

CITY PLANS PANEL

THURSDAY, 31ST MAY, 2018

PRESENT: Councillor J McKenna in the Chair

Councillors D Blackburn, T Leadley,
C Campbell, A Khan, E Nash, S Hamilton,
M Shazad, C Gruen, P Carlill, J Goddard,
D Cohen and P Wadsworth

A Member's site visit was held in connection with the following proposal:
Application No. 18/00604/RM – City Reach 1, Kirkstall Road, Leeds,
Application No. 18/00622/OT – City Reach 2, Kirkstall, Road, Leeds and
Application No. 18/00458/FU – Podium Buildings, Merrion Way, Leeds 2 and
was attended by the following Councillors: J McKenna, A Khan, S Hamilton, C
Gruen, B Anderson, C Campbell, T Leadley, E Nash and D Blackburn, P
Wadsworth, P Carlill, M Shahzad and J Goddard.

1 Chair's Opening Remarks

The Chair introduced and welcomed Councillors: B Anderson, P Carlill, D Cohen, J Goddard, C Gruen and P Wadsworth as new Members to City Plans Panel.

2 Appeals Against Refusal of Inspection of Documents

There were no appeals against the refusal of inspection of documents.

3 Exempt Information - Possible Exclusion of Press and Public

There were no items identified where it was considered necessary to exclude the press or public from the meeting due to the confidential nature of the business to be transacted.

4 Late Items

There were no late items of business to be considered.

5 Declarations of Disclosable Pecuniary Interests

There were no declarations of any disclosable pecuniary interests made at the meeting.

6 Apologies for Absence

Apologies for absence were received from Councillors: A Garthwaite and N Walshaw.

Councillors: S Hamilton and M Shahzad were in attendance as substitute Members.

7 Minutes of the Previous Meeting

The Minutes of the previous meeting held on 10th May 2018 were submitted for comment / approval.

Reference was made to the first paragraph of Minute No.165 Members requested that a minor correction be made, substituting the word reserved for “determined”.

Reference was made to Minute No.166, page 8 Members requested that an additional bullet point be added to read as follows:

- It was noted that the proposal was for predominantly residential use contrary to the site’s allocation for mixed use with the development plan

A further correction was requested in respect of Minute No. 168, third page, eighth bullet point down to read as follows:

- It was reported that flooding to the site had occurred previously. Members were informed that a flood risk assessment would be undertaken, including any impact from river silt, and it was intended the development would be lifted onto stilts to address any future flooding issues.

RESOLVED – That with the inclusion of the above, the minutes of the previous meeting held on 10th May 2018 be accepted as a true and correct record.

8 Matters Arising from the Minutes

There were no issues raised under matters arising.

9 Application No. 18/00458/FU - Demolition of existing podium building and erection of one 15 storey and one 27 storey student accommodation building over basement car park, with ground floor A2, A3 or A4 floorspace and provision of new public realm, Merrion Way, Tower House Street and Brunswick Terrace, Leeds 2

The Chief Planning Officer submitted a report which set out details of an application which sought the demolition of the existing podium building and the erection of one 15 storey and one 27 storey student accommodation building over basement car park, with ground floor A2, A3 or A4 floorspace and provision of new public realm, Merrion Way, Tower House Street and Brunswick Terrace, Leeds 2.

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

Planning Officers together with the applicant's representatives addressed the Panel, speaking in detail about the proposal and highlighted the following:

The proposal is to demolish the existing 2 storey podium building and associated basement car park. Two new buildings would be erected contemporaneously. Tower A would be 15 storeys (approximately 46 metres) in height, Tower B is a 27 storey building would be approximately 78m tall. This proposed student accommodation would be accessed from a reception area on the southern side of Tower B to the east.

The proposals identify an active frontage around much of this building. An area of external seating serving the commercial unit is proposed along the west side the premises.

Student bicycle storage facilities would be provided in the ground floor of Tower B. Dedicated student amenity space would be provided at mezzanine level and the majority of the first floor of the building. In total, 1,344m² of amenity space would be provided for the students.

Student accommodation would be located from first floor of the buildings upwards. There would be a total of 94 studios and 152 cluster flats of which there would be 74, four bedroom clusters; 4, five bedroom clusters and 74, seven bedroom clusters. In total there would be 928 bedspaces across the development. Each of the studios, situated north and south of the core in the centre of each building, would be 30m². Cluster bedrooms would be 11.4m². Cluster living /kitchen spaces would be situated at each of the corners of the buildings. These spaces would be 23m² for 4 bedroom cluster flats and 40m² for the 5 and 7 bedroom clusters.

