



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 28 March 2019

Subject: Preapplication PREAPP//18/00432 for a mixed use development comprising five blocks housing 1032 residential dwelling including live-work units, with communal spaces, commercial units (A1, A2, A3, A4, A5 and B1 Uses), co-working space and car parking, set in a landscape scheme at the former Goods Yard, Marsh Lane and Shannon Street, Leeds.

Applicant – Rushbond PLC and Gold & Amber Co

Electoral Wards Affected:

Burmantofts and Richmond Hill

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 led mixed use scheme on a site within and close to 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 1.55 hectares and comprises mainly vacant brownfield land with part of the south west of the site being in long standing use as a surface car parking on a temporary basis. Much of the site where it is unused has naturally seeded with vegetation including some trees. The site is positioned with the boundary of the designated City Centre and is also within the boundary covered by the Aire Valley Leeds Area Action Plan (AVLAAP).

3.0 PROPOSAL:

3.1 The proposed development seeks to provide a mixed use, predominantly residential development across five stepped blocks ranging in height from 9 to 22 storeys, housing some 1032 residential dwelling, including live-work units, with communal spaces, commercial units (A1, A2, A3, A4, A5 and B1 Uses), co-working space, and car parking, set in a landscape scheme. The dwellings are currently proposed to be the following mix;

Block 1

103 one bedroomed apartments

89 two bedroomed apartments

14 three bedroomed apartments.

Total = 206 apartments

2 three bedroomed live-work units

Block 2

98 one bedroomed apartments

94 two bedroomed apartments

11 three bedroomed apartments.

Total = 203 apartments

5 three bedroomed live-work units

Block 3

154 one bedroomed apartments

151 two bedroomed apartments

29 three bedroomed apartments.

Total = 334 apartments

Block 4

64 one bedroomed apartments

54 two bedroomed apartments

6 three bedroomed apartments.

Total = 124 apartments

Block 5

82 one bedroomed apartments

65 two bedroomed apartments

3 three bedroomed apartments.

Total = 150 apartments

8 three bedroomed live-work units

This results in a percentage split across the full site of 48.5% one bedroomed, 44% two bedroomed and 7.5% three bedroomed dwellings (apartments and live-work units).

3.2 The live-work units are dwellings which have integral work space at ground floor level for homeworking. The co-working space is flexible work space for incubator and start-up businesses

3.3 A landscape scheme is also proposed around all of the buildings and along the edges of the site. This would feature soft and hard landscaped public open spaces, with greened routes and 'squares'. Spaces will be a series of public, semi-private, private areas with raised terraces providing the private resident's amenity spaces.

3.4 Basement level car parking at the level of 202 spaces across the five blocks is proposed, as well as cycle parking. There is also 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 August 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 A pre-application presentation was given by Gold & Amber Co to Members at Plans Panel on 13 September 2018 for the adjacent site at the Shannon Street, Marsh Lane junction 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, reference PREAPP/18/00357. The current proposal seeks to co-ordinate with this adjacent proposed scheme to create a new neighbour with connected routes, and to be designed to complement this neighbouring preapplication scheme in respect of layout, scale, heights and massing and design detailing.
- 5.3 Members made the following comments regarding this adjacent site's proposals:
- Members expressed the view that the principles of the development was appropriate
 - Members were supportive of the emerging scale, massing and design of the development
 - Members were supportive of the emerging landscape proposals
 - The approach to car and cycle parking provision and arrangements was considered acceptable
- The Chair thanked the developers for their attendance and presentation commenting that Members appeared to be supportive of the scheme and looked forward to the submission of a formal application.

