Air 1 and West Yorkshire Air Quality and Emissions Technical Planning Guidance;
- Biodiversity net gain unit contribution £51,250 (indexed) to accord with CS policy G9;
- Provision of 2 Leeds City Council Car Club provider parking spaces to accord with the Parking SPD;
- Contribution of £6,000 (indexed) per parking space lost towards loss of pay and display revenue;
- Contribution of £927,700 (indexed) to towards highway/environmental improvements to improve pedestrian and cycling routes to the City Centre access to accord with the CS policies SP11, T2 and CC3 and the Transport SPD;
- Contribution of £761,614 (indexed) towards City Centre highway package
- Contribution of £32,000 (indexed) towards City Bikes docking station
- Alterations to Traffic Regulation Orders £10,000
- 24-hour public access through the open areas of the site and a scheme for public access through enclosed routes so as to accord with CS Policy CC3;

- Local employment and training initiatives so as to accord with Core Strategy Spatial Policy 8; and;
- Section 106 monitoring fee.

9.11.3 This development will be liable to pay the Community Infrastructure Levy (CIL) although the liability will be calculated on the day that the final Reserved Matter for each phase is approved. The infrastructure requirements for this development are likely to relate to public transport and public space provision. Consideration of where any Strategic Fund CIL money is spent rests with the Council's Executive Board and will be decided with reference to the Infrastructure Funding Statement at the time that decision is made.

9.12 Planning balance and conclusion

9.12.1 The City One proposals identify the regeneration of a large and prominently located brownfield City Centre site which has been largely vacant, underutilised and awaiting redevelopment for a number of years. The scheme would be likely to deliver a significant number of new homes (up to 1,925 including up to 960 two and three bed homes); offices (up to 70,000sqm); and provision for retail, leisure and community uses (2,850sqm), and visitor accommodation which would provide significant employment opportunities (10,000 during construction and 4,000 once completed), which would make a major contribution to the local economy.

9.12.2 The proposals would create new extensive areas of public realm across the site which, in combination with new pedestrian and cycling routes across and around the periphery of the site, would help to connect the site with the City Centre and the established communities to the south, whilst providing new amenities for existing and intended residents. Whilst retained trees would be protected, over 150 new trees would be planted and almost 3,000sqm of species-rich wildflower grassland created to deliver a net gain to biodiversity and other environmental benefits.

9.12.3 The location, orientation and height of tall buildings have been carefully considered and controlled through parameters and Design Code guidelines. Whilst buildings of such a scale would have an environmental impact beyond the site, for example through overshadowing and wind, recognising the relationship of such buildings to surrounding spaces and the benefits to the scheme and city of such buildings of scale and density, alongside mitigation proposals, it is considered that the overall impact would be acceptable from a townscape, safety and amenity perspective. Lower buildings located towards the south, east and west edges of the site would help to establish a positive relationship between the development and its immediate context. The regeneration of the site would also be likely to enhance the significance of the Holbeck Conservation Area and provide further enhancements to the setting of nearby heritage assets.

9.12.4 As a result, the development would accord with the Development Plan as a whole and, accordingly, it is recommended that the scheme should be deferred and delegated to the Chief Planning Officer for approval subject to the completion of an acceptable Road Safety Audit, the conditions specified in Appendix 2 (including any amendment to the same or addition of further conditions as the Chief Planning Officer deems appropriate), and the completion of a Section 106 agreement.

Appendix 1 – Minutes of City Plans Panel 24th February 2022 - PREAPP/21/00324

The Chief Planning Officer submitted a report which set out details of a pre-application presentation for proposed development comprising residential apartments, commercial (offices and leisure), hotel and a travel hub on land largely bounded by Sweet Street, Meadow Road, Jack Lane and Bowling Green Terrace, Leeds, LS11 9BX

Site photographs and plans were displayed and referred to throughout the discussion of the application.

The applicant's representatives addressed the Panel, speaking in detail about the proposal and highlighted the following:

- Site / location / context
- The site area extends to 3.79 hectares
- The "City One" site lies within the southern part of the designated City Centre. It is bounded by Sweet Street to the north, Meadow Road to the east, Jack Lane to the south and Bowling Green Terrace to the west.
- The south-western corner of the site is 6.0m higher than the north-east corner. High pressure gas mains run below ground across the northern fringe and south-east corner of the site resulting in no build zones in these areas. Trent Street runs east to west across the site providing access to a large primary substation located towards the centre of the site.
- Meadow Road is the main distributor to the City Centre from the M621
- The southern extent of Holbeck Conservation Area is located 120m to the west at the junction of Sweet Street West and Marshall Street. The conservation area includes a number of listed buildings.
- Major mixed use development scheme
- The proposed development seeks the construction of up to 11 buildings ranging in height from 5 - 42 storey's in height - Residential apartments (2,200 maximum), commercial (offices and leisure) up to 70,000sqm, hotel (450 beds) and a multi-storey travel hub and /or basement car parking providing a maximum of 691 car parking spaces; up to 2,850sqm of ground floor use Class E(a-g) floorspace (with single retail units limited to 465sqm) with a minimum provision of 1,000sqm of Use Class E(a-g) floorspace across the development.
- New Masterplan
- Proposed new network of streets, including new green street
- Key constraints: Gas lines and electricity sub-station (Alternative configuration if sub-station removed)
- Landscaping strategy, tree lined public open space, introduction of rain gardens
- Pedestrian priority environment, connectivity and permeability at the heart of the masterplan
- Timescale – Commence latter 2022 with completion of first phase towards the end of 2025

Members raised the following questions to the developer's representatives:

- This is a large development, possibly up to 4,000 residents, are there any amenities provided or located nearby: eg doctor's surgeries, nurseries and schools
- The scale of this development is difficult to grasp. Could the areas of greenspace be combined to form larger, discrete areas of public realm rather than linear streets.
- Do the large linear buildings and spaces have the potential to cause wind tunnelling.
- Meadow Road filters into the M621, was sufficient planting been provided to combat particulates from vehicles

- In respect of the electricity sub-station, were there any plans to relocate it, and if it was to be moved, would it be your intention to build on it or could it be greenspace.

In responding to the issues raised the developer's representatives said:

- The Applicant confirmed that commercial space was available within the development for such amenities as a doctor's surgery. In terms of nearby schools, it was confirmed there were existing schools within the locality
- The Architect said the intention was to create a sense of openness with some of the streets being 25m in width. There would also be huge areas created with streets largely being given over to amenity space.
- The Architect reported that no safety issues had been identified following wind modelling, the massing of the buildings was deliberately organised to address wind impact
- The Architect said the buildings along Meadow Road would be set back 10m, there would be a 3m wide planting strip and there would also be a 3m cycle path, the intention was to provide a series of soft landscape filters to help combat poor air quality
- The applicant confirmed that relocation of the electricity sub-station was being considered and if it could be removed, the area would be redeveloped. Responding to a question, what if the sub-station was to remain, Members were informed the brickwork and door would be refurbished and then covered with a landscaped screen.

