
Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 10th May 2018

Subject: PREAPP/17/00649 Pre-application proposal for the demolition of existing buildings and construction of 928 flats with ground floor commercial units, car parking and provision of public realm at Former Evans Halshaw, 123-125 Hunslet Road, Hunslet, Leeds LS10 1LD by X1 Developments Ltd.

Electoral Wards Affected:

Hunslet and Riverside

☐ Yes

Ward Members consulted

Specific Implications For:

Equality and Diversity ☐

Community Cohesion ☐

Narrowing the Gap ☐

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

1.0 Introduction

1.1 This pre-application presentation relates to a proposed major residential development on vacant brownfield land in the South Bank of the City Centre. The work-in-progress proposals will be presented to Panel by the architect to allow Members to comment on the evolving scheme and raise any issues, prior to the intended submission of a full planning application in the forthcoming months.

2.0 Site and Surroundings

2.1 The site is currently a vacant brownfield former car sales and repair garage of 2.414 hectares either side of Chadwick Street, bounded by an unsightly unauthorised galvanised palisade fence. Further to the north and east are residential and office blocks at the mixed use development Leeds Dock. To the north of the site are Malthouse and Small Mill offices. The Malthouse is defined as an undesignated local heritage asset. The areas to the south, east and west are known as the 'education hub' characterised by Ruth Gorse Academy, Leeds College of Building Campus, Grade II listed Leeds City College Printworks Campus, and Grade II listed Leeds University Technical College (Braime's). The site lies within the designated

City Centre, in the South Bank and Aire Valley regeneration areas, and flood risk zones 2 and 3.

3.0 Proposal

- 3.1 The developers X1 are keen to promote the creation of a neighbourhood to complement nearby Leeds South Bank regeneration proposals including the City Park. X1 state that they would make all flats available for private sale, with X1 retaining the freehold long term and managing the whole scheme directly from an on-site office with 24-hour security.
- 3.2 The scheme proposes 928 apartments spread across 5 buildings with associated landscaping. The buildings range in height from 6 stories to 20 stories, each with a raised residents only private courtyard and car parking underneath. X1 are undertaking wind analysis of the scheme. The proposal would features with a hierarchy of hard and soft amenity spaces with publicly accessible amenity space at ground level, shared residents-only courtyards and private spaces such as balconies and roof terraces. A new main public pedestrian and cycle route would cross the site from east (Black Bull Street) to west (Sayner Road).
- 3.3 The scheme would feature a variety of traditional and modern materials, including brickwork detailing and architectural features that would respond positively to the nearby heritage assets at The Malthouse, Leeds City College Printworks and Leeds UTC/Braime's Pressings. Other buildings within the development would include ceramic cladding and glazed curtain walling to the taller elements of the scheme.
- 3.4 The scheme would be a mix of one, two and three bedroom flats with multi-storey townhouses provided at the ground and first floors of each block to ensure active frontages around the street frontages of the scheme. The mix of accommodation would be as follows:
- 277 one bed flats (30%)
431 two bed flats (46%)
220 three bed flats (24%)
928 total apartments
- The flats would all meet the Nationally Described Space Standards.
- X1 have committed to providing 5% affordable housing provision on site in accordance with the policy for the area.
- 3.5 At ground floor there would be a number of small scale office, retail, gym and café/bar units, approximately 1300sqm in total, with no more than 200sqm A1 retail.
- 3.6 The raised central podium in the centre of the scheme would be achieved by closing Chadwick St at the Hunslet Road junction. This would unify the two sites with a feature ramp and steps structure to connect the ground level at Hunslet Road and the raised ground level podium. Access to the site would be taken from the eastern end of Chadwick Street with limited vehicle access taken from existing access points on Black Bull St and Chadwick Street South. Car parking would be provided at basement level. 320 car parking spaces (30% of the maximum Parking SPD standard for dwellings in this area of the City Centre) would be provided across the scheme with numbers linked to the size of each building. Approximately 20 car parking spaces would be provided above ground along Chadwick Street for visitor parking.

- 3.7 A minimum of 10% energy generation would be developed through on site low carbon energy sources. The scheme would also deliver a reduction of at least 20% on building regulations carbon emissions. The applicant is in discussions with the Council regarding the potential connections to the District Heat Network.

4.0 Relevant Planning History

17/01366/FU Retrospective application for 187 metres of galvanised triple pointed palisade fencing and 2 gates – Refused.

