

#### **CITY PLANS PANEL**

Meeting to be held on Thursday, 3rd September, 2020 at 1.30 pm (Remote Meeting)

#### **MEMBERSHIP**

#### Councillors

D Blackburn

C Campbell

P Carlill

D Cohen

A Garthwaite

C Gruen

P Gruen

A Khan

G Latty

J McKenna (Chair)

E Nash

P Wadsworth

N Walshaw

#### Note to observers of the meeting:

To remotely observe this meeting, please click on the link below. This will take you to Leeds City Council's YouTube channel, and the meeting can be viewed live from there.

https://www.youtube.com/playlist?list=PLggQFjpTLgpIgAcWdE9UNwAaDYRCjTMWS

Agenda compiled by: John Grieve Governance Services Civic Hall

Tel: 0113 37 88662

#### AGENDA

Item No	Ward	Item Not Open		Page No
1			APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS	
			To consider any appeals in accordance with Procedure Rule 15.2 of the Access to Information Rules (in the event of an Appeal the press and public will be excluded)	
			(*In accordance with Procedure Rule 15.2, written notice of an appeal must be received by the Head of Governance Services at least 24 hours before the meeting)	
2			EXEMPT INFORMATION - POSSIBLE EXCLUSION OF PRESS AND PUBLIC	
			To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.	
			2 To consider whether or not to accept the officers recommendation in respect of the above information.	
			3 If so, to formally pass the following resolution:-	
			RESOLVED – That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:-	

Item No	Ward	Item Not Open		Page No
3			LATE ITEMS	
			To identify items which have been admitted to the agenda by the Chair for consideration  (The special circumstances shall be specified in the minutes)	
4			DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS	
			To disclose or draw attention to any disclosable pecuniary interests for the purposes of Section 31 of the Localism Act 2011 and paragraphs 13 -16 of the Members' Code of Conduct.	
5			APOLOGIES FOR ABSENCE	
			To receive apologies for absence (If any)	
6			MINUTES OF THE PREVIOUS MEETING	5 - 14
			To consider and approve the minutes of the previous meeting held on 6 <sup>th</sup> August 2020.	
			(Copy attached)	
7			MATTERS ARISING FROM THE MINUTES	
			To consider any Matters Arising from the minutes.	

ltem No	Ward	Item Not Open		Page No
8	Hunslet and Riverside		APPLICATION NO. 19/06625/RM - RESERVED MATTER APPLICATION FOR LAYOUT, SCALE, APPEARANCE AND LANDSCAPING FOR PLOTS 1A AND 1B (CITY PARK) PURSUANT TO OUTLINE PLANNING PERMISSION 17/02501/OT AT THE FORMER TETLEY BREWERY, HUNSLET ROAD, HUNSLET, LEEDS LS10 1JQ	15 - 40
			To consider a report by the Chief Planning Officer which sets out details of a Reserved Matter Application for Layout, Scale, Appearance and Landscaping for Plots 1a and 1b (City Park) pursuant to Outline Planning Permission 17/02501/OT at the Former Tetley Brewery, Hunslet Road, Hunslet, Leeds LS10 1JQ.	
			(Report attached)	
9			DATE AND TIME OF NEXT MEETING	
			To note that the next meeting will take place on Thursday, 1 <sup>st</sup> October 2020 at 1.30pm (Remote Meeting)	
2				
a)				
b)				
Third	Party Recording			

#### **Third Party Recording**

Recording of this meeting is allowed to enable those not present to see or hear the proceedings either as they take place (or later) and to enable the reporting of those proceedings. A copy of the recording protocol is available from the contacts named on the front of this agenda.

Use of Recordings by Third Parties-code of practice

- a) Any published recording should be accompanied by a statement of when and where the recording was made, the context of the discussion that took place, and a clear identification of the main speakers and their role or title.
- b) Those making recordings must not edit the recording in a way that could lead to misinterpretation or misrepresentation of the proceedings or comments made by attendees. In particular there should be no internal editing of published extracts; recordings may start at any point and end at any point but the material between those points must be complete.

#### **CITY PLANS PANEL**

#### THURSDAY, 6TH AUGUST, 2020

**PRESENT:** Councillor J McKenna in the Chair

Councillors D Blackburn, C Campbell, P Carlill, D Cohen, A Garthwaite, C Gruen, A Khan, E Nash, P Wadsworth, G Latty,

P Gruen and S Hamilton

#### 11 Election of Deputy Chair

**RESOLVED** – That Councillor C Gruen be elected as Deputy Chair and to assume the Chair in the event of Councillor J McKenna (Chair) losing internet connectivity.

#### 12 Appeals Against Refusal of Inspection of Documents

There were no appeals.

#### 13 Exempt Information - Possible Exclusion of Press and Public

There was no exempt information.

#### 14 Late Items

There were no late items.

#### 15 Declarations of Disclosable Pecuniary Interests

There were no declarations.

#### 16 Apologies for Absence

Apologies for absence were submitted on behalf of Councillor N Walshaw.

Councillor S Hamilton was in attendance as substitute.

#### 17 Minutes of the Previous Meeting

The minutes of the previous meeting held on 16<sup>th</sup> July 2020 were submitted for comment/ approval.

**RESOLVED –** That the minutes of the meeting held on 16 July 2020 be confirmed as a correct record subject to the following amendment:

 Councillor Nash requested that her objection to the provision of a feeder rank on Concordia Street be noted due to the cobbled street being a heritage asset and proximity to residential properties.

#### 18 Matter Arising from the Minutes

With regard to Minute No. 9 – Application 20/02048/FU, it was requested that an update report be brought back to Panel if the disabled access to the taxi rank could not be satisfactorily resolved. It was reported that the considerations of provision of a ramped access solution as discussed would be referred to the Chair and if required the matter could be reconsidered by Panel.

Application No.17/02594/OT - Outline planning application with all matters reserved except for access, for the creation of a new community comprising up to 800 dwellings, a food store (A1) (up to 372 sq.m), primary school and public open spaces at Land off Racecourse Approach, Wetherby, LS22.

The report of the Chief Planning Officer present an outline planning application with all matters reserved except for access, for the creation of a new community comprising of up to 800 dwellings, a food store, primary school and public open spaces at land off Racecourse Approach, Wetherby.

The application had previously been considered by the Panel when Members had opportunity to visit the site. The application had been deferred at the meeting held in January 2020 for further consultation due to the fragmentation of the site and lack of access to the South West corner.

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

Further issues highlighted in relation to the application included the following:

- Members had requested that the applicant purchased the land in the South West corner to provide a site access. The landowner had refused an offer from the applicant although was in support of the application.
- The scheme had cycle and pedestrian linkages to the South West Corner which would link to the town centre.
- There were three proposed access points that ran along the North Eastern side of the site.
- There had been a design workshop with the applicant and there would be further engagement with the community with regards to design.
- The applicant was willing to embrace policy relating to climate change.
- The applicant had given a notice of intent to appeal against nondetermination of the application. It was felt that as the land had been allocated for housing that there was limited opportunity in defending an appeal.

- There had been further consultation with the Better Wetherby Partnership. Issues raised by the Better Wetherby Partnership included the following:
  - It was felt that the application was contrary to guidance in the Neighbourhood Plan, Site Allocation Plan and National Planning Policy Framework.
  - No safe pedestrian/cycle access to Wetherby
  - Consultation had not been carried out
  - The proposed shuttle bus scheme was tokenism
  - The scheme needed to be compliant with the Leeds Climate Emergency/
- Wetherby Civic Society had made further representations which included concern regarding the lack of access from York Road; that the development was isolated from the town centre and lack of facility for pedestrians and cyclists to cross York Road.
- Wetherby Town Council was opposed to the principle of development at the site and that access arrangements were not satisfactory and also dangerous.
- There had also been letters of objection from Ward Councillors and 24 local residents.
- An indicative masterplan was shown which included details of the proposed locations for the school and shop.
- Plans of how the South West corner to the site could be developed.
- Enhancements to Carr Lane with improved pedestrian and cycling routes.
- Proposals for underground refuse storage.
- The applicant felt they had done all they could to address the Panel's concerns and done all they could to purchase the land to the South West Corner. Ultimately should that area of land be developed there could be an access to York Road.
- The scheme was policy compliant and would create up to 280 affordable housing units.
- It was recommended that the application be deferred and delegated for approval.

A local Ward Councillor addressed the Panel on behalf of Wetherby Town Council and the Better Wetherby Partnership. Issues highlighted included the following:

- It was recognised and accepted that the site was allocated for housing but it was felt that this application did not meet the tests of sustainable development or the requirements of the Site Allocation Plan, National Planning Policy Framework or Wetherby Neighbourhood Plan.
- The issue of third party land ownership this was not the only site that could provide an access point.
- The threat of an appeal should not be considered.
- Commitment to high quality design anything less should not be accepted.
- Climate change there was only vague commitment.

- There was nothing to specify where on York Road any access point should be.
- It was essential to get things right at this stage.

A representative of Wetherby Civic Society addressed the Panel. Issues highlighted included the following:

- It was requested that this application was refused.
- The requirements for access were not in accordance with the Site Allocation Plan and left a 2 mile round trip to the Town centre.
- There were no safe pedestrian links to the town centre or schools.
- The lack of access was against policy within the National Planning Policy Framework.
- There was no urgent need to develop this site.
- Reference to similar proposals that had been refused.

In response to questions to the speakers, the following was discussed:

- The site requirements set out in the Site Allocation Plan should be met as a bare minimum.
- There should be proper engagement with the community to shape the proposals.
- The Wetherby Neighbourhood Plan went live in January 2020.
- The South West corner was not the only place to access York Road and other options had not been explored.
- There was no safe cycle access on to York Road and traffic lights were needed.
- The Site Allocation Plan was clear that there should be access to York Road.
- There had been some consultation at the early stages of the application but more engagement was requested.
- The application should be refused as it did not meet the minimum requirements of the Site Allocation Plan.
- There was not enough information in the report to show how this development could be an exemplar in terms of tackling the climate emergency.

