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**Report of the Chief Planning Officer**

***CITY PLANS PANEL***

**Date: 31st May 2018**

**Subject: CITY REACH 1 – RESERVED MATTERS APPLICATION FOR APPEARANCE, LANDSCAPING, LAYOUT AND SCALE OF A MIXED USE SCHEME COMPRISING PRIVATE FOR SALE RESIDENTIAL (PFS) AND PRIVATE RENTED SECTOR (PRS) RESIDENTIAL WITH ANCILLARY GROUND FLOOR ‘ACTIVE’ USES, SMALL SCALE RETAILING, CAFÉ/RESTAURANT, BARS AT SITE SOUTH OF KIRKSTALL RD FRONTING THE RIVER AIRE (FORMER FIRST BUS DEPOT SITE) APP . 18/00604/RM.**

**APPLICANTS: INHABIT**

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**Electoral Wards Affected:**

**Little London & Woodhouse**

Yes

Ward Members consulted

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

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**RECOMMENDATION: Approve the Reserved Matters Application subject to variation to the S106 agreement attached to the original grant of outline planning permission ref 15/06844/OT to cover variations in the plans attached in respect of:**

- i) reduced building block heights**
- ii) amount of publicly accessible area**
- iii) footprint of buildings**
- iv) revised active frontages plan**
- v) updated building access points plan**

**Provision of 42 no. off-site parking spaces on CR2 site**

**1.0 INTRODUCTION:**

1.1 This report considers the reserved matters details submitted in respect of appearance, landscaping, layout and scale, pursuant to the extant outline permission for the City Reach 1 (CR1) site on the south side of Kirkstall Rd with frontage to the River Aire. This was approved in July 2016.

**2.0 SITE AND SURROUNDINGS:**

- 2.1 The site is approximately 2.6ha and is located to the south of Kirkstall Rd and also has a frontage to the River Aire which flows along the southern side of the site. The existing bridge, which is the only remaining part of the former chemical works, crosses the River Aire to the Holts Crest Way (Otter Island) residential scheme which was completed in 2016. To the west is the vacant former First Bus depot which is in the same ownership as the current application site and is known as City Reach 2 (CR2).
- 2.2 To the east is the City Gate development which has a large area of landscaped open space adjacent the application site closest to the river, with the service yard of the Staples retail unit to the north of this, running along the common boundary. To the north of that is a free-standing commercial unit accessed directly from Kirkstall Rd.
- 2.3 On the northern side of Kirkstall Rd is the 9 storey Holiday Inn Express hotel and next to this is the 2/3 storey fire station. To the north of these are the student residential buildings of Opal 1 and 2, Concept Place and The Tannery which are all clearly visible from Kirkstall Rd and range in height from 5 storeys up to 14 storeys. Kirkstall Rd itself was upgraded as part of a Quality Bus Initiative (QBI) and now carries a dedicated bus lane on both inbound and outbound carriageways.

### **3.0 PROPOSAL**

#### **3.1 CR1 – Reserved Matters Application**

The proposal varies in a number of ways from the approved outline scheme which was originally approved as 4 blocks. The variation to the original outline parameter plans is the subject of a Non Material Amendment application referred to in the planning history section below. The north-eastern block is now broken into two separate buildings and the two fronting the river are to be reduced in footprint although there is a small realignment of their footprints which are being brought together by 5-7m at the point where they provide a gateway to the riverside open space area. The area of publicly accessible open space is increased by 1,540sqm to a total of 10,045 sqm which is nearly 40% of the total site area. Therefore the reserved matters proposal has 5 blocks instead of the original 4. It would still comprise a mix of residential, student and supporting commercial uses with the residential development split between the 'Private Rented Sector' (PRS) and 'Private For Sale' (PFS) units. The PRS element would be retained and managed by the Applicant.

- 3.2 The development proposed falls within the maximum height parameters that are established by the outline permission, with the intention being to develop to a lower density across the site. The materials are proposed to be brick, metal cladding and glass. This provides the following advantages:

- It allows a varied, but related, set of design options for the buildings
- They are robust, high quality and durable and will weather well over time, requiring the minimum of facade maintenance
- They enable a design strategy of creating areas of variety within the scheme whilst also allowing a coherent and identifiable neighbourhood. A range of tones, textures and colours for the brickwork is proposed

The large areas of flat roof are used as communal terraces for PRS residents, private residential terraces, the location of photovoltaic arrays or plant for the ground

floor commercial units. Parapet walls will ensure that the equipment will not be visible from ground level and also provide wind protection to the terrace areas.

3.3 The resultant scheme includes 528 residential units and 309 student units split as follows:

- Block A: 309 student units, to be provided as 93% cluster flats and 7% studios. The building would extend to between 11 & 12 storeys in height fronting Kirkstall Road and be located to the east of the site access.
- Block B: 128 PRS units in a building extending to 7 and 9 storeys located immediately to the south of Building A.
- Block C: 110 PRS units in a building of 5 and 8 storeys fronting the River Aire in the south eastern quadrant of the site.
- Block D: 108 PFS units in a building extending to 5 and 9 storeys also fronting the River Aire but in the south-western quadrant of the site.
- Block E: 182 PFS units in a building extending to 7 and 9 storeys fronting Kirkstall Rd in the north western quadrant of the site.

This represents a reduction from the originally indicated 202 no. PFS units, 574 no. PRS units but an increase from the originally indicated 234 no. student residences.

