



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 13 September 2018

Subject: Preapplication PREAPP/18/00357 for the demolition of the existing buildings on the site and the creation of 345 new dwellings in two blocks with commercial/leisure floorspace at ground level and a landscape scheme at a site at the junction of Shannon Street and Marsh Lane, Leeds.

Applicant – Leeds City Apartments Ltd

Electoral Wards Affected:

Burmantofts and Richmond Hill

Yes Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

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

1.0 INTRODUCTION:

1.1 This presentation is intended to inform Members at an early stage of the emerging proposals for a residential scheme on a site near the edge of the designated City Centre. The proposal is brought to City Plans Panel as the development involves a major investment on a significant site.

2.0 SITE AND SURROUNDINGS:

2.1 The pre-application site is 0.62 hectares. The site historically housed the Shannon Street Mills however this was demolished some considerable time ago and the site currently comprises of a number of existing commercial buildings and plots used for car parking. The site lies within the boundary covered by the adopted Aire Valley Leeds Area Action Plan (AVLAAP) that forms part of the development plan for Leeds to be accorded full weight in planning decisions. The site is not allocated for a specific use on the Local Plan Policies Map but it lies within the Marsh Lane Opportunity Area identified under AVLAAP Policy EB3 and the city centre boundary defined under Saved UDP Policy CC2.

2.2 Map 8 of the AVLAAP shows an indicative green corridor running along Shannon Street and linking into the wider proposed network. A proposed cycle path is also shown in the AVLAAP running along the York Road and Marsh Lane frontages of the site. This has now been constructed and is part of the Cycle Superhighway network.

3.0 PROPOSAL:

3.1 The proposed development seeks to provide a predominantly residential development across two stepped blocks ranging in height from 6 to 19 storeys, housing some 345 apartments. These are currently proposed to be the following mix;

Block A

72 one bedroomed apartments

56 two bedroomed apartments

9 three bedroomed apartments.

Block C

94 one bedroomed apartments

100 two bedroomed apartments

14 three bedroomed apartments.

This results in a percentage split across the two parts of the site of 48% one bedroomed, 45% two bedroomed and 7% three bedroomed apartment.

3.2 To the centre of the site there is an area of land currently operating as a car park. The future of this part of the site is unknown at this time, as although the Developer has been in negotiations with the current owners, they have not yet secured this area of the site. However, the Developer has been able to indicate how future development of this plot could be accommodated (this would be a Block B), taking into account the requirements of Block A and Block C, to ensure that the car parking plot is in itself capable of delivering a development scheme. They have also provided details which will form part of the Panel presentation on how the boundaries with this car parking plot could be treated to create an attractive edge for the landscaped areas around both Blocks A and C, as well as how the existing car parking area and future blocks will be accessed from Shannon Street.

3.3 In addition, at ground floor level the opportunities of providing commercial uses such as a restaurant and a coffee shop, as well as leisure spaces for the occupiers, such as a gym and a resident's lounge, are being explored.

3.4 A landscape scheme is also proposed around buildings. This would feature soft and hard landscaped public open spaces as well as roof top terraces for more private resident's usage.

3.5 Basement level car and cycle parking is also proposed with the added opportunity to provide City Car Club space/s within the site.

4.0 RELEVANT PLANNING HISTORY:

4.1 None

5.0 HISTORY OF NEGOTIATIONS:

5.1 The proposals have been the subject of pre-application discussions between the Developers, their Architects, and Local Authority Officers since June 2018. These discussions have focused on scale, massing and design, greenspace and

landscape provision, drainage, cycle and car parking levels and access, servicing, affordable housing and room size standards. The preapplication presentation is a response to these discussions.

5.2 Ward Members were consulted on 24 August 2018.

6.0 RELEVANT PLANNING POLICIES:

6.1 The Development Plan for Leeds currently comprises the following documents:

1. The Leeds Core Strategy (Adopted November 2014)
2. Saved Leeds Unitary Development Plan Policies (Reviewed 2006), included as Appendix 1 of the Core Strategy
3. The Natural Resources & Waste Local Plan (NRWLP, Adopted January 2013) including revised policies Minerals 13 and 14 (Adopted September 2015).
4. Aire Valley Leeds Area Action Plan (Adopted November 2017)
5. Any Neighbourhood Plan, once made.

6.2 Core Strategy

6.3 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.

