



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 21st November 2019

Subject: PRE-APPLICATION PRESENTATION FOR 2 SEPARATE PLANNING APPLICATIONS:

1) FULL APPLICATION FOR 2 NO. BUILD TO RENT RESIDENTIAL BUILDINGS (APPROX. 419 UNITS) WITH ANCILLARY GROUND FLOOR 'ACTIVE' USES, SMALL SCALE RETAILING, CAFÉ/RESTAURANTS, BARS; FROM 17 UPTO 23 STOREYS

2) OUTLINE APPLICATION FOR HOTEL USE FROM 16 TO 19 STOREYS (200 BEDROOMS APPROX.)

(PREAPP/18/00636) AT SITE BOUNDED BY WELLINGTON ST AND WELLINGTON BRIDGE ST (NORTHERN PART OF THE FORMER YORKSHIRE POST SITE).

PRE-APPLICANT: GLENBROOK

Electoral Wards Affected:

Little London and Woodhouse

Yes

Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

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

1.0 INTRODUCTION:

1.1 This presentation is intended to inform Members of a new major mixed use scheme proposed on part of the vacant former Yorkshire Post site at the corner of Wellington Street and the slip road of the Inner Ring Road called Wellington Bridge Street. Members will be aware that the site was vacated by Yorkshire Post in 2013 and that the first phase of the approved scheme is currently under construction – an 18 storey Built to Rent (BtR) residential building (242 units) approved by Members and

granted consent in October 2017 (ref. 16/07088/RM). The pre-applicant wishes to develop the northern half of the remaining site with a further BtR residential scheme and hotel, rather than the office scheme originally approved as part of the outline permission. Members will be asked to comment on the emerging scheme.

2.0 SITE AND SURROUNDINGS:

- 2.1 The site is the second phase of development proposed within the former Yorkshire Post site, located within the Leeds City Centre Boundary and to the immediate south of Wellington Street. The remainder of the former Yorkshire Post Site extends south towards the River Aire. The Crown Plaza Hotel and Wellington Place multi-storey car park bound the east of the site, and the Inner Ring Road slip road (Wellington Bridge Street) bounds the west. Adjoining to its south is the first development phase of the former Yorkshire Post site, which is currently under construction for a BtR residential building up to 18 storeys containing 242 units.
- 2.2 The site is just under half a hectare in size and has been cleared following the demolition of the Yorkshire Post Building with the exception of the former Yorkshire Post tower which has been clad in black panelling and has a digital advertising sign on its north-eastern elevation. It is currently enclosed by hoardings and used as a construction compound in association with the development of Phase 1.
- 2.3 The site is well connected by foot to the City Centre and its fringes, being 900m west of Leeds Station and 1km west of the City Centre Primary Shopping Quarter. The nearest bus stops are located 50m to the east along Wellington Street and immediately west on Wellington Bridge Street.
- 2.4 The wider area has been the subject of substantial regeneration and now hosts a variety of modern, high-density buildings in residential, employment and commercial uses. A number of large scale developments have been built in close proximity to the site, including:
- City Island Development (Residential), immediately south of the site on the opposite side of the River Aire. The development consists of two 6-15 storey curved blocks and a 10-18 storey tower.
 - Wellington Place (Mixed Use), to the east of the application site. The proposals comprise of c. 200,000sqm of commercial, retail, leisure and residential space in buildings approved up to 19 storeys.
- 2.5 With the regeneration on Wellington Street the road network and bus hubs have been upgraded to prioritise sustainable travel, alongside the introduction of the cycle superhighway which runs along the Wellington Street frontage.
- 2.6 To the north of Wellington Street is a vacant and cleared site and a row of low rise office buildings. The latter are the subject of an (as yet) undetermined planning application for an office-led development of c. 46,500 sqm (reference 19/04905/FU).

3.0 RELEVANT PLANNING HISTORY

- 3.1 Outline Planning Permission (ref. 14/05976/OT) was granted on 1st April 2015 for mixed use development across the entirety of the former Yorkshire Post site described as:

“a mixed use scheme comprising office (B1), residential and/or hotel (C3/C1) and a flexible range of supporting uses at ground floor (A1-A5, D1 and D2) with basement car parking; public open space and modifications to the site access junctions”.

This proposed four principal blocks (Blocks A-D), alongside two smaller commercial units. Outline permission was granted, with all matters reserved other than access, with the details of new site junctions into the site approved at outline stage. The outline permission has been subject to several non-material amendments since, including adjustments to the approved access arrangements (ref. 19/9/00198/MOD).