Glazing and off-white aluminum cladding are proposed as the principal building materials. The base of the buildings, comprising ground, mezzanine and first floor levels, would utilise double-height curtain wall glazing. The upper levels of the east and west elevations of the buildings would be articulated with chamfered returns to the secondary plane comprising curtain walling, spandrel panels and louvred panels with inward-opening windows located behind.

Proposals for the public realm identify new hardsurfacing extending across the entirety of the site. As such, the existing vehicular ramp at the western end of the podium building would be removed and infilled and would form part of a widened pedestrian approach along Brunswick Terrace from Merriion Way towards the arena. The remaining area to the north of the new buildings would be resurfaced as part of an extended area of public realm between the towers and the arena.

A new north-south public, pedestrian, route would be formed through the centre of the site between Towers A and B directly linking Merriion Way with

Brunswick Terrace and the arena. The 9 metre wide route would extend southwards through the existing strip of greenspace via new steps that would be formed on the southern edge of the terrace. A new footpath would also be formed linking Merrion Way and Brunswick Terrace to the east of Tower B. The footway fronting Merrion Way would be realigned and resurfaced as part of the public realm works. Two loading bays would be formed alongside Merrion Way; one to the front of Tower A and one closer to Arena Point.

Members raised the following questions:

- Do the 4 bedroom cluster flats comply with the National Described Space Standards (NDSS)
- The external materials to be used (off-white aluminum cladding) could a sample panel be provided.
- Would a wind impact assessment take into account the pattern of wind flow and how this could change
- A number of Members expressed concern about possible overspill of the active frontage area (proposed Bar/ Pub development) given the possible number of students living above and requested if a condition could be included to control/ manage the outside space.
- Could the outside space/green space be extended along the northern side of Merrion Way towards Arena Point and could planters be provided for shelter adjacent to the proposed seating area.
- Could any new trees planted be provided with sufficient room to grow

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

- Referring to paragraph 9.2.14 of the submitted report, Members were advised that student cluster accommodation was not specifically identified within the NDSS. The standard suggested that a 4 bedroom, 4 person apartment should have a minimum area of 81m², the proposal identified an area of 86 m², therefore the NDSS would be exceeded if applied in this way.
- It was suggested that the quality/ appearance of the external materials would be controlled through planning conditions and a sample panel would be made available on site.
- Officers reported that the wind impact assessment was based on quantitative modelling works and this methodology was found to be feasible and reasonable by the Council's independent review.
- Referring to possible overspill of the outside area, the City Centre Team Leader suggested that restricting seating away from the Merrion Way frontage may address this issue and that condition No. 34 be amended accordingly
- Officers confirmed the extension of the outside space/green space and the provision of planters would be sought with the proposal.
- Officers confirmed that the landscaping scheme would be conditioned to allow adequate spacing between the trees and growing conditions.

In offering comments Members raised the following issues:

- A number of Members were of the view that the room sizes appeared to be adequate
- Members requested if the external cladding could be viewed prior to its installation
- There was some concerns about how the outside space would be managed
- Could the wind impact assessment identify the areas of greatest impact
- Raised at previous meetings of this Panel when Members had requested an analysis of student accommodation and the shift of the student population from the outer areas into the city centre and the impact on businesses and services within the city centre. Members asked if the requested analysis could be provided at the earliest opportunity.

In responding the Chief Planning Officer said that some work had been undertaken which suggested the demand for student accommodation within the city centre had not yet been met but further analysis was still required and once completed would be the subject of a seminar to Members.

The City Centre Team Leader noted that proposed condition no.11 controlled the approval of samples of the external cladding. It was stated that Plans Panel Members would have the opportunity to view the cladding sample panels on site prior to their agreement.

Members welcomed the response provided by the Chief Planning Officer and the City Centre Team Leader.

In summing up the Chair thanked all parties for their attendance and contributions suggesting Members appeared to be supportive of the application.

RESOLVED – That the application be deferred and delegated to the Chief Planning Officer for approval subject to the conditions specified in Appendix 1 of the submitted report (and any others which he might consider appropriate) and the completion of a Section 106 agreement to include the following obligations:

- Use of accommodation for use solely by students in full-time higher education;
- A travel plan monitoring fee of £2,500;
- Implementation of travel plan;
- Contribution of £170,000 towards Merrion Way highway improvements;
- Local employment and training initiatives;
- Section 106 management fee of £1500.

In the event of the Section 106 Agreement having not been completed within 3 months of the resolution to grant planning permission, the final

determination of the application shall be delegated to the Chief Planning Officer.

10 CITY REACH 1 (APPLICATION NO. 18/00604/RM) - 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 "CITY REACH 1" SITE SOUTH OF KIRKSTALL ROAD FRONTING THE RIVER AIRE (FORMER FIRST BUS DEPOT SITE)

With reference to the meeting of 24th March 2016 and the decision to grant outline consent in respect of Application No.15/06844/OT subject to the completion of a Section 106 agreement.