6.0 RELEVANT PLANNING POLICIES:

- 6.1 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.
- 6.2 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.
- 6.3 **Core Strategy**
- 6.4 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. Relevant Core Strategy policies are as outlined below.
- 6.5 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 and

(ii) Redevelopment of previously developed land is to be prioritised in a way that respects and enhances the local character and identity of places and neighbourhoods

6.6 Spatial Policy 3: Role of Leeds City Centre

Seeks to maintain and enhance the role of the City Centre as an economic driver for the District and City Region. This includes 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

6.7 Spatial Policy 5: Aire Valley Leeds Urban Eco-settlement

Aire Valley Leeds (Urban Eco-Settlement) is identified as a strategic location, providing a minimum of 6,500 new homes, at least 250 hectares of land for employment uses (including research and development, industrial, and warehouse development) and new retail services of an appropriate scale.

6.8 Spatial Policy 11: Transport Infrastructure Investment

Sets out a series of spatial priorities for the delivery of an integrated transport strategy for Leeds. One priority is related to improved facilities for pedestrians to promote safety and accessibility, particularly connectivity between the edges of the City Centre and the City Centre

6.9 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

6.10 Policy CC3: Improving Connectivity between the City Centre and Neighbouring

Communities states that routes connecting the City Centre with adjoining neighbourhoods are to be improved, in addition to a requirement for the improvement of connections within the City Centre through developer contributions.

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

developments of over 1,000 square metres of floorspace, (including conversion where feasible) 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.

6.12 Policy EN2: Sustainable Design and Construction requires 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.

- 6.13 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).
- 6.14 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.
- 6.15 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

- 6.16 Policy H5 Policy incorporates Targets and Thresholds for affordable housing. In this case 5% of the total units to be provided on site must be affordable housing.
- 6.17 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.

- 6.18 Policy CC3: Improving Connectivity between the City Centre and Neighbouring Communities states that routes connecting the City Centre with adjoining neighbourhoods are to be improved, in addition to a requirement for the improvement of connections within the City Centre through developer contributions.
- 6.19 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.
- 6.20 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.
- 6.21 **Aire Valley Leeds Area Action Plan (AVLAAP)**
- 6.22 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.
- 6.23 This site lies within the defined boundary of the City Centre, as well as the boundary of the Aire Valley Leeds Area Action Plan (AVLAAP) where its defined as site AV18 and is allocated for housing (at a rate of 289 dwelling houses) and mixed use development (including offices) under Policy AVL7 (4) and Policy AVL3 of the AVLAAP.
- 6.24 Map 8 of the AVLAAP shows an indicative green corridor (Policy AVL13) running along the line of the public footpath at the eastern boundary of the site and linking Shannon Street to the north of the site with Railway Street (over the railway line) to the south. A proposed cycle path (Policy AVL12 (8) and EB1 (1)) is shown running along the Marsh Lane frontage of the site.
- 6.25 **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)
- 6.26 **Leeds Natural Resources and Waste DPD 2013**
- 6.27 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.

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

6.29 The National Planning Policy Framework (NPPF) was revised and adopted in February 2019 and sets out the Government's planning policies for England and how these should be applied.

6.30 Paragraph 110 states that priority should be given to pedestrian and cycle movements; the needs of people with disabilities and reduced mobility addressed; creation of safe, secure and attractive spaces; allow for the efficient delivery of goods; and be designed to enable use by sustainable vehicles.

6.31 Paragraph 124 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

6.32 Paragraph 127 states that decisions should ensure that developments:

- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

6.33 **Supplementary Planning Guidance**

Tall Buildings Design Guide (Spring 2010)

Parking (January 2016)

Street Design Guide (August 2009)

Supplementary Planning Document 'Travel Plans' (February 2015)