In offering comments, Members raised the following issues:

- In general Members welcomed the principal of the development
- The majority of Members were of the view that not enough useable greenspace was being provided relative to the scale of the development. The proposed linear pieces of greenspace were "underwhelming" and were not the same and as useable as a green square
- There was more work to be done in terms of design and massing. Architectural treatment needs to make a contribution to the spaces, with a variation in building design.
- Too many people were being crammed onto a small site
- A policy compliant housing mix needs to be provided
- This is a large development and needs to cater for all ages with appropriate facilities, a depth of vision is required
- Ideally the electricity sub-station requires removal and turned into greenspace
- Possible wind implications, was a concern
- More details about site security and connectivity both to the City Centre and neighbouring communities were required

In offering comments on the officers' questions in the report:

- Members were not supportive of the proposed scale and form of development

- Members considered the emerging approach to landscape and public realm was not acceptable; more greenspace was required
- Members considered that more details were required in terms of the development's emerging provisions for transportation and connectivity
- Members were not supportive of the emerging approach to sustainable development, more detailed information was required

The Chair thanked the developers for their attendance and presentation suggesting that Members appeared to be generally supportive of the principle of the development, but there were a significant number of issues to address.

RESOLVED –

- (i) To note the details contained in the pre-application presentation
- (ii) That the developers be thanked for their attendance and presentation

Appendix 2 – Draft conditions

1 Approval of the following details (hereinafter referred to as the Reserved Matters) shall be obtained from the Local Planning Authority, in writing before the first phase of development is commenced.

- Layout
- Scale
- Appearance
- Landscaping
- Access within the site

Plans and particulars of the Reserved Matters shall be submitted utilising a planning application form and shall be carried out as approved.

As only outline details have been submitted of the Reserved Matters, they are reserved for subsequent approval by the Local Planning Authority.

2 Application for approval of all Reserved Matters for the first phase of development shall be made to the Local Planning Authority before the expiration of three years from the date of this permission. Applications for any subsequent phases of development shall be made within five years of the date of this permission. The respective phases of development shall be begun within two years of the approval of the last of the Reserved Matters to be agreed for that phase.

Imposed pursuant to the provisions of Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

3 Reserved Matters applications shall be submitted in accordance with the limits specified in the approved parameter plans, codes and schedules:

- 10327-SHP-ZZ-A-B5D9-F900-PL-XX-001 P03 Setting out and constraints
- 10327-SHP-ZZ-A-B5D9-F900-PL-XX-002 P03 Development zones and public realm
- 10327-SHP-ZZ-A-B5D9-F900-PL-XX-003 P02 Building lines
- 10327-SHP-ZZ-A-B5D9-F900-PL-XX-004 P02 Maximum and minimum building height
- 10327-SHP-ZZ-A-B5D9-F900-PL-XX-006 P02 Servicing access
- 10327-SHP-ZZ-A-B5D9-F900-PL-XX-007 P02 Active frontages
- 10327-SHP-ZZ-A-B5D9-F900-PL-XX-008 P02 Basements
- 10327-SHP-RP-B5D9-DC01 REV 01 Design Code
- 10327-SHP-ZZ-A-B5D9-F900-SC-XX-501 P01 Development schedule

In order to control the development and for the avoidance of doubt.

4 A phasing plan identifying the building plots to be developed; roads, cycling and pedestrian routes to be provided within the site, and open space and landscape to be laid out within each phase shall be submitted to and approved in writing by the Local Planning Authority prior to the submission of any application for the approval of Reserved Matters. The sequencing of the development shall thereafter be carried out in accordance with the approved plan, unless otherwise approved in writing by the Local Planning Authority.

For the avoidance of doubt.

5 The development hereby permitted shall be carried out in accordance with the approved plans listed in the Plans Schedule.

For the avoidance of doubt and in the interests of proper planning.

6(a) Prior to the commencement of any phase (including any demolition, site clearance, groundworks or drainage etc.) all existing trees to be retained within the development or adjacent to that phase of development site shall be fully safeguarded during the course of the demolition, building works and landscaping in accordance with the details identified in the Arboricultural Method Statement ARBTECH AMS 01 C. Such measures shall be retained for the full duration of any demolition and/or approved works.

(b) No works or development shall commence until:

(i) Evidence has been submitted, such as a written appointment (including site specifics), to the Local Planning Authority that confirms that a qualified Arboriculturist/competent person has been appointed to carry out the Arboricultural monitoring/supervision for each relevant phase.

(ii) A Site Supervision Schedule i.e. a list of site visits and the operational specifics related to trees for the full construction duration has been submitted to the Local Planning Authority. Each visit shall be reported back to the Local Planning Authority immediately after each site supervision intervention (written & photographic).

(c) Seven days written notice shall be given to the Local Planning Authority that the protection measures for that phase are in place prior to demolition/ construction works commencing, to allow inspection and approval of the protection measures as implemented on site.

(d) No equipment, machinery or materials shall be used, stored or burnt within any protected area. Ground levels within these areas shall not be altered, nor any excavations undertaken including the provision of any underground services/drainage, without the prior written approval of the Local Planning Authority.

To ensure the protection and preservation of retained on and off-site trees during construction work.

7 No works to or removal of trees or shrubs shall take place between 1st March and 31st August inclusive, unless a competent ecologist has undertaken a careful, detailed check of vegetation for active birds' nests immediately before (within 24 hours) the works commence and provided written confirmation that no birds will be harmed and/or that there are appropriate measures in place to protect nesting bird interest on site. Any such written confirmation should be submitted to the Local Planning Authority within 3 days of such works commencing.

To protect nesting birds in vegetation.

8 The approved Phase I Desk Study report indicates that a Phase II Site Investigation is necessary, and therefore development (excluding demolition) shall not commence until a Phase II Site Investigation Report has been submitted to and approved in writing by the Local Planning Authority.

Where remediation measures are shown to be necessary in the Phase II Report and/or where soil or soil forming material is being imported to site, development (excluding demolition) shall not commence until a Remediation Strategy demonstrating how the site will be made suitable for the intended use has been submitted to, and approved in writing by, the Local Planning Authority. The Remediation Strategy shall include a programme for all works and for the provision of Verification Reports.

It is strongly recommended that all reports are prepared and approved by a suitably qualified and competent person.

To ensure that the presence of contamination is identified, risks assessed and proposed remediation works are agreed in order to make the site 'suitable for use' with respect to land contamination.

9 If remediation is unable to proceed in accordance with the approved Remediation Strategy, or where significant unexpected contamination is encountered, the Local Planning Authority shall be notified in writing immediately and operations on the affected part of the site shall cease. The affected part of the site shall be agreed with the Local Planning Authority in writing. An amended or new Remediation Strategy shall be submitted to and approved in writing by the Local Planning Authority prior to any further remediation works which shall thereafter be carried out in accordance with the revised approved Strategy. Prior to the relevant phase of development being brought into use, where significant unexpected contamination is not encountered, the Local Planning Authority shall be notified in writing of such.

It is strongly recommended that all reports are prepared and approved by a suitably qualified and competent person.

To ensure that any necessary remediation works are identified to make the site 'suitable for use' with respect to land contamination.

10 Remediation works shall be carried out in accordance with the approved Remediation Strategy. On completion of those works, the Verification Report(s) shall be submitted to the Local Planning Authority in accordance with the approved programme. The relevant phase of development shall not be brought into use until such time as all verification information has been approved in writing by the Local Planning Authority.

It is strongly recommended that all reports are prepared and approved by a suitably qualified and competent person.

To ensure that the remediation works are fully implemented as agreed and the site has been demonstrated to be 'suitable for use' with respect to land contamination.