- 3.2 Reserved Matters Approval was granted for Phase 1 (Block D) on 26 October 2017 (ref. 16/07088/RM) for 242 BtR units.
- 3.3 Condition 3 of the Outline Permission required the submission of all reserved matters applications for the remaining phases of development to be made by 27 October 2019 latest. No applications have subsequently been made, and the time period for submitting further reserved matters applications under this Outline Consent has now expired.

4.0 PROPOSAL

4.1 Two separate applications are proposed as follows:

- Full planning application for the development of two residential blocks and supporting commercial uses; and
- Outline planning application for a hotel, to be submitted with all matters reserved but with parameter plans controlling its footprint, height and form

The pre-applicant has advised that both applications would be submitted in tandem for consideration alongside each other.

4.2 Full Planning Application

Two broadly rectangular buildings, although they both contain significant steps in the plan form, are proposed which would run in a generally east-west direction across the site parallel with Wellington Street. The ‘northern’ block (Block A) would extend to 23 storeys in its west, stepping down to 20 storeys in its east. The ‘southern’ block (Block B) would extend to 20 storeys in its west, stepping down to 17 storeys in its east. In footprint the buildings would be off-set by 8m about their central point meaning that they would each have 2 different building lines. These are set further apart at their eastern end facing into the site’s main open space area. Each end of the building would be set at an angle to add visual interest.

- 4.3 The stepping in heights is designed to create a focus at the north-western corner of the site where the tallest element is located. This would help to create a gateway feature fronting the West Street gyratory, with the buildings then stepping down in height towards the city and the river.
- 4.4 Both blocks would be linked at ground floor level by a double-height glazed resident’s entrance and reception area. Supporting commercial spaces would be integrated at ground floor to comprise a gym, café and retail, alongside plant and bin storage areas. The complementary commercial uses would be publically accessible and activate the public realm.

- 4.5 At the closest point, the blocks would be separated by c. 8.5m albeit this applies to a limited area of the buildings only. The pre-applicant has advised that any concerns with overlooking would be alleviated through the appropriate use of internal layouts and treatment of the relevant windows in this location, to ensure an acceptable standard of privacy and amenity for all residents would be achieved.
- 4.6 Block A is set back from Wellington Street to maximise the public space and landscaping along the site frontage. A colonnade has been introduced to further increase the size of the public realm, creating a high quality frontage to the site. This set back is intended to replace the previously approved open gap between Buildings A and B now occupied by the combined entrance.
- 4.7 The main pedestrian site entrance would be to the east of Block A, following through into an extension of the public square being delivered as part of the Phase 1 development and enabling future connections through to the riverside. The building elevation is angled at this point which, coupled with the colonnade to Block A, provides a wide pedestrian entrance leading through to the main public square.
- 4.8 A landscaped frontage would be created along the Wellington Bridge Street frontage with a private resident's amenity area created between this boundary and the ground floor of the blocks.
- 4.9 The scheme contains c.419 no. purpose designed BtR units, comprising:
- Block A
 - 117 no. 1 Bedroom units
 - 78 no. 2 Bedroom units
 - 39 no. 3 Bedroom units
 - Block B
 - 90 no. 1 Bedroom units
 - 90 no. 2 Bedroom units
 - 5 no. Townhouses.
- 4.10 The apartments range in size: 1 beds 46sqm; 2 beds 66sqm; and 3 beds 86sqm. Therefore all units would exceed the minimum requirements of Policy H9 of the Core Strategy Selective Review.
- 4.11 The pre-applicant recognises the current policy on affordable housing as set out in the Core Strategy Selective Review Policy H5, and has stated that their preferred option is to provide a commuted sum in lieu of on-site provision which is in accordance with Policy H5 (iii).
- 4.12 In respect of the provision of accessible units in accordance with the requirements of CS Policy H10 the pre-applicant has advised that the full application would adopt the following approach to the delivery of accessible units:
- 30% of dwellings will meet M4(2) requirements, equating to 126 units.
 - 2% of dwellings will be capable of future adaptation to M4(3) use, should demand for such units prevail. This would equate to 8 units.

The provision of the above units would be secured via planning condition, as set out in the CSSR. The wheelchair "adaptable" units would be clearly identified as part of the planning application, and the monitoring of demand secured via a management regime. Therefore, Policy H10 would be fully satisfied.

