



**Leeds**  
CITY COUNCIL

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## Report of the Chief Planning Officer

### *City Plans Panel*

Date: 27 June 2019

**Subject: PREAPP/19/00153 Pre-application proposal for a multi-generation building comprising a primary school, nursery, 60-bed care home, 62 flats and cafe at Sayner Lane and Clarence Road, Hunslet, Leeds.**

**Applicant: Citu Group Developments**

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#### Electoral Wards Affected:

Hunslet and Riverside

Yes

Ward Members consulted

#### Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

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

### **1.0 Introduction:**

1.1 The work-in-progress proposals are being presented to Members by the applicant, Citu Group Developments, to inform Panel at an early stage of the emerging proposals, to allow Members to comment on the evolving scheme, and highlight any issues prior to the intended submission of a full planning application.

### **2.0 Proposal**

2.1 The applicant has a record of proposing and delivering low-carbon, sustainable developments, including the Greenhouse project in Beeston, the Little Kelham development in Sheffield and, more recently, the Low Fold development on the outskirts of Leeds City Centre. The proposal presented is based on the same sustainable construction principles as Citu's previous developments.

- 2.2 The proposed four storey 'multi-generational building' comprises a ground floor nursery and primary school with a combined floorspace of 2230 sqm, adjacent to a 60-bed (2973sqm) care home, which would be on the ground floor up to the third floor, and 62 flats, which would be on the first floor up to the fourth floor. The building would be designed around a central landscaped courtyard space to serve the uses and provide general public access outside school hours. CITU state that this would encourage interaction between the generations and the wider community.
- 2.3 The residential apartment types comprise 35 one-bed and 27 two-bed flats. Numbers and sizes would be as follows, with all flats exceeding the minimum space standards in the Nationally Described Space Standard (NDSS):
- Type 1a – 23 one-bed flats (48 sqm)
  - Type 1b – 12 one-bed flats (54sqm)
  - Type 2a – 24 two-bed flats (99 sqm)
  - Type 2b – 1 two-bed flat (92 sqm)
  - Type 2c – 1 two-bed flat (95 sqm)
  - Type 2d – 1 two-bed flat (103 sqm)
- 2.4 The landscaped courtyard would contain a substantive school amenity space that is separate to the nursery and care home spaces – this larger space will only be accessed by teachers and pupils whilst smaller amenity spaces within the courtyard would be limited to nursery staff/children and the care home staff/residents accordingly. It is proposed that all amenity spaces will be opened up and made available to all users, including the general public, out of typical school/nursery hours. A generally accessible public space at all times would be provided along the proposed east-west route between Clarence Road and the Discovery Centre Road which would provide outdoor amenity space for the residents of the proposed general market flats as well as public connectivity through the site.
- 2.5 Pedestrian access to the school would primarily be from the pedestrian route that runs roughly east/west, crossing Clarence Road and providing a direct route from the east of the river. During school hours this route would continue to skirt around the northern edge of the site to connect with the Discovery Centre road that links Sayner Lane with Carlisle Road. This north/south route links through to Leeds Dock and Armouries Drive past the Leeds Discovery Centre. Secure external long stay cycle parking for the school would be provided in line with the Parking Supplementary Planning Document with one space for every 10 pupils, 42 stands. Pupil and teacher cycle storage would be separate.
- 2.6 Pedestrian access to the care home would be from Sayner Lane. The north/south link for pedestrians through to Carlisle Road and Clarence Road would also provide a direct route to the site. Secure external cycle parking for the care home would be for long stay provision of one space for every 6 beds, totalling 11 stands.

- 2.7 Pedestrian access to the residential units would be from the north of the site for one of the blocks, keeping the access to the residential separate from the school access. The other residential block would be accessed from an entrance off Sayner Lane. There would be secure external long stay cycle parking provision of one stand for every unit, totalling 62 stands.
- 2.8 The cafe would be located on the northern corner of the site. Pedestrian and cycle access would be the same as for the school and residential components of the development. Cycle parking would also be provided here with the number of stands based on the area of the unit. This cycle parking could be shared with the short-term provision for the rest of the site.
- 2.9 The applicant's aspiration is that the site would be mainly car-free to create a healthy and safe environment and encourage sustainable modes of transport in the city centre. There would only be provision of disabled bays and limited on-site car parking related to the care home use. A total of 8 spaces would be provided for the care home, including disabled bays and spaces for use by visiting nurses, doctors or family members. Lay-bys are proposed on Sayner Lane for ambulance and service parking for the care home. There would be no parking spaces allocated on-site for the school or residential components of the development apart from a shared area close to the northern entrances, for 2 disabled spaces and a delivery/service vehicle parking area. At the time of writing the report the details of this approach were yet to be agreed with highway officers. To address officer's concerns that insufficient parking would be available for the mixed uses proposed the applicant has proposed a review of their parking strategy after two years of the building operation and propose to provide additional parking at the adjacent Citu manufacturing site if necessary.