Building for Tomorrow Today: Sustainable Design and Construction

Accessible Leeds

6.34 **Other Material Considerations**

6.35 Leeds Core Strategy Selective Review (CSSR)

- 6.36 This has been submitted to the Secretary of State in August 2018 and was the subject of an examination in public in February 2019. Due to the stage that the review has reached the revised policies are a material consideration which can be afforded some weight. The formal application, depending on its timing and determination, maybe therefore be subject to these revised requirements.
- 6.37 The CSSR seeks to review some existing policies and introduce some new ones. This includes Spatial Policy P6 housing requirement and the allocation of housing land, policy H5 affordable housing (an increase from 5% to 7% in the proposed development's zone), Policy H9 minimum space standards seeks to adopt the nationally prescribed residential space standards, Policy H10 promotes accessible housing standards, G4 reviews the green space provision in residential developments, Policy G5 reviews the open space provision in the city centre, Policy G6 protection and redevelopment of existing green space, EN1 climate change – carbon dioxide reduction, EN2 sustainable design and construction, EN4 district heating, EN8 electric vehicle charging. Due to the stage that the review has reached the revised policies are a material consideration which can be afforded some weight. The formal application depending on its timing and determination maybe therefore be subject to these revised requirements.

7.0 KEY ISSUES

7.1 Principle of the Use

- 7.2 The proposal is for a predominantly residential scheme, including live-work units, with supporting activities coming from smaller scale commercial, co-working, office and leisure uses. The site is within Aire Valley Leeds Area Action Plan (AVLAAP) boundary and is allocated for housing and mixed use development (including offices) under Policy AVL7 (4) and Policy AVL3 of the AVLAAP. The site also lies within the City Centre boundary and accessible to and for a range of employment opportunities, services and facilities within the City Centre and beyond. As such the proposed uses are consistent with the housing and mixed use development allocation for the site and the proposed housing will contribute towards meeting the local and city wide housing requirements set out in Core Strategy.
- 7.3 The mix of commercial uses (A class uses, office and co-working) would support the residential focused development. With regard to any proposed A1 use, any level of convenience floor space above 200 sqm or any level of A1 comparison floor space would require a sequential assessment to be provided. Alternatively, the proposed A1 convenience floorspace could be limited to 200 sqm or below via a Planning Condition.
- 7.4 The proposal provides a considerable number of residential dwelling (1032 homes) and good mix of residential accommodation types, with there being 501 one bedroomed apartments (48.5%), 453 two bedroomed apartments (44%) and 78 three bedroomed dwellings of which 63 would be apartments and 15 would be live-work units (7.5%) currently proposed. The number of 3 bedroomed dwellings proposed is lower than the percentage aimed for under Policy H4 resulting in a higher number of one and two bedroomed 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 as part of any future planning application.

- 7.5 There will be an affordable housing provision required for the scheme of 5% of the total residential units, however at the conclusion of the Core Strategy Review this obligation will increase to 7%. 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.
- 7.6 Do Members consider the principles of development to be appropriate?**
- 7.7 Design, Massing, Scale and Layout
- 7.8 Members were given a preapplication presentation for the development of the adjacent site, which is to the north of the current site, at the Shannon Street, Marsh Lane junction on 13 September 2018 (PREAPP18/00357). The proposal seeks to co-ordinate with that scheme for this adjacent site in respect of its layout, connections, massing, scale and design detailing and seeks to create a new urban neighbourhood that is both cohesive and connected to existing and future communities around it.
- 7.9 The proposed scheme is laid out as a series of five stepped blocks with active frontages that address not only the inner spaces of the site, but also address the streets and the railway viaduct and are mindful of the sites location next to a further potential development site to the east. The blocks are positioned to allow for generous spaces and routes through the site that physically and visually connect the development with the existing street pattern and neighbourhoods in the surrounding area.
- 7.10 As with the preapplication scheme (PREAPP/18/00357) presented to Members for the adjacent site at the Shannon Street and Marsh Lane junction, this is an area where there is an existing range of building heights, styles and eras. The massing of the currently proposed scheme rises across five blocks ranging in height from 9 storeys up to 22. The taller blocks (as with the approach to height taken on PREAPP/18/00357) are set closest to Marsh Lane, where other tall buildings are sited and approved on Quarry Hill across Marsh Lane. This allows the scheme to rise comfortably in height with the taller elements 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 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 In respect of the detailed design of the blocks the scheme is at an emerging stage. However, the facades would be designed to have strong regular grids, with likely materials to be a palette of brick and reconstituted stone, with feature cladding to be used at key points across the development, which would add white, gold and bronze tones. Defined contrasting plinths to the bases of the blocks are proposed, as well as each block's top having an open grid to ensure the blocks are capped in a lightweight manner.
- 7.13 Do Members support the emerging scale, massing and design of the proposals?**
- 7.14 The Landscape Scheme