5.0 History of Negotiations

- 5.1 Four meetings have taken place with planning, design, highways and landscape officers and the applicant's professional team in 2017/18.

- 5.2 City and Hunslet Ward Councillors were consulted on 13th April 2018. Councillor Nash has no objection in principle to the redevelopment of the site subject to demonstration that the proposed heights are appropriate in the context of the surrounding area.

Due to Ward boundary/name changes the site is now within Hunslet and Riverside Ward. At the time of writing the May elections had not taken place.

6.0 Consultations

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

- 6.2 LCC Flood Risk Management
No objection.

- 6.3 LCC Nature Conservation
There do not appear to be any features that will require protected species surveys or a Preliminary Ecological Appraisal.

7.0 Planning Policy Statutory Context

- 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 at this site, the Development Plan for Leeds currently comprises the following documents:

- The Leeds Core Strategy (Adopted November 2014)
- Saved Unitary Development Plan Review (UDPR) Policies (2006), included as Appendix 1 of the Core Strategy
- The Natural Resources & Waste Local Plan (NRWLP, Adopted January 2013) including revised policies Minerals 13 and 14 (Adopted September 2015)
- Aire Valley Leeds Area Action Plan (AVLAAP, Adopted 2017)

Development Plan Core Strategy

- 7.2.1 Relevant Core Strategy policies include:
Spatial Policy 1 prioritises the redevelopment of previously developed land in a way that respects and enhances the local character and identity of places and neighbourhoods.

Spatial Policy 3 seeks to maintain and enhance the role of the City Centre as an economic driver for the District and City Region, by comprehensively planning the redevelopment and re-use of vacant and under-used sites for mixed use development and areas of public space; enhancing streets and creating a network of open and green spaces to make the City Centre more attractive; and improving connections between the City Centre and adjoining neighbourhoods.

Spatial Policy 8 supports a competitive local economy including by supporting training/skills and job creation initiatives via planning agreements.

Spatial Policy 11 includes a priority related to improved facilities for pedestrians to promote safety and accessibility, particularly connectivity between the edges of the City Centre and the City Centre itself.

Policy CC1 outlines the planned growth within the City Centre including at least 655,000sqm of office floorspace and 10,200 dwellings.

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

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

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

Policy H3 states that housing development should meet or exceed 65 dwellings per hectare in the City Centre.

Policy H4 states that developments should include an appropriate mix of dwelling types and sizes to address needs measured over the long term.

Policy H5 identifies affordable housing requirements.

Policy P10 requires new development to be based on a thorough contextual analysis to provide good design appropriate to its scale and function, delivering high quality innovative design and that development protects and enhance the district's historic assets in particular, historically and locally important buildings, skylines and views.

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

Policies T1 and T2 identify transport management and accessibility requirements to ensure new development is adequately served by highways and public transport, and with safe and secure access for pedestrians, cyclists and people with impaired mobility.

Policies EN1 and EN2 set targets for CO² reduction and sustainable design and construction, and at least 10% low or zero carbon energy production on-site.

Policy EN5 identifies requirements to manage flood risk.

7.2.2 Saved Unitary Development Plan Review policies (UDPR)

Relevant Saved Policies include:

GP5 all planning considerations

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

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

LD1 identifies the criteria for landscape schemes.

7.2.3 **Natural Resources & Waste 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 1 contaminated land
- Land 2 Trees
- Minerals 3 coal

7.2.4 **Aire Valley Leeds Area Action Plan (AVLAAP)**

The site lies within the boundary covered by the AVLAAP which has been adopted in accordance with Core Strategy Spatial Policy 5. Aire Valley Leeds is one of the largest regeneration and growth opportunities in Leeds City Region (LCR). The area has potential to deliver landmark development of national and European significance, including a re-integrated southern half to Leeds City Centre, a new City Park for Leeds, the Leeds City Region Enterprise Zone (LCREZ), educational facilities and new sustainable housing. The site lies within the South Bank character area of the plan and is allocated as educational use with a public pedestrian route and open space. Policy AVL12 sets out the strategic transport improvements for AVL including the provision of new and improved pedestrian links between existing residential areas and new development and jobs, local services, green spaces and leisure opportunities. The site is allocated for mixed use development under site reference AV9 with a significant proportion of housing (at least 191 dwellings).

