



Report of the Chief Planning Officer

SOUTH AND WEST PLANS PANEL

Date: 17th JANUARY 2016

Subject: PREAPP/18/00666 – Residential-led mixed use scheme comprising approx. 23,000 sq.m GEA and the following uses: Commercial (Class A1) - 470.0 sq.m GEA; Residential (Class C3) - 302 dwelling houses including a mixture of apartments (266) and townhouses (36); and a total of up to 351 car parking spaces are also proposed.

Land At Kirkstall Hill, Kirkstall, Leeds LS5 3BH

Applicant: Artisan Leeds Kirkstall Ltd

<p>Electoral Wards Affected:</p> <p>Kirkstall</p> <p><input type="checkbox"/> Yes Ward Members consulted (referred to in report)</p>	<p>Specific Implications For:</p> <p>Equality and Diversity <input type="checkbox"/></p> <p>Community Cohesion <input type="checkbox"/></p> <p>Narrowing the Gap <input type="checkbox"/></p>
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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 pre-application presentation relates to the proposed major development at a site currently occupied by a large retail unit, formerly a supermarket. The bulk of the site lies within the Kirkstall Town Centre including the former liberal club to the south, derelict public house to the North West corner along with a small number of single story retail units to the north.

2.0 SITE AND SURROUNDINGS:

2.1 The site lies within and on the edge of the designated Kirkstall Town Centre. The site is located close to the A65, a main arterial route to the city centre with Kirkstall Hill to the east of the site. The current main access is taken from Beecroft Street to the

south. The site is currently occupied by a number of low rise buildings including an industrial shed type building, housing a retail use (Harvard Mills) formerly a supermarket. A number of the buildings are derelict and considered to be poor form and there is no objection to their demolition.

- 2.2 The site lies in a predominately commercial area given part of its current Town Centre designation with two large retail parks in close proximity, including Kirkstall Bridge Retail Park to the west and a large Morrisons supermarket along with a sports and social club (Milford Marlins) to the south and Kirkstall Leisure Centre to the north.
- 2.3 The area to the south of the site falls outside the designated town centre and consists of brick built residential terrace properties with an open area of designated green space, including a park, to the east along with the stone built former Beecroft Primary School building which is now within a residential use as apartments and is Grade II Listed.
- 2.4 To Commercial Lane the site accommodates a substantial green buffer, which is planted with largely self-seeded trees that have grown to some maturity with a number of smaller, stone built commercial uses to the main road forming the historic part of the Town Centre.

3.0 PROPOSAL

- 3.1 The proposal is either a new mixed use development comprising of,
- 470sqm (Class A3, A4 or B1a)
 - 302 Dwellings (266 Apartments and 36 Town Houses)
 - Up to 351 dedicated parking spaces
- 3.2 The indicative plan proposes a series of three and four storey residential blocks housing the proposed apartments with parking provided below ground level within the site. The proposed commercial unit is proposed to be housed at the corner of Kirkstall Hill/Kirkstall Lane with provision for uses of either A1(retail), A3(café/restaurant), A4(bar use) or potentially a co working space (B1a).
- 3.3 The proposed town houses feature dedicated garden areas (House Type 1 and House Type 2) on podiums above car parking.

4.0 HISTORY OF NEGOTIATIONS AND PLANNING HISTORY

- 4.1 The site has been the subject of various historical pre-applications and full planning applications with an extensive history. A previous application submitted was in October 2012 (Ref:12/04200/FU) which sought to demolish and re-develop the site with the erection of a large (Class A1) food store, further 5 retail units, community centre, sports and social club, dedicated parking and landscaping. A position statement was presented to panel members in December 2012 which outlined the above proposals and sought member comments. Concerns were subsequently raised in relation to highway safety, access and traffic management along with design and the over-development of the site. The application was then withdrawn.
- 4.2 A more recent pre-application was submitted in June 2017 which sought advice on a mixed-use development incorporating residential use (434 units) and office, retail and leisure uses (2,750m²) Ref: PREAPP/17/00430. Advice was given to the applicants which supported the principle of the re-development subject to the following,

- Submission of a suitable sequential test to demonstrate main town centre uses cannot be located within the designated centre along with consideration of the impact upon the main town centre
- An assessment of the impact upon education places
- The proposals broadly sought to erect blocks between 4 and 6.5 stories high which was not considered to respond to or respect the current townscape context
- The indicative proposals were considered an over-development of the site in relation to amount, scale and massing.
- Highways safety impacts and traffic management. There is significant capacity constraints on the highway network, both on the Kirkstall Gyratory (Savins Mill Way / Bridge Rd / A65 Commercial Road) and Kirkstall Lane / Morris Lane junction and on the western side of the river at the Leeds/Bradford Road, Bridge Road, Wyther Lane junction. In order to address highways issues the applicant was reminded the development will necessitate a contribution to a reconfiguring of the junctions that may be in the form of, or a mix of, land, physical improvements or a financial contribution to a wider scheme. The principle of providing access from Beecroft Street is the preferred option however full details would be required to accompany a planning application.