The applicant's representative addressed the Panel. The following was highlighted:

- This application was for outline permission only with access arrangements. There would be more involved engagement at the reserved matters stage.
- The applicant was moving ahead with reserved matters issues including ecology, house design and energy efficiency.
- Delays to this site would also hold up the development of the site to the North West corner.
- There would be a Community Infrastructure Levy payment in the region of £7 million.

Draft minutes to be approved at the meeting to be held on Thursday, 3rd September, 2020

- The applicant had taken legal advice and been informed that the application was policy compliant.
- This application would not cause prejudice to a future access to York Road and the development would leave an access that could be joined on.
- The applicant was supportive of the Wetherby Neighbourhood Plan and was satisfied that the application complied with the plan.
- Sustainability credentials would be available when more was known about the house types.
- In response to guestions from the Panel, the following was discussed:
  - 350 affordable houses would be built on this and the adjoining site.
  - The site would be designed with walking and cycling in mind.
  - The applicant was satisfied with the access arrangements. The land to the South West corner had not been used by the landowner as a ransom strip and was the subject of a higher bid from elsewhere.
  - The proposed location for the shop there had been an interest from a retail provider. It would serve 1,100 new houses.
     Although the current position was indicative concern was expressed that a shop in this location would not be sustainable.

In response to Members questions and comments, the following was discussed:

- Officers were comfortable that the proposals met the policy requirements of the Site Allocation Plan. In terms of the access to York Road, the plot to the South West Corner was allocated for housing and these proposals would allow for access to run through.
- Access to the site within the application had been assessed and was policy compliant.
- There had been negotiations with the applicant to get Carr Lane upgraded. There were no proposals at this stage for further improvements. There was sufficient visibility for a crossing point at York Road.
- Although the Site Allocation Plan required an access to York Road, this
  was with regards to the totality of the site and not just this application.
  The owner of the land to the South West Corner was wanting to
  proceed with the sale and development of the land.
- The provision of a shuttle bus was being provided by the applicant and was over and above policy requirements. This would be funded for ten years.
- House design the images displayed were indicative and detailed design would be considered under the reserved matters stage.
- Community refuse collection officers had suggested this to the applicant as a more sustainable and efficient system.
- Outstanding concern that the application didn't satisfy the requirements of the Site Allocation Plan without guaranteed development of the access to York Road.

- Concern that sustainability requirements were not being met.
- It was acknowledged that there was satisfactory provision for vehicular access in terms of requirements even though none of these were direct to York Road.
- Sustainable travel was satisfactory with the provision of the shuttle bus along with pedestrian and cycle access.
- Concern with regards to the length of time it may be till adjoining sites were developed and an access to York Road was achieved.
- The need for further engagement at the reserved matters stage.
- It was felt that access to York Road was essential. There was concern that any access to York Road was located away from the hump back bridge as there had been a history of accidents.
- The shop would be better located in the South West corner with opportunity for passing trade.

The lack of vehicle access onto York Road was the key focus of the debate and consideration whether this aspect met the Site Allocation Plan requirement. Officer advice was clear that the nature and extent of the current proposal for part of the Site Allocation Plan site was considered to be policy compliant and did not prejudice future delivery of a vehicle access onto York Road. Following a motion to approve the officer recommendation Panel resolved as follows by a majority vote.

**RESOLVED** – That Members note the report and specifically the issues raised relating to vehicular access and that approval of the application be deferred and delegated to the Chief Planning Officer subject to the conditions outlined in the report (and any relevant others deemed necessary) and the prior completion of a Section 106 agreement to cover the following:

- Provision of 35% affordable housing on site;
- Primary Education Contribution of £2.7 million (phased payments to be agreed) and transfer of land For Primary School upon commencement of development. With construction of an access road at an agreed timescale;
- Provision of shuttle bus fully funded for 10 years (£150,000 p.a.);
- Contribution of £61,700 towards Harrogate Road corridor cumulative impact;
- Contribution of £55,000 towards Racecourse Approach 40mph speed limit:
- Contribution of £41,000 towards bus shelters and displays;
- Contribution of £7,000 towards a TRO for York Road parking;
- Sustainable Travel Fund £396,000 (based on 800 dwellings);
- £30,000 for mitigation measures if residential model split targets are not met;
- Completion of access road up to adjoining development sites;
- Marketing strategy of retail unit prior to occupation of 400<sup>th</sup> dwelling and operationally available by occupation of 500th dwelling;
- Residential Travel Plan and Monitoring Fee of £6.000:
- School Travel Plan and Monitoring Fee of £2,500;

- Maintenance of greenspace and SuDS;
- Contribution of £16,000 towards other public footpath and bridleway enhancements; and
- Employment and Training

(Councillor D Cohen left the meeting at the conclusion of this item)

20 Application No. 20/01965/FU - Demolition of existing building and erection of part 4, part 10 and part 32 storey student accommodation building with commercial unit (Use Class A1, A3 or A4 or D1), D1 unit at upper ground level and associated access; parking; alterations to public realm and landscaping works on the site of 44 Merrion Street, Leeds, LS2 8LW

With reference to the meeting of 20<sup>th</sup> February 2020 when the Panel received a pre-application presentation on the emerging redevelopment proposals, the Chief Planning Officer now submitted a report which set out details of a an application which sought the demolition of the existing building and erection of part 4, part 10 and part 32 storey student accommodation building with commercial unit (Use Class A1, A3 or A4 or D1), D1 unit at upper ground floor level and associated access; parking, alterations to public realm and landscaping works on the site of 44 Merrion Street, Leeds, LS2 8LW.

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

The City Centre Team Leader addressed the Panel, speaking in detail about the proposal and highlighted the following:

- Site / location / context
- Situated within an emerging cluster of tall buildings in the Arena area
- Proximity to neighbouring properties, St John's Church 55m away
- The existing building is a redundant red brick office block (Former Santander Building)
- Positive feedback/ support received at the pre-application stage
- Historic England and the Leeds Civic Trust had objected to the proposal commenting that the proposal was unduly dominant
- The proposal is to demolish the existing building and construct a multistorey student residential-led development comprising a 4 to 10 storey street building with a tower element rising up to 32 storey's containing a total of 660 student bedrooms (A mix of cluster and studio apartments)
- Shared communal space 1100sqm
- Night time lighting scheme
- Triple height entrance hall
- Double height ground floor frontage with retail space
- Public realm and connecting corridors, high quality landscaping scheme including green walls and planters, aspiration to include greenery within the arcade space

Draft minutes to be approved at the meeting to be held on Thursday, 3rd September, 2020

- Servicing area to be located to the rear of the building, accessed from Merrion Place. Two disabled parking spaces located in this area
- Materials the building podium to include red brickwork and ceramic tiling with deep windows and utilising quality materials in context with the street scene, the tower element to be extensively glazed in clear fritted double glazed panels, perforated metal screen and insulated panels faced with black painted glass
- Aspiration to reduce dominance of the highway along Merrion Street, potentially narrowing the carriageway; reducing or relocating the taxi rank and decluttering street furniture

#### Members raised the following questions:

- Had any pre-application wind surveys be undertaken
- Could the provision of green walls be extended within the landscape scheme
- This buildings green credentials/ aspect need designing into the building from the start, they should not be just an "add on"
- The CGI graphics, were they a true representation of how the building would look, in particular the materials
- In terms of the level of student accommodation within the City Centre, was the city approaching saturation point
- In view of Covid19 was there a danger that international students may not return
- Were there any proposals to remove buses from Merrion Street
- Could the tower element be repositioned to the west side of the site to be less dominant

In responding to the issues raised, officers and the applicant's representatives said:

- Members were informed that wind impact assessments had been undertaken and had been independently peer reviewed. Subject to provision of mitigation measures (wind baffles and redesign of vertical columns to the east of the Merrion Street frontage) the proposals would result in an acceptable wind environment.
- Members were informed that there was little opportunity for further green walls given the 3 storey glazed entrance hall, the detailed design to the podium element and the limited gaps to neighbouring buildings. However the proposals would provide views of the proposed green wall through the glazed atrium space and would include soft landscaping on the roof which would be visible from the roof edges.
- Members were informed that biodiversity was included within the building and carbon reduction was at the heart of the design
- The Architect said a unique and bespoke building was been created in the centre of Leeds. The tower would be fully glazed and capture light throughout the day, the building would not be a static image but be constantly changing. The solid base was all about setting the street

- scene. In terms of materials, sample panels could be viewed at condition discharge stage
- Members were informed that recent studies had suggested that up to 38,000 students were not living in purpose built accommodation
- The developers were of the view that there was still a demand for student accommodation in the city and they remained confident in their investment
- In responding the Highways Officer said there was an expectation that buses in the future would no longer use this part of the loop road for stopping
- Members were informed that moving the tower element to the western side would have an adverse impact on the residential windows to Symons House.

In offering comments Members raised the following issues:

- All Members welcomed the scheme commenting that; this was a really strong proposal, the building looked fantastic, this building is iconic in design and will enhance the skyline
- Members were of the view that the height, scale and massing were right for this area
- Members emphasised the need for quality materials, sample panels need to be viewed as the scheme develops
- Members welcomed the landscaping proposals including the provision of green walls, it was further suggested that the greenery be extended to the roof tops
- Some Members commented that the tower emerging from the base was a really clever design concept

The Chair thanked the developers for their attendance and presentation commenting that this was a really impressive scheme and Members were clearly supportive of the development.