3.4 The mix of unit sizes is as follows:

- Building A – student residential: 287no. cluster bed spaces; 22no. studio. Total 309no.
- Buildings B, C & E – PRS residential: 41no. studios (10%); 171no. 1 bedroom (41%); 187no. 2 bedroom (44%); 21no. 3 bedroom (5%). Total 420no.
- Building D – PFS residential: 40no. 1 bedroom (37%); 60no. 2 bedroom (55%); 8no. 3 bedroom (8%). Total 108no.

Across PRS and PFS the combined numbers are:

- Studios 41no. (8%)
- 1 bedroom 211no. (40%)
- 2 bedrooms 247no. (47%)
- 3 bedrooms 29no. (5%)

3.5 For the PRS apartments the proposed sizes for studios and 1 bedroom units ranges from 38sqm to 64sqm; 2 bedroom apartments are from 59sqm to 105sqm (20 of the 188 are below 61 sqm) and 3 bedroom apartments are between 84 and 89 sqm. For the PFS units, the apartment sizes are 42sqm to 52sqm for 1 bedrooms; 67 to 77sqm for 2 bedrooms; and 86 to 89sqm for 3 bedrooms. In respect of the student scheme, these would consist of either 4, 6 or 7 unit clusters with a total of 287 rooms created. Each student room would be 14sqm and each cluster would have a 25sqm shared kitchen lounge area. In addition, 22no. studios would be provided each with an area of 21.5 sqm. In addition there would be a communal student amenity space at ground floor level of 181 sqm and a roof top terrace of 107 sqm.

3.6 The proposals would be set around a landscaped public realm that maximises access to the river frontage through the provision of the increased amount of public open space and large river front park area. This would have a central spine running north/south between Kirkstall Rd and the River Aire bridge with 2 large areas of soft landscaped parkland to either side set at a lower level than the main spine. These

would be demarcated by a 1.2m hedge running around the perimeter punctuated with ramped and stepped access points of an average 4m width. The sunken nature of these spaces is part of the flood strategy and the surrounding hedge provides necessary wind mitigation. This is supplemented with tree planting to add visual interest and natural habitat features. This landscaping strategy is now possible as the basement car park has been removed (see below) so species of tree can now be allowed to grow in full soil depths.

- 3.7 A new 'village square' would be established centrally within the site that would be located at the intersection of the north-south and east-west routes. This is intended to provide a focal point to the scheme from which the east-west link will extend through into the CR2 site to the west. Riverside connections both along and across the River Aire would be provided consistent with the terms of the existing S106 Agreement.
- 3.8 A total of 196 car parking spaces are proposed to be located within the site at surface level with an additional 42 being created for CR1 within the additional car parking area being created on the adjacent CR2 site, although when first constructed this area will contain 83 spaces 41 of which will be passed over to CR2 when that is completed. The applicants had previously proposed 500 car spaces in a basement facility, however, this has now been removed from the scheme for largely flood risk related reasons. The new parking spaces are contained either in under-croft areas at ground floor level or to the side of the buildings in landscaped areas laid out with block and bound gravel surface treatments. The scheme also provides a total of 517 residential and visitor cycle parking spaces and 8 electric vehicle parking points.
- 3.9 The original outline approval agreed an either/or option for the new site access junction. The applicant has chosen the priority junction option over the light controlled facility, although it is the case that a pedestrian crossing facility is to be provided across Kirkstall Rd in any case.

#### **4.0 HISTORY OF NEGOTIATIONS**

- 4.1 Officers had pre-application discussions with the applicant's team culminating in a pre-application presentation to Members at City Plans Panel in December 2017. This related to the pre-application for CR2, as well as the proposed amendments to the CR1 scheme. The minutes for the pre-application presentation state that:

- Members were supportive of the proposed uses on the site but a further understanding of school provision in the area was required (CR2)
- Members were supportive of the emerging scale and design of development for City Reach 1 and 2
- Members were supportive of the emerging approach to public space and landscaping provision on the site but further information about the surface car parking provision was required

(Councillor Nash required it to be recorded that the request to reconsider the re-siting of the development blocks to provide a 20m flood zone also applied to City Reach Phase 2).

In summing up the Chair said Members appeared to be generally supportive of the development but further consideration was required on a number of issues.

## 5.0 RELEVANT PLANNING HISTORY

### 5.1 CR1 Outline Permission

Outline planning consent (15/06844/OT) was granted on 14 July 2016 for a mixed use development on the CR1 site and was subject to a S106 agreement.

5.1.1 The development comprises a maximum floor space of 97,750sqm (GIA), of which the residential development comprised 3 types of residential tenure, indicatively proposed as PFS approx. 202 units, PRS approx. 574 units and student residences approx. 234 bed spaces in both cluster flats and studios. A maximum of 2,000sqm of supporting uses comprising retail (A1 - A5) (A1 capped at 500sqm), business (B1), and non-residential uses (e.g. crèche D1) leisure uses (e.g. gymnasium D2) were also approved which would service the residential occupiers. The scheme was to be provided in 4 quadrants of development ranging in size between 2 and 15 storeys with the building layout sculpted to provide a taller outer rim with lower central buildings and a central focal point building. Parking was to be provided in a basement which sat under the entire development.

5.1.2 The associated S106 Agreement provides for the following obligations:

- a) Requirement for public access to and maintenance of all routes through the scheme and public spaces
- b) The provision of on-site Affordable Housing
- c) Junction improvement works and off-site highways contributions
- d) Travel Plan initiatives to include:
  - i) £7,050 Travel Plan Review fee
  - ii) Sustainable Travel Fund of £155,850
- e) Provision of river crossing
- f) Retention of student accommodation to be occupied by students only
- g) Relocation and up-grade of bus stop on Kirkstall Rd (£5,000)
- h) Local Employment Initiatives

### 5.2 CR1 Non Material Amendment Application

An application has been submitted for Non Material Amendments to the original CR1 approval. This seeks to update the approved parameter plans as well as vary the conditions relating to site levels. App ref 18/9/00025/MOD

### 5.3 CR2 Hybrid Application

A hybrid planning application was submitted in parallel with this reserved matters application app. ref. 18/00622/OT. This is for the site immediately to the west and is referred to as City Reach 2 (CR2). This benefits from the same applicant, Inhabit, and many of the principles established on CR1 are being carried across to the CR2 site.