- 4.13 The proposals would include 38 car parking spaces internally within Block B accessed from the main estate road to the south. The applicant has advised the proposal is to make 10% of these EVCP with the remainder being adaptable subject to demand. Approximately 210 long term, secure cycle spaces would be provided for residents with additional short stay provision within the public realm.
- 4.14 The applicant has stated that the scheme will satisfy Core Strategy Selective Review Policies EN1 & EN2 by ensuring that sustainable construction techniques are adopted, and that the buildings will be sustainable in design terms. The landscaping proposals have been developed with climate sensitive design in mind with species being chosen to maximize performance.
- 4.15 The existing remains of the Yorkshire Post tower, which currently has the digital advertising display screen attached, will need to be demolished to make way for this scheme. However the applicant is proposing to erect a replacement structure close to the entrance to the site on Wellington Bridge Street. This would be triangular in plan with a screen facing west towards Armley Gyratory. This structure will be made clear as part of the presentation.
- 4.16 The proposals will also be considered with regard to the hierarchy set by Policy EN4 with regards to district heating and a Sustainability/Energy Statement will be submitted in support of any future planning application.
- 4.17 The applicant has carried out a preliminary CFD Wind study and as a result the building has been moved slightly back at its north-west corner (to provide a canopy) and south-east corners, to help mitigate the impact of both down draft and funneling respectively as identified in the CFD testing. A full wind micro-climate study will be carried out and submitted as part of any future planning application.

Outline Planning Application

- 4.18 A hotel is proposed to the east of Block A and will be submitted as an outline planning application. This will be presented in maximum parameter form, and will establish the acceptability of the use alongside 'maximum building footprint and heights' parameter plans.
- 4.19 The hotel footprint would be broadly rectangular in shape, with a ground and first floor set back to make a wider pedestrian entrance to the site on Wellington Street and the main square beyond. The hotel entrance would also be located here to provide life and activity to the frontage.
- 4.20 The hotel would extend to 19 storeys, dropping to 16 storeys along its frontage with Wellington Street. It is anticipated that a building of this maximum form could accommodate approximately 200 hotel rooms, subject to tenant design.
- 4.21 It is the applicant's intention to achieve a BREEAM 'Excellent' standard within the hotel, complying with the requirements of Policy EN2 of the Core Strategy Selective Review.

5.0 HISTORY OF NEGOTIATIONS

- 5.1 Officers have had a number of meetings with the project architects and agents which commenced in June this year. These have dealt principally with sculpting the mass and form of the buildings as well as routes around the proposal and highways access.

6.0 CONSULTATION RESPONSES

6.1 Highways Services:

A Transport Assessment will be required. The applicant will be required to justify the 10% provision of parking spaces. Depending on impact on the highway network a contribution may be required towards works required to 2no. 'hot-spot' junctions at Armley and West Street Gyratories.

Junction arrangements on Wellington Bridge St: It has been agreed that whilst this junction will be initially constructed as a left-in/left-out junction, once the development is complete it will be amended to left-in only. This will make it easier for pedestrians and cyclists to cross and remove a turning movement into merging traffic on the slip road onto Wellington Road.

Widening on Wellington Bridge Street for cycle scheme: the current widening agreed for the outline application should be increased, since that application was approved, the detail of the arrangements for cycle tracks to pass bus stops has been developed due to safety concerns, which requires more space, as such 7.1m overall footway/cycle-track width is required around a bus stop as opposed to the 6.0m currently provided through the outline permission.

Given the size of the proposal a Travel Plan will be required.

The internal layout must provide drop-off space for the hotel close to the front door and back of house servicing. Similarly the residential blocks will require the same level of servicing.

Electric Vehicle Charging points: The CSSR now requires 1 parking space per dwelling.

The advertising totem will need to be considered in detail and this will require the provision of verified views of the totem on approaches where it is visible to drivers to understand its position relative to traffic signals and driver decision points. A Stage 1 Road Safety Audit will also be required to support the application.

6.2 Sustainability - Contaminated Land:

The proposed development land has been the subject of numerous past potentially contaminative land uses which are considered a potential risk to the proposed development. Based on the available information, should an application be submitted then a minimum of a Phase 1 Desk Study Report would be required in support of the application. Depending on the outcome of the Phase 1 Desk Study, a Phase 2 (Site Investigation) Report and Remediation Statement may also be required.

6.3 Environment Agency:

The site is located within Flood Zones 2 and 3, the medium and high probability zones. The proposal includes a BtR and hotel development, which are considered to be a 'more vulnerable' land use

Any planning application will be required to be supported by a site-specific Flood Risk Assessment (FRA) appropriate to the nature and scale of development, which can demonstrate that the 'development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, considering climate change, and, where possible, will reduce flood risk overall'. The FRA must

assess the level of risk from all flooding sources, including historic; provide details of any proposed mitigation measures; demonstrate that the development will not increase flood risk elsewhere, consider climate change and show consideration to emergency access and egress in an extreme event.