The Chief Planning Officer now submitted a report which set out details of the reserved matters application in respect of the appearance, landscaping, layout and scale, pursuant to the extant outline permission for the City Reach 1 (CR1) site on the south side of Kirkstall Road with frontage to the River Aire.

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

The City Centre Team Leader together with the applicant's representatives addressed the Panel, speaking in detail about the proposal and highlighted the following:

The application was for "City Reach 1" a 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/Resaurant, Bars at site south of Kirkstall Road fronting the River Aire (Former First Bus Depot site).

The proposal included 528 residential units and 309 student units (Cluster flats and studios) within 5 blocks, ranging in height from 5 to 12 storeys

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 Road 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.

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 was 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.

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.

Members raised the following questions:

- What was the average room size per student
- Do the proposed units comply with the National Described Space Standards (NDSS)
- Are there any exceptions to the NDSS standards
- Where was the pedestrian crossing located on Kirkstall Road
- Was there a safe pedestrian route for students to and from the Universities
- Access into the site, is it left in, left out
- Are there any proposals to address highway safety concerns in respect of cyclists

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

- The City Centre Team Leader reported that each student room would be 14m² and each cluster would have a 25m² shared kitchen lounge area. 22 studios would be provided each with an area of 21.5m². In addition there would be a communal student amenity space at ground floor level of 181m² and roof top terrace of 107m²
- It was reported that the units proposed across the whole of the site met the NDSS standards with the exception of 162, 1- bed (2 person) units and 20, 2 bedroom (3 person) units within the PRS part of the proposal. The standards set a minimum of 50m² for the 1 bed unit but these units were 47.1m² and 61m² for the 2 bed units but these units were being provided at 58.6m² to 59.4m². Therefore in these instances the proposal was marginally less than the minimum
- The City Centre Team Leader stated there were no exemptions to the standards, but the applicant had demonstrated that by removing internal corridors to provide a more open plan layout, the internal space requirements for circulation, general amenity and minimum bedroom sizes could still be acceptably delivered.

- Officers confirmed that the pedestrian crossing was located in close proximity to the Fire Station
- The site was in close proximity to a number of bus routes, pedestrian connectivity from the site to the Universities was satisfactory, walking mainly uphill
- The highway officer confirmed access into the site was left in, left out
- The highways officer reported that there was already in place a shared bus and cycle lane along Kirkstall Road. The bridge over the river and connectivity along the tow path would also create safer cycle routes

In offering comments Members raised the following issues:

- A number of Members were of the opinion that the open plan design justified the reduction in flat size
- A small number of Members remained concerned about the size of the rooms
- The majority of Members welcomed the proposals suggesting it was a well - designed scheme.

In summing up the Chair thanked all parties for their attendance and contributions. The Chair welcomed the scheme suggesting it would regenerate a large derelict site onto the outskirts of the city centre.

(Under the provisions of Council Procedure Rule 16.5 Councillor Campbell required it to be recorded that he considered the living conditions within the student accommodation to be unacceptable)

RESOLVED – That the Reserved Matters Application be approved subject to a variation to the Section 106 agreement attached to the original grant of outline planning permission ref 15/06844/OT to cover variations in the plans attached in respect of:

- Reduced building block heights
- Amount of publicly accessible area
- Footprint of buildings
- Revised active frontages plan
- Updated building access points plan
- Provision of 42 off-site parking spaces on CR2 site

11 CITY REACH 2 - HYBRID APPLICATION FOR REDEVELOPMENT FOR RESIDENTIAL (C3 & C4), INCLUDING VEHICULAR, PEDESTRIAN/CYCLE ACCESS, SERVICING, PUBLIC OPEN SPACE, CAR PARKING, LANDSCAPING AND OFF-SITE HIGHWAY WORKS (FULL CONSENT SOUGHT FOR PART OF THE CAR PARK ONLY WITH THE REMAINDER IN OUTLINE WITH ALL MATTERS RESERVED OTHER THAN

The Chief Planning Officer submitted a report which set out details of an hybrid application “City Reach 2” for redevelopment for residential (C3 & C4) including vehicular pedestrian/ cycle access, servicing, public open space, car

parking, landscaping and off-site highway works (Full consent sought for part of the car park only with the remainder in outline with all matters reserved other than access) at "City Reach 2" at site south of Kirkstall Road, fronting the River Aire (Former First Bus Depot Site)

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

The City Centre Team Leader together with the applicant's representatives addressed the Panel, speaking in detail about the proposal and highlighted the following:

The CR2 site was seen as a continuation of CR1, and the design approach had addressed the two sites comprehensively as a result. A hybrid application was proposed to progress CR2 which would consist of the following 2 elements:

Full (Detailed) Element is for a surface level car park in the north-eastern corner of the CR2 site and provides for 83 car parking spaces. Initially these would be used for the CR1 scheme but, on completion of CR2, 41 of these spaces would be used for the CR2 scheme. Full planning permission was sought to enable this element to be delivered alongside the CR1 scheme. The area would be landscaped and would have quality surface treatments of bound gravel and block paving.