#### **RESOLVED -**

- (i) That the application be deferred and delegated to the Chief Planning Officer for approval subject to the specified conditions identified in Appendix 2 of the submitted report (and any others which he might consider appropriate) and following the completion of a Section 106 agreement to include the following obligations:
  - Occupation of student accommodation solely by students in fulltime higher education during recognised term-times
  - Compliance with agreed Green Travel Plan measures and an indexed review fee of £4,609;
  - Contribution of £400,000 (indexed) towards off-site highway and environmental improvements on Merrion Street;

- 24 hour public access through the site;
- · Local employment and training initiatives;
- Section 106 management fee £2,250.
- (ii) In the event of the Section 106 not having 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.

#### 21 Date and Time of Next Meeting

**RESOLVED** – To note that the next meeting will take place on Thursday 3<sup>rd</sup> September 2020 (Remote Meeting)

### Agenda Item 8



Originator: C. Briggs

Telephone: 0113 2224409

#### Report of the Chief Planning Officer

City Plans Panel

Date: 3<sup>rd</sup> September 2020

Subject: Reserved Matters Application ref. 19/06625/RM for Approval of Layout, Scale, Appearance and Landscaping for Plots 1a and 1b (City Park) pursuant to Outline Planning Permission 17/02501/OT at the Former Tetley Brewery, Hunslet Road, Hunslet, Leeds LS10 1JQ

Applicant Vastint UK B.V.	29.10.2019 1 arget Date 29.10.2019 28.01.2020
Electoral Wards Affected:	Specific Implications For:
Hunslet and Riverside	Equality and Diversity
	Community Cohesion
Yes Ward Members consulted	Narrowing the Gap

#### Conditions for 19/06625/RM

RECOMMENDATION:

 Prior to the commencement of above ground works, full details of the main vehicle access from Waterloo Street and the treatment the junction with the park including the number and location of rising bollards, shall be submitted to and approved in writing by the Local Planning Authority. Works shall be carried out in accordance with the approved details within a timescale agreed in writing by the Local Planning Authority.

In the interests of pedestrian, cyclist and vehicular safety.

GRANT Approval of Reserved Matters Application ref. 19/06625/RM

2. Prior to the commencement of above ground works details of a scheme of pedestrian wayfinding signage through Plots 1a and 1b including details and locations of wayfinding signage, shall be submitted to and approved in writing by the Local Planning Authority. Works shall be carried out in accordance with the approved details within a timescale agreed in writing by the Local Planning Authority.

In the interests of pedestrian safety and legibility.

#### 1.0 Introduction:

- 1.1 This Reserved Matters Application is brought to Plans Panel because it is a major application that is strategically important for the City, pursuant to the grant of outline planning permission at the former Tetley Brewery site in 2018, following approval in principle at City Plans Plan in October 2017.
- 1.2 For background, the outline planning permission approved the principle and maximum floorspaces of uses, site accesses, maximum car parking level for a phased mixed use development comprising demolition of existing buildings, up to 850 residential units (C3), business uses (B1), flexible commercial uses (A1, A2, A3, A4, A5, B1, D1, D2), hotel use (C1), public realm including a City Park and vehicular access.

The outline permission also approved the demolition of existing buildings - the five storey modern office building known as Tetley House (Carlsberg offices formerly known as Huntsman House), the former gatehouse adjacent to The Tetley and the single storey warehouse building and all existing boundary walls on a phased basis. The single storey warehouse has since been demolished under permitted development rights.

The outline planning permission includes the following maximum floorspace and uses:

- Up to 850 residential units (use class C3) comprising the following mix;
- 10% Studio: 85 units
- 27%1 Bed: 230 units
- 43% 2 Bed: 365 units of which 12% are flexible residential units
- 20% 3 Bed: 170 units of which 12% are flexible residential units
- 5% of the residential units will comprise affordable housing
- 85,000 sgm of B1 office floorspace
- 15,000 sqm of flexible commercial uses floorspace providing up to the following maximum:
- Retail (use class A1) up to 8,000 sqm with no unit larger than 1200 sqm
- Financial and Professional services (use class A2) up to 500 sqm
- Cafes and Restaurants (use class A3) up to 8,000 sqm
- Drinking Establishments (use class A4) up to 4,000 sgm
- Hot Food Take Away (use class A5) up to 300 sqm
- Business (use class B1) up to 2,000 sqm

- Non-Residential (use class D1) and Assembly and Leisure (use class D2) up to 4,000sqm

Not all the upper limits of these floorspaces would be achievable within the overall floorspace applied for, however the upper limits have been used for the purpose of assessment in the retail study and transport assessment.

- Up to two hotels with a combined total of 400 beds (use class C1);

#### Vehicular accesses are proposed:

- Site Access with Crown Point Road (North)
- Site Access with Crown Point Road (South)
- Site Access with A61 Great Wilson Street
- Site Access with Meadow Lane
- Site Access with Waterloo Street
- Site Access with Hunslet Road (Stopping Up)
- Two main tree-lined access roads Street 'X' and Street 'Y'

#### Car and cycle parking proposed:

- Car parking up to 860 spaces (including 83 disabled parking spaces) in four basements
- Cycle Parking a minimum of 1,974 spaces
- Motorcycle Parking up to 221 spaces

#### City Park

- A minimum of 2 hectare of public realm as a contribution to the City Park plus additional public routes, semi-private and private open spaces
- 1.3 An indicative layout and scale of buildings and spaces are approved in the Design Strategy that supported the outline planning permission. This would be formed of 8 principal blocks. For reference the indicative development plots and their maximum and minimum height parameters in metres would be (storey heights are approximate based on 3m storey height residential and hotel, and 4m storey heights for offices and other commercial use classes):
  - MU1 13m to 90m (30 storey hotel with ground to fourth floor offices/other commercial uses)
  - MU2 17.4m to 41.3m and 50.4m (up to 10 storeys along Great Wilson Street, rising to 17 storey residential or offices at eastern end)
  - MU3 42.6m to 51.9m (up to 10 storeys offices)
  - MU4 34.2m (8 storeys commercial uses)
  - R1 73.5m to 119.7m (24-39 storeys residential)
  - R2 32.2m to 37.8m (10-12 storeys residential)
  - R3 24.5m to 51m (8-17 storeys residential)
  - R4 50.4m (16 storeys residential)
- 1.4 A series of perimeter blocks were approved on the parameter plans to define the plot boundaries, including the indicative positions for mandatory plot subdivisions which would form public pedestrian and cycle routes through the site. The Building Line Requirements Parameter Plan establishes a series of differing building line requirements to respond to the existing urban fabric and the intended layout of the proposed development.

1.5 The City Park, created by a series of phased, linked 'stepping stones', was first identified in the Council's South Bank Planning Statement 2011, and is an important aspect of the applicant's masterplan for the wider former brewery site. As envisaged by the Council's adopted vision, the Park would be formed over time by an area of land starting along the River Aire embankment in the west, sweeping across the former Tetley brewery site, giving over 3.5 hectare of greenspace made up of linked elements. This would include the Council's own land in Meadow Lane, the phase 1 planning permission for the former Tetley Brewery site, and subject to a future planning application extend to the south east across Crown Point Road into the applicant's phase 2 land. The park would be in an arc-shape across the former brewery site, principally running on a north-west to south-east orientation via a central space at The Tetley, with smaller areas of greenspace and courtyards between buildings, and a larger greenspace facing Bowman Lane known as the North Gardens or Plot P1c.

#### 2.0 Proposal

- 2.1 This Reserved Matters Application (RMA) is for the Approval of Layout, Scale, Appearance and Landscaping for Plots 1a and 1b (City Park) pursuant to Outline Planning Permission 17/02501/OT (Access is already approved).
- 2.2 The RMA is in accordance with the approved use floorspace, parameter plans and Design Strategy. The extent of the park in the first RMA consists of plots 1a and 1b through the central area of the site from Waterloo Street to Crown Point Road. The park area is divided into 5 character areas:
  - a. The Tetley Triangle Event Space to the north-west of the Tetley hard surfaced event space for concerts, markets, outdoor cinema, outdoor café space, approximately the size of half the paved area of Millennium Square
  - b. The Tetley Triangle The Green to the west of the Tetley grassed and stepped amphitheatre for informal performance and sitting, a similar size to Merrion Gardens
  - c. Theatre Gardens north of Salem Chapel modern ornamental and sensory garden for quiet enjoyment, which would be slightly larger than the Raingarden area at Sovereign Square.
  - d. The Central Park east of the Tetley to Crown Point Road including significant parkland including grassed areas and trees, water feature, play area and grassed mound. This includes a 'Flowering Avenue', which will feature springtime blossom from Cherry and other flowering fruit trees. This central area would be slightly smaller than Lovell Park, but would be flat with the exception of a grassed mound at the eastern edge close to Crown Point Road.
  - e. Link Ways greened communal connectors between new building plots with 4m wide pathways and pocket park trees, swales, planting, benches and grassed areas.
- 2.4 The RMA submission includes a full planting schedule for all trees, shrubs and plants. The key planting types can be divided into the following themes and areas which cross over the above character areas:

- a. Theatre Gardens a mix of sun and shade tolerant border planting in 4 raised planting beds with species chosen for visual impact, texture, scent and attractiveness to insects
- b. Pollinating Gardens throughout the park which would include clumps of species such as Salvia and Achillia, tall grasses and herbaceous perennials for vertical structure such as Helenium, Rudbeckia and Aster, and bulbs such as Allium and Tulip.
- c. Woodland edges shrubs such as Cornus, Viburnum, groundcover such as Hellebores and Hedera, Bulbs such as Daffodils and Cyclamen to create a structure of ground layer, field layer, shrub layer at the edge of a woodland mix of trees including a range of Birch, Pine, Cherry, Maple, Hornbeam and Lime species.
- d. Waterloo Street and Meadow Lane arrival areas herbaceous and shrub planting such as rose, aster, ornamental grasses, underneath tree planting – all planted in partial or fully raised beds
- e. Planting in planters within the Tetley Triangle includes ornamental grasses and shrubs
- f. Swale planting to the Linkways includes Euphorbia, Iris, ornamental grasses, and wildflower SUDS turf with Birch and Alder trees
- g. Legacy trees Oriental Plane, Common Lime, Causican Wingnut, Cut-leaf Beech, Tulip tree, Lebanon Cedar and Hop Hornbeam, planted at 7-8m height and 50-60cm trunk girth.
- h. Park tree species are all proposed as semi-mature ranging between 16-35cm trunk girth with species including different varieties of Birch, Cherry, Pine, Hornbeam, and Holly.
- 2.5 The proposal includes two play areas and a water feature/sculpture located to the east of the Tetley building. There are informal play opportunities around the park area including the mound at the eastern edge of the central area and the Green Triangle. Discussions are taking place between the applicants, Leeds Parks and Countryside service and the David Oluwale Memorial Association (DOMA) regarding a sculpture close to the play area. The exact details of the water feature, sculptures and play equipment would be considered under planning condition 28 prior to their installation. Café, toilet (including disabled) and baby change facilities adjacent to the play area are annotated on the proposed plans but full details would be the subject of a future planning application.
- 2.6 15 on-street visitor parking bays would be provided along access Road Y, plus 6 blue badge bays, as part of the concurrent RMA for Office building MU3a. There would also be provision for 2 car club spaces. A similar level of provision is expected along Road X when that comes forward as an RMA with later plots. Cycle parking is grouped around the park for visitors.
- 2.7 The RMA submission is supported by the following documents:
  - Scaled Plans including revisions submitted 22 June 2020
  - Design and Access/Landscape Statement and Addendum April 2020
  - Planning Statement
  - Parking and Servicing Management Plan
  - Overshadowing Report

- Statement of Community Involvement
- Flood Risk Statement
- Waste Management report
- Wind Report
- Sustainability Statement

#### 3.0 Site and Surroundings:

- 3.1 This RMA application relates to the plots identified as City Park plots 1a and 1b located in the centre of the site on a north-west to south east axis on the approved Plot and Phasing Plan attached to this report.
- 3.2 The approved outline planning permission site relates to the redevelopment of the area of land including Crown Point Road to the east, Waterloo Street and Bowman Lane to the north, Meadow Lane to the west and Hunslet Road (A61) to the south, a total area of 9.7 hectares. 6.69 hectares of the approved outline permission boundary is land within the applicant's ownership. The site has been under-utilised since 2011 when the brewery closed, and most of the brewery buildings were demolished shortly afterwards. The site is partly vacant, partly in use as a temporary car park, temporary greenspace, and an art hub at The Tetley building.
- 3.3 The surrounding area features a wide range of existing land uses. To the north of the site along Bowman Lane and Waterloo Street are residential blocks ranging between 5 and 13 storeys including those at Brewery Wharf. To the east lies the mixed use residential development at Leeds Dock, and the education hub of Leeds College of Building, Ruth Gorse Academy, Leeds City College and Leeds University Technical College (UTC). To the south is a mixture of retail at Crown Point Retail Park, and offices at Leeds City Office Park. To the west lies the Asda office headquarters, a petrol filling station, a data centre, New Lane office park and the River Aire corridor.
- 3.4 The Tetley building and gatehouse are unlisted heritage assets in the phase one application site boundary. Outside the phase one site, the Grade II listed Salem Chapel lies to the west, between Hunslet Road and Hunslet Lane. To the south east of the phase one boundary are the Grade II Listed Buildings at Risk at Crown Point Road/Hunslet Road, and unlisted heritage assets at Duke Studios at Sheaf Street, the vacant Crown Pub, and the former malthouses at Waides Yard facing Cudbear Street and Crown Point Road. The City Centre Conservation Area boundary lies at the north-west edge of the site at Bridge End, and includes Grade II listed buildings such as Leeds Bridge House, the Adelphi Public House, the Old Red Lion Public House, and Leeds Bridge.
- 3.5 The site is located in the designated City Centre and the Aire Valley Leeds Area Action Plan South Bank sub-area. The site lies in flood risk zones 2 and 3.

#### 4.0 Relevant Planning History

4.1 Outline application (all matters reserved except for access) for a phased mixed use development comprising demolition of existing buildings, up to 850 residential units (C3), business uses (B1), flexible commercial uses (A1, A2, A3, A4, A5, B1, D1, D2), hotel use (C1), public realm including a City Park and

vehicular access was approved in principle at City Plans Panel 17 October 2017, and outline planning permission was granted in December 2018, following the lifting of the Highways England Holding Direction and the completion of the Section 106 legal agreement.

- 4.2 Under planning reference 19/06880/RM a Reserved Matters Application for Approval of Layout, Scale, Appearance and Landscaping for Plot MU3a for part seven, part eight storey buildings comprising flexible commercial uses at ground floor and office use at the upper floors with associated hard and soft landscaping and on-street disabled car parking pursuant to Outline Planning Permission 17/02501/OT has been submitted by the applicant. This application is pending consideration at the time of writing.
- 4.3 Under planning reference 20/00312/FU an application for a temporary surface car park to serve the outline development for a period of 10 years on Plot R2 is pending consideration at the time of writing.
- 4.4 Planning application 11/05031/FU for the change of use of part of brewery site to provide temporary long and short stay car parking, green space and alterations to existing surfacing and existing boundary treatments and change of use of headquarters building to provide new cultural hub including ancillary café/bar (A3/A4) at ground floor and outdoor seating area was approved on 2nd August 2012, following a resolution to grant approval in principle at City Plans Panel 15th March 2012. The permission granted a temporary consent for car parking use with no more than 601 long stay spaces and 226 short stay spaces, and a cultural hub use, pedestrian route and temporary greenspace. Under planning reference 17/02718/FU planning permission was granted for the continued use of the site as temporary car parking and this expires in 2022.

#### 5.0 History of Negotiations

- 5.1 At pre-application stage, several pre-application meetings took place with officers and the applicants between late 2018 and late 2019. The applicant also undertook a public exhibition at The Tetley in May 2019, and the applicants state that they invited Councillors, local residents and businesses, and Leeds Civic Trust, as part of their community involvement and engagement process. They publicised this via a website, emails, posters, and letters to local residents and businesses, and they describe this process in the Statement of Community Involvement that accompanies this Reserved Matters Application. Hunslet and Riverside Ward Councillors were consulted by officers at pre-application stage by email 21 May 2019 in advance of the applicant's presentation to City Plans Panel.
- 5.2 The applicants presented their emerging proposals for Plot MU3a and the City Park Plots 1a and 1b to Councillors at City Plans Panel on 27 June 2019. Members made the following comments regarding the park element of the presentation:
  - a. Could more details be provided about the future management of and maintenance responsibility for the park, possibly through the use of a management company, and also the legacy of the park, with Members

- concerned to ensure that LCC Parks and Countryside Service would have sufficient resource for maintenance and management in perpetuity.
- b. Where would the David Oluwale Memorial Garden be located
- c. Could further details be provide about children's play facilities (including the provisions intended to ensure ongoing maintenance of the same) and would this be a secure area
- d. Could consideration also be given to the provision of adult 'play' or exercise facilities
- e. In terms of landscaping Members emphasised the need to create the necessary ground conditions to allow the trees/ greenery to flourish. Could the species of trees to be planted be identified and included within the formal application
- f. Thought should be given to ensuring that a positive experience is provided for the public throughout the year, including the autumn and winter seasons
- g. Could consideration be given to plants and hedgerow species which would assist bee pollination
- h. Pathways and all facilities provided in the Park should be compliant to ensure equality of access for all, including those with disabilities
- i. Members were supportive of the emerging layout and landscape design of the proposed City Park Phase 1a and 1b subject to the inclusion of robust maintenance arrangements and further consideration of the species of trees to be planted
- j. There were no issues raised about the proposed car parking and servicing provision at the site
- k. The Chair thanked the developers for their attendance and presentation suggesting that Members appeared to be generally supportive of the scheme but further details were required on the appearance of the buildings and provisions for park management / maintenance.
- 5.3 Following the pre-application presentation to Plans Panel in 2019, Cllr. Nash met with officers and the applicant's landscape architect, and further advice was given regarding the proposed tree species, which has been included in the proposal.
- 5.4 The RMA submission was made in October 2019, however it did not include full details of a number of items, including tree species and planting specifications. Officers (and Leeds Civic Trust in their comments below) were of the view that planting details were crucial to the assessment of the RMA proposal against Development Plan policy, in particular AVLAAP Policy SB2. Further details were submitted following negotiations with officers in April 2020 and June 2020 and the assessment of the proposal is in the appraisal section of this report.
- 5.5 Under the terms of outline planning permission condition 15, the resolution of the site-wide wind matters was also required before this application could be presented to Members for approval, and this was concluded in late August 2020.

#### 6.0 Public/Local Response:

- 6.1 Planning application publicity consisted of:
  - a. Leeds City Council Public Access website posted 29.10.2019

- b. Site Notice posted 27.11.2019
- c. Press Notice published 01.11.2019
- d. Hunslet and Riverside Ward Councillors consulted 30.10.2019
- 6.2 Leeds Civic Trust (LCT) wrote in support of the application and commented that there are a number of aspects where they believe improvements could be made to make the park even more successful than as proposed at the time as these comments pre-date the revisions submitted in April and June 2020. Their comments are summarised as follows:
  - a. extent of hard landscape too much hard paving north of the Tetley.
  - b. extent of tree planting the number of trees is too few
  - c. overall layout lacking in variety for such an important green space
  - d. no significant body of water is proposed
  - e. pedestrian routes are too rectilinear
  - f. welcomes the provision of childrens play and public art
  - g. there is a lack of detail on bench and seating design, children's play, the water feature, tree species etc.
  - h. the Grade II Listed terrace of houses on Hunslet Road/Sheaf Street are missing from the plans.
- 6.3 A Leeds resident wrote in support of the application and commented on the following issues (in summary):
  - a. the RMA boundary should be larger to include Crown Point Road.
  - b. the southern section of Crown Point Road should be turned into park
  - c. traffic should be diverted up Cudbear Street and a new junction with the A61 reopened. This would avoid dividing the park in two.
  - d. there should be dedicated segregated cycle lanes across the park.
  - e. there should not be an access road proposed to the East of MU4 linking to Waterloo Street and Crown Point Road.
  - f. could one of the feature/legacy trees be a Giant Redwood?
  - g. should there be an adult outdoor gym and skate park included?
  - h. could a purpose built start/finish line be added for sporting events?
  - i. could a large centrepiece sculpture be added as an attraction?