6.4 Spatial Policy 1: Location Of Development states that;

(i) The majority of new development should be concentrated within urban areas taking advantage of existing services, high levels of accessibility and priorities for urban regeneration and an appropriate balance of brownfield and greenfield land

6.5 Policy CC1: City Centre Development

The City Centre will be planned to accommodate at least the following:

- (iii) 10,200 dwellings.
- b) Encouraging residential development including new buildings and changes of use of existing providing that it does not prejudice the town centre

6.6 Policy EN1: Climate Change – Carbon Dioxide Reduction states that all

developments of over 1,000 square metres of floorspace, (including conversion where feasible) whether new-build or conversion, will be required to:

- (i) Reduce total predicted carbon dioxide emissions to achieve 20% less than the Building Regulations Target Emission Rate until 2016 when all development should be zero carbon; and,
- (ii) Provide a minimum of 10% of the predicted energy needs of the development from low carbon energy.

6.7 Policy EN2: Sustainable Design and Construction states that to require developments of 1,000 or more square metres or 10 or more dwellings (including conversion) where feasible) to meet at least the standard set by BREEAM or Code for Sustainable Homes Level 4. A post construction review certificate will be required prior to occupation.

6.8 Policy EN4: Where technically viable, appropriate for the development, and in areas with sufficient existing or potential heat density, developments of 1,000 sqm or more or 10 dwellings or more (including conversions where feasible) should propose heating systems according to the following hierarchy:

- (i) Connection to existing District heating networks,
- (ii) Construction of a site wide District heating network served by a new low carbon heat source,

(iii) Collaboration with neighbouring development sites or existing heat loads/sources to develop a viable shared District heating network,
 (iv) In areas where District heating is currently not viable, but there is potential for future District heating networks, all development proposals will need to demonstrate how sites have been designed to allow for connection to a future District heating network. Carbon savings and renewable energy generation achieved under this policy will contribute to EN1 (i) and EN1 (ii).

6.9 Policy G5: Open Space Provision in the City Centre states that within the City Centre, open space provision will be sought for sites over 0.5 hectares.

6.10 Policy H4: 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. This should include the need to make provision for Independent Living

For developments over 250 units, in or adjoining the Main Urban Area and Major Settlements or for developments over 50 units in or adjoining Smaller Settlements, developers should submit a Housing Needs Assessment addressing all tenures so that the needs of the locality can be taken into account at the time of development.
 Table H4: Preferred Housing Mix (2012 – 2028)

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Type*	Max %	Min %	Target %
Houses	90	50	75
Flats	50	10	25
Size*	Max %	Min %	Target %
1 bed	50	0	10
2 bed	80	30	50
3 bed	70	20	30
4 bed+	50	0	10

*Type is applicable outside of City Centre and town centres; Size is applicable in all parts of Leeds

6.11 Policy H5 Policy which incorporates Targets and Thresholds for affordable housing. In this case 5% of the total units to be provided on site must be affordable housing.

6.12 Policy P10: Design states that:

New development for buildings and spaces, and alterations to existing, should be based on a thorough contextual analysis to provide good design appropriate to its scale and function.

New development will be expected to deliver high quality innovative design that has evolved, where appropriate, through community consultation and which respects and enhances the variety of existing landscapes, streets, spaces and buildings according to the particular local distinctiveness and wider setting of the place, contributing positively towards place making and quality of life and be accessible to all.

6.13 Policy T1: Transport Management states that support will be given to the following management priorities:

c) To support wider transport strategy objectives for sustainable travel and to minimise congestion during peak periods.

- 6.14 Policy T2: Accessibility Requirements and New Development states that new development should be located in accessible locations that are adequately served by existing or programmed highways, by public transport and with safe and secure access for pedestrians, cyclists and people with impaired mobility:
(i) In locations where development is otherwise considered acceptable new infrastructure may be required on/off site to ensure that there is adequate provision for access from the highway network, by public transport and for cyclists, pedestrians and people with impaired mobility, which will not create or materially add to problems of safety, environment or efficiency on the highway network.

6.15 **Leeds Unitary Development Plan Review Retained Policies**

Policy BD2 (Design and siting of new buildings)
Policy CC2 (City Centre boundary)
Policy BD5 (All new buildings and amenity)
Policy GP5 (All planning considerations)
Policy LD1 (landscaping schemes)
Policy N23 (Space around new buildings)

6.16 **Leeds Natural Resources and Waste DPD 2013**

- 6.17 The Natural Resources and Waste Local Plan was adopted by Leeds City Council on 16th January 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.

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

- 6.19 The AVLAAP provides a spatial planning framework, plan wide policies, area plans and site specific allocations for Aire Valley Leeds. The focus is to deliver an innovative and integrated approach to the sustainable regeneration of the area, reflecting the scale of opportunities in the area and links to adjacent communities in east and south Leeds.