### **3.0 Site and Surroundings:**

- 3.1 The cleared brownfield site is located just outside the southern edge of the designated City Centre, within the South Bank sub-area of the Aire Valley Leeds Area Action Plan. The site lies in Flood Risk Zone 2 and the City Centre Fringe Parking Area. The site is partly owned by Leeds City Council and partly by CITU. Part of the site is currently being used as an area for stockpiling road chippings. There is a belt of mature trees and landscaping around the edges of the site. To the east is the Citu Works site where Citu are manufacturing the homes currently being constructed on their Climate Innovation District Phase 1 site at Low Fold and will also be used to construct the homes on their Phase 2 site at Clarence Road. The wider site is bounded by Clarence Road, Carlisle Road and Sayner Lane. To the north of the site is the Leeds Discovery Centre a museum archive store, with cleared land to the east and south west. Further to the north is a group of warehouses, the Leeds Assistive Technology hub, Liberty Dock student flats, and Leeds Dock, which includes a convenience supermarket, offices, flats, cafes and the Royal Armouries museum, and to the south, an indoor go-karting centre and the industrial premises of Allied Glass. To the west are car repair workshops and the Grade II Listed Braime's Pressings and University Technical College (UTC).

#### **4.0 Relevant Planning History**

- 4.1 The proposed development forms part of a wider scheme established by Citu as the 'Climate Innovation District' at the eastern end of the South Bank. This aims to showcase a new zero-carbon approach for people and families to live and work in the city centre. Planning permission has been granted for extensions to the existing Citu Works factory (where the innovative houses are constructed) and two residential developments close to this site either side of the River Aire. Works have commenced on the first phase of housing and a pedestrian and cycle bridge over the river has recently been delivered to link these large development areas. The relevant planning permissions are:
- 4.2 Low Fold planning permission 15/00415/FU as amended by 17/05263/FU for 316 dwellings including new open space and associated works – works are on-site with some homes completed and occupied.
- 4.3 Bridge planning permission 17/04425/FU for a bridge across the River Aire from the Low Fold development site to the former Hydro Aluminium development site – the bridge is in place.
- 4.4 Clarence Road Planning permission 16/02420/FU for 204 dwellings and two commercial units, car parking, landscaping and public realm – phase one bridge enabling works are on-site to connect a temporary pedestrian route from Clarence Road to the bridge.
- 4.5 Citu Works Planning permission 15/07175/FU as amended by 17/03044/FU – Two storey office extension to existing warehouse and associated works - due to start before August 2019.
- 4.6 Citu Works Planning permission 16/05481/FU for extensions to existing factory to create extended manufacturing facility (Building A) and three storey offices, studios and prototyping facilities (Building B) with associated parking and landscaping – due to start before November 2020.

#### **5.0 History of Negotiations**

- 5.1 Three pre-application meetings have taken place on the emerging proposals with officers in April-May 2019. The main issues of discussion have related to the provision of fully accessible external amenity space for all proposed uses, provision of public access routes through the site, the relationship and potential impact on the amenity of future occupiers from the nearby Allied Glass industrial use, and the approach to transport and parking provision.

#### **6.0 Consultation Responses**

- 6.1 Leeds City Council (LCC) Transport Development Services  
No objection in principle subject to the resolution of detailed matters set out in the issues section below.
- 6.2 LCC Conservation  
The layout, scale, form and design of the proposed development - reflecting the industrial character of the area - will ensure that it will sit comfortably within the setting of the nearby Listed Building (Braime's).

### 6.3 LCC Nature Conservation

The objective should be to achieve a net gain in biodiversity on this site. The main concern will be to ensure removed vegetation can be replaced with strong lines of trees that hopefully create green links to the riverside. Surveys should include non-native invasive plants which are present on the site.