#### 7.0 Consultation Responses

#### 7.1 Statutory

7.1.1 Leeds City Council (LCC) Transport Development Services

No objection in principle subject to the resolution of detailed matters set out in the issues section below.

#### 7.1.2 Canal and Rivers Trust

No comment to make.

#### 7.1.3 Environment Agency

No objection subject to compliance with the conditions attached to the outline planning permission.

#### 7.2 Non-statutory

7.2.1 LCC Flood Risk Management

No objection subject to compliance with the conditions attached to the outline planning permission.

#### 7.2.2 West Yorkshire Police

No objection in principle. The Architectural Liaison Officer has offered the applicants advice on the following detailed crime and design matters such as counter terrorism measures, external lighting, CCTV, ground floor vehicular protection measures, and internal access controls. These detailed matters would be controlled by Condition 28 attached to the outline permission.

#### 7.2.3 Historic England

Historic England do not wish to offer any comments and suggest that the Local Planning Authority (LPA) seeks the views of its LPA's specialist conservation and archaeological advisers, as relevant.

#### 7.2.4 LCC Access Officer

The Access Officer has been involved in detailed discussions at pre-application and during the application process. The Park should be designed to meet BS8300 and the Accessible Leeds SPD, including play equipment, seating, and toilet and baby change facilities. The proposal is acceptable subject to the confirmation of these details at planning condition stage.

#### 7.2.5 LCC Design & Conservation

Supports the revised proposal subject to details and samples of paving materials at planning conditions stage.

#### 7.2.6 LCC Landscape & Nature Conservation

Supports the proposal, in particular the revised proposal which includes more detail on tree species and a wider variety planting proposals to support species-rich biodiversity as part of a wider Green Infrastructure network in the South Bank and Aire Valley.

#### 7.2.7 LCC Contaminated Land

No objection subject to compliance with the conditions attached to the outline planning permission.

#### 7.2.8 ArcAero Wind Consultants

Independent wind consultants ArcAero have peer reviewed the applicant's report for the Park RMA on behalf of the Council, and concur that the Park would be safe and suitable for intended use based on the wind assessments provided.

#### 8.0 Relevant Planning Policies

#### 8.1 Statutory Context

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

- The Leeds Core Strategy (Adopted November 2014 as amended 2019)

- Saved Unitary Development Plan Review Policies (UDPR 2006)
- The Natural Resources & Waste Local Plan (NRWLP, Adopted January 2013) including revised policies Minerals 13 and 14 (Adopted September 2015).
- Aire Valley Leeds Area Action Plan (AVLAAP Adopted November 2017).
- Any Neighbourhood Plan once made there is no made Neighbourhood Plan for this area.

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

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) also needs to be addressed when assessing this proposal.

#### 8.2 Development Plan

#### 8.2.1 Leeds Core Strategy (CS)

The adopted CS sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. The most relevant policies to this Reserved Matters proposal are

- Spatial policy 1 location of development
- Spatial policy 3 role of Leeds City Centre
- Spatial policy 4 regeneration priority programme areas
- Spatial policy 5 Aire Valley Leeds urban eco-settlement
- Spatial policy 8 economic development priorities
- Spatial policy 13 strategic green infrastructure
- Policy CC1 City Centre development
- Policy CC2 City Centre south
- Policy CC3 improving connectivity between the City Centre and neighbouring communities
- Policy EN5 managing flood risk
- Policy G9 biodiversity improvements
- Policy P10 design
- Policy P11 heritage
- Policy P12 landscape
- Policy G1 enhancing and extending green infrastructure
- Policy G5 open space provision in the City Centre
- Policy T1 transport management
- Policy T2 accessibility requirements and new development

#### 8.2.2 Leeds Unitary Development Plan Review Saved Policies

Relevant Saved Policies include:

- Policy GP5 all planning considerations
- Policy LD1 landscaping

#### 8.2.3 Leeds Natural Resources and Waste Local Plan

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

- Air 1 management of air quality through new development

- Water 4 development in flood risk areas
- Water 6 flood risk assessments
- Water 7 surface water run-off
- Land 2 Trees

#### 8.2.4 Aire Valley Leeds Area Action Plan

The AVLAAP has relevant policies regarding strategic transport infrastructure for the area, green infrastructure, pedestrian connectivity, and specific guidance for the South Bank sub-area which formalised the aspirations of the South Bank Planning Statement 2011 and the City Park into the Development Plan. The corresponding relevant planning policies are contained with the South Bank sub-area (SBPSA Spatial Vision and Policies SB1, 2 and 3):

Policy SB1 Pedestrian and cycle connectivity in the South Bank relates to measures to improve connectivity in the area, links to other locations in the city centre and surrounding communities and measures to reduce the physical and visual impact of vehicular traffic infrastructure.

Policy SB2 sets out the objectives for the City Park (See the appraisal section of this report)

Policy SB3 relates to new and enhanced green routes and spaces in the South Bank, including the provision of new greenspace, and the planting of street trees along pedestrian/cycle routes and major road frontages.

Policy AVL8 Improving Public Health in Aire Valley Leeds – parts 5 and 6:

- 5. Encouraging local people to take more physical exercise such as walking and cycling to work and for enjoyment by providing new and improved green routes linking communities and key destinations.
- 6. Providing high quality new areas of green space within new development and improvements to the quality and accessibility of existing green spaces.

Policy AVL11 In accordance with Core Strategy Policy P11, the locally significant undesignated heritage assets shown on area maps and listed in Appendix 2 and their setting will be conserved (The Tetley, Duke Studios, Crown Hotel, Former Brewery Buildings on Crown Point Road)

#### 8.3 Relevant Supplementary Planning Documents/Guidance:

SPD Parking

SPD Accessible Leeds

SPD Building for Tomorrow Today: Sustainable Design and Construction

SPG City Centre Urban Design Strategy

#### South Bank Leeds Regeneration Framework (SBLRF SPD)

The framework sets out a series of key moves and principles for infrastructure, development and growth in the South Bank, how to better integrate the northern and southern halves of the city centre and offers guidance for the provision of High Speed Rail and the transformation of Leeds Railway Station. The new SPD framework provides illustrative guidance and principles to support the aims of the AVLAAP in the South Bank Sub-Area, and inform and assess

development proposals within the area, as well as amplifying policies SP3, SP11, CC1, CC2, CC3, P10 and P11 of the Leeds Core Strategy. Paragraphs 5.2.4-5.2.7 highlight the City Park opportunity and that there is a strong desire in the City for the park to:

- Be part of a wider green network of spaces
- Feature expanses of green with mature trees, gardens, water features and seating
- A 'destination' in its own right benefitting workers and residents and wider communities too, not just a space used during office hours
- Include something for everyone, including families, young children and young people. For example play space and opportunities for active recreation helping to address a lack of provision in the City Centre
- Provide a flexible space to include areas which can be used for specific events as well as general public use
- Include facilities like toilets, cafes and covered spaces to ensure the park can be used in all weathers
- Feature public art and sculpture which is integrated with the landscape as well as accommodating temporary art works and trails
- Increase biodiversity by creating new habitats for wildlife and pollinator resources.

#### 8.4 National Planning Policy Framework (NPPF)

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

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

#### 9.0 Main Issues

- 9.1 Layout, Scale, Appearance and Landscaping of the City Park Plots 1a and 1b (including accessibility and climate change)
- 9.2 Detailed Highways and Transportation Matters

#### 10.0 Appraisal

## 10.1 Layout, Scale, Appearance and Landscaping of the City Park Plots 1a and 1b (including accessibility and climate change)

Linked to the AVLAPP Site Allocation, AVLAAP Policy SB2: New City Park sets out a framework for a number of design and delivery principles for the City Park, including high quality landscaping, biodiversity, climate change, heritage, community safety and accessibility and inclusive design. A number of these key considerations overlap. Assessment of each criteria follows in turn based on the 22 June 2020 submission of revised plans:

#### a. Create an accessible, safe, secure and child friendly space with improved connectivity within the city centre and with adjoining areas for pedestrians and cyclists;

#### Pedestrian and Cycle Connections

A hierarchy of paths are proposed, based on the approved open space parameter plan, which would improve clear connections across this large site, making the South Bank more walkable in all directions, and promotes good legibility, wayfinding and a sense of formality to the park-land, from east to west towards Leeds Dock and the River Aire, from north to south to Crown Point Retail Park, and in connections towards Sovereign Square via the Council's future footbridge and the Council's contribution to the City Park at Meadow Lane. The main pedestrian and cycle access into the Park running north-west to south-east is known as the Hunslet Stray, which would be 6m wide. Secondary paths would be 3.5m wide, tertiary paths would be 1.5m wide and informal paths would be 1m wide. considered that the clarity and legibility of rectilinear routes across the park is a negative, and that curved paths are not necessary as part of the specific character areas in this RMA plot. The Park has also been designed to connect to the future phase 2 proposals for land to the south of Crown Point Road, which will be subject of a separate outline planning application, and onward connectivity has already been secured through the Education Hub at the College of Building, and the nearby approved housing development at Black Bull Street/Hunslet Road. Pedestrian and cycle routes have been designed into the proposals in accordance with the approved outline open space plan to improve connectivity across the South Bank in all directions, to the City Centre and to surrounding communities. The overall layout and allocation of space within the Park is considered acceptable and the pathways provide legible and permeable routes in a clear hierarchy with clearly defined edges.

