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**Report of the Chief Planning Officer**

***CITY PLANS PANEL***

**Date: 10th May 2018**

**Subject: Pre-application presentation for outline proposal, mixed use scheme comprising residential accommodation with ancillary ground floor 'active' uses, (PREAPP/17/00552) at site on the corner of Kirkstall Rd and Viaduct Rd – Former ThyssenKrupp Industrial site.**

**PRE-APPLICANTS: Prospect Estates**

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**Electoral Wards Affected:**

**Little London and Woodhouse**

No

Ward Members consulted

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

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

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**1.0 INTRODUCTION:**

1.1 This presentation is intended to inform Members of a new major residential scheme proposed on the former ThyssenKrupp site at the corner of Kirkstall Rd and Viaduct Rd. The land has been sold to the current owner/pre-applicant who has demolished the original industrial building which occupied most of the site. The site was vacated following the Boxing Day flood of 2015. Members will be asked to comment on the emerging scheme.

**2.0 SITE AND SURROUNDINGS:**

2.1 The site is 1.73 hectares and is located at the corner of Kirkstall Rd and Viaduct Rd. It is a deep site but does not have a frontage to the River Aire to the south. The site itself is relatively flat and is most notable for a retained wall structure fronting

Kirkstall Rd which is approximately 6m high and is of a grey brick and notable curved plan form.

- 2.2 To the west is the retained former offices of ThyssenKrupp which is also in the applicant's ownership. This is an attractive 3 storey stone building which occupies a significant length of the Viaduct Rd frontage. It is proposed to retain this building and convert it to residential use using permitted development rights. It does not form part of the pre-application site as it is being considered by the Prior Determination process for residential use.
- 2.3 To the south the neighbouring land is owned by Leeds City Council and it is this site which has a frontage to the River Aire. This site was formerly used by Carillion but has been disused following the collapse of the company in early 2018. To the east of the site is the car parking area for the Chinese Christian Church which occupies an attractive 3 storey red brick building fronting Kirkstall Rd. To the north and west are the public highways of Kirkstall Rd and Viaduct Rd. To the west and forming the vista along Kirkstall Rd is the stone railway viaduct which is GII listed.

### **3.0 PROPOSAL**

- 3.1 The scheme is for the redevelopment of the area occupied by the former industrial building and its associated car park area. The proposals comprise 4no. buildings between 4 and 9 storeys located around a central open space area. One of these is proposed to front Kirkstall Rd, relating in scale at one end to the red brick church building and rising in height to address the prominent Kirkstall Rd/Viaduct Rd corner.
- 3.2 The site access point is on Viaduct Rd where the main corner building returns to offer a curved sweeping element which leads vehicles and pedestrians towards the centre of the site. The access road is oriented parallel to Kirkstall Rd and gives access to each of the 4 buildings which would all contain under-croft car parking at ground floor level. This is part of the package of measures to counter flood risk on the site.
- 3.3 The buildings sit along the sides and corners of the site to create edges and corners to the central space area. These are terminated and turned to create vistas across the site as well as through to the Viaduct and River Aire beyond. These vistas tie into pedestrian routes and open space areas to provide pedestrian permeability and legibility.
- 3.4 The heights have been designed to relate to those of the surrounding buildings which are to remain, as well as provide emphasis to the Kirkstall Rd corner and to provide articulation to the building heights and skyline. This feature of the scheme will be explained 3 dimensionally in more detail by the applicant as part of their presentation.
- 3.5 All of the buildings are to contain residential use with the current number of units proposed being 254no, with the building fronting Viaduct Rd potentially able to accommodate another 40 to 60 units, albeit these are outside the pre-application site area. Three small retail units are proposed at ground floor level in order to animate the lower parts of the building which fronts both Kirkstall Rd and the vehicular route into the site.
- 3.6 131 no. car parking spaces are currently proposed although another 40 are provided for the building fronting Viaduct Rd which are also accessed from the same point on Viaduct Rd.

## **4.0 HISTORY OF NEGOTIATIONS AND RELEVANT PLANNING HISTORY**

- 4.1 Officers have had a series of meetings with the developer team which have dealt with planning, design and highways matters in order to develop the layout, scale, massing, road network and parking.

## **5.0 RELEVANT PLANNING POLICIES**

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

- 5.1.1 The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these are expected to be applied, only to the extent that it is relevant, proportionate and necessary to do so. It 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.

Paragraph 49 states that housing applications should be considered in the context of the presumption in favour of sustainable development.