11 Any soil or soil forming materials brought to site for use in soft landscaping, public open space or for filling and level raising shall be tested for contamination and suitability for use for each phase. A methodology for testing these soils shall be submitted to, and approved in writing by, the Local Planning Authority prior to these materials being imported onto site. The methodology shall include information on the source of the materials, sampling frequency, testing schedules and criteria against which the analytical results will be assessed (as determined by risk assessment). Testing shall then be carried out in accordance with the approved methodology. Relevant evidence and verification information (for example, laboratory certificates) shall be submitted to, and approved in writing by, the Local Planning Authority prior to these materials being imported onto the site.

To ensure that contaminated soils are not imported to the site and that the development shall be suitable for use.

12 No development shall commence until;

(a) a scheme of intrusive site investigations has been carried out on site to establish the risks posed to the development by past coal mining activity, and;

- (b) any remediation works and/or mitigation measures to address land instability arising from coal mining legacy, as may be necessary, have been implemented on site in full in order to ensure that the site is made safe and stable for the development proposed. The intrusive site investigations and remedial works shall be carried out in accordance with authoritative UK guidance.

To ensure that the risks posed to the development by past coal mining activity are investigated and mitigated.

13 Prior to the first occupation of the development a signed statement or declaration prepared by a suitably competent person confirming that the site is, or has been made, safe and stable for the approved development shall be submitted to the Local Planning Authority for approval in writing. This document shall confirm the methods and findings of the intrusive site investigations and the completion of any remedial works and/or mitigation necessary to address the risks posed by past coal mining activity.

To ensure that the risks posed to the development by past coal mining activity are mitigated.

14 No works shall commence on the relevant phase of development until a Statement of Construction Practice for that phase has been submitted to and approved in writing by the Local Planning Authority. The Statement of Construction Practice shall include full details of:

- (a) construction traffic management including details of the construction vehicle routing, the means of access, location of site compound, storage and parking (including workforce parking), means of loading and unloading of all contractors' plant, equipment, materials and vehicles and associated traffic management measures;
- (b) the methods to be employed to prevent mud, grit and dirt being carried onto the public highway from the development;
- (c) measures to control the emissions of dust and dirt during demolition and construction; and
- (d) how this Statement of Construction Practice will be made publicly available by the developer.

The approved details shall be implemented at the commencement of work on each phase of development and shall thereafter be retained and employed until completion of works on the relevant phase of development. The Statement of Construction Practice shall be made publicly available for the lifetime of the construction phase of the development in accordance with the approved method of publicity.

In the interests of amenity and highway safety.

15 The hours of demolition or construction, including deliveries and waste collection, for each phase of development shall be restricted to 08:00 to 18:00 hours Monday to Friday, 08:00 to 12:00 hours on Saturdays, with no activities on Sundays and Bank Holidays, unless otherwise agreed in writing in advance by the Local Planning Authority in exceptional circumstances.

In the interests of amenity.

16 Prior to the commencement of each phase of development a Construction Environmental Management Plan (CEMP (Biodiversity)) for that phase shall be submitted to and approved in writing by the Local Planning Authority. The CEMP (Biodiversity) shall put in place measures to retain and protect 0.43 Biodiversity Units as shown on Biodiversity Metric dated 11th December 2023 and include the following:

- (a) Risk assessment of potentially damaging construction activities;
- (b) Identification of biodiversity protection zones;
- (c) Method statement for control and eradication of Cotoneaster plant;
- (d) Measures to avoid or reduce impacts during construction;
- (e) Location and timings of sensitive works to avoid harm to biodiversity features, including nesting birds;
- (f) The times during construction when specialist ecologists need to be present on site to oversee works;
- (g) The role of a responsible person (Ecological Clerk of Works) and lines of communication; and
- (h) Use of protective fences to BS 5837:2012, exclusion barriers and warning signs.

The approved CEMP shall be adhered to and implemented throughout the construction period strictly in accordance with the approved details, unless otherwise agreed in writing by the Local Planning Authority.

To ensure the protection of existing biodiversity features.

17 Prior to the commencement of each phase of development a Landscape and Biodiversity Net Gain Management Plan shall be submitted to and approved in writing by the Local Planning Authority. The Plan shall confirm the measures to deliver a minimum of 5.44 Biodiversity Units as shown on Biodiversity Metric dated 11th December 2023 and include details of the following:

- (a) Description of features to be managed to include Baseline Metric calculations of Biodiversity Units with Condition assessments and UKHab mapping
- (b) Extent and location/area of proposed habitats and Biodiversity Units on scaled maps and plans using UKHab mapping, with Target Condition assessments and Metric calculations
- (c) Ecological trends and constraints on site that might influence management
- (d) Aims and Objectives of management to include Target Biodiversity Units and Condition Criteria
- (e) Appropriate management Actions for achieving Aims and Objectives
- (f) An annual work programme (to cover an initial 5 year period following completion of each phase of development)
- (g) Details of the specialist ecological management body or organisation responsible for implementation of the Plan
- (h) How the Plan is to be funded and confirmation from the landowner that it can be delivered
- (i) For each of the first 5 years of the Plan, a progress report sent to the Local Planning Authority within 3 months of each year being completed, by an appropriately qualified ecological consultant reporting on progress of the Annual Work Programme and confirmation of required Actions for the next 12 month period
- (j) Confirmation that habitat monitoring will be carried out in years 1, 3, 5, 10, 20 and 30 following completion of each phase of development and how this will be funded
- (k) The Plan shall set out how contingencies and/or remedial action will be identified, agreed and implemented when necessary
- (l) The Plan will be reviewed and updated every 5 years and implemented for the lifetime of the development

The approved Plan shall be implemented in accordance with the approved details.

To ensure the long-term protection and enhancement of biodiversity.

18 Biodiversity Net Gain Habitat Monitoring Reports shall be carried out by an appropriately qualified ecological consultant in the years 1, 3, 5, 10, 20 and 30 following completion of each phase of development, and shall be submitted (within 3 months of each year being completed) and agreed in writing by the Local Planning Authority. The Biodiversity Net Gain Habitat Monitoring Reports will include the following:

- (a) Confirmation of the number of Biodiversity Units present based on a survey at an appropriate time of year and how this compares to the 5.44 Habitat Units identified in the Biodiversity Metric 3.0 – Calculation Tool, dated 11th December 2023.
- (b) Where the Target Condition is not yet met provide an assessment of time to Target Condition for each habitat and any changes to management that are required
- (c) How the monitoring is funded and the appointed specialist ecological body

Where remedial measures or changes in management are required these shall be addressed in updates of the Landscape and Biodiversity Net Gain Management Plan and its Annual Work Programmes.

To ensure Biodiversity Units are delivered as agreed in the approved BEMP for perpetuity.

19 No phase of development, including demolition, shall commence until a survey of the condition of Sweet Street, Marshall Street, Trent Street and Bowling Green Terrace has been submitted to and approved in writing by the Local Planning Authority. Following completion of the relevant phase of development a survey of those highways shall be submitted identifying their condition, together with a schedule of remedial works to rectify damage identified as a result of construction traffic associated with the relevant phase of the development to the highway identified between the two surveys. The approved mitigation works shall be fully implemented prior to first occupation of the relevant phase of development. In the event that a defect is identified during other routine inspections of the highway that is considered to be as a result of construction traffic associated with the relevant phase of the development and a danger to the public it must be immediately made safe and repaired within 24 hours from the applicant being notified by the Local Planning Authority.