7.3 **Relevant Supplementary Planning Guidance includes:**

Parking SPD

Accessible Leeds SPD

Street Design Guide SPD

Travel Plans SPD

Building for Tomorrow Today: Sustainable Design and Construction SPD

South Bank Planning Statement 2011 SPG

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

The NPPF identifies 12 core planning principles (para 17) which include that planning should:

- Proactively drive and support sustainable economic development to deliver homes;
- Seek high quality design and a good standard of amenity for existing and future occupants; and
- Actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling.
- Encourage the effective use of land by reusing land that has been previously developed (brownfield land)

- Promote mixed use developments and encourage multiple benefits from the use of land in urban areas
- Conserve heritage assets in a manner appropriate to their significance.

Planning should proactively support sustainable economic development and encourage the effective use of land including the reuse of land that has previously been developed.

Paragraph 49 states that housing applications should be considered in the context of the presumption in favour of sustainable development. The NPPF states that local authorities should deliver a wide choice of homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities (para 50).

Paragraph 60 states that planning policies and decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. It is, however, proper to seek to promote or reinforce local distinctiveness.

Paragraph 61 states that although visual appearance and the architecture of individual buildings are very important factors, securing high quality and inclusive design goes beyond aesthetic considerations. Therefore, planning policies and decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment.

Paragraph 131 states that in determining planning applications local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets, the positive contribution that conservation of heritage assets can make to sustainable communities including their economic viability, and the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 132 of the NPPF 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 assets conservation, and that the more significant the asset the greater the weight should be. It also states that significance can be harmed through development within its setting, and that substantial harm to or loss of designated heritage assets of the highest significance (Grade I and II* listed buildings and Scheduled Ancient Monuments) should be wholly exceptional.

Paragraph 134 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

Paragraph 137 states that Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.

7.5 Other material considerations

7.5.1 Core Strategy Selective Review (Publication Draft)

A selective review of the Leeds Core Strategy is presently being undertaken (CSSR). The CSSR includes a review of the housing requirement 2017-2033; the distribution of housing; affordable housing; housing standards; city centre green space; and climate change reduction. As the CSSR publication draft has now been subject to public consultation the draft policy can be afforded some weight.

8.0 Issues

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

8.1 Principle of the development

8.1.1 Leeds Core Strategy policies would support a residential development in principle at this City Centre South Bank site. The site is allocated for mixed use development with a significant proportion of housing (at least 191 dwellings) in the adopted AVLAAP (site ref. AV9 and site specific guidance at paragraph 4.2.52). The proposal would meet the site requirements set out in the policy:

- the provision of open space within the development in accordance with Core Strategy Policy G5 (20% site area),
- the provision of a shared cycle / pedestrian route through the site creating a link between Black Bull Street, Chadwick Street and Sayner Road (see paragraph 8.2.3 below)
- a layout to promote the creation of active frontages along road frontages including Black Bull Street, Hunslet Road, Chadwick Street and Sayner Road where possible through small scale commercial units (Policy SB2) or townhouse front doors and habitable space.
- any development should preserve the special architectural interest or setting of the nearby listed buildings and undesignated heritage assets nearby (see section 8.3 below)
- Appropriate flood risk mitigation measures set out in the AVL flood risk exception test and the site specific flood risk assessment (FRA) should be applied (the applicant is preparing an FRA)
- the site is located within Phase 2 of the indicative heat network shown on Map 6 (see paragraph 8.2.3 below).

In summary, it is considered that the proposal would contribute towards the delivery of much needed new dwellings in the City Centre on a longstanding brownfield site, and deliver a number of place-making benefits for the South Bank as described below.

8.1.2 Do Members support the principle of the proposed development?

8.2 Residential Quality, Mix and Sustainability

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

8.2.2 With reference to Policy H4, the applicant has committed to meeting a policy compliant mix of dwellings, including 20% provision of 3-bed flats.

8.2.3 The applicant has committed to the targets in Core Strategy Policies EN1 and EN2 and would provide 10% on-site low carbon energy generation, 20% betterment on carbon emissions above the 2013 building regulations, the low water usage target for dwellings, and providing green roofs. Core Strategy Policy EN4 District Heating identifies the potential for district heat networks to serve major developments in this

area, including this site and the developer is discussing this with relevant Council officers.

8.2.4 Road, school and external mechanical plant noise (and noise from proposed ground floor premises and proposed mechanical plant within the scheme), would need to be assessed at application stage. A sound insulation scheme is required at application stage, with details of an appropriate mechanical ventilation and glazing specification, to ensure that the amenities of future occupiers are acceptable.