Paragraph 50 states that local authorities should deliver a wide choice of homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities.

The Government attaches great importance to the design of the built environment. Section 7 (paras 56-66) states that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. It is important that design is inclusive and of high quality. Key principles include:

- Establishing a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
- Optimising the potential of the site to accommodate development;
- Respond to local character and history;
- Reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;
- Development to be visually attractive as a result of good architecture and appropriate landscaping.

Paragraph 64 states that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions

Paragraph 66 states that applicants will be expected to work closely with those directly affected by development to evolve designs that take account of the views of the community.

### **5.2 Development Plan**

- 5.2.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the application to be determined in accordance with the development plan unless

material considerations indicate otherwise. For the purposes of decision making, the Development Plan for Leeds currently comprises the following documents:

- The Leeds Core Strategy (adopted November 2014).
- Saved UDP Policies (2006), included as Appendix 1 of the Core Strategy.
- The Natural Resources & Waste Local Plan (NRWLP, adopted January 2013) including revised policies Minerals 13 and 14 (adopted September 2015).
- Aire Valley Area Action Plan (adopted November 2017).
- Any Neighbourhood Plan, once adopted.

### 5.2.2 Adopted Leeds Core Strategy

Relevant Core Strategy policies include:

Spatial Policy 1 sets out the broad spatial framework for the location and scale of development. This policy prioritises the redevelopment of previously developed land within Main Urban Areas, in a way that respects and enhances the local character and identity of places and neighbourhoods.

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 enhancing existing landscapes and spaces.

Policy P11 Development to respect designated and undesignated heritage assets

Policies EN1 and EN2 – sustainability policies which seek to reduce total predicted carbon dioxide emissions, provide low carbon energy sources.

Housing Policy H4 requires a mix of unit types and sizes within housing developments and Policy H5 requires the provision of affordable housing.

Housing Policy H8 encourages the provision of residential accommodation designed to independent living standards for major schemes.

Green Space Policy G4 requires that on site provision of green space of 80 square metres per residential unit, will be sought for development sites of 10 or more dwellings that are outside the City Centre and in excess of 720 metres from a community park, and for those which are located in areas deficient of green space. The document accepts that not every development site is capable of accommodating the required green space within the site boundary. The majority of these cases arise in town centre or high rise locations. In these circumstances, and taking into account the characteristics of the site, it may be acceptable to deliver the green space off-site, within the same locality, or potentially a combination of off-site and on-site.

### 5.2.3 Leeds Unitary Development Plan Review 2006 (UDPR) – Saved Policies

- GP5 all relevant planning considerations
- BD2 design and siting of new buildings
- BD5 Residential amenity. The Council is keen to promote good standards of daylight and sunlight in the interests of both mental and physical wellbeing, and in order to avoid a wasteful use of energy in providing unnecessary artificial light.

#### 5.2.4 Leeds Natural Resources and Waste DPD 2013

The Natural Resources and Waste Development Plan Document (Local Plan) is part of the Local Development Framework. 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:

- Water 4 development in flood risk areas
- Water 6 flood risk assessments
- Water 7 surface water run-off
- Land 1 contaminated land
- Land 2 development and trees
- Air 1 all major applications required to incorporate low emission measures

#### 5.3 Supplementary Planning Documents

5.3.1 Neighbourhoods for Living: A Guide for Residential Design in Leeds (December 2003) aims to provide further guidance on good design in residential schemes in Leeds. Neighbourhoods for Living is relevant to all residential development in Leeds and provides advice and principles for good residential design across the themes of use, movement, space and form. It promotes local character, analysis of landmarks, views and focal points, and quality buildings. It also states that the scale, massing and height of the proposed development should be considered in relation to its surroundings. It needs to respond well to that of adjoining buildings, the topography, the general pattern of heights in the area and views, vistas and landmarks. Buildings also need to be carefully positioned to relate to the spaces around them. The enclosure of the street, and the ratio of building height to the space, needs to be carefully considered in order to create the correct feel for that space and the people who will use it.'

5.3.2 Sustainable Design and Construction: Advocates the use of a range of measures to ensure that the best possible practices are used to ensure a sustainable environment is created.

#### 5.4 Other Material Considerations

##### 5.4.1 Kirkstall Rd Renaissance Area Planning Framework (KRRAPF):

This is adopted as Informal Guidance for planning purposes. It aims to promote the regeneration of the area in a manner which will establish a real sense of place and guide developers in formulating proposals for the re-development of land using positive urban design principles. This is underpinned by a need to ensure that a consistent approach is taken to all development in the area.