5.3.1 The hybrid application encompasses the following 2 elements:

5.3.2 Full (Detailed) Element: An area of surface car parking on the eastern side of CR2 immediately adjacent the boundary with CR1. This would provide 83 spaces in total of which 42no. would be additional car parking spaces for CR1, required due to the loss of the full basement area originally envisaged. The other 41 spaces would be allocated to the CR2 buildings when they are constructed. Full planning permission is sought to enable this element to be delivered alongside the CR1 scheme as they would then both benefit from full permission.

- 5.3.3 Outline Element: An outline planning permission is sought for the remainder of the CR2 site comprising a residential development of four buildings. These would be set at a similar density to the adjoining CR1 site with the same provision of large areas of open space with associated surface car parking.

## 6.0 RELEVANT PLANNING POLICIES

### 6.1 National Planning Policy Framework (NPPF)

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.

### 6.2 Development Plan

- 6.2.1 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.

### 6.2.2 Leeds Core Strategy 2014

The Core Strategy sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. The most relevant policies are set out below:

Spatial Policy 1 prioritises the redevelopment of previously developed land within Main Urban Area, 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 7 sets out the spatial distribution of the district wide housing requirement between Housing Market Characteristic Areas. The site is in the City Centre with a requirement to provide 10,200 units (2012-28)

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 for 10,200 new dwellings, supporting services and open spaces. Part (b) encourages residential development, providing that it does not prejudice town centre functions and provides a reasonable level of amenity for occupiers.

Policy H2 refers to new housing development. The development will be acceptable in principle providing the development does not exceed the capacity of transport, educational and health infrastructure and the development should accord with accessibility standards.

Policy H3: refers to housing density. Housing development in Leeds should meet or exceed the net densities of 65 dwellings per ha in the city centre fringe area unless there are overriding reasons concerning townscape, character, design or highway capacity:

H4 states that developments should include an appropriate mix of dwelling types and sizes to address needs measured over the long-term taking into account the nature of the development and character of the location.

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.

P11 Conservation - heritage assets will be conserved and enhanced including any nationally significant industrial heritage. Innovative and sustainable construction

which integrates with and enhances the historic environment will be encouraged. Enabling development may be supported in the vicinity of historic assets where linked to the refurbishment or repair of heritage assets.

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.

EN1 and EN2 set out the sustainable construction and on-going sustainability measures for new development.

G9 There will be an overall net gain for bio-diversity commensurate with the scale of the development, including a positive contribution to the habitat network through habitat protection, creation and enhancement. There is no significant adverse impact on the integrity and connectivity of the Leeds Habitat network.

Other relevant Core Strategy policies include:

Policy EN4 district heating

Policy EN5 Managing flood risk

Policy ID2 Planning obligations and developer contributions

Policy G1 Enhancing and extending green infrastructure

Policy G2 Creation of new tree cover

Policy G3 Standards for open space, sport and recreation

Policy G5 Open space provision in the City Centre

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

The following saved policies are relevant to this application:

- 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.

### 6.2.4 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

## 6.3 Supplementary Planning Documents

6.3.1 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.'

- 6.3.2 Biodiversity and Waterfront Development: Objectives are to: identify and safeguard existing habitats; provide ecological design guidance on waterfront developments; provide guidance on the conservation of protected and important species; identify opportunities for habitat enhancement, creation and restoration; encourage appropriate long term habitat management. It requires development to be set back from river banks.
- 6.3.3 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.
- 6.3.4 Waterfront Strategy: This advocates public access to the waterfront as well as its laying out with landscape treatment, which seeks to soften the bank edge. In addition, open space oriented towards the river, uses which take advantage of the amenity offered by the river and the protection of any wildlife habitats are also advocated.

#### 6.4 Other Material Considerations

##### 6.4.1 Draft Site Allocations Plan (SAP):

The site is identified as site MX1-28 for 1010 residential units and 750 sqm of office floor space which reflects the outline planning permission. As this site has planning permission it is an 'identified site' in the SAP which is at an advanced stage and so carries substantial weight.

##### 6.4.2 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'. 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.

Heights are set out on a plan but broadly envisage 8 storeys at the north-eastern corner of the current site reducing towards the river. A link across the river is also indicated as is public access to the river banks.

#### 6.4.3 Residential Amenity Standards:

The Council's aspirations for good standards of amenity and living conditions responds to guidance within the National Planning Policy Framework which states that a good standard of amenity for future occupants is one of the core planning principles. More recently the Council's Executive Board (September 2014) agreed to bring forward the Leeds Standard which sets out the importance of excellent quality housing in supporting the economic growth ambitions of the Council. This standard closely reflects the Government's Technical Housing Standards – Nationally Described Space Standard which seek to promote a good standard of internal amenity for all housing types and tenures. Whilst neither of these documents has yet been adopted as formal planning policy in Leeds, given their evidence base in determining the minimum space requirements, they are a material consideration in the determination of development proposals.