### 6.4 LCC Environmental Health

Allied Glass is a major industrial manufacturing site with significant levels of noise, odour and emissions of air pollutants. All environmental emissions from the activities are controlled through an Environmental Permit which authorises the expected emissions in accordance with best available techniques. Therefore, it is accepted that a level of pollution is unavoidable even with good practice. It should be noted that redress by statutory nuisance legislation to any disturbance is not applicable to permitted sites. Environmental Health have concern that the current site layout does not offer sufficient physical or visual screening between sensitive uses and the glassworks. Air quality, odour and noise reports will be required to assess the impact on the development. Additional mitigation measures may require incorporation within the proposed development. There is also potential for loss of amenity between uses e.g. school and care home/flats at break times and at the start and end of the school day.

### 6.5 LCC Environmental Studies (Transport Noise and Air Quality)

Noise from road traffic is unlikely to be of a level that would require specific measures over and above standard building elements.

### 6.6 West Yorkshire Police

No objection subject to the following recommendations:

- Each element – general housing, care home, school and nursery – should have separate secure entrances
- Safeguarding in shared usage outside areas - both the play area and residents gardens require defensible space to safeguard each independent use.

In addition detailed design guidance has been provided on the following elements:

- CCTV
- Access control video intercoms
- External mailboxes
- Doors and windows
- Intruder alarms
- Cycle storage and security
- External lighting
- Boundary treatments
- Natural surveillance from active ground floor frontages

## 7.0 Relevant Planning Policies

### 7.1 Statutory Context

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the application to be determined in accordance with the development plan unless material considerations indicate otherwise. For the purposes of decision making at this site, the Development Plan for Leeds currently comprises the following documents:

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

These development plan policies are supplemented by supplementary planning guidance and documents.

## **7.2 Development Plan**

### **7.2.1 Leeds Core Strategy (CS)**

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

Spatial Policy 1 – Location of development prioritises the redevelopment of previously developed land within the Main Urban Area, prioritising urban regeneration and taking advantage of existing services and high levels of accessibility.

Spatial Policy 4 – Identifies the Aire Valley Leeds as a Regeneration Priority Programme Area. Priority will be given to developments that include housing quality, affordability and choice, improve access to employment and skills development, enhance green infrastructure and greenspace, upgrade the local business environment and improve local facilities and services.

Spatial Policy 11: Transport Infrastructure Investment Priorities 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.

Policy CC3: Improving Connectivity between the City Centre and Neighbouring Communities sets out the requirement to improve routes connecting the City Centre with adjoining neighbourhoods and improve connections within the City Centre through developer contributions.

Policy H4: Housing Mix requires residential developments to provide an appropriate mix of dwelling types and sizes to address long term needs taking into account the nature of the development and character of the location (see table below) . This should include the need to make provision for Independent Living.

Table H4: Preferred Housing Mix (2012 – 2028)

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<b>Type*</b>	<b>Max %</b>	<b>Min %</b>	<b>Target %</b>
Houses	90	50	75
Flats	50	10	25
<b>Size*</b>	<b>Max %</b>	<b>Min %</b>	<b>Target %</b>
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

Policy H5: Affordable Housing sets out a target affordable housing provision of 5% for residential developments. As outlined in further detail below, Policy H5 has been reviewed under the CSSR and 7% is required as reviewed, with this reviewed requirement not being subject to an Inspector’s Main Modification.

Policy P9: sets out the policy position for new community facilities including a requirement that they should be accessible by foot, cycling, or by public transport.

Policy P10: Design requires new development to be based on a thorough contextual analysis to provide good design appropriate to its scale and function. New development is also required to deliver high quality inclusive design. Policy P10 sets out a series of key design principles (i to vi) for new development, in relation to size, design, layout, existing assets, amenity and accessibility.

Policy P11: Heritage states that the historic environment and its settings will be conserved, particularly those elements which help to give Leeds its distinct identity.

Policy P12: states that landscapes will be conserved and enhanced.

Policies T1: Transport Management and T2: Accessibility Requirements and New Development identify transport management measures and accessibility measures to ensure new development is adequately served by highways and public transport, and provides safe and secure access for pedestrians, cyclists and people with impaired mobility.