The framework area is split in to a series of character areas. The area between the River and the Kirkstall Rd is allocated as the 'Kirkstall Road Riverside'. Within this area the framework advocates that the buildings are laid out in a 'flexible configuration on a grid based block pattern. Development sites/blocks and building envelopes will be determined by the requirement for public realm and safe and attractive pedestrian movement'. It also aims to provide access to an enhanced riverside environment. New buildings must contribute to the formation of these objectives by resolving:

- Appropriate height, scale and massing
- Siting and orientation
- Landscape settings

- Emphasis of corners
- Locating entrances on public access streets/paths
- Facilitating pedestrian access through the area and avoid potential conflict with traffic.

There is a requirement to create a boulevard along the A65 Kirkstall Rd corridor, to be achieved in conjunction with works already undertaken as part of the Quality Bus Initiative (QBI) and is considered to be a fundamental part of the future growth of this area.

Whilst heights are indicated to reduce westwards along Kirkstall Rd away from the city centre, the idea of celebrating corners with increased building height is also possible.

#### 5.4.2 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 been subject to the statutory consultation period which ended on 23 March 2018 the draft policies can be afforded some weight. In respect of housing standards this includes the introduction of new policy H9 which adopts the standards for housing unit sizes set out in the Nationally Described Space Standards (see below para 5.4.3).

#### 5.4.3 Flood Alleviation Scheme 2 (FAS2):

The Council, with advice from the Environment Agency, are currently assembling a package of measures which are to contribute to flood resilience in the Kirkstall Rd corridor. This proposal is at consultation stage.

## 6.0 KEY ISSUES

### 6.1 Principle of Use

The site is located in a mixed use area and this would represent the first proposal for residential use in the immediate vicinity, the closest residential properties being to the north to the east of Willow Rd. Given the planning policy support for residential use in the city, it is considered that this use is acceptable in principle. A small amount of supporting use to provide local facilities and enliven ground floor frontages is also considered appropriate for the development of this major site.

### 6.2 Design and Massing

This site occupies a prominent corner position on the southern side of Kirkstall Rd, which is the city's main western arterial route. There are a number of existing buildings in the immediate vicinity which give the proposal its context: the former office element of ThyssenKrupp; The Chinese Christian Church and the listed railway viaduct.

6.3 Kirkstall Road is very wide at this point with a large public green space to the north of the road and the corridor edges defined by large floor plate industrial and commercial buildings terminating with the view of the viaduct at its western end.

6.4 This proposal is clearly of a city centre type high-rise development but with a relatively high open space provision. This is considered to be appropriate given the site context which comprises large non-domestic scale buildings and wide grass verges along Kirkstall Rd.

- 6.5 The alignment of the buildings within the site has been considered in order to create views through the scheme to assist in legibility and pedestrian permeability. The alignment of the north/south route towards the river and the north-east/south-west diagonal allows views through to the river and the viaduct beyond.
- 6.6 The western side of the site is defined by the rear of the existing stone building fronting Viaduct Rd. This visually contains the space whilst providing an impressive stone elevation which would be visible across most of the site. It is considered that the proposed building heights respect the form of this undesignated heritage asset, utilizing its location and presence in a positive manner.
- 6.7 Officers consider that the emerging approach to scale and massing is likely to be acceptable within the immediate context of Kirkstall Rd, the listed railway viaduct and surrounding undesignated heritage assets.

### **1. Do Members support the emerging scale and design of development?**

6.8 Public Realm and Connections

The main publicly accessible open space area is to be located in the centre of the site with the buildings around its periphery. This is the most logical place to put the green-spaces as they give a setting to the residential units providing them with both outlook and natural light. The space also serves to focus on the gap between the buildings along the southern boundary which would provide a natural route to the River Aire and the L.C.C. owned site to the south. To the north the spaces and connections would allow easy access to Kirkstall Rd with its Quality Bus Initiative routes both into and out of the city along the A66. Open space provision will need to recognise the requirements of Core Strategy Policy G4 which may include a possible off-site green space contribution.

6.9 Car Parking Provision

The current proposal seeks to locate the car parking at surface level but contained within the building envelope which means each resident parks close to their respective building and the parking areas are screened from view. The level of parking provision is approximately 50%. The site benefits from very good public transport provision and is also close to the local centre to the western side of the viaduct on Kirkstall Rd. A Travel Plan will be required as part of any proposal. Any increase in parking would be at the expense of the open space provision on the site. The access point is the only place on the public highway from which this site can realistically be serviced and results in the removal of the access onto Kirkstall Rd which is advantageous to bus flows along the QBI.