#### 6.4.4 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.

#### 6.4.5 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.

## 7.0 **CONSULTATION RESPONSES**

### 7.1 **Statutory**

Environment Agency: No objection

Canal and River Trust: State that they wish to make no comment on the application

Highways England: No objection

Natural England: State that they wish to make no comment on the application

Yorkshire Water: No comment to make given this is the reserved matters application

## 7.2 Non-Statutory

Highways Services: Now that full details have been received the following points have been made:

- The original outline application 15/06844/OT proposed 2 options to provide access to the site, signalised or priority junctions. The reserved matters drawings now show the priority junction option. This solution attracted a S106 contribution of £202,000 towards off site highway improvements in acknowledgement of the incremental impact that the development has on the West Street Gyratory and the slip road on to the Inner Ring Road
- The application is reliant on car parking and access to that parking from the adjacent site under the hybrid application 18/00622/OT, therefore both applications will need to be approved for the proposals to be acceptable
- TRO extension needed to ensure no loading at any time from Kirkstall Rd
- The ratio of 45% car parking provision is acceptable.
- Disabled and Electric vehicle charging spaces have been provided in accordance to parking policy requirements
- In respect of Block A - student residential: The main entrance to the building is on the Kirkstall Road frontage, there is no access from within the site to the lobby areas but doors do open into the communal lounge area, it has been explained by the applicant that for year arrival/departure times, access to the building will be possible from these doors to allow belongings to be transported into the building from the visitor parking spaces. Arrival times of students will need to be managed and concierge assistance provided to allow this arrangement to function.
- The off-site works agreed from the outline consent will need to be delivered through a S278 agreement. The works involve creation of a priority junction access from Kirkstall Road including alteration to bus lane markings, providing a minimum 3m wide footway on Kirkstall Road, closure of existing vehicle access points and reinstatement as footway and amendment to the loading restrictions on Kirkstall Road along the site frontage

Travelwise: No objection. 2no. car club spaces are to be provided and secured by existing S106 agreement. Sufficient EV car charge points are shown.

Flood Risk Management: No objection. Conditions attached to outline permission adequately cover the proposal.

Sustainability - Energy: No objection. Well-developed sustainability strategy. The evidence presented makes it clear that policies EN1 and EN2 are met. The ability to connect to District Heating in the future meets EN4 in future. The all electric heating strategy means that this potential is limited, but the location is unlikely to be served by a citywide network in the foreseeable future so that is of less concern. The fabric is very well specified and includes a good range of passive and active technologies to reduce energy use, manage water use and minimise CO2 emissions.

Sustainability – Biodiversity: No objection. All matters controlled by condition attached to original outline application.

Environmental Studies – Transport Strategy: The proposed glazing and ventilation package is acceptable

Police Architectural Liaison Officer: The development creates a safe and secure environment that reduces the opportunities for crime without compromising community cohesion. Need to ensure some kind of restrictor is in place on the proposed bridge to stop motor cycles/quad bikes but that would allow pedal cycles wheel and push chairs access.

Public Rights of Way: No objection. Can confirm that no definitive or claimed rights of way cross or abut this site.

Wind (Peer Review by RWDI wind consultants on acting for L.C.C.): The submitted document is a wind tunnel test based study. RWDI consider the assessments for the site to be robust. These state that:

Wind conditions at the existing site within existing surrounding configurations rate as suitable, in terms of pedestrian safety, for the general public throughout the year. In terms of pedestrian comfort, wind conditions are suitable for existing use throughout the year with a single exception, in terms of comfort only, at a bus stop to the northwest of the site, where wind conditions are only suitable for leisure thoroughfare / strolling.

In the absence of any wind mitigation measures, wind conditions in and around the proposed City Reach 1 and Carpark in existing surrounding conditions are generally suitable in terms of pedestrian safety and comfort. Exceptions occur at 6 locations in terms of exceedances of the safety criteria and 18 locations that exceed the comfort criteria for planned use, out of a total of 112 locations.

It should be noted that wind conditions do not materially differ between scenarios “with” and “without” the carpark. Consequently, the report focuses on the former scenario.

With the introduction of committed future developments and in the absence of any wind mitigation measures, wind conditions for all assessed configurations do not materially differ from existing surrounding conditions and thus the respective conclusions remain.

In order to alleviate the unwelcome wind conditions in and around the proposed site upon the introduction of the proposed City Reach 1 and Carpark, an interactive workshop was undertaken on 28th March 2018. The introduction of the mitigation measures for the proposed City Reach 1 and Carpark within existing surrounding developments alleviates unwelcome winds in and around the site and conditions generally rate as suitable, in terms of pedestrian safety and comfort, for the general public.

A single exception occurs at the north-east corner of Block D, where conditions are suitable for short-term standing / sitting, but marginally exceed the comfort criteria for long periods of sitting in summer as required for outdoor seating. However, it should be noted that:

This location does not present any safety issue, and is it considered suitable, in terms of safety, for the general public;

During the course of the wind tunnel test campaign, the trees were modelled to have winter foliage and it is expected that summer foliage will help to alleviate unwelcome winds around this area. Consequently, it is expected that the seating area will be

suitable for the intended use.

In summary, with the implementation of mitigation measures, acceptable wind conditions prevail across the site and the surrounding area.

Wind mitigation measures proposed include: landscaping (trees and hedges) some contained in planters; screens (solid and porous); canopies; parapets to roof terraces.

## 8.0 CORRESPONDENCE FROM PUBLIC

8.1 One representation has been received from Leeds Civic Trust (LCT). This supports the proposal but makes the following points:

- Welcome the reduction in scale from the permitted outline
- Welcome active uses on the principal routes
- Warn against the back of the buildings being too sterile
- Impact of the routes of students to the Little Woodhouse community needs to be considered.
- Routes from the site to the city need to be considered
- Surface treatments will be important on vehicular routes to ensure pedestrian safety
- Prefer the non-signalised entrance point (*this is the one that has now been chosen*)
- Prefer to see a greater number of larger apartments
- Advocate district heating
- Understand the reasons for the use of surface parking but this should be well landscaped using sustainable drainage methods and include trees and shrubs.