Policy G4 Greenspace- on site provision of greenspace of 80 square metres per residential unit is sought for major development sites outside the designated city centre.

Policy G9: states that development will need to demonstrate biodiversity improvements.

Policies EN1 and EN2: set out the sustainable construction and on-going sustainability measures for new development. It establishes targets for CO<sub>2</sub> reduction and requires at least 10% low or zero carbon energy production on site.

Policy EN4 – Where feasible major developments are required to connect to existing district heating networks or be designed to allow connection to a future district heating network.

Policy EN5 – flood risk. A flood risk assessment including an evacuation plan and sequential test/exceptions tests would be required as the site lies in Flood Zone 2.

#### **7.2.2 Leeds Unitary Development Plan Review 2006 (UDPR) Saved Policies**

Relevant Saved Policies include:

Policy GP5 all planning considerations

Policy BD2 design and siting of new buildings

Policy BD4 mechanical plant and service areas

Policy BD5 residential amenity

Policy LD1 landscaping

#### **7.2.3 Leeds Natural Resources and Waste DPD 2013**

The Natural Resources and Waste Local Plan was adopted by Leeds City Council on 16th January 2013 and is part of the Local Development Framework. The plan sets out where land is needed to enable the City to manage resources, like trees, minerals, energy, waste and water over the next 15 years, and identifies specific actions which will help use natural resources in a more efficient way.

Relevant policies include:

Air 1 management of air quality through new development

Water 4 development in flood risk areas

Water 6 flood risk assessments

Water 7 surface water run-off

Land 1 contaminated land

Land 2 development and trees

Minerals 3 coal safeguarding

#### **7.2.4 Aire Valley Leeds Area Action Plan (AVLAAP)**

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.

The site is located within the Aire Valley Leeds Regeneration Programme Area. Under Policy AVL3 and AVL7 this site is allocated for mixed use residential and office development as site reference AV16, to provide an estimated 90 dwellings, and an estimated capacity for office use of 10,500 sqm, along with new pedestrian and cycle connections and greenspace. The site boundary currently being considered in this proposal covers around 55% of the area designated as site AV16. Other identified acceptable uses within the development include Leisure uses (class D2).

The following site specific requirements are identified:

- Provision of green space within the development in accordance with Core Strategy Policy G4 as shown indicatively on the area map.
- Provision of a shared cycle / pedestrian routes through the sites creating links between the Trans Pennine Trail and waterfront, Clarence Road, Carlisle Road and Leeds Dock as shown indicatively on the area map.
- Provision of a suitable buffer between housing and other sensitive uses and the glass manufacturing plant located to the south of Sayner Lane. This development should comprise of other less sensitive uses, such as office or leisure development, to provide a physical buffer and visual screening to the plant. Air quality, odour and noise reports will be required to assess the impact on the development. Additional mitigation measures may require incorporation within the proposed development.
- Housing development (or any other type of development classified as 'more vulnerable' according to the NPPG) should not be developed in any part of the site lying within Flood Zone 3

The AVLAAP also has relevant policies regarding strategic transport infrastructure for the area, green infrastructure, pedestrian connectivity, and specific guidance for the Clarence Road sub-area of the South Bank.

### **7.3 Relevant Supplementary Planning Guidance:**

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

### **7.4 Other Material Considerations**

#### **Core Strategy Selective Review (CSSR)**

A selective review of the Leeds Core Strategy is presently being undertaken (CSSR) with the examination in public having been held during February 2019. The CSSR includes a review of the housing requirement 2017-2033; the distribution of housing; affordable housing; housing standards; green space; and climate change reduction policies. The CSSR is now at an advanced stage and the Inspector's Main Modifications were issued on 10th April 2019. Due to the stage that the review has reached the policies are a material consideration

and can be afforded significant weight. Those policies within it that are not subject to a Main Modification can be afforded more weight (as it is implicit that the Inspector considers the policy sound without modification).

As noted above, the CSSR seeks to review some existing policies and introduce some new ones which are of relevance to this proposal. The formal application, depending on its timing and determination, may therefore be subject to these revised requirements.