6.4 L.C.C. Flood Risk Management:

The proposed development is located in Flood Zone 3, therefore a FRA will be required upon full application setting out the associated risks and the suitable mitigation methods. The development will need to demonstrate how the flood risk will be managed on site. The proposals for safe access and egress will also be required. The finished floor levels will need to comply with the Minimum Development Control Standards for Flood Risk.

6.5 L.C.C. Landscaping:

The stepping of the western buildings rather than the previously angled western frontages offers more varied external spaces which, if well designed, will encourage a positive setting to the buildings and more useable external spaces for residential amenity. The proposed glazed link between the two buildings should offer connections into external spaces east and west. The eastern space is already defined but, similar to the west, would provide pedestrian links to Wellington Bridge Street and bus connections. Landscape proposals should seek to introduce tree planting where possible and at a scale to reflect the scale of built development. Species that maximize the impact on air quality and provide a habitat for the propagation of bio-diverse species would be strongly advocated.

7.0 **RELEVANT PLANNING POLICIES**

7.1 **The Development Plan**

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, the relevant Development Plan for Leeds currently comprises the following documents:

- The Leeds Core Strategy (adopted November 2014);
- The Leeds Core Strategy Selective Review (adopted September 2019);
- The Leeds Site Allocations Plan (adopted July 2019);
- Unitary Development Plan Review 2006 – Saved Policies (2006);
- The Natural Resources & Waste Local Plan (NRWLP, Adopted January 2013) including revised policies Minerals 13 and 14 (adopted September 2015).

7.2 **Leeds Core Strategy**

The Core Strategy (CS) sets out strategic level policies and vision to guide the delivery of development and the overall future of the district.

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 green-field land.

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, by 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.

Spatial Policy 11 (Transport Infrastructure Investment Policies) includes a priority related to improved facilities for pedestrians to promote safety and accessibility, particularly connectivity between the edges of the City Centre and the City Centre itself.

Policy EC3 For all sites across the District outside of areas of shortfall, proposals for a change of use on sites which were last used or allocated for employment to other economic development uses including town centre uses or to non-employment uses will only be permitted where:

- (i) The proposal would not result in the loss of a deliverable employment site necessary to meet the employment needs during the plan period: Or
- (ii) Existing buildings and land are considered to be non-viable in terms of market attractiveness, business operations, age, condition and/or compatibility with adjacent uses: Or
- (iii) The proposal will deliver a mixed use development which continues to provide for a range of local employment opportunities and would not undermine the viability of the remaining employment site.

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 buildings providing that it does not prejudice the town centre.

Policy CC3 (Improving Connectivity Between the City Centre and Neighbouring Communities) states new development will need to provide and improve walking and cycling routes connecting the City Centre with adjoining neighbourhoods.

Policy H3 (Density of Residential Development) requires that housing in the City Centre meets or exceeds a net density of 65 dwellings per hectare.

Policy H4 (Housing Mix) seeks an appropriate mix of dwelling types and sizes, taking into account the nature of the development and character of the location. Given that the application proposes over 250 units within the Main Urban Area, the planning application will be supported by a Housing Needs Assessment.

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.

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

Policy EN1 (Climate Change – Carbon Dioxide Reduction) sets targets for CO2 reduction, including to provide a minimum of 10% of the predicted energy needs from low carbon energy.

Policy EN5 (Managing Flood Risk) identifies requirements to manage flood risk.

Policy G9 (Biodiversity Improvements) states that development will need to demonstrate biodiversity improvements.

7.2.1 Policies amended/added by the Core Strategy Selective Review (CSSR)

The CSSR reviewed and updated a number of key Core Strategy Policies. This was adopted in September 2019.

Policy SP6 (The Housing Requirement and Allocation of Housing Land) states that 3,247 dwellings per year should be delivered in Leeds, with a target of 51,952 (net) new dwellings to be accommodated between 2017 and 2033. Policy SP7 (Distribution of Housing Land and Allocations) states that 15.5% of new dwellings will be delivered in the City Centre.

Policy SP8 (Economic development Priorities) (vii) Developing the City Centre and the Town/Local Centres as the core location for new retail, office employment and other main town centre uses,

Policy H5 (Affordable Housing) sets out affordable housing requirements for Build to Rent schemes, noting that one of the following three options should be provided: (i) on site provision according to national policy advice (currently 20% of the total proposed units to be provided as Affordable Private Rent dwellings at 80% of local market rents); or (ii) on site provision of 7% of the total units as affordable dwellings, to be provided at the Council's adopted affordable benchmark rents for BtR development; or (iii) a commuted sum in lieu of on-site provision. Policy H5 does not outline a hierarchy or preferred approach, instead confirming that each of the three options are appropriate and accepted for developments of this nature as alternatives.