To ensure the free and safe use of the highway.

20 Any Reserved Matters application comprising a built phase of the development shall be accompanied by typical detailed 1:20 scale (or other appropriate scale) working drawings of the following features.

- (a) ground level entrances and external doors;
- (b) soffits;
- (c) glazing, including framing and curtain walling;
- (d) windows including heads, cills, reveals and perforated screens and vents;
- (f) material junctions;
- (g) parapet detail, rooftop balustrades and rooftop equipment;

The works shall be constructed in accordance with the approved details thereby approved.

In the interest of visual amenity and in providing a high quality design.

21 Details and samples of all external facing building materials for each phase shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of the above ground superstructure of each building within that phase. The samples shall include the erection of a full-size mock-up panels on site or in an agreed location.

The external surfaces of the buildings in that phase shall be constructed in accordance with the details thereby agreed.

In the interests of visual amenity.

22 If the substation is retained in first phase of development full details of design improvements for the substation building, grounds and boundary treatment, shall submitted to and approved in writing by the Local Planning Authority prior to commencement of such works. The approved improvements to the substation shall be completed prior to the first occupation of the first phase of development.

In the interests of visual amenity.

23 The relevant phases of development shall not be occupied until all areas shown on the approved plans to be used by vehicles, including roads, footpaths, cycle tracks, loading and servicing areas and vehicle parking spaces for that phase have been fully laid out, surfaced and drained such that loose materials and surface water does not discharge or transfer onto the highway. These areas shall not be used for any other purpose thereafter.

To ensure the free and safe use of the highway.

24 The off-site highway works shown on drawing 3410-100-P-0001-A: General Arrangement (or alternative 3410-100-P-0020-: General Arrangement) comprising access, footway, cycleway and environmental improvements shall be implemented and completed prior to first occupation of the first phase of development.

In the interests of amenity, connectivity and to ensure the free and safe use of the highway.

25 Full details of cycle parking and facilities for each phase shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of works above the ground floor slab of each respective phase of development. The relevant phases of the development shall not be occupied until the approved cycle parking and facilities have been provided. The approved facilities shall thereafter be retained for the lifetime of the development.

In the interests of sustainable travel.

26 No phase of development containing car parking shall be occupied until full details and a scheme for provision of Electric Vehicle Charging Points, cable enabled spaces and associated infrastructure have been submitted to and approved in writing by the Local Planning Authority. The facilities shall be provided prior to first occupation of the relevant phase of development, retained and maintained thereafter as approved for the lifetime of the development.

In the interest of promoting low carbon transport.

27 No phase of development shall be occupied until a plan showing details of dedicated space for loading, unloading and parking of service/delivery vehicles has been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details prior to first occupation of the relevant phase and the space shall be retained for the lifetime of the development.

To ensure the free and safe use of the highway.

28 No phase of development shall be occupied until a Servicing and Delivery Management Plan (including timescales and detailed loading bay proposals) for that phase has been submitted to and approved in writing by the Local Planning Authority. The plan shall be fully implemented and operated in accordance with the approved timescales.

To ensure the free and safe use of the highway, to protect the amenities of nearby residents and to ensure coordination with other operations.

29 No phase of development containing car parking shall be occupied until a Car Park Management Plan, including details of proposed parking provision, parking controls and management procedures to ensure that the car parking is only utilised by residents of the development or staff / visitors to commercial premises within the development, has been submitted and approved in writing by the Local Planning Authority. The approved measures shall be implemented for the lifetime of the development and car parking spaces shall not be leased / sold to off-site users.

To ensure appropriate provision of car parking and as commuter car parking would be contrary to sustainable transport objectives.

30 Prior to the first occupation of the development all existing redundant accesses to the development site shall be closed off and made good in accordance with details which shall first be submitted to and approved in writing by the Local Planning Authority.

To ensure the free and safe use of the highway.

31 Notwithstanding the details shown on approved plan reference 3410-100-P-0001-A: General Arrangement (or alternative 3410-100-P-0020-: General Arrangement), no development shall take place until a plan showing visibility splays of 2.4m x 43m has been submitted to and approved in writing by the Local Planning Authority. The approved visibility splays shall be laid out to an adoptable standard prior to occupation and retained for the lifetime of the development.

The use of a substandard access, including by construction traffic, would be detrimental to the free and safe use of the highway.

32 The development shall not be occupied until a wayfinding scheme has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include details and location of pedestrian and cycling signage between Sweet Street and Water Lane. The works shall be carried out in accordance with the approved details within a timescale that shall have first been agreed in writing by the Local Planning Authority.

To ensure pedestrian and cycling safety and legibility.

33 Prior to the commencement of the cladding of each building in each phase of development details shall be submitted to and approved in writing by the Local Planning Authority of integral bat roosting and bird nesting features (for species such as House Sparrow and Swift) within the relevant building. The agreed details shall show the number, specification of the bird nesting and bat roosting features and where they will be located, together with a timetable for implementation and commitment to being installed under the instruction of an appropriately qualified bat consultant. All approved features shall be installed prior to first occupation of the relevant phase of the development and retained thereafter.

To maintain and enhance biodiversity.

34 No development above the ground floor slab of each phase shall take place until details of on and off-site hard and soft landscape works for each respective phase has been submitted to and approved in writing by the Local Planning Authority. These details shall include:

- (a) proposed finished levels and/or contours;
- (b) boundary details, gates and railings;
- (c) pedestrian access and circulation areas;
- (d) hard surfacing areas;
- (e) walls and retaining walls including to proposed planters;
- (f) minor artefacts and structures (e.g., street furniture including seating and bicycle anchor points, balustrades, bollards, directional signs, external lighting, CCTV and litter bins including recycling bins);
- (g) freestanding wind baffles;
- (h) proposed and existing functional services above and below ground (e.g. drainage, power cables, communication cables, pipelines etc., indicating lines, manholes etc.).

Soft landscape works shall include:

- (i) planting plans;
- (j) written specifications (including cultivation and other operations associated with plant and grass establishment);
- (k) tree pit and planter details including soil volumes in areas of soft landscape, hard landscape and above basements;
- (l) schedules of plants noting species, planting sizes and proposed numbers/densities;
- (m) details of interim landscaping for undeveloped phases;
- (n) details of proposals for the linear park which will be compatible with its relationship with the gas pipeline; and
- (o) implementation programme.

Temporary landscape works details shall include:

- (p) details of all temporary hard and soft landscaping proposals as set out at parts a-o of this condition for remaining areas of the site which have not been developed and which do not form part of the relevant phase of development.

To ensure the provision of amenity afforded by appropriate landscape design.

35(a) Further to condition 34 full details of the load bearing cell type rooting zone using proprietary structures for trees in hard landscape shall be submitted and approved in writing by the Local Planning Authority. The details shall be fully in accordance with Leeds City Council guidance on urban tree planting and shall be completed in accordance with the implementation programme. The details shall include:

- (i) Proprietary soil cell structures to support paving over extended sub-surface rooting areas;
- (ii) Soil cell volume /soil volume calculations;
- (iii) Specification of topsoil including additives and conditioners;
- (iv) Tree grilles and guards and means of anchoring root balls. Built-in Root Irrigation Pipe system with end cap and aeration system;
- (v) Passive and / or active irrigation distribution system and controls including directed use of grey water / roofwater or surface water infiltration to benefit planted areas;
- (vi) Drainage system for tree pits;
- (vii) Tree grill details; and

(viii) Where applicable, details of protection measures for statutory utilities and drainage.