## **7.5 National Planning Policy Framework (NPPF) 2019**

The NPPF was revised and adopted in February 2019 and sets out the Government's planning policies for England and how these should be applied (para 1), and is a material consideration in planning decisions (para 2). It states that the purpose of the planning system is to contribute to the achievement of sustainable development (para 7). So that sustainable development is pursued in a positive way at the heart of the Framework is a presumption in favour of sustainable development (paras 10-11). It states that decision makers at every level should seek to approve applications for sustainable development where possible (para 38).

The Framework sets policies on the following issues which are relevant to this planning application proposal (including section numbers):

- 2 Achieving sustainable development (7, 8, 10, 11, 12)
- 4 Decision making (38, 39, 40, 41, 43, 47, 48, 54, 55, 56, 57, 58)
- 5 Delivering a sufficient supply of homes (59, 62, 63, 64)
- 6 Building a strong competitive economy (80)
- 7 Ensuring the vitality of town centres (85, 86)
- 8 Promoting healthy and safe communities (91, 92, 95)
- 9 Promoting sustainable transport (102-11)
- 11 Making effective use of land (117, 118, 119, 122)
- 12 Achieving well designed places (124-131)
- 14 Meeting the challenge of climate change and flooding (148-165)
- 15 Conserving and enhancing the natural environment (including ground conditions (178-179 and noise (182)
- 16 Conserving and enhancing the historic environment (including 189-200)

In particular, Paragraph 92 of the NPPF supports the provision of community facilities and other local services in order to enhance the sustainability of communities. To deliver the social, recreational and cultural facilities and services the community needs, planning policies and decisions should:

- plan positively for the provision and use of shared space, community facilities (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments;
- guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs;
- ensure that established shops, facilities and services are able to develop

and modernise in a way that is sustainable, and retained for the benefit of the community; and

- ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.

Paragraph 94 attaches great weight to the need to create, expand or alter schools:

The Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. They should:

- give great weight to the need to create, expand or alter schools; and
- work with schools promoters to identify and resolve key planning issues before applications are submitted.

Paragraph 110 of the NPPF 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.

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

Chapter 12 identifies the importance of well-designed places and the need for a consistent and high quality standard of design. 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.

## **8.0 Issues**

Members are invited to comment on the proposals and to consider, in particular, the following matters:

### **8.1 Principle of the development**

8.1.1 The Leeds Core Strategy and the AVLAAP would support the residential development of this site located at the edge of the City Centre location. The wider site is allocated for mixed residential (90 dwellings) and office use in the AVLAAP (site AV16), therefore this proposal would make a significant residential contribution on part of the site allocation.

8.1.2 It is noted that residential development forms part of the regeneration plans for the City Centre, South Bank and Aire Valley, and this will bring with it a need for new community facilities, such as schools, to serve the growing population. This is reinforced by the Core Strategy's housing targets for the City Centre which will necessitate the need for additional / extended schools and nurseries in the area. It is considered that the provision of a primary school and a nursery at this site would particularly encourage family housing provision in the City Centre and Aire Valley, and support the family housing that is already under construction close to the site. Core Strategy Policy P9 outlines that services for education provision are important to the wellbeing of a neighbourhood, which should be easily accessible. With regard to the proposed care home, there is a lack of this type of housing in and around the edges of the City Centre. In principal this type of residential use is considered acceptable as part of a broad mix of housing types in the area, and to help to achieve a more balanced and sustainable community.

8.1.3 Site AV16 is also allocated for 10,500sqm of office use under Policy AVL3. This proposal does not deliver office use and it should be noted that Citu have indicated they have aspirations to deliver primarily residential development on the remainder of the site allocation. However the proposal before Members only covers part of site AV16 and the remainder of the wider site allocation would still have the potential to meet policy aspiration for office use on site AV16 if the Council considers that to be the priority at the time of considering any proposals for the remainder of the site allocation. Officers also consider that the proposal would bring an unsightly storage area back into active use and accord with national and local planning policy to prioritise redevelopment of brownfield land. The proposal would also bring around 100 new jobs and skills to the area associated with the school, nursery and care home uses. All these are

considered to be mitigating factors which help to support the principle of the development at the present time.