## 9.0 KEY ISSUES

Scale and Layout  
Amenity/Mix of Units/National Space Standards  
Appearance  
Landscaping  
Density and Housing Delivery  
Highways  
Flood Risk

9.1 Matters Reserved:

9.2 Scale and Layout

CR1 occupies a prominent position on the southern side of Kirkstall Rd, which is the city's main western arterial route. The scheme already has an approved set of parameters in respect of height and footprints. The proposal sits within this set of parameters apart from a small realignment of the footprints of the two buildings to the south of the site. These are being brought together by 5-7m at the point where they provide an entrance to the riverside open space area. This allows more of the corners of the buildings to be visible when approaching from the north which would act as a gateway to the much larger area of open space to the south. The scale of the buildings is well within the parameters set by the outline but still retains the articulated and interesting skylines originally envisaged. This reduction in scale will also allow a greater degree of light penetration around the buildings to the benefit of

the occupiers and the open space areas. This position is supported in the response from the LCT.

- 9.3 The orientation of the buildings and the pedestrian, cycle and vehicular routes all deliver the key principles established by the Outline Planning Permission. The pedestrian routes and publicly accessible open space areas are increased from the outline permission and a new plan will be secured by the S106 Agreement Deed of Variation to reflect this. Overall the proposal is in accordance with the approved layout, with the exception of the small deviations of the river frontage buildings, but with significant improvement in open space provision, and this is considered to be acceptable. The design is highly resolved with excellent back of house facilities and service areas ensuring that the scheme functions correctly. A managed development will ensure that the public realm remains sustainable and attractive for the lifetime of the development.
- 9.4 The articulated massing of the building ensures that the development will have an appropriate scale and relate to the various contexts in which the buildings sits. This maximizes the opportunities to relate residential accommodation to external views and aspect. The reduction in overall scale assists in this regard. This is particularly the case along the river frontage where the articulation in the scale will provide a strong relationship between the development and the river front landscape areas. Along Kirkstall Rd the proposal will create a street frontage with sufficient scale to signal the arrival to the western part of the city centre as envisaged at outline stage. This also relates well to the taller buildings which are already in evidence to the north of Kirkstall Rd.
- 9.5 Amenity/Mix of Units/National Space Standards
- 9.6 The units proposed across the whole site meet the standards set out in the NDDS with the exception of 20no. 2 bedroom units in the PRS part of the proposal. The standards set a minimum of 61 sqm but these units are being provided at 58.6sqm to 59.4sqm, which is marginally less than the minimum.
- 9.7 The units proposed would all be open-plan to maximize natural light, flexible use and ease of movement. There is the ability to carry out all the functions within each apartment that would be expected of a self-contained unit of accommodation. Generous glazing and in some cases access to either full or Juliet balconies will provide additional levels of amenity. As they are part of a PRS development they would have the added advantage of access to the range of ancillary PRS functions both within the building and provided as roof terraces. Therefore, given the small number of units and the fact that they are only marginally below the standard, it is considered that the proposed units are of sufficient size to provide an acceptable standard of accommodation and this is supported by officers.
- 9.8 In respect of the student scheme, there is no applicable national space standard for either the cluster flats or the studios. The cluster flats offer students a reasonable size of personal space (14sqm with ensuite bathroom), in addition to the 25 sqm communal lounge kitchen area. For the individual studios, the size of unit would allow space to carry out all of the functions expected of everyday living: studying, cooking, washing, eating, sleeping and relaxing. In both cases, with the size of communal space being provided on the ground floor in addition to the roof terrace, as well as the range of other amenities provided across the CR1 site, the levels of amenity afforded the student occupiers is considered to be acceptable.

- 9.9 It is proposed to provide 528 dwellings across the whole site excluding the student residential element: Studios 41no. (8%); 1 bedroom 211no. (40%); 2 bedroom 247no. (47%); 3 bedroom 29no. (5%). The percentages of one and two bed apartments are within the minimum and maximum ranges identified by Policy H4 of the adopted Core Strategy relating to housing mix. This policy requires developments to include an appropriate mix of dwelling types and sizes taking into account the nature of development and the character of the location. The ranges of housing mix set out in the policy reflects the housing needs for the entire district over the plan period. It does not provide a target mix for individual developments, which should have regard to both the difference in demand in different parts of the city and the form of development proposed. In this case the scheme is exclusively for flats and a large proportion of these to be provided for rent.
- 9.10 The applicant has identified that the main market for PRS developers is 25 – 34 year olds. This is the product of a number of factors including later family formation, more flexible working patterns and a trend for sharing accommodation. It is also the case that the age of first time buys has progressively increased. In addition flatted developments, especially those located within or close to the city centre, appeal more to this younger demographic. The demand is greatest for 1 and 2 bedroom units and hence these account for the bulk of the provision.
- 9.11 Policy H4 allows the housing mix to be considered flexibly depending on the nature of the development and the characteristics of an area. Although the number of three bed apartments is below the specified minimum quoted in policy H4, the scale of development still allows for 29no. new family-sized units to be delivered in this location. The provision of three bed dwellings in the city centre currently stands at 1% therefore this proposal greatly exceeds this. Based on the above it is considered the proposed housing mix is acceptable. This addresses the issue raised by the LCT in respect of the number of larger family units to be provided.
- 9.12 Policies H4 and H8 also require that Independent Living be considered on larger residential development sites. In this case the units being provided are all accessible by lift and therefore may be accessed by wheel chair. Each unit could be constructed in a manner which would make it available for independent living. The objectives of policies H4 and H8 are considered to have been met in this case.
- 9.13 Appearance  
The architecture of the development will create a distinctive and cohesive new neighbourhood within a quality environment. Materials have been carefully selected to reinforce this strategy with the taller elements clad in a grey brick and the lower elements clad in tones that are softer in colour. Metal cladding between windows creates visual grouping, hierarchy and articulation within the facades
- 9.14 It is considered that this allows sufficient variation to be introduced within the building designs to create a group which relate well to each other, being of the same architectural language and family, but which avoids visual monotony. This format of regular punched openings also supports the introduction of the commercial frontages at ground floor level, with regular column spacing and increased areas of glazing. Where necessary this allows the inclusion of service access points. It is considered that the buildings will be successful on all of their facades avoiding the sterile rear elevations which the LCT fears could occur.
- 9.15 Sufficient relief is generated by the use of features such as window reveals and balconies and the detail at ground level creates rhythm and grain in order to ensure that the buildings will read as residential and have a domestic scale.