Policy H9 (Minimum Space Standards) outlines minimum space standards for new dwellings, and are reflective of the Nationally Described Space Standards (NDSS).

Policy H10 (Accessible Housing Standards) requires new residential development to provide (i) 30% of dwellings that meet the requirements of M4(2) 'accessible and adaptable dwellings' of Part M, Volume 1 of Building Regulations; and (ii) 2% of dwellings to meet the requirements of M4(3) 'wheelchair user dwellings' of the same Building Regulations. Where LCC are not responsible for nominating occupation (such as in this instance), the Policy allows the M4(3) units to be provided as capable of future adaptation in line with demand, rather than being readily useable at the point of completion of a scheme.

Policy EN2 (Sustainable Design and Construction) sets out water standards for residential development (110 litres per person per day, where feasible), and requires non-residential development of 1,000sqm or more to meet BREEAM 'Excellent' (where feasible).

Policy EN4 (District heating) Advocates connection to district heating networks in a hierarchical approach starting with connection to a city wide system, through connections to local systems and ending with the objective that buildings should be

constructed with the ability to connect to any future system, if one is not currently available.

Policy EN8 requires new residential development to provide 1 electric charging point per parking space proposed.

7.2.2 **Site Allocations Plan (SAP)**

The SAP was adopted by the Council on 10 July 2019 and therefore now carries full weight in the determination of planning applications. The SAP identifies the Former Yorkshire Post site as a mixed use allocation (ref. MX1-24) for c. 204 residential units and 37,000 sqm of office floorspace.

7.2.3 **Leeds Unitary Development Plan Review 2006 - Saved Policies**

The Saved Policies (2006) set out detailed Development Management Policies that development should consider and satisfy:

- Policy BD2 (Design and siting of new buildings)
- Policy BD4 (Plant equipment and service areas)
- Policy BD5 (All new buildings and amenity)
- Policy GP5 (All planning considerations)
- Policy LD1 (Landscaping schemes)
- Policy CC2 (City Centre boundary)
- Policy N23 (Space around new buildings)

7.2.4 **Leeds Natural Resources and Waste DPD 2013 including revised policies Minerals 13 and 14 (Adopted September 2015)**

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. Relevant policies include:

Air 1 management of air quality through new development

Water 1 water efficiency

Water 7 surface water run-off

Land 1 contaminated land

Land 2 development and trees

7.3 **Supplementary Planning Guidance**

Relevant Supplementary Planning Guidance / Documents (SPG/D) include:

- Accessible Leeds SPD (November 2016)
- Parking SPD (January 2016);
- Tall Building Design Guide SPD (adopted 2010);
- Street Design Guide SPD (August 2009);
- Travel Plans SPD (February 2015);
- Sustainable Design and Construction SPD (August 2011);
- City Centre Urban Design Strategy (September 2000);
- Neighbourhoods for Living (December 2003) and Memorandum (August 2011).

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

The NPPF 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 NPPF is a presumption in favour of Sustainable Development set out in three parts: Economic, Social and Environmental. The revised NPPF (2019) now seeks to tighten definitions on the presumption in favour

of sustainable development and increases the emphasis on high-quality design and place-making.

Paragraph 59 of the revised NPPF directs Local Planning Authorities to apply a presumption in favour of sustainable development and that they should approve development proposals that accord with an up-to-date development plan without delay.

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.

Para 123 (c) local planning authorities should refuse applications which they consider fail to make efficient use of land, taking into account the policies in this Framework. In this context, when considering applications for housing, authorities should take a flexible approach in applying policies or guidance relating to daylight and sunlight, where they would otherwise inhibit making efficient use of a site (as long as the resulting scheme would provide acceptable living standards).

Section 12: Achieving Well-designed places

Para 127: Planning policies and 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 KEY ISSUES

8.1 Principle of the uses

8.2 Employment: The site is allocated for mixed use in the SAP (MX1-24) and the planning consent for the wider site is for a mix of uses including B1 floorspace, hotel, residential and ancillary uses in the retail and leisure use classes.