- 8.1.4 The proposed site is located in close proximity to Allied Glass (a licensed polluting activity) which is situated to the south of Sayner Lane. The site allocation seeks the provision of a buffer of less sensitive commercial buildings along Sayner Lane to mitigate any unduly adverse impact on more sensitive uses. Although the Citu manufacturing facility is located along part of Sayner Lane and may provide some screening to Allied Glass, the proposed school, care home and residential uses would also adjoin Sayner Lane. Citu intend to demonstrate through submission of technical assessments that measures can be put in place to alleviate any concerns raised by consultants regarding noise, odour and air quality that may affect the proposed uses or amenity space due to the close proximity of the industrial activity. If accepted it is envisaged that the measures can be secured by planning conditions.

### **Do Members support the principle of a mixed use nursery, primary school, flats and care home building on this site?**

#### **8.2 Scale and Design**

- 8.2.1 It is considered that the proposed 4 storey scale is suitable given the context of the varied scales of development within the wider south bank area from 3-4 storeys at Low Fold and the neighbouring student housing to the north, at 8 storeys generally at Leeds Dock, to large scale industrial premises at Allied Glass. The emerging design of the building follows the sustainable approach approved for Citu's nearby developments at Low Fold and Clarence Road with super insulated energy efficient buildings finished in a mixture of glazing and cement fibre cladding. The proposed "saw-tooth" roof profile would reflect the traditional north lights of more historic industrial buildings in the area. It is considered that the emerging scale and design would respect the setting and scale of adjacent and nearby buildings.
- 8.2.2 Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states the statutory duty of Local Planning Authorities to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess. In this case it is considered that the proposal by regenerating a vacant site and through its proposed roof profile in particular would reflect and enhance the setting of the nearby Grade II listed Braime's Pressings.
- 8.2.3 The site allocation plan has identified a requirement for providing a shared cycle/pedestrian route through the site to create a link between the Trans Pennine Trail and waterfront, Clarence Road, Carlisle Road, Sayner Lane and Leeds Dock. The proposal adequately allows for this enhanced connectivity outside school hours when the proposed courtyard space would be open to the general public. However during school hours an alternative route would be provided to the north of the site. At the time of writing the report officers have asked for a revision to a potential pinch point in this alternative route between the proposed school and the yard area to the Discovery Centre to improve

onward visibility and the legibility of the route for the general public. Subject to this the proposed line of the east –west connection is considered to comply with the policy requirement.

**Do Members support the emerging appearance, design and scale of the proposed building?**

**Do Members support the proposed arrangements for public access through the site ?**

### **8.3 Housing quality and mix**

8.3.1 The site allocation also requires compliance with policy G4 of the Core Strategy and provision of a minimum level of greenspace. The emerging G4 policy that forms part of the CSSR would require 1696 sqm of greenspace in this case based on the proposed level of residential use. The proposed central courtyard would measure 1900 sqm but this space is intended to be used mainly by the primary school and would only be available to the general public outside school hours. Officers have therefore requested that generally accessible greenspace is also made available along the proposed east-west axis route between Clarence Road and the proposed building. In response the applicant has proposed a “boulevard space” and a “central square” in this area for general access by future residents. It is considered that on balance and with additional access to the courtyard space outside school hours the approach to greenspace provision is likely to comply with policy G4.

**Do Members support the proposed arrangements for greenspace on the site?**

8.3.2 With reference to Core Strategy Policy H4, the proposed mix of 35 one-bed flats (56%) to 27 two-bed flats (44%) is slightly greater than the recommended maximum of 50% one bed apartments. There are also no three-bed flats in this part of the site proposal as normally required by policy. However the housing mix policy is worded to provide flexibility and allows the form and scale of the development and the character of the local area also to be taken into account which would justify non-compliance with the housing targets. In this case Citu already have permission to deliver a significant number of houses and an over-provision of larger three and four bed units (when measured against the Council’s adopted housing mix targets) at their nearby sites at Low Fold and Clarence Road. Officers accept that this could be a material planning consideration in this case when the formal application is submitted.

8.3.3 All flats would meet the overall floorspace requirements of the NDSS as set out in CSSR Policy H9.

8.3.4 CSSR Policy H10 requires 30% M4(2) and 2% M4(3) accessible homes. The applicant is aware of this policy and its requirements need to be incorporated into its design.