- 9.16 The use of flat roofs provides the benefit of additional open space for use by residents but also the opportunity to provide photovoltaic arrays. As the architectural vernacular is to have the roofs surrounded by parapets, these help to provide screening to the roof top plant and create a considered and well resolved appearance from the street.
- 9.17 The architectural style and language to be employed across the site is well considered and of a high quality. This will result in a cohesive group of buildings that will give rise to a sense of place and are therefore acceptable by officers.
- 9.18 Landscaping  
The main publicly accessible open space area is located adjacent the river. However, this is proposed to be increased in size by 1,540 sqm due to the amendments to be made to the outline approval. This is clearly welcomed and is fully supported by officers. This increased green-space provision supports waterfront accessibility objectives and also faces south-west, which is beneficial for sunlight penetration to the residential units throughout the scheme. The reduction in scale of the proposal benefits all aspects of the scheme in terms of natural sunlight and daylight penetration.
- 9.19 The riverside parks have been designed to provide amenity for the general public as well as for residents. The site provides the important connection through to the River Aire and the Leeds-Liverpool Canal beyond with the foot bridge acting as the focal point for movement. This will deliver important place-making benefits to the scheme as well as the wider area.
- 9.20 Adjacent to these direct routes lie lawns and communal seating areas offering a different character of public open space for users. The planting enclosing these areas creates a sense of refuge and separation from the busier central route, enhancing the opportunity for passive recreation in these spaces. The generous access points to these areas accommodate desire lines within the site and from wider connections from Kirkstall Road and the riverside walk.
- 9.21 The planting also serves as mitigation against the prevailing wind to ensure comfort for users, encouraging them to linger and increasing use of the public open space. It also ensures the integrity of wildlife corridors along the northern bank of the Aire, and from the river into the site. The openings in the planting from key routes into lawn areas have been positioned to ensure physical and visual accessibility of the spaces, without compromising the planting's role as wind mitigation or as a wildlife route. Given the removal of the basement car park from the scheme, plants will now be in the natural soil depth which it is considered will reduce impediments to natural growth so that full height tree planting can eventually be achieved.
- 9.22 Planting will also be used to soften the impact of the surface car parking. The use of quality surface materials and areas of soft landscaping will improve the appearance of the parking areas for residents who look down on them, as well as those who may pass through the areas. Significant areas of perimeter landscaping will serve to screen the parking areas from both Kirkstall Rd and the River Aire. Over time the maturing of these schemes will provide a dense screen to the benefit of both traffic and river corridors.
- 9.23 In respect of the matters reserved by the outline permission the scheme is considered to acceptable.



- 9.24 There are a number of other technical matters which can be assessed given the submission of the full details.
- 9.25 Density and Housing Delivery  
CR1 will deliver 528 residential homes and 309 student apartments, which is within the maximum quantum assessed at outline stage. With the exception of minor changes to the building footprints, the buildings lie within the maximum footprint parameters approved by the outline permission. The scheme delivers a density of development that exceeds the minimum 65 units per ha requirement of Core Strategy Policy H3 and is therefore appropriate.
- 9.26 Highways  
The proposal is for the non-signalized junction option which will reduced the impact on the highway in respect of physical works required. This solution attracted a S106 contribution of £202,000 towards off-site highway improvements in acknowledgement of the incremental impact that the development would have on West Street Gyratory and the slip road on to the Inner Ring Road. This money will be paid as a contribution to these off-site highway works. The extension of the TRO on Kirkstall Rd will also remove the possibility of any unloading from the highway which is clearly an improvement, given the location of the student residential scheme in close proximity. A pedestrian crossing point is to be provided on the Kirkstall Rd as part of the off-site highway works. This will assist in providing the pedestrian route towards the universities for the student occupiers and was established as part of the original outline permission when this use was granted. The provision of the riverside walkway and bridge will open up two new routes to the city centre to provide alternatives to Kirkstall Rd itself. This addresses the points raised by the LCT in respect of the improvement of pedestrian routes.
- 9.27 The use of the neighbouring site to provide an element of the car parking is reasonable given the ownership of both sites rests with the applicant and the resultant level of car parking across the CR1 site is seen as appropriate. The CR1 S106 permits access to the CR2 site at the site boundary. This enables access to the additional CR1 spaces which are to be provided as part of the CR2 site. The point has also been made that if, after the scheme has been in operation for a period of time, the level of parking provision on site is too high, then, given the parking is now on the surface rather than in a basement, these redundant spaces could be turned to landscaping. Something that would not have been possible if the car parking had been provided within a basement.
- 9.28 The off-site highway works secured through a combination of the conditions and S106 of the outline permission: the creation of a priority junction access from Kirkstall Road including alteration to bus lane markings; a minimum 3m wide footway on Kirkstall Road; reinstatement of existing access points as footway and amendment to the loading restrictions on Kirkstall Road along the site frontage, will be delivered through a S278 agreement with works paid for by the applicant.
- 9.29 The use of different materials across the site will help to define the areas of surfacing which are to be more pedestrian dominated and those which are suitable for vehicles. This will be reinforced by street furniture and landscaping. The site will be fully managed which means that all matters can be controlled once the site becomes operational. This will assist in addressing any safety concerns such as those raised by the LCT. Cycle spaces, disabled and electric vehicle charging spaces have been provided in accordance to parking policy requirements. Refuse vehicle access and servicing of the units has been considered and is also