(b) To ensure full compliance, a brief report on the installation of the rooting zone structures, including supporting photographic evidence, shall be submitted to the Local Planning Authority when the works are still “open” to allow Local Planning Authority inspection prior to any surfacing works.

(c) A 3 year irrigation programme for the trees (in accordance with BS 8545-2014 Trees from Nursery to Independence) shall be submitted to the Local Planning Authority for approval in writing. Confirmation of irrigation compliance shall be submitted to the Local Planning Authority on a quarterly basis for the full 3 year programme period.

To ensure the provision of amenity afforded by appropriate landscape design and its cultural requirements are integrated into the development scheme.

36 All hard and soft landscaping works shall be carried out in accordance with the approved details, approved implementation programme and British Standard BS 4428:1989 Code of Practice for General Landscape Operations and BS 8300:2009 +A1:2010 Design of buildings and their approaches to meet the needs of disabled people. The developer shall complete the approved landscaping works and confirm this in writing to the Local Planning Authority prior to the date agreed in the implementation programme.

To ensure the provision and establishment of acceptable and accessible landscaping.

37 The relevant phase of development shall not be occupied until a plan, schedule and specification for landscape management for the lifetime of that phase of the development has been submitted to, and approved in writing by, the Local Planning Authority. This shall include reference to planting and hard landscaped areas, including paving, seating and other features. The schedule shall identify the frequency of operations for each type of landscape asset and reflect the enhanced maintenance requirement of planted areas.

To ensure successful establishment and aftercare of the completed landscape scheme.

38 All hard and soft landscaping works shall be carried out in accordance with the implementation programme approved pursuant to condition 29 above. On completion of those works a Verification Report(s) that clearly demonstrates that the approved landscaping works have been fully implemented as approved shall be submitted to the Local Planning Authority in accordance with the approved implementation programme. The development, or phase of a development, shall not be occupied until such time as the submitted verification information has been approved in writing by the Local Planning Authority.

It is strongly recommended that all reports are prepared and approved by a suitably qualified and competent person.

To ensure that the landscaping works are fully implemented as agreed in the interest of securing an appropriate landscaped setting and to enhance bio-diversity and opportunities for the creation of natural habitats.

39 No approved retained tree or hedge shall be cut down, uprooted or destroyed nor any tree be pruned, topped or lopped or suffer root severance (other than in accordance with the approved plans and particulars) without the prior written approval of the Local Planning Authority.

In view of the tree preservation order and in the interests of the character and amenities of the area, the best interests of nature conservation and biodiversity.

40 If, within a period of five years from the planting of any trees or plants, those trees or plants or any trees or plants planted in replacement for them is removed, uprooted, destroyed or dies or becomes, in the opinion of the Local Planning Authority, seriously damaged or defective another tree or plant of the same species and size as that originally planted shall be planted at the same place in the first available planting season, unless the Local Planning Authority gives its written consent to a variation. If such replacements die within twelve months from planting these too shall be replaced, until such time as the Local Planning Authority agrees in writing that the survival rates are satisfactory.

To ensure the maintenance of a healthy landscape scheme.

41 No building or other obstruction including landscape features shall be located over or within 5 metres either side of the centre line of the water main i.e. a protected strip width of 10 metres, that enters the site. If the required stand-off distance is to be achieved via diversion or closure of the water main, the developer shall submit evidence to the Local Planning Authority that the diversion or closure has been agreed with the relevant statutory undertaker.

In order to allow sufficient access for maintenance and repair work at all times.

42 No building or other obstruction including landscape features shall be located over or within 6 metres either side of the centre line of the public sewer i.e. a protected strip width of 12 metres, that crosses the site. Furthermore, no construction works in the relevant areas of the site shall commence until measures to protect the public sewerage infrastructure that is laid within the site boundary have been implemented in full accordance with details that have been submitted to and approved by the Local Planning Authority. The details shall include but not be exclusive to the means of ensuring that access to the pipe for the purposes of repair and maintenance by the statutory undertaker shall be retained at all times. If the required stand-off or protection measures are to be achieved via diversion or closure of the sewer, the developer shall submit evidence to the Local Planning Authority that the diversion or closure has been agreed with the relevant statutory undertaker and that, prior to construction in the affected area, the approved works have been undertaken.

In the interest of public health and maintaining the public sewer network.

43 The site shall be developed with separate systems of drainage for foul and surface water on and off site. The separate systems should extend to the points of discharge to be agreed.

In the interest of satisfactory and sustainable drainage.

44 Before development of the first building commences, a detailed sustainable urban drainage system (SuDS) based surface water drainage scheme based on the principles of The SUDS Manual (C753) with design criteria as set out within the Council's current Minimum Development Control Standards for Flood Risk should be submitted and approved in writing by the Local Planning Authority. The details should include suitable drainage drawings, summary calculations and results of all investigations detailing the surface water drainage works as set out below and as set out within the current validation requirements:

The maximum rate of discharge, off-site, shall not exceed 69.21l/s for any storm event or where a complex flow control is adopted the maximum discharge rate shall be 68.41l/s for the 1 in 2 year event, 77.01 l/s for the 1 in 30 year event and 81 l/s for the 1 in 100+45% and be

in line with the drainage strategy as set out within Buro Happold Drainage Strategy – ref 0045919-BHE-XX-XX-RP-C-0001 dated 08/11/2022 Rev P03, or shall be consistent with the Council's Minimum Development Control Standards for Flood Risk and the LLFA's requirements for Major Development unless otherwise agreed with the Local Planning Authority. The works shall be implemented in accordance with the approved scheme before the development is brought into use, or as set out in the approved phasing details.

To ensure sustainable drainage and flood prevention

45 No phase of the development shall commence until details and a method statement for interim and temporary drainage measures for that phase of the demolition and / or construction phases have been submitted to and approved in writing by the Local Planning Authority. This information shall provide full details of who will be responsible for maintaining such temporary systems and demonstrate how the site will be drained to ensure there is no increase in the off-site flows, nor any pollution, debris and sediment to any receiving watercourse or sewer system. Where temporary discharges to a sewer are proposed, written confirmation from the sewer owner that these have been accepted shall be provided. The site works and construction phase shall thereafter be carried out in accordance with approved method statement, unless alternative measures have been subsequently approved by the Planning Authority.

To ensure satisfactory drainage and pollution prevention during the demolition and construction phases.

46 The development shall be undertaken in accordance with the Buro Happold Flood Risk Assessment reference 0045919-BHE-XX-XX-RP-CW-0004 P04 dated 18/11/2022 unless otherwise submitted and approved in writing with the Local Planning Authority. The works shall be fully implemented in accordance with the approved scheme before the development is brought into use, or as set out in the approved phasing details.

To ensure sustainable drainage and flood prevention.

47 There shall be no discharges of foul water from any phase of the development until a foul drainage scheme including details of provision for its future maintenance (e.g. adoption by the Water Company) for that phase has been implemented in accordance with the details that have been previously submitted to and approved in writing by the Local Planning Authority. In addition, written confirmation shall be provided from Yorkshire Water or any other third party involved to allow the laying of any sewer across third party land and discharge of the design foul flows to the sewer.