- 7.15 The scheme proposes to layout publicly open areas at ground floor level, with a mix of hard and soft landscape features which would become part of the AVLAAP indicative green corridor (Policy AVL13). The landscaped areas are generous in scale and would form a series of public routes, public open squares, transition spaces and greened edge spaces. Tree planting and other layered greenery would be key features of the different types of spaces, with individual areas and routes modelled to give identity and continuity. The aim is that the larger public spaces would be flexible areas that could be utilised for events and interactive neighbourhood activities. To provide private amenity spaces for the residents raised terraces are proposed, as well as private gardens to the live-work units.
- 7.16 At the south-western corner of the site an area laid out as an 'arrival point' would also provide an opportunity to address the Council's ambitions to create a pedestrian footbridge across Marsh Lane, by providing an area on which this could land.
- 7.17 To the heavily trafficked side of the site where it meets Marsh Lane, generous footpath widths will add to the existing 2 metre footpath with a planted tree and shrub planting buffer of at least 2.8 metres depth, a further landscaped and stepped area of some 3 metres depth, and a raised second footway of at least 3.6 metres depth, giving a width of at least 11.4 metres from the face of the buildings to the adjacent road.
- 7.18 What are Members views on the emerging landscape scheme?**
- 7.19 Transport and Access
- 7.20 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. As stated above the proposal would allow for an area at the south east of the site for the landing of a pedestrian bridge, this being an aspiration of the Council to improve pedestrian connectivity across Marsh Lane.
- 7.21 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. 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.
- 7.22 The proposal will aim to promote sustainable transport and therefore provides only 202 basement car parking spaces across all of the blocks. The proposed level of basement parking will need to be justified in the Transport Assessment on any resulting planning application to ensure that there are no adverse impacts on the transport network and on existing on-street parking in nearby residential areas. These basement parking areas would be accessed along a vehicle and pedestrian route around the inner edge of the site leading in from Shannon Street. In addition electric vehicle charge points will be provided as well cycle parking spaces to accord with the Council's cycle parking guidelines. Car Club provision is also expected to be part of the scheme.

7.23 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 access point along the aforementioned vehicle route edging the site.

7.24 Subject to a Transport Assessment do Members support the approach to car and cycle parking provision?

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?