An outline planning permission was sought for the remainder of the CR2 site to comprise a residential-led development of four buildings. These would be located in the 4 quadrants of the site, two fronting Kirkstall Road and 2 fronting the River Aire with the continuation of the east-west route from the CR1 running between them. An area of open space would then run between the buildings from the river to the road intersecting the road at the mid-point. This would provide an almost continuous green pedestrian connection from Kirkstall Road through to the River Aire with the space widening out to have 2 park areas adjacent the river located to either side of the main central route in a similar manner to that proposed at CR1.

The general heights within CR2 range from 6 to 14 storeys with variations contained in the outline parameter plans to create visual interest in the sky line as well as create opportunities for roof terraces and balconies.

Three of the buildings would comprise approximately 400 Private Rented Sector (PRS) residential units. The fourth building, the south-eastern block fronting the river, would comprise approximately 130 Private For Sale (PFS) residential units. All blocks were largely rectangular in footprint with the exception of the building in the north-western corner fronting Kirkstall Road, where a 45 degree crank in the building footprint has been introduced to address the city-bound view of the scheme from Kirkstall Road.

The applicant had indicated that, at reserved matters stage, the residential mix in the PRS units would be 9% studios, 41% 1 bed, 45% 2 bed and 5% 3

bed residential apartments. In the PFS building the mix would be 35% 1 bed, 56% 2 bed and 9% 3 bed.

The applicant had made allowance for the provision of Affordable Housing on site within both the PFS and PRS accommodation (Paragraph 9.12 of the submitted report referred). In addition, the PRS accommodation would include a range of facilities for the sole use of the tenants e.g. cinema room, dining/entertainment room and touch-down spaces

Members also heard from Paul McGrath, Planning & Bids Manager, Children & Families who spoke about the school provision in the area.

Members were informed that calculations were based on 4 children for every 100 residential flats within the City Centre. Based on the proposed number of residential units it was anticipated that the whole development (City Reach 1 & 2) would generate approximately 22 school aged children.

Members raised the following questions:

- How many schools were located within a reasonable distance of the site
- Would existing schools be able to expand to provide additional capacity
- Was there just 1 access point into the site
- Was it to be assumed that the second entrance would be constructed at the same time as the car park
- The car park area appeared to be substantial, could a quality landscape scheme and maintenance plan be provided which would also provide screening along Kirkstall Road and the Riverside.

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

- Members were informed that there were 6 primary schools located within a 1 mile radius of the development, Rosebank Primary being the nearest
- Capacity planning would be undertaken at a later date following the receipt of data about future projections
- Highway Officers confirmed there were 2 access points into the site
- It was confirmed the second entrance would be constructed at the same time as the car park
- The applicant confirmed that a quality landscape scheme would be provided creating a strong green canopy with robust landscape structures

In offering comments Members raised the following issues:

- A comment was made that block "H" and the car park verge appeared to be close to the river
- Members welcomed the provision of 5% affordable housing

In summing up the Chair thanked all parties for their attendance and contributions suggesting Members appeared to be supportive of the application.

RESOLVED – That the application be approved in principle with final approval being deferred and delegated to the Chief Planning Officer subject to no objections being raised by the Environment Agency to the revised flood-risk modelling and subject to the conditions outlined in the appendix 1 of the submitted report (and such other conditions as he may consider appropriate) and following the completion of a Section 106 Agreement to secure the following obligation:

- Requirement for public access to and maintenance of all routes through the scheme and public spaces
- The provision of on-site Affordable Housing in line with para 9.12 to 9.15 of the submitted report
- Off-site highways contribution £73,000
- Travel Plan initiatives to include:
 - £4,650 Travel Plan Review fee
 - Sustainable Travel Fund of £ 78,125.14
 - Primary education contribution £135,756.54
- Maintenance obligation for roads within the site in-perpetuity
- Local Employment Initiatives
- Together with such other and ancillary clauses as the Chief Legal Officer shall consider appropriate

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

12 Date and Time of Next Meeting

RESOLVED – To note that the next meeting will take place on Thursday 21st June 2018 at 1.30pm in the Civic Hall, Leeds.