8.3 In respect of CS Policy EC3 the Local Planning Authority has considered its employment supply position and it is acknowledged that given the number of sites allocated and committed there is over 27 year's supply of employment land. Therefore this supply is considered sufficient to meet the CS requirement to the end of the plan period in 2028 whilst providing a suitable margin of choice of sites. Given the site is unlikely to be developed for the quantity of office development proposed in the SAP and there is considered to be a sufficient range of alternative sites, particularly in the City Centre, to meet office employment needs over the plan period, Policy EC3A (i) is considered to have been satisfied. Therefore, given the healthy employment land supply, these proposals would not undermine the economic objectives of the city. In addition the site will deliver residential use and a hotel and the plot closest to the river remains undeveloped and could be used for a large office development. This means that a mixed use development could still be delivered which brings with it employment opportunities.

8.4 Residential: Residential development in the City Centre is encouraged by both CS policy CC1b and national policy. CS Policy H2 is supportive of residential development which is accessible to the necessary amenities and facilities to support housing. Therefore, this is an appropriate location for residential development, being sustainably situated with excellent transport links to all the requisite amenities and facilities to support new residents. Paragraph 120 of the NPPF makes it clear that alternative uses of sites are supported where they meet unmet development need. These proposals would clearly go some way to meet Leeds' housing demand without compromising the development need for employment land as set out above.

8.5 Hotel: The site is located within the City Centre and main town centre uses (including hotels) should be directed here in the first instance. CS policy CC1 places emphasis on the delivery of recognized town centre uses within the defined city centre as this delivers wider aims and objectives of the CS. In this context, the principle of hotel development is supported.

8.6 Given the above, it is clear that the pre-applicant has now moved away from the previous outline permission which would have seen the remaining plots developed for only office use. However, the mixed use nature of the scheme now proposed is likely to be acceptable at formal application stage and contributes towards other SAP requirements.

1. Do Members consider the range of uses proposed is acceptable?

8.7 Layout, Scale and Design

The extant outline permission established that a cluster of four tall buildings on the wider site would be acceptable. These proposals are of a similar height to those previously consented and seek to replicate the variations in building height which both creates an interesting skyline and provides the highest point of the composition on the prominent north-western corner. The offset nature of the buildings at the mid-points enables the height of each building to be split into two parts which makes sense of the change in heights half way along each building. This replicates the primary townscape objectives of the previous proposal and is considered to remain an appropriate response to the location of the site at a key gateway to the city centre.

8.8 This proposal physically joins Blocks A & B which severs the direct connection to Wellington Bridge Street from the centre of the site. However, this would be replaced by the setting back of the building from the Wellington Street frontage and the creation of a colonnade route which leads to the site entrance.

8.9 The hotel block is the most notable change to the previous permission as this new building now sits perpendicular to the highway with a step up from 16 to 19 storeys. The redistribution of Blocks A & B enables space for the hotel to be created. In addition this building creates an eastern side to the main square which will be created within the site. The ground floor will be cut back to allow a more direct pedestrian route into the square and a more dramatic experience would be created at ground level where pedestrians will be fed into the square beneath a double storey height colonnade. The upper floor step is designed to relate to the step in heights of Block A so that the scheme steps up to the corner in a regular manner which was considered to be an important feature of the previous permission.

8.10 At the time of writing this report the final designs of the proposal had not been produced. However, from the work carried out so far by the project architects, it is clear that the elevations would be separated into a definite 'base', defined by the colonnade, a 'middle' defined by the repetitive use of windows and 'top' defined by the taller openings set into the façade. The bulk of the elevations are proposed to be of a regular order masonry framework, being generally of triple storey height, breaking to four storeys to define the tops as stated above. Deep reveals would add additional interest to the elevations. The current proposal is for different coloured but complementary bricks and masonry to be used to define the separate elements. The latest development of the elevations will form part of the presentation to Members

2. Do Members agree that the layout, scale and emerging design of the proposed buildings are acceptable?

8.11 41% of the Site will be publically accessible open space which is a slight increase over the approved amount in the previous outline permission. Much of the area between the building and road will be soft landscaped to provide an attractive and sustainable buffer with the road network. The central square will receive a harder treatment due to the levels of footfall, interspersed with areas of raised planting. Images will be shown to Members as part of the presentation to illustrate the high quality design and landscape treatment to be used on the scheme. It is considered that the use of a range of landscape treatments across the site, as described above, is appropriate to the various settings in which they are to be employed.