#### Accessibility

The Park layout includes a dedicated 600sqm children's play area to the east of The Tetley. The Park would also include toilet and baby change facilities to encourage families to use the park and its play facilities, including elements that would be accessible for all. The toilet provision would be the subject of a separate full planning application. The play area and water feature would be at the centre of the park, overlooked by ground floor active uses, surrounded by a low enclosure

and seating for parents and carers, and the location and layout of this part of the park is considered acceptable. The applicant has confirmed that they will follow the guidance in BS8300 and the Accessible Leeds SPD for play equipment and furniture in the park. A variety of seating and benches options would be available around the park, and seats should offer back-rests and arm-rests for the comfort of users with different needs and have features which allow wheelchair users to transfer onto the benches and provide support to disabled users. The proposed planting plans demonstrate areas of sensory planting including scent, touch and colour that would provide interest for a wide range of users. Full details of seating and inclusive play equipment would be provided under Condition 28 of the outline permission, and the Access Officer would be re-consulted at that stage.

#### Community Safety

The park should be designed to be safe, and work is in progress with the applicants, the Parks and Countryside service, West Yorkshire Police, the Counter Terrorism Unit and the Council's Leedswatch team regarding CCTV and lighting. The park and routes in and out are framed by active ground floor uses to provide natural surveillance, and eventually the majority of the space would be overlooked by hundreds of flats. The 'designing—in' of unauthorised vehicle deterrents in a visually unobtrusive way (e.g. disguised as planting, sculpture, benches) is important so that they are not unsightly add-ons at a later date. Full details of seating, bollards, lighting and CCTV would be provided under Condition 28 of the outline permission, and West Yorkshire Police and the Counter Terrorism Unit would be re-consulted at that stage.

# b. Provide a high quality environment which balances the passive and active recreational needs of visitors, office workers and residents;

In addition to a water feature and children's play area, the Park would include a 1 kilometre perimeter run and a 0.5km circular route when complete. The design of the Theatre Gardens is a high quality horticultural set-piece with places to sit and experience the effect of a show garden. Other areas of the park including the Green Triangle amphitheatre can offer formal or informal seating depending on events, and the Tetley Triangle event space offers scope for markets and events all year round, with the visual spectacle or evergreen and deciduous trees providing colour in autumn and winter. With regard to representations received regarding the type of events and formal recreational facilities, there is scope for a wide range of sporting events to take place at the park, however the planning process would not determine this and it would be Council's Parks and Countryside and Events teams that would promote and manage such events. With regard to formal sports facilities, none are specifically proposed in this plot/phase of the park, however such facilities could form part of a later phase.

c. Form a park landscape with large canopy trees and extensive grassed area; The background to the identification of the South Bank as the location for the Park in 2009 was that there was a lack of trees in the City Centre and a lack of a large central open greenspace. The central area of the Park includes a large grassed area for informal seating or activity, and as a visual break in the townscape. Trees are fundamental to the success of the City Park for visual, biodiversity and climate change reasons, and as required by AVLAAP Policy SB2 and feature across the different character areas. The detailed planting plans received in April and June

2020 show there would be over 140 new trees in this RMA boundary and a further 56 trees proposed in the adjoining concurrent MU3a Office plot, meaning that almost 200 new trees are proposed in the first delivery plots within phase one, with more added through future RMAs related to this outline planning permission, plus additional tree planting on the Council's land at Meadow Lane. A wooded belt would mark the principal routes across the space, to frame or provide a backdrop to buildings, or in groups in themed areas such as the Theatre Gardens, and include Cherry, Scots Pine, Lime, May, Hawthorn, London Plane, Black Tulepo, American Sweetgum, Juneberry, Flowering Dogwood, Persian ironwood, Field Maple, Hornbeam, Magnolia, Hazel and Alder. Specimen 'Legacy' trees would also be planted in strategic locations, at the junctions of pathways and to mark each character area, and these would include Beech, Walnut, Cedar, Lime, Chestnut, Pine and Plane. The applicant has confirmed that soil depths, make-up and quality would be in accordance with the British Standard BS3882 (2015) and this would be controlled in detail by outline planning condition 28. consultation with the Landscape Officer and the Nature Conservation Officer, the proposed number, range of species and planting conditions are considered acceptable.

# d. Potentially include a civic event space with positive interfaces with surrounding ground floor building uses;

The proposed Tetley Triangle Event Space is hard-paved so that it can be serviced by vehicles and used all year round. Discussions are taking place between the applicant, the Council's Parks and Countryside and Events teams with a programme of events and uses for the space being planned in the future. management of events would be controlled separately outside the planning process. It is acknowledged by the applicant that the space is designed for events and markets all year round and in different weather conditions, but that it must have activity and visual interest when it is not being used for events or markets. The space would also feature moveable temporary shelters for shade or rain protection during events, which would be stored in nearby buildings when not in use. The paved element of the event space would be approximately 0.36 hectare, which is just over half the total area of Millennium Square. It is considered that given the enclosure formed by The Tetley, Salem Chapel, future building MU3a and the slightly raised Green Triangle, in conjunction with a paving design to be agreed by planning condition, that this space would not appear unduly expansive as suggested by LCT. The adjacent Green Triangle would be a similar area in size to Merrion Gardens, and could also be used for events, with an amphitheatre-style arrangement formed by grassed terraced seating.

#### e. Create opportunities for public art and cultural attractions;

The events spaces present opportunities for a wide range of cultural events. There is also opportunity for public art including sculpture throughout the Park and further details have been requested. The proposed water feature to the east of the Tetley could be a piece of art in its own right, with details to be agreed under the conditions attached to the outline. David Oluwale Memorial discussions are taking place between the relevant stakeholders and a location is identified on the RMA plans, again exact details of the sculpture would form part of a conditions approval application. The proposed location of the play area and water feature is supported and are appropriate to the scale and function of the space and planning policy

requirements in this case. It is not considered necessary to provide a large open water feature in the park, given its multi-functional nature and relatively modest size compared to other parks where open water is a significant feature such as Roundhay Park.

#### f. Create opportunities for biodiversity enhancement;

The City Park is an important opportunity to create not just formal greenspace for organised events and visitor enjoyment, but also to provide biodiversity features in a heavily urbanised city centre location. The southern and south-western boundary has been designed to maximise a range of vegetation heights (structural diversity) and plants that are in flower at different times of the year to offer benefits to a wide range of insects and other species that feed on insects such as bats and nesting birds. The planting schedule for the Park includes species to encourage pollinators throughout all phases, including seasonality of planting for different times of the year. Meadow planting, bird boxes, bat boxes, log piles and bug hotels would also be incorporated in to the design. Pollinating gardens throughout the park would include clumps of species such as Salvia and Achillia, tall grasses and herbaceous perennials for vertical structure such as Helenium, Rudbeckia and Aster, and bulbs such as Allium and Tulip. This range of species (with others) would attract a variety of bees, beetles, butterflies, moths and hoverflies, at different times of the year. Insect species would in turn attract bird and bat species to the park. Plants would be left standing over winter as habitat for invertebrates. Swale planting and wildflower turf would encourage a wider range species diversity. A mix of formal ornamental, pollinator, biodiverse and naturalistic species throughout would form an important edge-to-edge corridor on the north and south edges within this Park RMA that can link in future to the Council's scheme for Meadow Lane in the north and the applicant's future application for phase 2 in the south. consultation with the Landscape Officer and the Nature Conservation Officer, the proposed mix of planting species and potential habitats are considered acceptable.

#### g. Connect with the wider green infrastructure network;

Green infrastructure has a key role in absorbing carbon, surface water management and biodiversity. There are two defined biodiversity corridors, one along the northern eastern edge, and one along the south western edge. A Green Corridor that can also function for biodiversity is proposed along the north eastern edge with woodland and woodland edge planting - and along the south-western boundary - linking towards Meadow Lane and the River Aire (the latter being an existing important Green Infrastructure and wildlife corridor for bats). In particular the physically connected mix of pollinating gardens (area s5), shade tolerant species-rich planting (s9), Hunslet stray planting (s10), structural tree planting (s2), swale planting (s8), enhanced long grass (s6), woodland edge mix and woodland ground planting (s4) combine to create an interesting experience for visitors and more opportunities for connections with nature in the context of a multi-functional park in a City Centre. Careful consideration of the lighting scheme is be required if the benefits for bats moving across the park from the River Aire are to be realised. Site-wide lighting is controlled through Condition 28 of the outline planning permission and any proposed lighting must be safe for pedestrians and also be bat friendly, and consultation would take place at conditions stage with West Yorkshire Policy and the Nature Conservation Officer. Following consultation with the Landscape Officer and the Nature Conservation Officer, the proposed mix of

planting species, potential habitats and the potential to contribute positively to the Aire Valley Green Infrastructure corridor are considered acceptable.

# h. Be designed in accordance with sustainability, climate change and flood alleviation considerations, such as incorporation of surface run-off mitigation measures.

Leeds City Council has declared a Climate Change Emergency. Existing adopted Development Plan policies, including AVLAAP Policy SB2 relating to the City Park, seek to address the issue of climate change by ensuring that development proposals incorporate measures to reduce the impact on non-renewable resources and carbon dioxide emissions.

#### Site Location and Sustainable Travel

The site is in a sustainable location approximately 10 minutes' walk from the railway station and the bus station, park and ride stops and multiple bus routes passing through the City Centre. The design of the park seeks to promote walking and take advantage of its highly sustainable location. The residential and commercial elements of the approved phase one development have full Travel Plans which will be implemented through the Section 106 Agreement attached to the outline planning permission. Other sustainable travel measures around the park for visitors include car club parking bays and secure cycle parking, which all help to reduce car journeys, which in turn would reduce pollution and congestion and the causes of climate change, as well as improving air quality, and promoting healthier lifestyles and wellbeing.