**Do Members support the proposed approach to housing mix on the site ?**

## **8.4 Environmental Considerations**

- 8.4.1 Core Strategy Policy EN1 and 2 aim to reduce carbon emissions and achieve sustainable design at the proposed new development. For the residential and care development this means achieving 20% better than the carbon emissions target in the 2013 Part L Building Regulations. The design would adopt a 'fabric first' approach, optimising passive solar gain and selecting construction materials in consideration of the thermal performance, air tightness and energy efficiency. The ventilation strategy would be modelled in consideration of the stringent air tightness targets and integrated during the detailed design process to maximise the use of natural ventilation where possible, reduce the potential for over-heating in summer time and control humidity and fresh air changes therefore maintaining comfortable and good indoor air quality and temperature. Citu state that this approach would far exceed current minimum building regulations requirements and the exact details of how this relates to the requirements of the policies would be addressed at planning application stage.
- 8.4.2 The school should achieve BREEAM Excellent and the 10% on-site low carbon energy generation target. 10% low or zero carbon energy generation would be provided on-site by solar panels via a community owned utility company with a private wire network for electricity and energy storage for the whole development.

## **8.4 Highways and Transportation Matters**

- 8.4.1 As detailed in paragraph 2.9 above the applicant's aim is to provide a mostly car free development in this central location. The proposal would only provide 8 parking spaces for pick up/drop off purposes, for disabled use and visitors to the care home facility. Apart from 2 disabled parking bays there would be no on site car parking for the residential and school elements of the proposals.
- 8.4.2 The school is proposed as a 2 Form Entry primary school and experience from schools in suburban areas in the city indicate that approximately 50 parking spaces are generally required for staff and visitors. Whilst the school is in a more accessible location, experience has shown that some parking may still be required to serve the school use to avoid potentially adverse impacts on the highway. In negotiation with Citu it has been agreed that the formal application would include a "fall-back" position which would allow the school to use parking on the adjacent Citu factory site if there were adverse impacts on the highway.
- 8.4.3 The Council's parking guideline would expect car parking provision of 1 space per 3 beds for the care home (20 spaces in this case). The level of 8 spaces will therefore need to be justified as part of the formal planning application. Additionally the proposed approach to provide for ambulance parking and service lay-bys on Sayner Lane remains to be agreed by Highway Services.
- 8.4.4 For the residential element, a low or zero car parking level can be considered in this central location, provided it is supported by sustainable travel measures such as car club and cycling measures.

- 8.4.5 Servicing for the school and residential development would be at the north of the site and accessed through the proposed central square. Given the importance of this as a pedestrian and cycle route, servicing would need to be managed so the timing does not cause conflict with pedestrian movements associated with the school.
- 8.4.6 The appropriateness of the pedestrian environment around the site, particularly to encourage children and parents to walk to school will need to be reviewed in more detail. Officers consider that the traffic management measures on Clarence Road associated with the phase 2 scheme should be required if this site comes forward first, as well as some form of traffic management on Carlisle Road. Sayner Lane is used by large HGVs accessing the Glassworks and other businesses, so officers also consider that the footway should be widened into the site to 3.0m to provide segregation to pedestrians from these vehicles, with other traffic management work likely to be required.
- 8.4.7 Although reduced reliance on the private car is encouraged within this central location it must not result in adverse conditions on the highway network. Although the applicant's commitment to provide additional car parking on the adjacent Citu factory site if considered necessary provides some reassurance that the travel and servicing needs of the development can be met, the applicant still needs to justify their approach to limited parking provision for all uses, and demonstrate that the approach to accessibility including pick up and drop off and deliveries, would not result in adverse impact on highways safety or amenities.

**Do Members have any comments on the approach to parking and servicing provision at the site?**

**9.0 Conclusion**

The proposal offers a significant opportunity to provide much needed community facilities in the area, which are considered to be positive steps in transforming the South Bank from a number of post-industrial cleared sites to a well-designed, sustainable mixed use, balanced community, for all ages to live, including families and older people. Members are asked to comment on the following points at this initial stage:

- 9.1 Do Members support the principle of a mixed use nursery, primary school, flats and care home building on this site?**
- 9.2 Do Members support the emerging appearance, design and scale of the proposed building?**
- 9.3 Do Members support the proposed arrangements for public access through the site ?**
- 9.4 Do Members support the proposed arrangements for greenspace on the site ?**