6.20 **Supplementary Planning Guidance**

Tall Buildings Design Guide (Spring 2010)
Parking (January 2016)
Street Design Guide (August 2009)
Supplementary Planning Document 'Travel Plans' (February 2015)

6.21 **Other Material Considerations**

DCLG – Technical Housing Standards 2015 – Sets out internal space standards within new dwellings and is suitable for applications across all tenures. The housing standards are a material consideration in dealing with planning applications. The government's Planning Practice Guidance advises that where a local planning authority wishes to require an internal space standard it should only do so by reference in the local plan to the nationally described space standard. With this in mind the city council is currently developing the Leeds Space Standard. However, as the Leeds Standard is at an early stage within the local plan process, and is in the process of moving towards adoption, only limited weight can be attached at this

stage but this may change as the proposals are progressed through the planning system

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

- 6.23 The National Planning Policy Framework 2018 (NPPF) was revised and adopted in July 2018 and sets out Government's planning policies for England and how these should be applied. It provides a framework within which locally-prepared plans for housing and other development can be produced.
- 6.24 Paragraph 7 of the NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs.
- 6.25 Paragraph 38 of the NPPF states that Local planning authorities should approach decisions on proposed development in a positive and creative way. They should use the full range of planning tools available, including brownfield registers and permission in principle, and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development where possible
- 6.26 Paragraph 39 of the NPPF states that early engagement has significant potential to improve the efficiency and effectiveness of the planning application system for all parties. Good quality pre-application discussion enables better coordination between public and private resources and improved outcomes for the community
- 6.27 Paragraph 85 of the NPPF states that Planning policies and decisions should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation. Planning policies should:
- f) recognise that residential development often plays an important role in ensuring the vitality of centres and encourage residential development on appropriate sites.
- 6.28 Paragraph 124 of the NPPF states that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this. So too is effective engagement between applicants, communities, local planning authorities and other interests throughout the process
- 6.29 Paragraph 130 of the NPPF 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, taking into account any local design standards or style guides in plans or supplementary planning documents. Conversely, where the design of a development accords with clear expectations in plan policies, design should not be used by the decision-maker as a valid reason to object to development. Local planning authorities should also seek to ensure that the quality of approved development is not materially diminished between permission and completion, as a result of changes being made to the permitted scheme (for example through changes to approved details such as the materials used).

7.0 KEY ISSUES

7.1 Principle of the Use

7.2 The proposal is for a predominantly residential scheme with small scale commercial and leisure uses. The site is within Aire Valley Leeds Area Action Plan (AVLAAP) boundary but is not allocated for a specific use on the Local Plan Policies Map. It is however within the Marsh Lane Opportunity Area identified under AVLAAP Policy EB3 and the city centre boundary defined under Saved UDP Policy CC2. The wider area to the south side of the Inner Ring Road (York Road) has been subject to significant, ongoing change in respect of character and uses, with a high number of conversions and new built residential schemes replacing former industrial and commercial uses. To the north of the site, across the Inner Ring Road (York Road) there is a long established residential area. As such the addition of a residential focused development in this location would not be contrary to any saved Policies and would not be out of keeping with the evolving character of the area.

7.3 The proposal provides a good mix of accommodation types, with there being 166 one bed roomed apartments (48%), 156 two bed roomed apartments (45%) and 23 three bed roomed apartments (7%) currently proposed. The number of 3 bed roomed apartments proposed is lower than the percentage aimed for under Policy H4 resulting in a higher number of one and two bed roomed flats proposed. Policy H4 states that the nature and character of a location should be taken into account as part of a Housing Needs Assessment when a planning application is submitted to ensure that the demographic of the area and future occupancy is analysed. Therefore this reduced three bedroom ratio needs to be justified by the Developer.

7.4 There will be an affordable housing provision required for the scheme of 5% of the total residential units. In addition the details set out for the habitable space in all of the proposed apartments indicates that all units will accord with the guidance laid down by the DCLG in the Technical Housing Standards in respect of adequate space provision.

7.5 It should also be noted that the proposed commercial element would be small scale, whilst the leisure would be focused on resident's usage. As such the proposed mix of uses is considered to be appropriate for this site.