### **2. Do Members support the emerging approach to public space, car parking and landscaping provision on the site?**

## **7.0 CONCLUSION:**

7.1 Members are asked to provide responses on the following matters:

### **1. Do Members support the emerging scale and design of the development?**

**2. Do Members support the emerging approach to public space, car parking and landscaping provision on the site?**

**BACKGROUND PAPERS:**

Pre-application file: PREAPP/17/00552



Station	Eastings	Northing	Level
ST01	428137.129	434141.998	30.935
ST02	428175.185	434219.099	30.822
ST03	428148.284	434239.215	30.719
ST04	428086.669	434266.963	30.094
ST05	428056.287	434287.486	30.467
ST06	428021.476	434262.193	30.528
ST07	427993.023	434208.074	31.495
ST08	427984.161	434169.296	31.706
ST09	428025.800	434138.299	31.389
ST10	428075.742	434105.412	30.548
ST11	428111.195	434083.360	30.658
ST12	428122.151	434119.675	30.926
ST6A	428051.616	434232.519	30.521
ST6B	428107.034	434226.382	30.491
ST6C	428141.188	434196.138	30.214

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ALL INFORMATION ON THIS DRAWING IS SUBJECT TO A FULL AND COMPREHENSIVE TOPOGRAPHICAL SURVEY AND CONFIRMATION OF RELEVANT TITLE.