4.3 The developers have entered into an agreement with the Local Authority, whom own a section of the site, which creates a contractual agreement requiring a full planning application to be submitted in March 2019 introducing time constrains.

4.4 Kirkstall ward members have been informed of the proposals and offered comments of support based on the indicative plans however have highlighted a full planning application needs to address the impact upon highway safety and limit congestion through working with the LPA.

5.0 RELEVANT PLANNING POLICIES

5.1 National Planning Policy Framework (NPPF)

The NPPF was revised in July 2018, and the National Planning Practice Guidance (NPPG) set out the national policies for England and how these are expected to be applied. One of the key principles running through the Framework is a presumption in favour of Sustainable Development set out in three parts: Economic, Social and Environmental. The revised NPPF now seeks to tighten definitions on the presumption in favour of sustainable development, increases the emphasis on high-quality design and place-making.

Paragraph 59 of the revised NPPF supports the objectives of significantly boosting the supply of homes. It is important that a sufficient amount and variety of land can come forward where it is needed.

The below sections of the Revised NPPF are also considered to be relevant:

Section 9: Promoting Sustainable Transport – developments should give priority first to pedestrian and cycle movements and facilitate access to high quality public transport; address the needs of people with disabilities; create places that are safe, secure and attractive which minimise the scope for conflicts between pedestrians, cyclists and vehicles; avoid unnecessary street clutter; respond to local character and design standards; allow for the efficient delivery of goods, and access by

service and emergency vehicles; be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations.

Section 11: Making effective use of land - Planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed or 'brownfield' land

Development Plan

5.2 The Leeds Core Strategy (CS) was adopted by the Council on 12th November 2014. For the purpose of this proposal the CS now forms the development plan for Leeds together with the Natural Resources & Waste and Local Plan 2013.

Relevant Core Strategy Policies include:

- Spatial Policy 1 - To deliver the spatial development strategy based on the Leeds settlement hierarchy and to concentrate the majority of new development within and adjacent to urban areas, taking advantage of existing services, high levels of accessibility, priorities for urban regeneration and an appropriate balance of brownfield and greenfield land, in accordance with key principles.
- Spatial Policy 6 – Housing Requirement and allocation of Housing Land
- Policy H1 – Managed Release of Sites. to ensure sufficiency of supply, geographical distribution in accordance with Spatial Policy 7, and achievement of a previously developed land target of 65% for the first 5 years and 55% thereafter.
- Policy H3 – Density of development. A minimum density target of 65 dwellings per hectare is set for edge of centre locations.
- 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.
- Policy H5 – Affordable Housing. The affordable housing requirement would be 5% of the total number of units, with 40% for households on lower quartile earnings and 60% for households on lower decile earnings.
- Policy P2 – Acceptable uses in and on the edge of Town Centres. Town centres offer shopping and services intended to meet weekly and day-to-day requirements. Specific uses will be directed towards the centers listed in Policy P1.
- Policy EC3 Safeguarding existing employment land and industrial areas.
- Policy G4 – Open space requirements. Outside the City Centre the normal requirement is 80 sqm per dwelling. The delivery of a proportionate amount of open space per dwelling, both private and shared communal, and the provision of public realm is important. Contribution to specific off-site greenspace enhancements to mitigate a shortfall on-site may be required.

- Policy G9 Biodiversity improvements
- Policies EN1 & EN2 Policy set targets for CO2 reduction and sustainable design & construction, including meeting the energy and carbon emissions reduction targets of the former Code for Sustainable Homes Level 4 and at least 10% low or zero carbon energy production on-site.
- Policy P10: Good design appropriate to its scale and function.
- Policies T1 and T2 identify transport management and accessibility requirements for new development.

5.3 Natural Resources & Waste Plan

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. Policies regarding flood risk, drainage, air quality, trees, and land contamination are relevant to this proposal. The site is within the Minerals Safeguarding Area for Coal (Minerals 3) and Sand and Gravel (Minerals 2).

5.4 Relevant Supplementary Planning Guidance includes:

- SPD Street Design Guide
- SPD Travel Plans
- SPD Building for Tomorrow Today: Sustainable Design and Construction
- SPG Neighbourhoods for Living
- SPD Parking

Other material considerations

5.5 Draft Site Allocations Plan (SAP)

In May 2017 the Council submitted the Site Allocations Plan (SAP) to the Secretary of State for independent Examination. Hearing sessions concluded in August 2018 and the Inspector have since issued a Hearing Note. The SAP is advanced now and afforded significant weight given the stage it has reached. The SAP will be subject to Executive Board Approval before final public consultation. This site is identified as being able to deliver a mix of residential and office development (MX2.4) of 55 units and 7000sqm office space.