7.6 Do Members consider the principles of development to be appropriate?

7.7 Design, Massing, Scale and Layout

7.8 The site has been in use for commercial, industrial and car parking over its history and was formerly occupied by Shannon Street Mills. This has long been demolished to be replaced by the existing 20th century buildings however this historical mill has been a catalyst for the creation of the design of the scheme now proposed. As such the design ethos of the proposed two stepped blocks picks up on the architecture of the historic mills and warehouses in Leeds and interprets this in a contemporary manner to bring forward the proposed housing scheme.

7.9 As a result the scheme is designed to be a predominantly red brick set of stepped forms, detailed with strong unformed rhythms emulating, in a contemporary manner, the sort of traditional façade approach taken to historic mills and warehousing buildings found in Leeds. Large glazed windows and feature panels would be recessed behind a strong red brick grid with deep reveals, giving the blocks visual

strength and permanency. To the base it is proposed to create a contrasting plinth in a stucco render to ground the buildings. The tops of each block would be recessed behind the brick grid allowing this to form the balustrade to the roof terraces, as well as being a mechanism to ensure the blocks are capped in a lightweight manner.

7.10 The site is an area where there is an existing range of building heights, styles and eras. In respect of the massing of the scheme the blocks rise in height from 9 storeys up to 19 as the progress across the site from their lower neighbours to the east along York Road, towards their taller neighbours across Marsh Lane on Quarry Hill. This allows the scheme to rise comfortably in height with the taller element being a single point of height at the city centre orientated gateway to the site. Officers consider that the range of heights proposed within the scheme is appropriate to this site and the wider context.

7.11 The Developer has provided a number of key views will form part of the preapplication Plans Panel presentation. Officers consider that these views demonstrate that the scheme sits comfortably within the surrounding context, when viewed from both close quarters and in distant views.

7.12 Do Members support the emerging scale, massing and design of the proposals?

7.13 The Landscape Scheme

7.14 The scheme proposes to layout publicly open areas at ground floor level, with a mix of hard and soft landscape features. The soft landscaping at this level would focus on grassed areas, foliage/shrub planting with carefully positioned trees. A significant, welcoming public space is proposed to the Marsh Lane end of the site to act as an attractive visual and environmental gateway to the development.

7.15 Generous clearly defined pedestrian routes would be created between the buildings. In addition, a strong greened defensible edge of soft landscaping would be created along the York Road side of the site to address the harsher environment to this street. To the Shannon Street and Plaid Row sides of the scheme it is proposed to explore what enhancements are possible to these streets, to create more pedestrian focused, traffic calmed, upgraded spaces.

7.16 To the roof areas on each block it is proposed to site private landscaped terrace areas, for use by the residents of the development.

7.17 What are Members views on the emerging landscape scheme?

7.18 Transport and Access

7.19 The proposal site is a 10-20min walk to most parts of the city centre including the railway station and bus station. The journey involves crossing busy roads including Marsh Lane and St Peter's Street. Formal crossing points are provided at all junctions to enable a safe journey to be possible, however the number of crossings and proximity to traffic means the walk is not necessarily attractive to encourage use.

7.20 The built section of the City Connect cycle route on York Road re-joins the carriageway just short of the Marsh Lane junction, the section currently on site starts at Shannon Street and heads east, leaving a gap between the two schemes due to the level of available highway. The site provides the opportunity for land and funding

to join up the two sections of the scheme with a segregated route to enhance the provision for the site as well as other users. A Leeds Public Transport Investment Programme (LPTIP) scheme is proposed to improve the bus gateway on York Street to improve the experience for bus users.

- 7.21 The proposal will aim to promote sustainable transport and therefore provides only 38 basement car parking spaces in Block A and 23 in Block C. These would be accessed from Shannon Street. In addition electric vehicle charge points will be provided as well as cycle parking spaces which will be provided to accord with the Council's cycle parking guidelines.
- 7.22 Internal bin stores will also be positioned within the buildings at basement level with bin collections, servicing and deliveries to come in from the Shannon Street side of the site. However, some limited vehicle penetration may be required into the site for operational purposes (refuse, delivery, servicing) and this needs to be coordinated with access to and from the basement car parks to prevent any vehicular conflicts as well as ensure that there is no resulting loss in landscaped public realm areas.
- 7.23 The above mentioned enhancements to Shannon Street and Plaid Row (paragraph 7.15) include an option to make Shannon Street one way only and Plaid Row fully pedestrianised (albeit with cycle use permitted). These options require further detailed discussion with Highways and will result in the need for Traffic Regulation Orders.
- 7.24 **Do Members consider the approach to car and cycle parking provision and arrangement to be acceptable?**