3. Do Members support the approach to landscaping around the proposed building?

- 8.12 Housing Mix
CS Policy H4 sets out a 'preferred housing mix' which reflects forecast housing needs for the entire district over the plan period. It is accepted that these should have regard to the difference in demand in different parts of the City, as well as taking into account the form of the development, in this case apartments.
- 8.13 The proposals do not accord with the preferred mix outlined as guidance in CS Policy H4 with there being a greater percentage of 1 and 2 bedroom apartments with 11% being 3 bed flats and townhouses when the policy advocates 20%. However, it has been accepted as part of other apartment schemes, particularly those within the City Centre, that these types of high-rise buildings generally match the needs and aspirations of the younger demographic (i.e. those between the ages 18-35, singles and couples) who's needs will be met by smaller units (studios, 1 and 2 bed apartments). A Housing Needs Assessment will be required as part of any future application to justify the mix of unit sizes.
- 8.14 Affordable housing
As set out above, it is the applicant's preference to provide a commuted sum in lieu of the on-site provision of affordable housing units. This position is supported by CS Policy H5
- 8.15 Space standards
The Council has now adopted Core Strategy policy H9 in respect of space standards. The applicant has provided information (as detailed above) which sets out the sizes of the units and in all cases these exceed those set out in the policy.
- 8.16 Accessible Units
As set out above the applicant is proposing to ensure 30% of dwellings will meet M4(2) requirements (126 units) and that 2% of dwellings will be capable of future adaptation to M4(3) use, should demand for such units prevail (8 units). The provision of the above units would be secured via planning condition, as set out in CS Policy H10.
- 8.17 Residential Amenity
The grouping of the proposed buildings and their distances away from the building under construction to the south and from the hotel to the east means that the proposals will not impact upon the amenity of residents and occupiers of the surrounding developments. The scheme is clearly close to major highway infrastructure and therefore the use of double glazing and mechanical ventilation are being considered to protect the internal rooms.
- 8.18 The one location where Blocks A & B are within 15m of each other can be designed to prevent clear lines of sight between units. As with other BtR development, future residents will have access to shared amenity facilities such as a gymnasium, common room, and work space. Ancillary retail and leisure use classes will also be present on site creating more opportunities for social interaction and building communities.
- 8.19 Access
The access from Wellington Bridge Street proposed within the approved consent is incapable of being replicated within this scheme and will be amended via a separate reserved matter submission. This change is unlikely to have any significant impacts on either highway or pedestrian permeability as it still results in a route directly through the middle of the site as approved as part of the original outline.

8.20 The 38 parking spaces, to be provided at ground and first floor levels for residents of the BtR development, represents a 10% provision. It is considered that this site is in a sustainable City Centre location which ensures a wide supply of genuine alternative transport modes and access to services and facilities which are available within easy walking distance. This would encourage walking, cycling and the use of public transport wherever possible. The provision of 1:1 cycle spaces also supports this. The scheme would require the submission of a Travel Plan which would set out how these measures are to be coordinated and communicated across the site.

4. Do Members support the proposed level of parking provision?

8.21 The applicant has stated that they wish to provide 10% only of the parking spaces as EVCP on first occupation of the building with the remainder enabled for future conversion depending on demand. This is contrary to CS Policy EN8 which requires all of the spaces to be set out as EVCP.

5. Do Members agree with the approach to EVCP parking provision currently envisaged as part of the proposal?

8.22 The site access road provides the means by which the site is serviced with lay-bys provided off it for refuse collections vehicles and taxi drop-off and pick-ups. The lay-by to be provided adjacent the hotel is located as close to the entrance as possible in order to avoid any impact on Wellington Street.

8.23 The scheme includes a replacement for the existing advertising screen and would be attached to a structure 20m in height. As an advertisement this element of the proposal would be assessed on the basis of its impact on public safety and amenity. This feature would need to be the subject of a safety audit review once further detail has been provide at advertisement application stage.

6. Do Members have any comments to make on the digital advertising screen?

8.24 Climate Change Emergency and Sustainability
The development will be designed to meet the low carbon/renewable energy and carbon dioxide reduction targets of EN1, and the maximum water consumption standards within EN2. In respect of EN4, connection to district heating networks will be considered where practical, viable and achievable. The scheme will take advantage of its large proportion of soft landscaping fronting the road to provide planting of a size and range that will serve to remove particulate matter from the local air as well as providing a location for the propagation and support of diverse species.

9.0 CONCLUSION

9.1 The key questions asked in the report above are as follows:

- 1. Do Members consider the range of uses proposed is acceptable?**
- 2. Do Members agree that the layout, scale and emerging design of the proposed buildings are acceptable?**

3. **Do Members support the approach to landscaping around the proposed building?**
4. **Do Members support the proposed level of parking provision?**
5. **Do Members agree with the approach to EVCP parking provision currently envisaged as part of the proposal?**
6. **Do Members have any comments to make on the digital advertising screen?**

Background papers:

Pre-application file: PREAPP/18/00636

Outline Planning Consent (ref. 14/05976/OT) granted 1st April 2015 for mixed use development across the entirety of the Former Yorkshire Post

Non-material amendment to above outline to adjustment the approved access arrangements (ref. 19/9/00198/MOD).