5.6 Policy H9 Core Strategy Selective Review

As part of the selective review of the adopted Core Strategy Policy H9 has been created outlining minimum space standards in line with the Nationally Described Space Standards. H9 covers internal space within new dwellings setting requirements for the Gross Internal (floor) due to growing concern that internal space of new dwellings is getting smaller with implications for accessibility, for sustainability and for quality of life including health.

6.0 ISSUES

Members are asked to consider the following matters in particular:

6.1 Site Allocation/Principle

The current allocation, within site allocations plan, highlights the site is allocated for 55 units with a 7000sqm office use provision. The indicative proposals seek to develop the site for a predominately residential use with a small retail function, contrary to the allocation.

The Site Requirements note that the site is within Kirkstall Town Centre boundary and Kirkstall Primary Shopping Area and there is an expectation for retail and other town centre uses to be delivered at ground floor level. It is also a site that is suitable for older persons housing/independent living. Finally, it acknowledges that the site is within the setting of a Grade II Listed Building (Beecroft School).

The previous pre-application (PREAPP/17/00430) proposed a mixed use development incorporating office, retail and leisure uses (2,750sqm) along with a residential use (434 units). This was considered to broadly meet the aims of the allocation given the mixed use.

The site has been the subject of various previous applications which have failed to be implemented and thus has led to the site being predominately vacant for a number of years.

The current indicative proposals are not considered to provide sufficient town centre uses in line with the allocation which now carries significant weight due to be being at a very advanced stage. The scheme does not propose an office use and features a significantly greater number of residential units than highlighted in the allocation. Justification would need to be provided by the applicants in order to demonstrate the scheme is appropriate with the residential uses assessed against Core Strategy requirements.

6.2 Housing Mix

Policy H4 relates housing mix. The policy outlines *“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. 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.”*

The policy also highlights that housing type, Target = 75% houses and 25% Flats, is applicable outside of City Centre and Town Centres. In this instance the site forms part of Kirkstall Town Centre with the applicant proposing a predominance of flats rather than houses due to the sustainable location close to the A65 which benefits from good public transport links along with Headingley Station in close proximity to the north of the site.

At this early stage the developers have proposed an indicative design which is likely to change and are also undertaking a Housing Needs Assessment to provide justification for the above provision.

6.3 Design

Colleagues in the Design Team have commented on the current pre-application and highlighted the initial design has been discussed with the applicants and was supported, subject to further discussions on wider issues including amenity, garden sizes and parking.

The amended scheme reduces the overall height, mass and scale of that previously proposed within PREAPP/17/00430 with townhouses and flats set over a maximum of 4 stories which responds well to the existing low rise properties within the locality. The general form of the development follows the sloping site with dwellings facing Beecroft Street, addressing the highway and the Grade II Listed former Beecroft School, which is considered positive.

Undercroft parking is to be provided allowing garden areas and green space to be internally within the site, preventing parking dominated frontages. The proposed dwelling houses feature dedicated gardens however at this stage sizes and distances retained between properties have not been confirmed.

6.4 Highways

The Site is identified in the Site Allocation Plan as MX2-4, the assumed capacity is 55 units and 7000sqm office. Site requirements relating to Highways and Transport are:

- Highway Access to Site: To achieve a suitable access, mitigation works will be required on the A65 Commercial Road at Beecroft Street, Savins Mill Way and Kirkstall Lane.
- Local Highway Network: This site will have a direct impact upon the congested A65/Kirkstall La and Savins Mill Way junctions. The development will be required to contribute to measures to mitigate the impact of this.

Any future application should be supported by a Transport Assessment and travel Plan and address the points raised above. As part of a full application a series of off-site works are expected, including improvements to the Kirkstall Lane/Kirkstall Hill/Morris Lane junction, interventions at both ends of Beecroft Street and footway improvements on Kirkstall Hill and Beecroft Street. The applicant is currently compiling a full Transport Assessment for consideration.