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

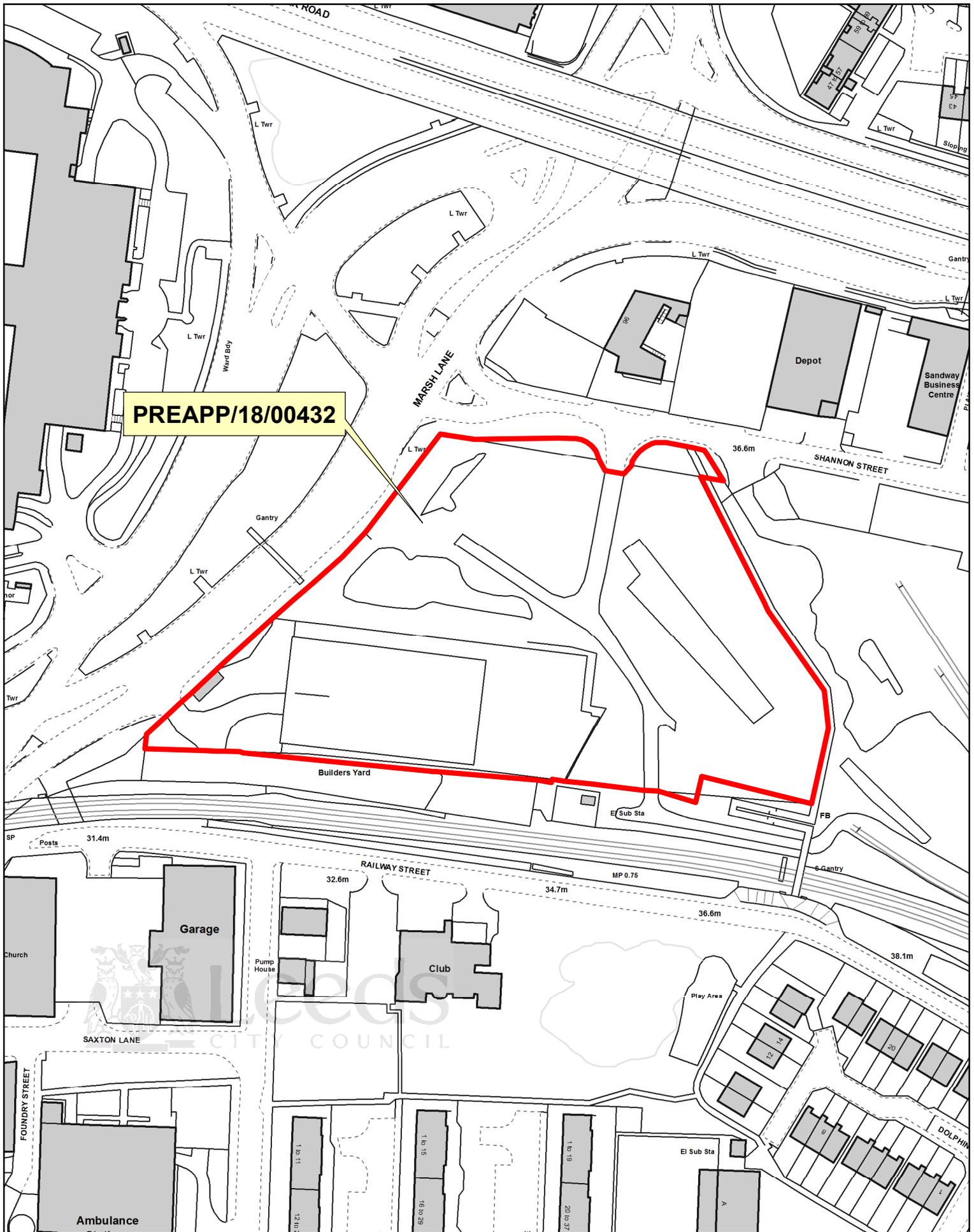
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Background Papers:

PREAPP/18/00432

PREAPP/18/00357



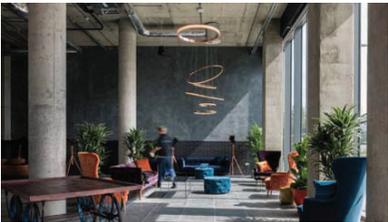
PREAPP/18/00432

CITY PLANS PANEL



LEEDS CITY VILLAGE: URBAN NEIGHBOURHOOD VISION

- Commercial Unit**
e.g A1/2/3/4/5 B1 Uses
- Residential Entrance**
Lobby
- Residents Amenity**
Gym, Lounge, Laundry
- Co-working / Workspace**
e.g Incubator serviced Office.
- Live-work Units**
Domestic Office



Residents Lobby - Creating Community



Co-working - Provide employment



Commercial - Fresh food



Residents Gym - Healthy Lifestyles



Supporting Healthy Lifestyles
Creative Town Centre Uses
Innovative Work Spaces
Contemporary Living
Synergy of Uses