8.0 CONCLUSION

8.1 The key questions asked in the report above are as following:

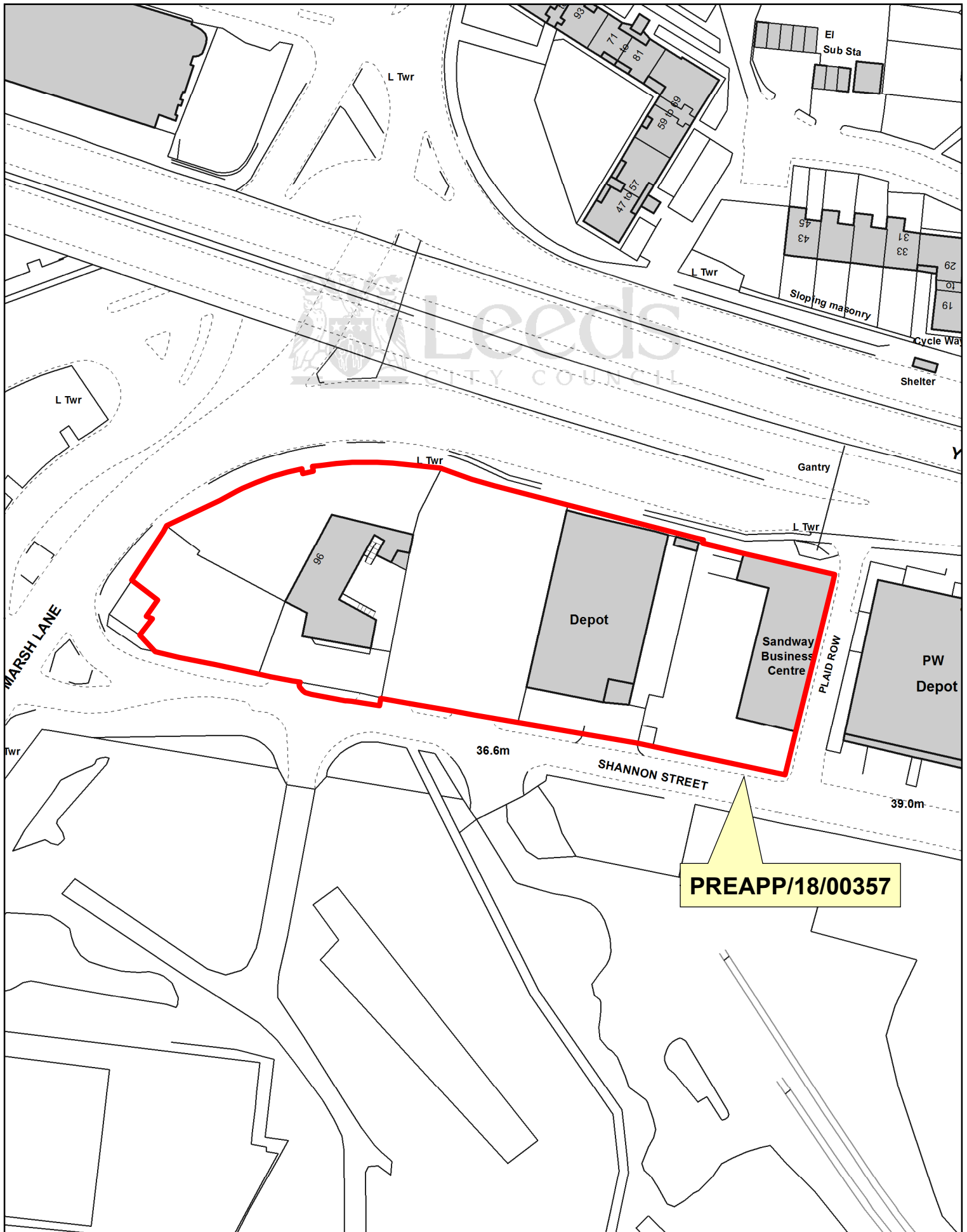
7.6 **Do Members consider the principles of development to be appropriate?**

7.12 **Do Members support the emerging scale, massing and design of the proposals?**

7.17 **What are Members views on the emerging landscape scheme?**

7.24 **Do Members consider the approach to car and cycle parking provision and arrangement to be acceptable?**

Background Papers:
PREAPP/18/00357



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PRODUCED BY CITY DEVELOPMENT, GIS MAPPING & DATA TEAM, LEEDS CITY COUNCIL

SCALE : 1/1000





- | | |
|---|----------------------|
|  | Commercial / Leisure |
|  | Communal Areas |
|  | 1 Bedroom |
|  | 2 Bedroom |
|  | 3 Bedroom |