**ADDITIONAL NOTES**

ALL WORK TO BE CARRIED OUT IN ACCORDANCE WITH THE BUILDING REGULATIONS AND THE REQUIREMENTS OF THE LOCAL AUTHORITY

**Building A**  
42no. - 1 Bedroom Units  
56no. - 2 Bedroom Units  
**TOTAL - 98no. Units**

**Building B**  
35no. - 1 Bedroom Units  
18no. - 2 Bedroom Units  
**TOTAL - 53no. Units**

**Building C**  
31no. - 1 Bedroom Units  
26no. - 2 Bedroom Units  
1no. - 2/3 Bedroom Units  
**TOTAL - 58no. Units**

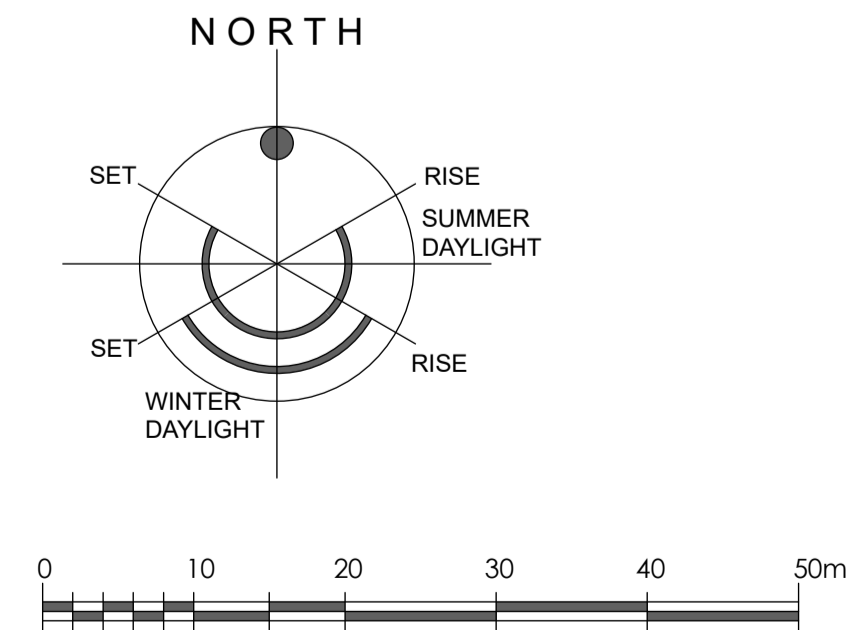
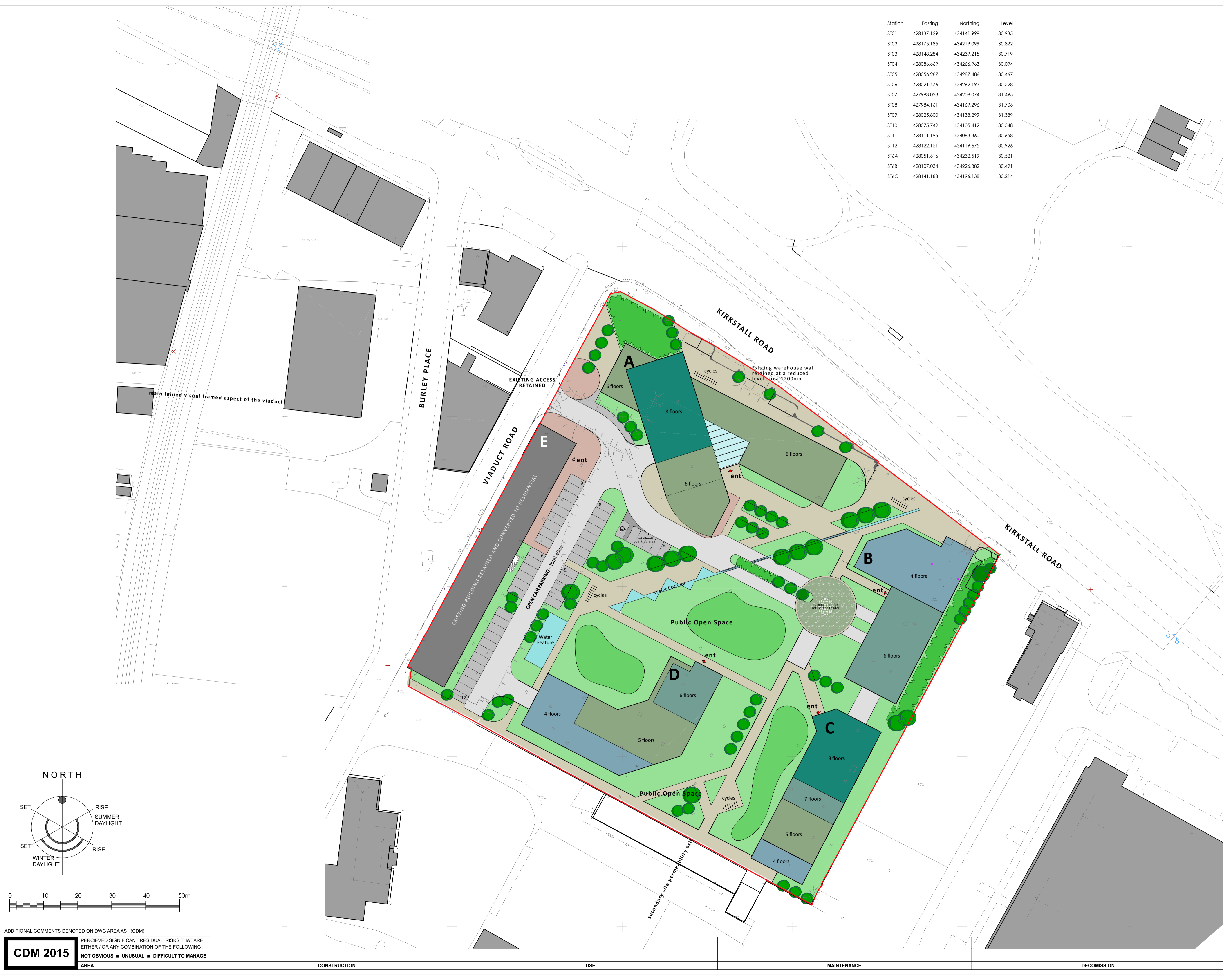
**Building D**  
13no. - 1 Bedroom Units  
28no. - 2 Bedroom Units  
4no. - 2/3 Bedroom Units  
**TOTAL - 45no. Units**

**Development Total (excluding existing building) - 254no.**

**NOTE NUMBERS AREA SUBJECT TO FULL DESIGN INCLUSIVE OF STRUCTURAL INFORMATION**

**Total Car Parking**

- Building A undercroft - 22no.
- Building B undercroft - 30no.
- Building C undercroft - 33no.
- Building D undercroft - 40no.
- External Parking - 40no. + 6no. retail
- Total Spaces - 171no.**



ADDITIONAL COMMENTS DENOTED ON DWG AREA AS (CDM)

CDM 2015 AREA	PERCEIVED SIGNIFICANT RESIDUAL RISKS THAT ARE EITHER / OR ANY COMBINATION OF THE FOLLOWING : NOT OBVIOUS ■ UNUSUAL ■ DIFFICULT TO MANAGE
CONSTRUCTION	
USE	
MAINTENANCE	
DECOMMISSION	