Phase One Reserved Matters Approval granted 26 October 2017 (ref. 16/07088/RM) for 242 residential (Private Rented Sector) units

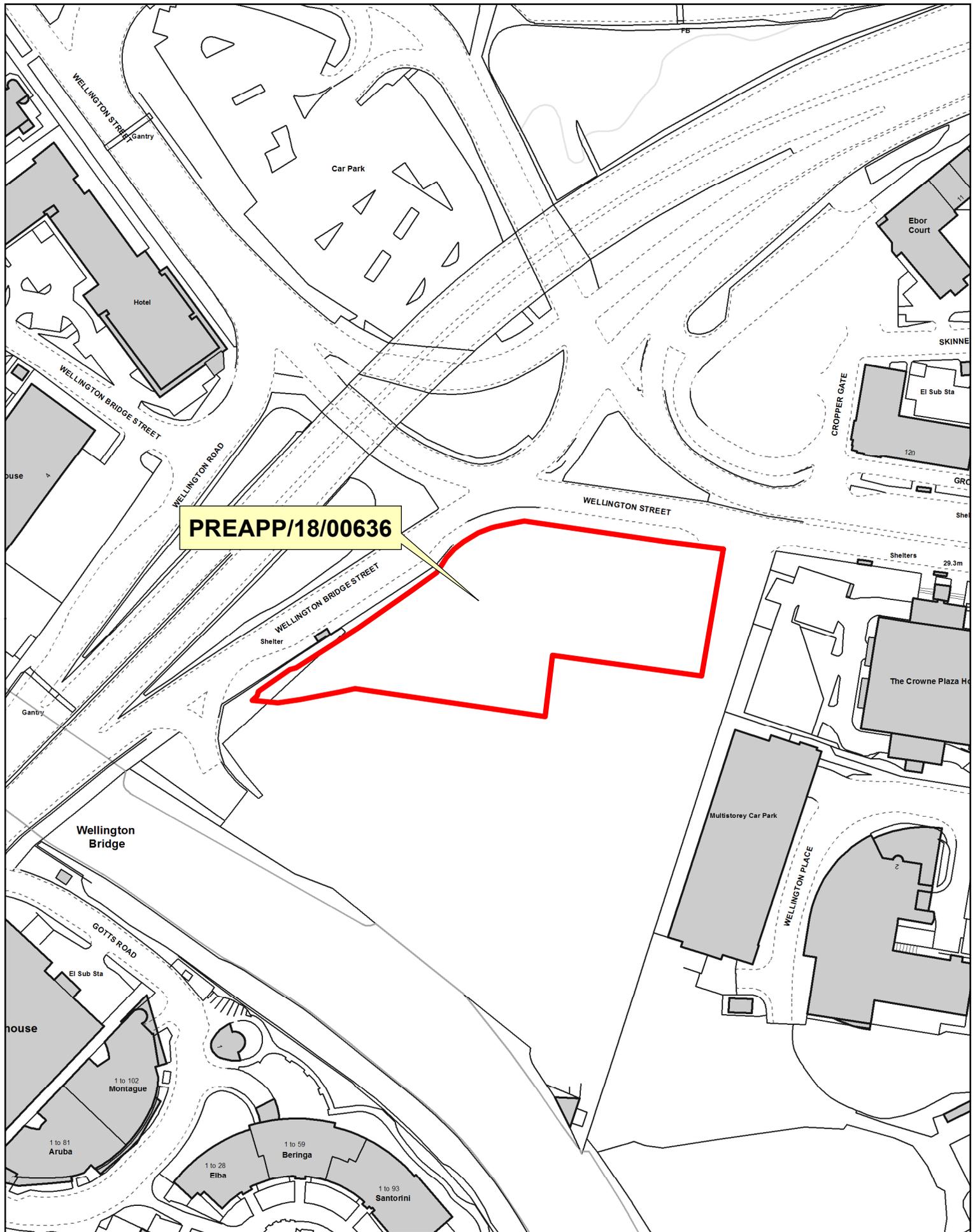
Wellington Place 06/06824/OT

Cropper Gate/Westgate 10/03459/EXT



WELLINGTON STREET





CITY PLANS PANEL

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