To ensure satisfactory drainage and pollution prevention.

48 Prior to the first occupation of each phase of the development details shall be provided in respect to the management, inspection and maintenance of any non-adopted drainage features. The details shall identify the responsible parties and set out how these will be funded and managed and provide a schedule of the proposed inspections and annual maintenance for the lifetime of the development. The plan shall be submitted to and approved in writing by the Local Planning Authority prior to first occupation and the development shall thereafter be maintained at all times in accordance with the approved details.

To ensure the development is adequately maintained for the lifetime of the development.

49 No development above the ground floor slab of any building containing residential accommodation shall take place until a scheme demonstrating that the proposed background

mechanical ventilation in the relevant building would provide sufficient thermal cooling and comfort to future occupiers has been submitted to and approved in writing by the Local Planning Authority. The scheme thereby approved shall be installed prior to first occupation of the respective building and shall thereafter be retained and maintained at all times in accordance with the approved details.

In the interests of residential amenity.

50 Each Reserved Matters application involving residential accommodation abutting commercial uses in the development shall include details of the floor slab and party walls, including confirmation that the sound insulation performance of such features will achieve a minimum of NR25 between 0700 to 2300 hours and NR 20 between 2300 to 0700 hours within the dwellings.

In the interests of residential amenity.

51 No development above the ground floor slab of any building containing residential accommodation shall take place until a scheme of sound insulation works has been submitted to and approved in writing by the Local Planning Authority. Such scheme of works shall:

- a) Be based on the findings of an approved noise survey of the application site, including an approved method statement for the noise survey.
- b) Be capable of achieving the following noise levels: Bedrooms: LAeq (8 hour) - 30dB (2300 to 0700 hours); Living Rooms & Bedrooms: LAeq (16 hour) - 35dB (0700 to 2300 hours); Other Habitable Rooms: LAeq (16 hour) - 40dB (0700 to 2300 hours); Bedrooms: LAFmax - 45dB (2300 to 0700 hours).
- c) Where the above noise criteria cannot be achieved with windows partially open, include a system of alternative acoustically treated ventilation to all habitable rooms.

Prior to occupation of the relevant building, a post-completion sound test to confirm compliance with the above specified criterion shall be submitted for approval. If sound levels exceed the specified limits, the applicant shall undertake corrective action and re-test. Once compliance can be demonstrated the results shall be re-submitted for approval.

In the interests of residential amenity.

52 Any mechanical ventilation / air conditioning system shall limit noise to a level no higher than the existing background noise level (L90) when measured at noise sensitive premises, with the measurements and assessment made in accordance with BS4142:2014. The rating level shall include the addition of any character corrections as appropriate. If the character is unknown at the design stage or cannot be evidenced then a penalty of 5dB should be applied to take into account of potential corrections. The system shall be installed and maintained in accordance with the approved details and retained for the lifetime of the development.

In the interests of residential amenity.

53 Prior to the occupation of any commercial unit, details of any external plant/extract ventilation system shall be submitted and approved in writing by the Local Planning Authority prior to its installation and the system shall be installed and maintained in accordance with the approved details and retained for the lifetime of the development. The equipment associated with the use shall limit noise to a level no higher than the existing background noise level (L90)

when measured at the nearest noise sensitive premises (including residential within the development) with the measurements and assessment made in accordance with BS4142:2014.

In the interests of residential amenity.

54 The LAeq of any entertainment noise from any commercial unit will not exceed the representative background noise level LA90 (without entertainment noise), and the LAeq of entertainment noise will be at least 3dB below the background noise level LA90 (without entertainment noise) in 1/3 octaves between 63 and 125Hz when measured at the nearest noise sensitive premises (including residential within the development).

In the interests of residential amenity.

55 Before any Use Class E(b) E(d) E(f) or E(g)(ii) and E(g)(iii) commercial unit is brought into use, a noise mitigation scheme for such uses shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of the noise mitigation measures that will be used at the proposed development to control noise from the proposed use and it shall demonstrate that the noise in nearby noise sensitive premises will not exceed:

NR 20 in bedrooms (2300 to 0700 hours); (Where low frequency noise is a particular concern then NR15 at 63 and 125Hz octaves should be achieved in bedrooms) and NR 25 in all habitable rooms (0700 to 2300 hours). Noise rating curves should be measured and assessed against a 15 minute linear Leq at the octave band centre frequencies 31.5 to 8 KHz

The approved scheme shall be implemented before the relevant development is brought into use and retained thereafter.

In the interests of residential amenity.

56 The operating hours of commercial uses shall be restricted to 0800 to 2300 hours Monday - Saturday and 1000 to 1600 hours on Sundays unless otherwise agreed in writing by the Local Planning Authority prior to occupation of the relevant premises.

In the interests of residential amenity.

57 Any public, communal or commercial use of rooftop terraces or external commercial spaces (such as outside restaurant seating) shall cease between 2300 and 0700 hours unless otherwise agreed in writing by the Local Planning Authority. For the avoidance of doubt there shall be no external speakers in any of the commercial premises.

In the interests of residential amenity.

58 Deliveries and waste collections shall be restricted to 0800 to 1800 hours Monday to Saturday. No deliveries or waste collections shall take place on Sundays or Bank Holidays.

In the interests of residential amenity.

59 The development hereby permitted shall not be occupied until details for the provision of bin stores for each phase of development (including siting, materials and means of enclosure) and (where applicable) storage of wastes and access for their collection shall be submitted to and approved in writing by the Local Planning Authority. The approved measures shall be implemented in full before the use commences and shall be retained thereafter for the lifetime of the development.

To ensure adequate measures for the storage and collection of wastes are put in place. In the absence of appropriate measures residential amenity could be adversely affected.

60 No phase of development containing a combined heat and power combustion system shall commence until a revised Air Quality assessment determining the impact on sensitive receptors and including the identification of any necessary mitigation, has been submitted and approved in writing by the Local Planning Authority. The relevant phase shall not be occupied until any approved measures have been implemented. Any such measures shall thereafter be maintained and retained.

In the interests of amenity.

61 No external lighting in the relevant phase of development shall be installed unless a scheme for such has previously been approved in writing by the Local Planning Authority. No lighting fitment shall be installed on the site in such a way that the source of light is directly visible from nearby residential properties or is a hazard to users of adjoining or nearby highways. The scheme shall be installed and retained thereafter in accordance with the approved details.

In the interests of amenity and highway safety.

62 Prior to the commencement of the above ground superstructure of any building over 100m AOD, a medium intensity obstacle lighting scheme designed for the safety of air traffic shall be submitted to and approved in writing by the Local Planning Authority. The approved system shall be installed prior to first occupation of such buildings and thereafter maintained in accordance with the approved details.

In the interests of aircraft safety.

63 (i) Each Reserved Matters application containing a built phase of development shall include a detailed energy and sustainability statement for that phase of development confirming the proposed measures and actions to comply with Core Strategy Policies EN1, EN2 and EN4.

(ii) Within 6 months of the first occupation of the relevant phase of development a post-construction review statement for that phase shall be submitted and approved in writing by the Local Planning Authority.

The development shall thereafter be maintained and any repairs shall be carried out all in accordance with the approved detailed scheme and post-completion review statement or statements.