REV	DESCRIPTION	DRWN/CHKD	DATE

**LOROC ARCHITECTS**

CLIENT: PROSPECT ESTATES LIMITED

PROJECT: KIRSTALL ROAD LEEDS

TITLE: FEASIBILITY INFORMATION Preliminary Proposed Site Plan (Residential)

SCALE: 1:500 @ A1 DATE: FEBRUARY 2018

DRAWING NO. 1521-001.1(F) REVISION: -

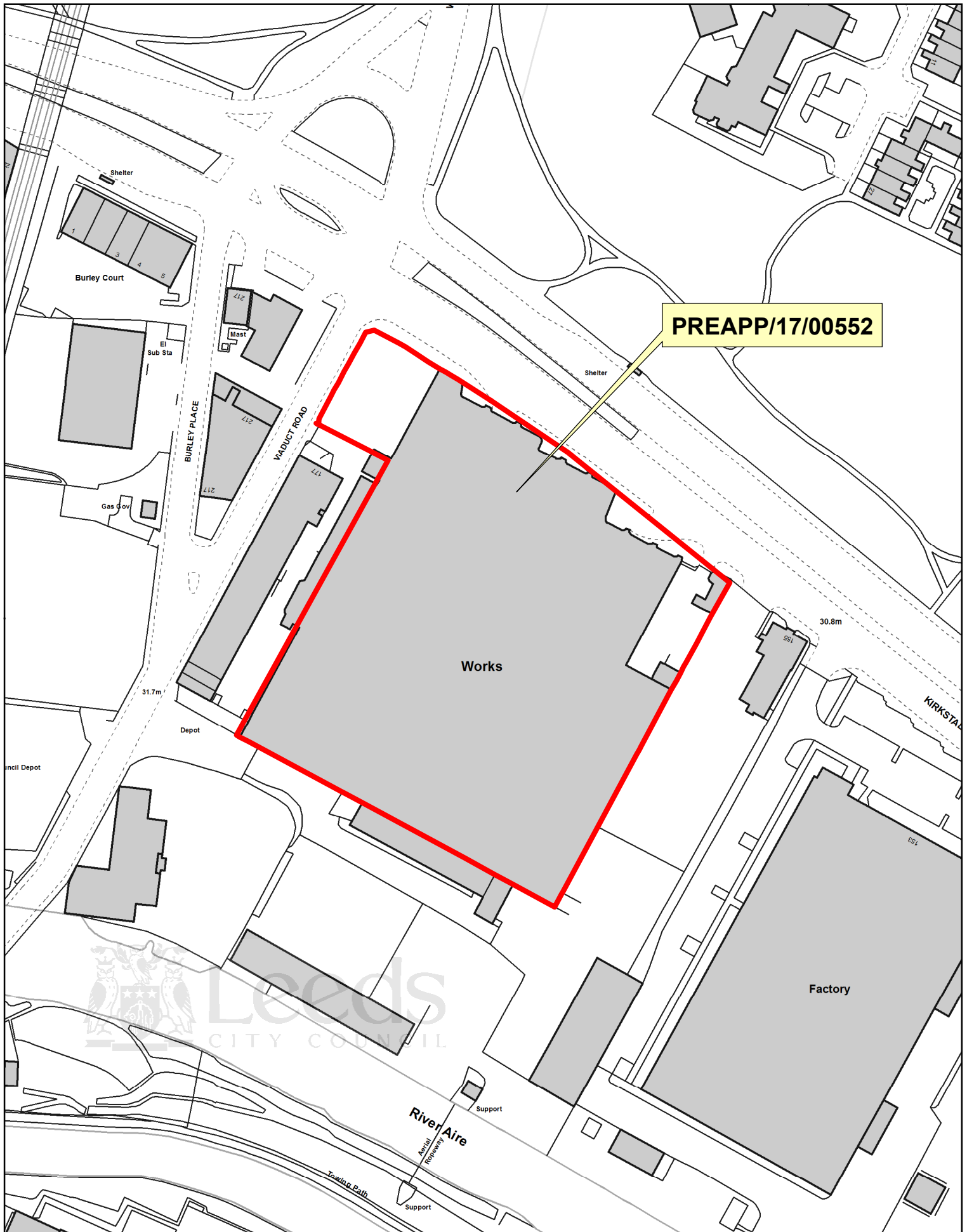
DRAWN BY: IR CHECKED BY: -

PURPOSE OF ISSUE:

PLANNING  BUILDING REGS  TENDER  
 APPROVAL  COMMENT  CONSTRUCTION

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# CITY PLANS PANEL