**9.5 Do Members support the proposed approach to housing mix on the site?**

**9.6 Do Members have any comments on the approach to parking and servicing provision at the site?**

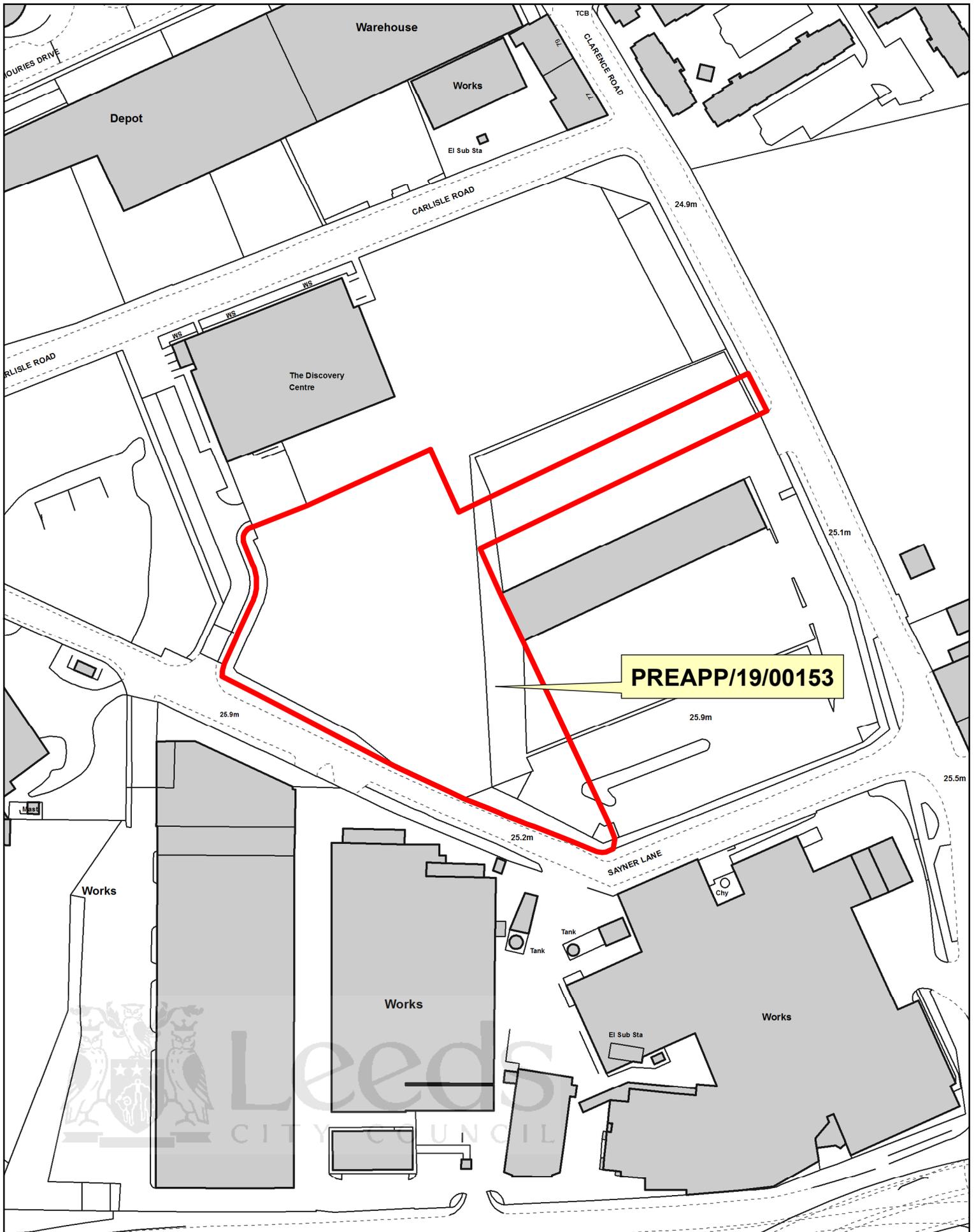
**Background Papers**

Pre-application file PREAPP/19/00153

**Appendices**

Citu Phasing Master Plan

Citu Site Layout Plan



# CITY PLANS PANEL

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

SCALE : 1/1500





Application Site  
Boundary Area =  
8804 sq.m  
(0.88 Hectares)

DRAFT  
Work in Progress  
29/5/19



# Proposed Site Plan

Scale 1 : 500 @ A1  
Date 29/03/19

Multi Generation Building  
Climate Innovation District



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