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

8.3 **Design, scale and layout**

8.3.1 The redevelopment of this site is considered important to the continuing regeneration of Leeds South Bank, as an extension of a well-connected, greened, liveable City Centre southwards. The proposed range of building heights and forms needs to be appropriate in the context of the varying scales of development around the site – from 3 storeys at Leeds College of Building and the Ruth Gorse Academy, and the Grade II Listed Braime's Pressings (Leeds UTC) and Alf Cooke Printworks (Leeds City College), to the mixed-use Leeds Dock to the north, at generally 8-12 storeys with a 20 storey tower. It is considered that there would be an opportunity for a taller element at the corner of Armouries Drive, Chadwick Street South and Sayner Road at 16 storeys, subject to detailed wind environment testing. The taller element would be an elegant glass form, which responds to the existing street frontage and new pedestrian spaces.

8.3.2 The scheme would incorporate the Council's two-way cycle superhighway along Hunslet Road and Black Bull Street. This would be complemented by a street trees and planting within the site boundary, as promoted in the South Bank Planning Statement 2011/Aire Valley Leeds Area Action Plan Policy SB3 and carried out successfully by Leeds College of Building and in part by Ruth Gorse Academy on Black Bull Street.

8.3.3 The drawings show linkages through the site linking Black Bull Street to Chadwick Street and Chadwick Street to Sayner Road, to promote a finer urban grain, and improving connectivity across the South Bank of the City Centre. This reflects the indicative routes referred to in Policy SB1 and SB3 and shown on Map 7 of the AVLAAP and the site specific requirements under Policy AVL7, Site AV9 and paragraph 4.2.52. It is considered that the scheme would contribute to improving east-west and north-south connectivity between the City Centre and neighbouring communities and in particular would help deliver better pedestrian connections across the South Bank. All public accessible areas of the site, including routes, will need to be secured as publicly accessible land in the Section 106 agreement.

8.3.4 Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that Local Planning Authorities must 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, and pay special attention to the desirability of preserving or enhancing the character or appearance of that area. It is considered that the height, massing, layout and materials of the proposal would be appropriate to the scale and form of the nearby recent developments, including Leeds Dock. It is considered that the positive scheme design would also enhance the setting nearby Grade II listed buildings Braime's Pressings and Alf Cooke Printworks, and the undesignated heritage asset, the Malthouse on Chadwick Street. In summary, it is considered that the proposal would enhance the historic setting of the Grade II listed

former Alf Cooke Printworks and Braimes Pressings, and the character and visual amenities of the surrounding area, by regenerating an unsightly vacant brownfield site.

9.2 Do Members support the emerging design of buildings and spaces?

8.4 Highways and transportation

8.4.1 The site is located in a sustainable City Centre location, close to employment, education, leisure, retail and public transport. Regarding highways and accessibility matters, the applicant will need to demonstrate in a Transport Statement that the scheme is practical and workable in terms of future vehicle movements, parking levels, layout and facilities for vehicles (including electric vehicle charging points), pedestrians, cyclists, disabled users, taxi pick up and drop off, and arrangements for deliveries and refuse/recycling servicing. Vehicle tracking will be required to demonstrate that the scheme is practical.

8.4.2 The applicant will need to justify their approach to residential parking provision, and demonstrate that the proposed level of car parking and approach to accessibility would not result in adverse impact on highways safety or amenities. A travel plan and monitoring fee would be required. This would need to include a Sustainable Travel Fund for the site, which would be based on 50% of the cost of the residential metro card scheme and would include the provision of car club trial provision for residents.

8.4.2 Subject to the applicant demonstrating the detailed Highways matters above, do Members support the approach to car parking and accessibility?

8.5 Planning obligations

8.5.1 Adopted policies are likely to result in the following necessary Section 106 matters:

- Affordable Housing 5% on-site in accordance with the policy for the area.
- Public access to the public routes and spaces within the site
- Sustainable Travel Fund including car club trial provision
- Travel plan monitoring fee
- Cooperation with local jobs and skills initiatives

9.0 Conclusion

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

9.1 Do Members support the principle of the proposed development?

9.2 Do Members support the emerging design of buildings and spaces?

9.3 Subject to the applicant demonstrating the detailed Highways matters above, do Members support the approach to car parking and accessibility?









Proposed Ground Floor Plan

Date: 29.03.18
Scale: 1:1000 @ A3

Drawing No: 1247-101

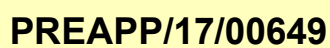
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KEY	
	3 bed Apt
	2 bed Apt
	1 bed Apt
	Townhouse
	
	

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