acceptable. Therefore, in respect of highways matters, this application is considered to be acceptable.

### 9.30 Flood Risk

At the time of writing this report the EA were assessing the Flood Risk Assessment and modelling that has been carried out by the applicant and the position on this will be reported verbally to Members at Panel.

In response to the FAS2 point raised by Cllr Nash at the pre-application Panel presentation and referred to in the minutes above, at that time a proposal to create a flood shelf along the northern side of the River Aire was being considered as part of the FAS2 proposal in order to widen the river channel during times of high water. After further work by the EA and LCC this proposal has now been removed from FAS2 and therefore the potential requirement to relocate the buildings further away from the river has been removed.

### 9.31 Deed of Variation to S106 Agreement

This is required in order to amend the parameter plans, access plans and open space areas from the original application if considered necessary as part of the decision making process. The provision of the CR1 spaces which are to be provided on the neighbouring CR2 site will also be included.

## 10.0 **CONCLUSION**

10.1 This site will provide 528 residential units and 308 student spaces in a highly accessible location on the edge of the city centre. The current environment is poor and this proposal is likely to act as a catalyst for further development in this part of the city. The matters reserved by the outline permission are considered to have been developed to a high standard and will result in an environment with a real sense of place, providing access to a part of the river never previously open to the public with the associated links across to the Canal Towpath through the Holts Crest Way site.

10.2 Officers consider that the above detail is acceptable and recommend that the reserved matters application is approved.

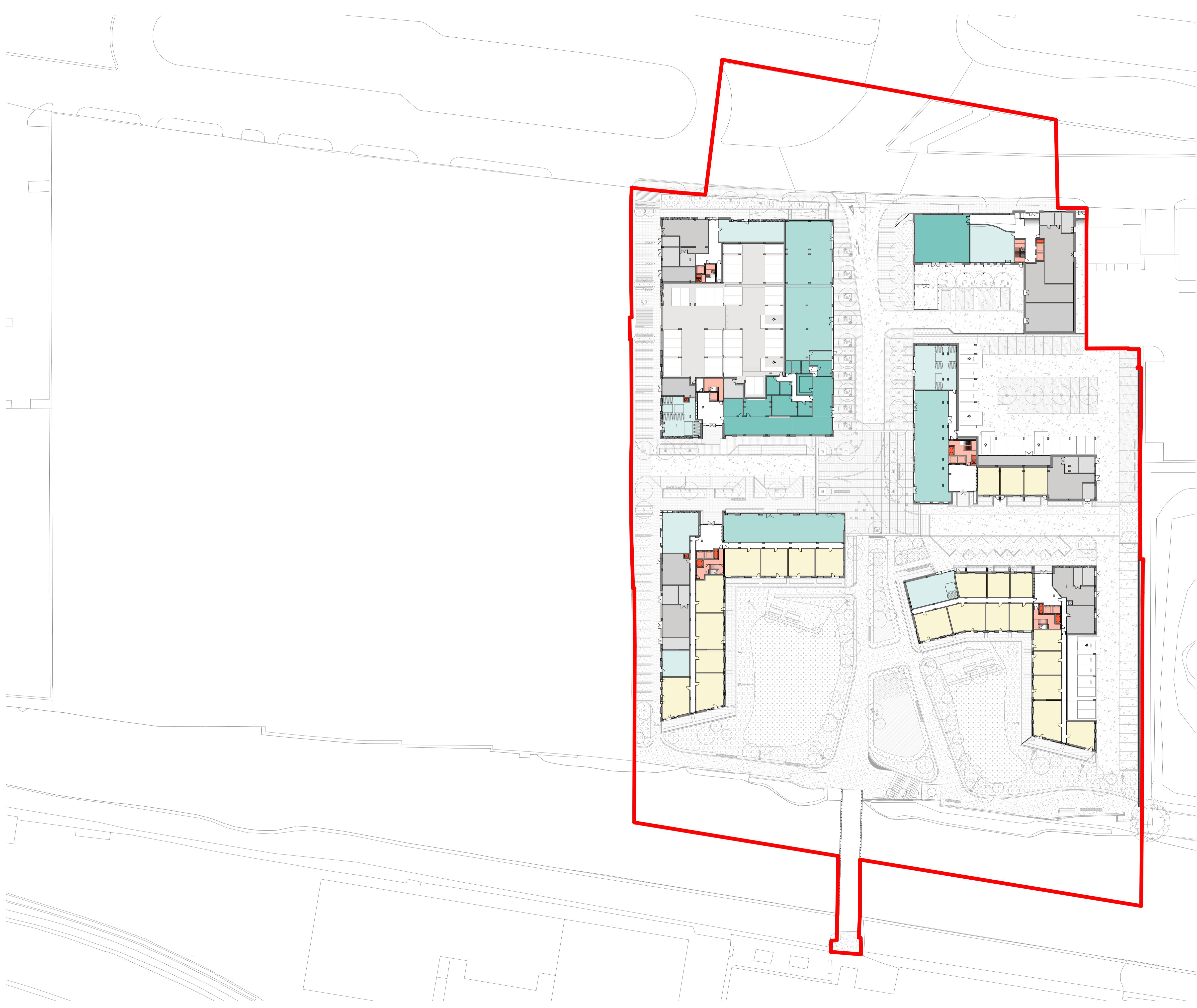
## BACKGROUND PAPERS:

Pre-application file for CR2: PREAPP/17/00602

Application file: CR1 approval 15/06844/OT (14 July 2016)

Application file: Otter Island (Holts Crest Way) approval - 13/05566/FU

Application file: Non Material Amendments to the original CR1 approval - 18/9/00025/MOD



**DRAWING NOTES**

- RESIDENTIAL ACCOMODATION
- STUDENT ACCOMODATION
- CORE
- PLANT
- CIRCULATION
- REFUSE
- COMMERCIAL
- AMENITY
- CYCLE STORE

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**KEY PLAN**



REV NO.	DATE	DESCRIPTION
B	2018-0413	Reissued for Planning
A	2018-0122	Issued for Reserved Matters Application

**PROJECT**  
**City Reach 1**

**CLIENT**  
**Inhabit  
 (Acting for Clyde Ltd)**

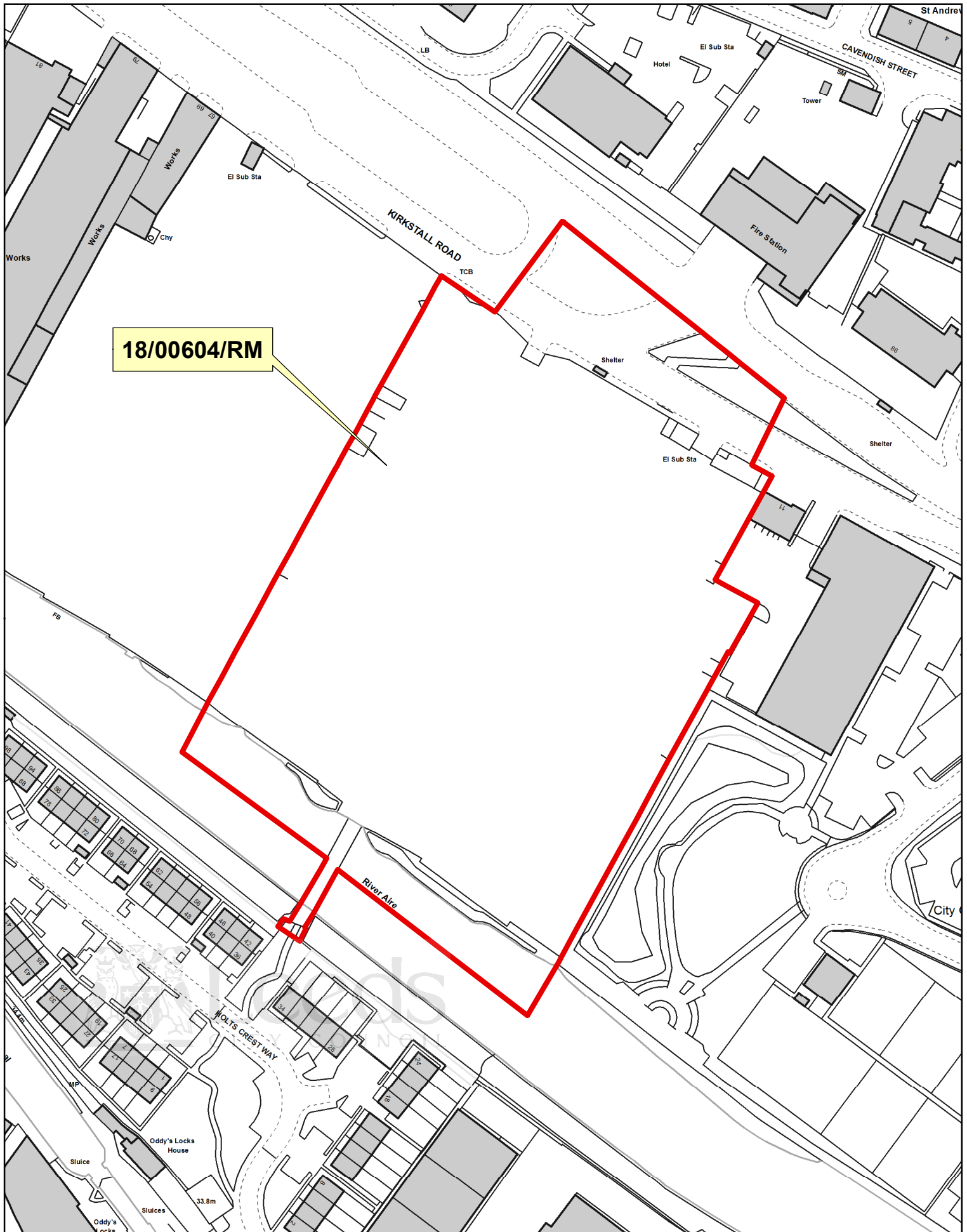
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**SHEET IDENTIFICATION**  
**TITLE**  
**Floor Plan Level 00**

**STATUS**  
 For Planning

PROJECT NUMBER <b>50-15025</b>	DATE DRAWN 12/18/17	SCALE @ A1: 1:500
	DRAWN BY: LP	CHECKED BY: MD

DRAWING NUMBER <b>P11200</b>	REVISION <b>B</b>
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18/00604/RM

# CITY PLANS PANEL