To ensure the inclusion of appropriate sustainable design measures.

64 Unless otherwise agreed in writing by the Local Planning Authority each phase of development should be designed and implemented so as to enable a future connection to the district heating network.

In the interests of sustainability.

65 Each Reserved Matters application comprising a built phase of the development shall be accompanied by a heritage impact assessment.

To enable assessment of the impact of the development on heritage assets when detailed proposals are identified.

66 Each Reserved Matters application including residential development of 18 metres or more in height or 7 or more storeys shall include a fire statement for each respective building within that phase of development.

To ensure that satisfactory fire safety information is submitted and appropriate fire safety measures incorporated in that phase of development.

67 Each Reserved Matters application including residential accommodation shall include plans and details demonstrating how each respective building will comply with Core Strategy policy H9 with regard to meeting relevant residential space standards. The development shall be constructed in accordance with the details thereby agreed.

To provide an appropriate layout and space for the amenity of residents.

68 Each Reserved Matters application including residential accommodation should provide an updated Housing Needs Assessment and identify a housing mix in accordance with the guidance of Core Strategy policy H4 and Holbeck Neighbourhood Plan policy H2. A minimum provision of 10% of units in each residential phase should be three bedroom units. Each phase of residential development shall be constructed in accordance with the housing mix details thereby agreed.

In the interests of providing a sustainable development and housing mix.

69 Following completion of 50 per cent of the dwellings within any residential building within each residential phase of development and secondly at the stage of the final completion of the remaining 50 per cent of the dwellings in that phase, a post-construction Accessible Housing Certification Table containing the full details of the following matters shall be submitted to and approved in writing by the Local Planning Authority:

Which and how many dwellings within the development have satisfied M4(2) accessible and adaptable dwellings standards contained within Part M Volume 1 (Approved Document) of The Building Regulations 2010, or any such Approved Document or Regulations for the time being in force, including any modification, extension or re-enactment of the same and including all instruments, orders, regulations and directions for the time being made, issued or given under the Approved Document or Regulations (or deriving validity from the same).

The accessible dwellings shall be provided in accordance with the agreed details and shall be retained as provided for thereafter.

In the interests of ensuring access and accommodation for all people.

70(i) Each Reserved Matters application containing a built phase shall be accompanied by a quantitative wind tunnel assessment for the whole development, including the detailed development proposed for that phase. Any mitigation measures thereby approved for the relevant phase shall be incorporated into the design of the scheme and constructed prior to the completion of the external facing materials for building in that phase. Any necessary mitigation measures shall be retained as such thereafter or until such a time that wind studies confirm that the mitigation measures are no longer required.

(ii) In the event that any quantitative wind tunnel assessment demonstrates the need for off-site wind mitigation features in the highway, details of such proposals, together with

arrangements for monitoring of the wind speeds in such locations, shall be submitted to and approved in writing by the Local Planning Authority prior to their installation. Such features shall be provided prior to the completion of the external facing materials for building in that phase and shall thereafter be retained and maintained by the developer unless it is demonstrated to the Local Planning Authority through monitoring that the need for the off-site wind mitigation features has ceased.

(iii) In the event that off-site wind mitigation features are introduced into the highway and any development subsequently takes place on land to the west of the site up to the railway viaduct which crosses Sweet Street West a further quantitative wind tunnel assessment reviewing the impact of such development upon the wind conditions in the Sweet Street corridor shall be submitted to and approved in writing by the Local Planning Authority. Should the approved assessment demonstrate that the off-site wind mitigation features are no longer required the features shall be removed within 6 months and the land reinstated in accordance with details which shall be submitted to and approved in writing by the Local Planning Authority.

In the interests of highway and pedestrian safety.

71 The existing advertising hoardings along the Meadow Road and Jack Lane frontage shall be removed prior to first occupation of any building within DZ2, DZ3 or DZ4.

In the interests of visual amenity.

72 Prior to the commencement of the construction of each phase a Security Plan for that phase shall be submitted to and approved in writing by the Local Planning Authority. The Security Plan, which shall be prepared in conjunction with advice from the RSES (Register of Security Engineers and Specialists) shall set out measures to control access to the relevant phase; to protect the structure and fabric of the buildings and also the public realm around the site following completion. The measures thereby approved shall be implemented prior to first use of each phase of the development and thereafter retained and maintained.

In the interests of security and public safety.

73 Notwithstanding the provision of the Town and Country Planning (General Permitted Development) Order 1995 (or any Order revoking or re-enacting that Order with or without modification) planning permission shall be obtained before any change of use of any Use Class E premises to C3 residential accommodation, as detailed in the Town and Country Planning (Use Classes) Order 1987 (as amended) or any Order revoking or re-enacting that Order with or without modification.

In order that the Local Planning Authority can retain control over the mix of uses and in the interests of amenity.

74(i) The development shall not exceed the following maximum gross external area (GEA) floorspace or unit levels at any time:

- a) 1,925 residential units / 171,000 sqm (use class C3)
- b) 70,000sqm office floorspace (use classes E(g)(i) and E(g)(ii))
- c) 450 bedroom hotel / 28,000 sqm floorspace (use class C1)
- d) 722 car parking spaces
- e) 2,850sqm town centre uses (use class E (a-g)) of which no more than 1,475sqm shall be class E(a) retail and no class E(a) retail unit shall exceed 465sqm

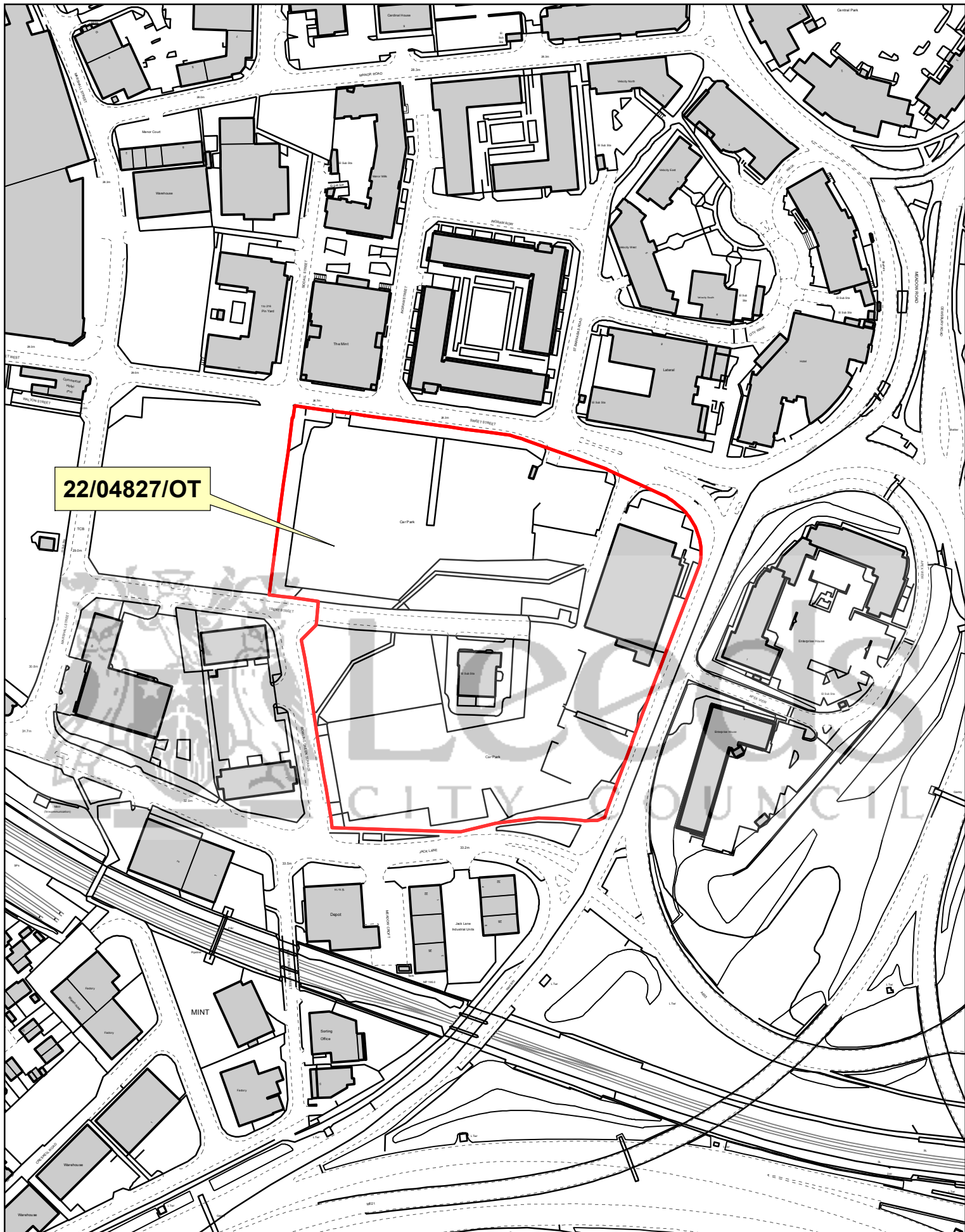
(ii) The development shall comprise a minimum gross external area (GEA) of 1,000sqm use class E(a-g) ground floor floorspace.