#### Sustainable Drainage

Sustainable Drainage techniques would be used in the Park, including soft grassed areas that accommodate path run-off, infiltration soakaways, granular road bases on Road Y and oversized pipe attenuation. These measures are subject to agreement with Flood Risk Management officers via the drainage condition attached to the outline planning permission. The proposed swales, French drains and soakaways would mitigate the impact of a large portion of the proposed impermeable area. All of these features help to remove pollutants and carbon dioxide from the air and any fuels and oils from the water they collect. Swales would be connected to a land drain system across the park so will be active drainage systems. French drains would be located adjacent to paths to act as soakaways and help reduce the water run off load into the main drainage system. Where possible water will be shed directly into planting to help irrigate plants naturally. Cellular soakaways and a large attenuation tank are also proposed within the park grassland areas. The applicant states that the park design has reduced the impermeable area from 2.107ha of existing car park to 0.794ha with the remainder being green amenity space that is drained using sustainable methods, leading to a reduction in the existing total water runoff by 76%

#### Surfacing

The carbon emissions of different surfacing materials vary depending on how they are made and where they are sourced. Exact details of surfacing materials would be controlled by condition and the applicants are aware of the carbon impacts of sourcing these materials. The type of surfacing materials is also subject to visual and heritage considerations as described below.

#### Lighting

Although this RMA application does not include full details of the proposed lighting around the park, the applicant has confirmed that energy efficient LED lighting would be utilised. LED lights are up to 80% more efficient than traditional lighting such as fluorescent and incandescent lights with 95% of the energy in LEDs being converted into light and only 5% wasted as heat. Less overall energy use would reduce the demand from the grid or decentralised energy sources and decreases greenhouse gas emissions. There is a balance between pedestrian safety, energy use, and bat activity, and the exact details of the proposed lighting would be controlled by condition in consultation with the Nature Conservation Officer and West Yorkshire Police.

#### Carbon absorption, heat reduction and well-being

This RMA proposal is for the first part of the City Park, a long-awaited and much needed master-planned greenspace. The trees and shrubs in the park and surrounding the adjacent Mu3a office building would assist in absorbing carbon dioxide and promote biodiversity as they mature over time. Significant tree planting and greened areas would help to improve air quality and reduce urban heat. 56 new trees are proposed in the adjacent concurrent RMA plot in phase 1 (MU3A). In addition, a minimum of 140 new trees are proposed within Plot 1 of the Park. Trees combat climate change by sequestering carbon through photosynthesis and growth. Evidence suggests deciduous trees have slightly higher sequestration rates than coniferous trees. Of the tree species proposed in Plot 1 of the Park, only 8 specimens are coniferous and the remaining 132 are deciduous. Trees provide a number of benefits in addition to carbon sequestration. They help 'clean' the air of pollutants by trapping them in their leaves and bark, they provide oxygen and help lower the temperatures of their local environment through evapotranspiration. Trees also have a connection to human well-being. Higher tree cover is associated with better general health, lower levels of obesity, reduced cortisol levels and lower blood pressure. In addition the public health benefits of greenspace and recreation are well documented, therefore the provision of the park has multiple benefits. Trees and soft landscaping reduce the Urban Heat Island Effect and cool temperatures by evapotranspiration. Other benefits include carbon sequestration, water storage, absorption of pollutants. Trees provide more cooling and shading potential as they grow larger, and in turn this can provide well-being benefits. The applicants state that carbon absorbed by the proposed trees is likely to be 3048.136 kg of CO2e / annum in the Park RMA plot, and 1219.25 kg of CO2e / annum in the adjacent concurrent Mu3a Office building plot, giving a total of 4.5 tonnes of carbon a year from the first plots within phase one. This would be added to by subsequent plots associated with this outline planning permission, plus the Council's Meadow Lane scheme and proposals for phase two by the applicant to the south of Crown Point Road.

# i. Create opportunities to improve the setting of the Listed Buildings and locally significant undesignated heritage assets in the area.

Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 state the statutory duty of Local Planning Authorities to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess. The proposal is assessed

application the relevant legislation, policy and guidance including paragraphs 189-200 of the NPPF. It is considered that the design of the City Park Phase 1a and 1b and proposed use of natural stone in the vicinity of heritage assets would enhance the setting of the Grade II listed Salem Chapel and the non-designated heritage asset The Tetley. Exact details of hard surfacing proposed in the vicinity of the heritage assets is not known at present, however it is confirmed that it would be a natural stone to key areas around the event space. In principle the proposed hard surfacing and landscape would enhance the setting of Salem Chapel and The Tetley, subject to details and samples of the surfacing to be agreed by condition in consultation with LCC Conservation/ Design/Landscape teams. Therefore it is considered that the proposal would enhance the significance and setting of nearby heritage assets in accordance with paragraphs 189-200 of the NPPF, Core Strategy Policy P11 and AVLAAP Policy AVL11.

#### 10.2 Detailed Highways and Transportation Matters

- 10.2.1 The principle of the development was accepted at outline planning application stage and the wider development is the subject of a Transport Assessment and a suite of Travel Plans for each building. Access was also approved at outline stage and a number of conditions relate to the details of servicing and deliveries, cycle parking, electric vehicle charging points, disabled parking and off-site highways works.
- 10.2.2 Vehicular access would be needed to the Park for routine maintenance, a range of events, and servicing and access to The Tetley and Salem Chapel. In principle an acceptable solution has been proposed for the management of servicing to the existing and future buildings and the park, however more detailed information would be provided to discharge outline planning condition 34 (servicing and delivery management plan) for all plots within the outline permission in due course. The final detailed access interface arrangement for the park and waterloo street would also need to be agreed and an additional condition attached to this RMA is recommended to control this.
- 10.2.3 The concurrent RMA for MU3a provides approximately 28,000sqm of offices, along with the east / west section of road Y linking from Crown Point Road to Meadow lane to provide vehicle access. Pedestrian and cycle access would be available from Road Y and northwards through the park via a link-way on the old line of Hunslet Road, and at the eastern end of the plot between MU3a and MU3b. Disabled and EV parking bays would be provided on Roads X and Y. Road Y is in the first phase and would be delivered along with the office building at Plot MU3a. Road X would be the subject of the future RMA within 'phase two' of the outline planning permission for phase one. Cycle parking is identified in locations around the edges of the park. There would be short stay spaces for visitors, whilst a number of spaces have been identified in the park, some spaces should also be provided adjacent to the office entrances. Motorcycle parking is shown between MU4 and R1, and this could be provided on a temporary basis also before construction of MU1 and R1 begins. Details are controlled by condition on the outline and within each RMA application.
- 10.2.4 With regard to the public comments received relating to transportation matters, the following responses are given. The RMA boundary could be larger to

include Crown Point Road however it was not envisaged at outline stage that Crown Point Road would be closed as it is important for the function of the City's road network. A scheme for the downgrading and enhancement of Crown Point Road was recently successful in gaining funding along with the Meadow Lane scheme. It was not considered appropriate to define segregated cycle lanes across the park because there are formalised cycle routes around the park, and whilst cycling may occur informally through the park it is considered that the design should encourage that to take place in a pedestrian friendly way. Regarding the access road proposed to the east of Plot MU4 linking to Waterloo Street and Crown Point Road (known as Road X), this was identified on the outline planning permission and would exist to serve the development. Although the junction is within this RMA boundary the remainder of the road layout does not, and it would be part of a later plot.

10.2.5 In summary, Highways officers have confirmed that the RMA submission is considered acceptable from a highways perspective, subject to conditions to control final details of the main vehicle access from Waterloo Street the treatment of the junction of the park with Waterloo Street and the number and location of rising bollards, and a scheme of pedestrian wayfinding signage. It is considered that the application proposal would be accessible, promote more sustainable means of travel, and not lead to adverse road safety or amenity concerns, in accordance with Saved UDPR Policy GP5, Core Strategy Policies T1 and T2, AVLAAP Policy SB1 and the Parking SPD.

#### 10.3 Wind

10.3.1 Under planning conditions approval application for Condition 15 ref. 19/04614/COND a site wide wind assessment and a wind report for the Park RMA have been submitted by the applicant and independently peer reviewed on behalf of the Council by ArcAero wind consultants. The applicants wind consultant RWDI states that the wind conditions are predicted to be safe and suitable for use and that no specific wind mitigation measures have been identified for the park proposals. These conclusions have been confirmed as acceptable by ArcAero.

#### 10.4 Other Matters

10.4.1 At pre-application stage Members requested that more details be provided about the future management of and maintenance responsibility for the park. In order to deliver a financially sustainable model, the Council's Executive Board agreed on 18 March 2020 that the Council be granted a lease (250 years) for the Vastint-owned area of the Park, and maintain and operate the entire Park in-house. The Parks team will also operate areas of Park delivered on the Council's own land at Meadow Lane when that phase comes forward. An agreement will be entered into with Vastint providing for a financial contribution towards the operation and maintenance costs from Vastint, and providing the right for Vastint to participate in operational decisions. Executive Board has approved that the Parks and Countryside Service will manage and maintain the park to Green Flag standard (an international benchmark standard for the management of recreational outdoor spaces) by adopting a similar staffing and delivery approach to that currently used on other high-profile, high-quality, popular 'city' parks such as Roundhay, Golden Acre, Temple Newsam

and Middleton. Where additional expertise is required, the Parks and Countryside service will coordinate the input of other council services, to support the ongoing maintenance of the Park, for example, cleansing, street lighting and community safety. In planning terms, the delivery and maintenance of the City Park under this current RMA boundary are also controlled within the Section 106 Agreement and Landscape Management Plan condition attached to the Outline Planning Permission.