6.5 Natural Resources & Waste Plan

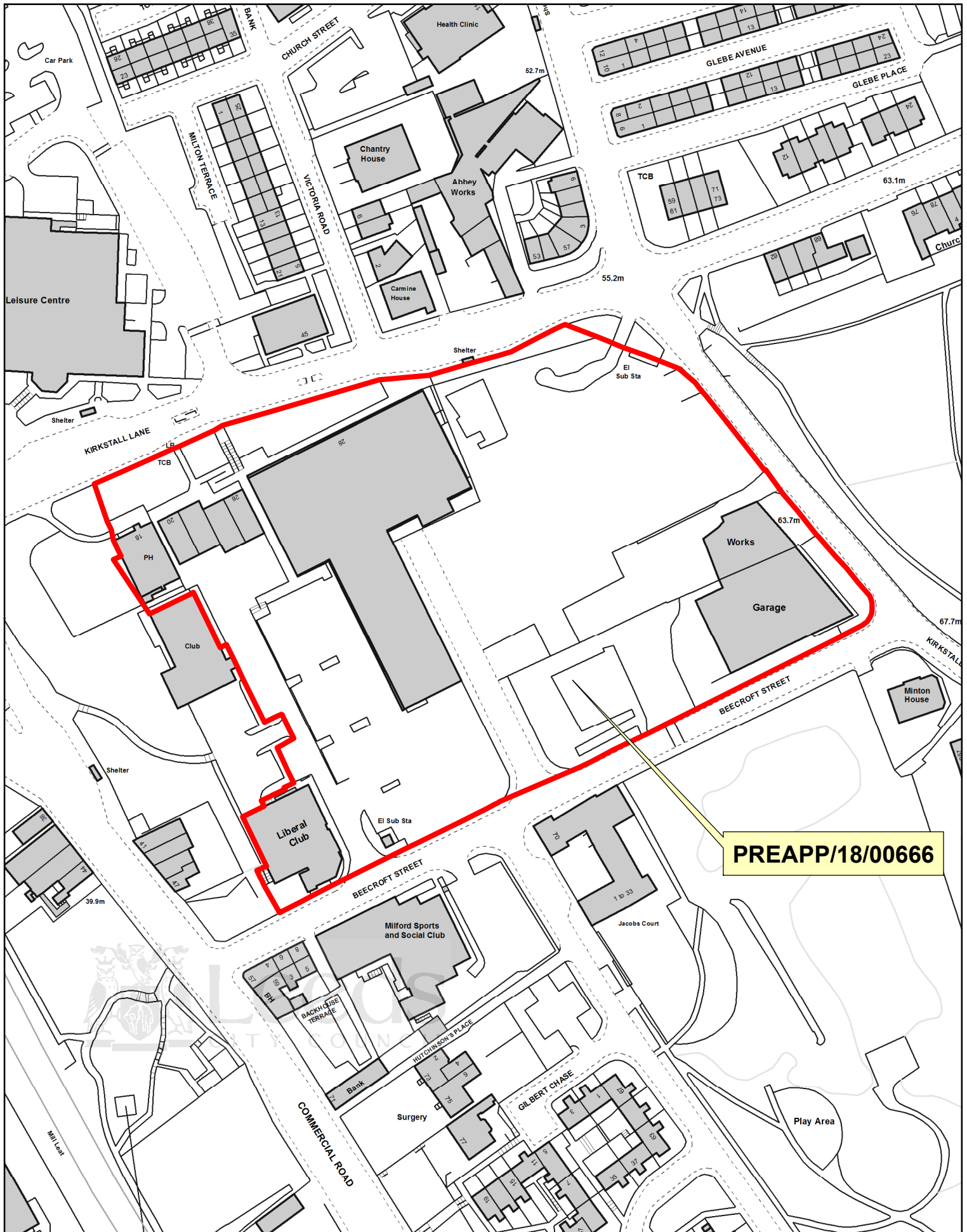
The site lies within the Minerals Safeguarding Area for Coal (Minerals 3) and Sand and Gravel (Minerals 2). The potential presence of an economic mineral is a material consideration. In rural areas development is controlled by green belt policy. In the urban area the MSA does not preclude development from taking place but encourages developers to consider prior extraction of important minerals at the earliest possible stage in the development process.

A full planning application will need to include sufficient information to demonstrate that applicants have considered prior extraction. Where an applicant is able to provide evidence that prior extraction of minerals is not viable the council does not expect the minerals to be extracted. Relevant factors may be the poor quality of the mineral, an insufficient quantity, physical constraints or where there are insurmountable risks associated with potential flooding. A full assessment of the potential mineral presence and possible extraction will be needed.

7.0 **Conclusion**

This scheme is a significant regeneration opportunity that could contribute positively to the regeneration of the site and provide a quality development. Members' views are sought at an early stage on the evolving scheme, in particular on the following matters:

- 7.1** What are member's views in respect that the proposed use of the site will be for a predominantly residential scheme with a small commercial provision, in view of the other material planning considerations, contrary to the allocation?
- 7.2** Do members broadly agree with the current/proposed housing mix? The indicative proposals include 266 apartments and 36 town houses within a town centre location.
- 7.5** Do Members have any other comments at this stage?



PREAPP/18/00666

CITY PLANS PANEL

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