(iii) Each Reserved Matters submission containing a built phase shall include an up-to-date reconciliation table which identifies the floorspace/units proposed in the phase and the cumulative total floorspace to confirm the total floorspace and residential units which are being developed relative to the overall planning permission.

In order to define the permission and to protect existing retail centres.

75 Notwithstanding the detail in the approved Design Code Document, no development above the ground floor slab of the first phase of development containing residential accommodation shall take place until details of fixed play facilities to be provided within City One Square have been submitted to and approved in writing by the Local Planning Authority. Such play facilities shall be provided in accordance with the approved details prior to first occupation of the residential phase and thereafter retained and maintained.

In order to provide suitable play facilities in appropriate locations within the development.



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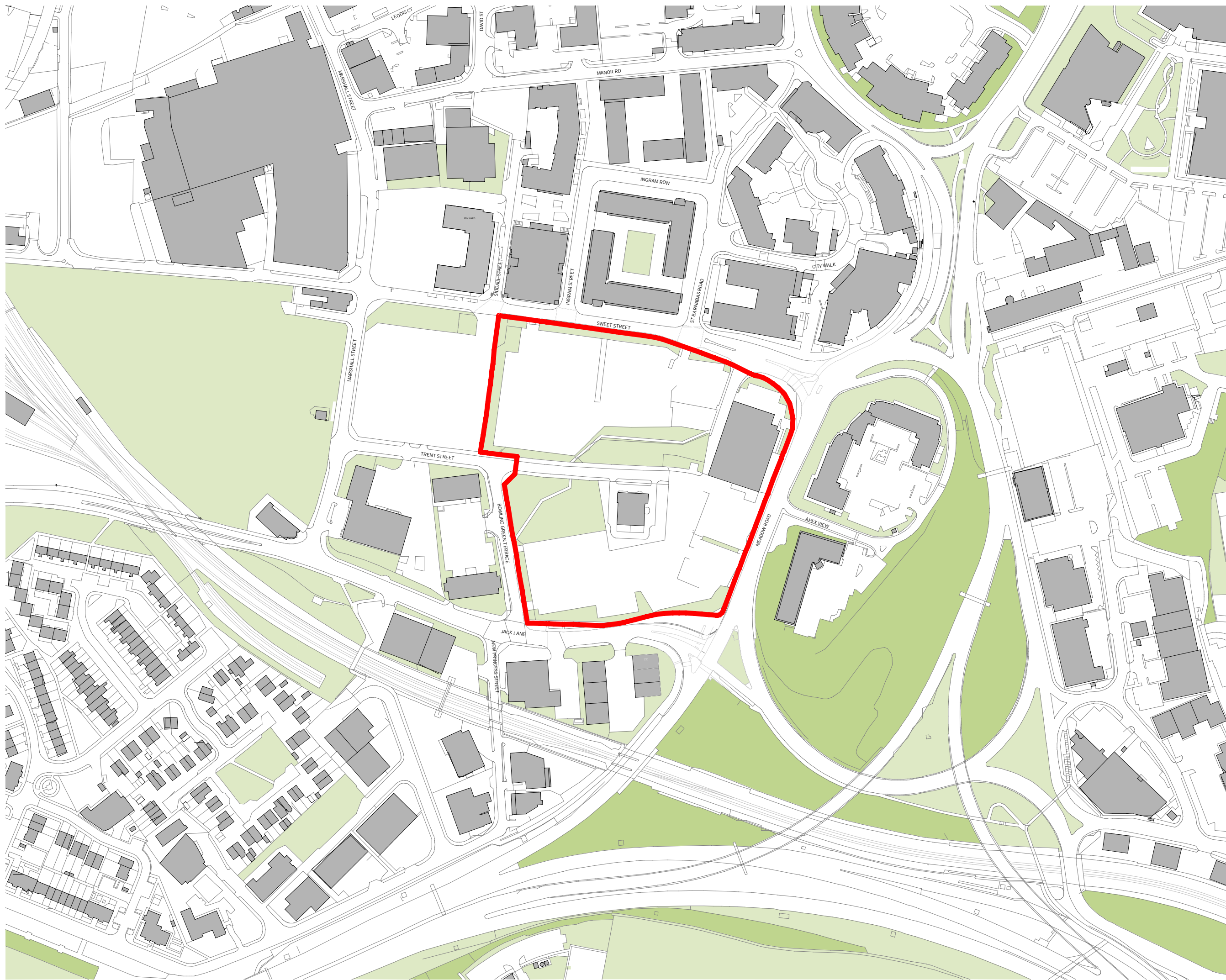
CITY PLANS PANEL

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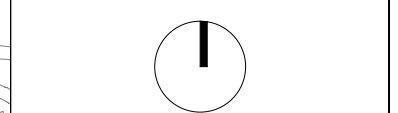
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All dimensions to be checked on site by contractor.
Contractor to report any dimensional discrepancies,
errors or omissions prior to commencing on site.

NOTE:
KEY
— Planning Application Boundary



Rev	Date	Description
P01	2022-07-05	Outline Planning Submission
P02	2024-01-25	Updated Outline Planning Submission

Project Title
**CITY ONE
LEEDS**

Drawing Title
Existing Location Plan

Status		Scale
Planning		1:2500 @ A3
Project No	10327	
SHP Drawing Code	10327-SHP-Z0-A-B5D9-G000-XP-XX-002	Revision P02

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