10.4.2 With regard to Leeds Civic Trust's comments regarding the Grade II Listed terrace of houses on Hunslet Road/Sheaf Street that are missing from the wider contextual plans, this location forms part of the applicant's phase two proposals, which do not fall within the boundary of the phase one planning permission or this RMA for consideration.

#### 11.0 Conclusion

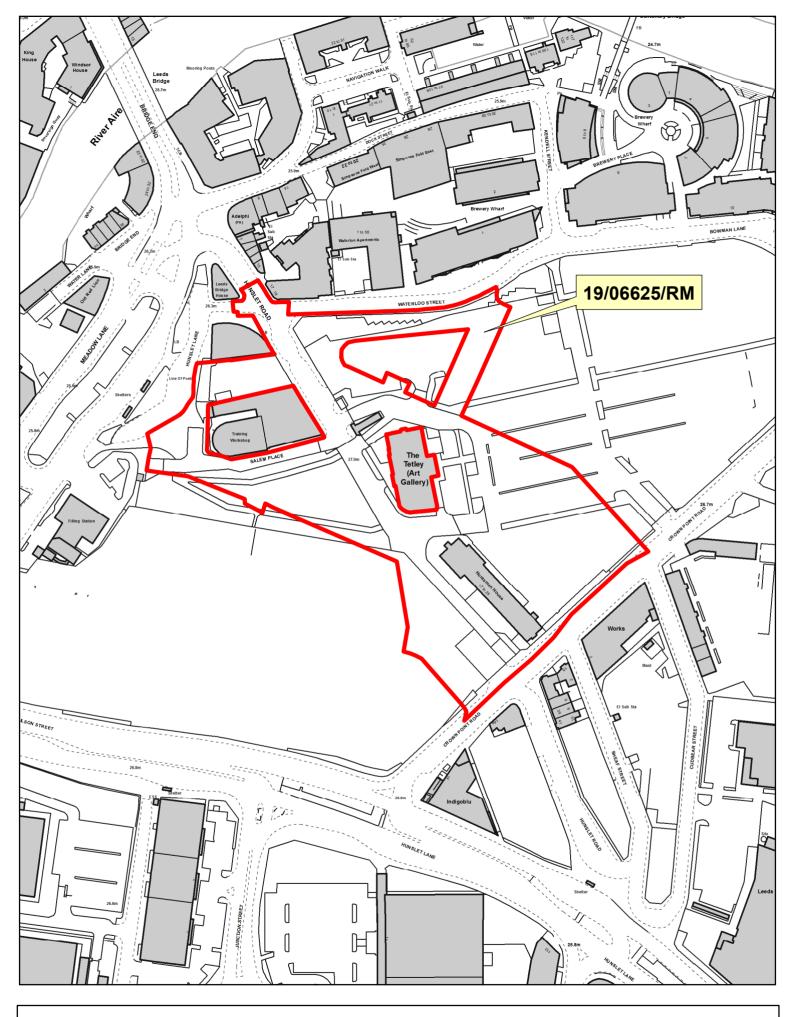
11.1 This RMA proposes the first major contribution to a multi-functional 21st Century City Park that would be a child-friendly, well connected accessible and inclusive, biodiverse and climate change-adapted greenspace with significant new tree cover. It would also be a catalyst for the regeneration of the Tetley Brewery site, which closed almost 10 years ago, and the wider South Bank as a destination in own right. This RMA is in accordance with the indicative parameters and Design Code in outline planning permission ref. 17/02501/OT and the site allocation within the Development Plan including Leeds Core Strategy and the Aire Valley Leeds Area Action Plan. In conclusion, this RMA proposal would be in accordance with City Park and high quality landscape aspirations of Development Plan policies including Core Strategy Policies SP3, SP4, SP5, P10, P11, P12, T2, G1, G2, G5 and G9, Saved UDPR Policies GP5 and LD1, AVLAAP Policies SB1, SB2, SB3, AVL11 and AVL8, the Accessible Leeds SPD and the South Bank Leeds Regeneration Framework SPD. This Reserved Matters Application is therefore recommended for approval.

#### **Background Papers**

Reserved Matters Application file 19/06625/RM Outline Planning Permission file 17/02501/OT

#### **Appendices**

Proposed Landscape Masterplan for City Park Plots 1a and 1b 19/06625/RM Approved Outline Plot and Phasing Plan 17/02501/OT



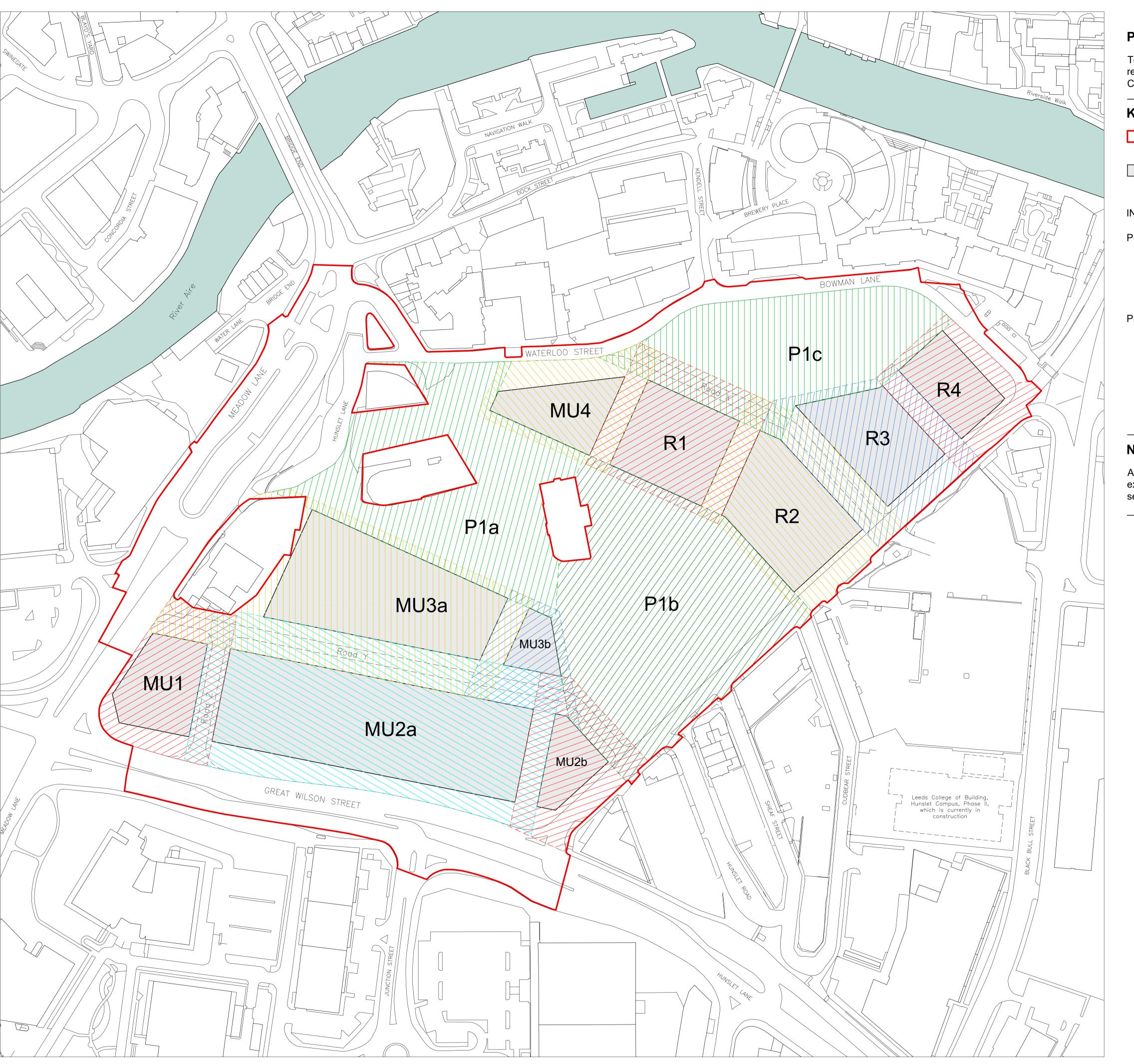
# **CITY PLANS PANEL**

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SCALE: 1/2000





## Purpose

To provide a referencing plan to allow an understanding of plots and the related indicative phasing. This plan should be read in conjunction with Condition 1.

### Key

Outline Planning Application Boundary

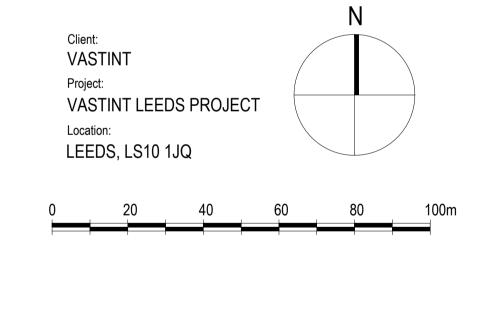
**Building Plots** 

### INDICATIVE PHASING

PHASE 1	PHASE 3
Plot MU3a	Plot R1
Plot MU3b	Plot R2
Plot MU4	PHASE 4
Plot P1a	Plot MU1
Plot P1b	PHASE 5
PHASE 2	Plot MU2a
Plot R3	Plot MU2b
Plot R4	FIOU WIOZD
Plot P1c	

### Notes

An extension of The Tetley is shown to allow the principle of such an extension to be considered within the context of the OPA. The OPA does not seek the approval of such an extension.



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No. Description:	Date:
Orawing Status	
FOR APPROVAL	

Scale: 1:2.000@A3 / 1:1.000@A1 Date: 13.06.2018 (Original drawing sheet is A1)

PLOT and PHASING PLAN

Drawing Number 1502 - Plot & Phasing Plan

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