



Report of the Chief Planning Officer

CITY PLANS PANEL

21st November 2019

PREAPP/18/00245: Pre-application presentation of the demolition of the existing building and creation of residential development (“Springwell Gardens II”) with 288 apartments and a commercial unit. This is a second phase to the adjacent ‘Radius’ (“Springwell Gardens I”) development (16/05198/FU) at Cartwright House, Springwell Road, Holbeck, Leeds, LS12 1EX

Applicant – Citylife Developments

Electoral Wards Affected:

Beeston & Holbeck

Yes

Ward Members consulted

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 proposed development 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 of the emerging proposals for the development of 288 apartments, a ‘second’ phase of the adjacent development of 224 apartments and a commercial unit at ground floor level previously approved under application reference 16/05198/FU in June 2017.

2.0 SITE AND SURROUNDINGS

2.1 The site lies close to the junction of Whitehall Road, Springwell Road and Springwell Street, which is located in an area of transition just outside the boundary of the designated City Centre, the boundary of which aligns with the railway line just to the north-east. The site is also located along the Whitehall Road corridor, which links traffic (including regular public transport) to and from Leeds Railway Station. The site is approximately 15 minutes’ walk to the Station.

- 2.2 The site is currently occupied by low rise (two storey), mid to late 20th century commercial buildings, which appear to be in partial / limited employment use. Springwell Road itself contains further late 20th century commercial and office blocks, generally two / three storey or similar.
- 2.3 To the north-east of the railway line / junction, within the City Centre, there are partially built sites containing modern offices (Doncaster Monkbridge / "Latitude") and cleared land (Globe Road / "Green Bank").
- 2.4 The site lies in an area which was historically more characterised by heavy industry and the railway. As the historical industries have ceased, many nearby sites have been cleared and benefit from planning consents for large, new mixed uses which include much residential development.
- 2.5 Heading north-east, towards Leeds Railway Station, there are a number of large scale office blocks currently under construction along the Whitehall Road corridor, in particular at Wellington Place (MEPC). Other recently completed developments include a new Premier Inn Hotel, and a large mixed used development ('Central Square') on the former Lumiere site. More directly south-west of the site is a relatively modern 4 storey mixed use block which accommodates a carpet and sandwich shop on the ground floor, with flats above. Further south-west along Whitehall Road, some warehouse and car showroom buildings are also evident in the locality.
- 2.6 To the immediate north-east side of the boundary, a Network Rail goods yard and sidings exists connecting with the Whitehall Rail junction. This is allocated in the Natural Resources & Waste Local Plan. The main part of the sidings is currently operated by Biffa Waste Services who are in effect operating a waste transfer facility which deposits Council street cleaning waste products by lorry and which is removed during the early hours of the morning by freight trains. A 125 lease is in existence for this facility. A second part of the lease area is currently used by Network Rail for other uses including track maintenance trucks and signal design teams housed in portakabin blocks. An older warehouse style building also exists, which is largely unused. Should a viable further freight operation (or expansion of the current operation) be demonstrated it is possible that the use of these sidings could be further expanded.
- 2.7 The western edge of Holbeck Conservation Area lies at its closest point, approximately 100m to the south of the site at its closest point. The Holbeck, South Bank Urban Village boundary lies at its closest point around 225m to the south-east on Water Lane. Holbeck (Lower Order Local Centre) at its closest point lies about 475m to the south.
- 2.8 The site is unallocated through the Site Allocations Plan but is allocated as employment land in the Holbeck Neighbourhood Plan. The Holbeck Neighbourhood Plan was taken to referendum and made by Leeds City Council on 9th April 2018 such that it has been adopted and can be given full and appropriate weight in planning decision-making.

3.0 PROPOSALS

- 3.1 The proposal, which is a 24 storey building, amounts to the following:
- 288 (private, class C3) apartments which is made up of:

- 72no. One Bed Suites
- 80no. One Bed Apartments
- 122no. Two Bed Apartments
- 14no. Three Bed Apartments

- Commercial Space at 138m² (providing active frontage onto Springwell Road)
- Secure cycle storage
- Parking for 24 cars
- 11 Motorcycle parking
- Communal terrace at first floor level linking in with phase I

- 3.2 The design is made up of a vertical and horizontal grid patterning with external balconies included and an element of 'greenery' attached to the elevations in parts.
- 3.3 The 24 storey main building block would also be attached to a four storey darker brick built element which fronts onto Springwell Road and would align to the lower frontage section of Phase I. The main block would be constructed of a lighter brick to contrast with Phase I.
- 3.4 It is understood that the applicant would retain management control of the building and the units would be sold and / or rented privately.
- 3.5 The applicant is still considering (prior to submission of any formal application) different options for the provision of affordable housing (including within the building) but has confirmed that 7% of the total units would be provided as 'affordable' under the terms of Core Strategy policy H5 whether in situ or provided through any off-site contribution.

4.0 RELEVANT PLANNING HISTORY

- 4.1 There is no directly relevant history on the site itself.
- 4.2 On the adjacent site (Phase 1) the following is noted:

16/05198/FU Demolition of existing buildings and erect multi-level development comprising 224 apartments and commercial unit with associated car parking and landscaping Approved – 07.06.17 (*not commenced, applications for various discharge of conditions submitted, some of which are now approved*)

- 4.3 On the adjacent railway sidings site the following is noted:

18/00775/FU Waste treatment facility for the recycling and transfer of street cleaning residues including ancillary buildings and external fixed plant Approved - 15.02.2019 (*operative on site*)

5.0 HISTORY OF NEGOTIATIONS

- 5.1 A site meeting with Network Rail was held recently to discuss the nature of the existing sidings site and its relationship to the proposal. Officers then have had a recent meeting with the project architect and agent. Principally the discussions have dealt with the relationship to the sidings in respect of noise (and odour) controls, loss of employment land and connected discussions around the siting, design and mass / form of the buildings in townscape terms in particular.

6.0 CONSULTATION RESPONSES

- 6.1 Contaminated Land Team – Site subject of potentially contaminative past uses. Phase I Desk Top Study (and then possibly Phase II Site Investigation) required in submission of a Full application.
- 6.2 Environmental Studies Transport Strategy Team – Noise Report required to demonstrate the acoustic performance of the glazing/ventilation measures installed in habitable rooms of different apartments (daytime and night time noise levels in habitable rooms and external amenity areas).

This would be expected to meet:

- Bedrooms: 0700-2300 hours 35dB LAeq, 2300-0700 hours 30dB LAeq, 45dB LAmax(f)
- Living rooms: 0700-2300 hours 35dB LAeq
- External amenity areas: 0700-2300 55dB LAeq

Flood Risk Management – No known flooding incidents here but finished floor levels to set above adjacent road level (to reduce internal surface water ingress). Soakaways likely to be unsuitable; developer to consider use of green roofs, to reduce surface water run-off (which should be at greenfield rates).

Highways – Issues to be addressed include:

- 24 car parking spaces is very low and should be revised upwards to circa 68 spaces;
- Electric Vehicle Charging is required to accord with the current guidance (i.e. 1 per each space provided)
- Contribution towards improvements to cycle and pedestrian facilities within the site vicinity expected (e.g. to enhance cycle lane / accessibility improvements on Whitehall Road)
- The offsite highway works at the access would require a S278 Agreement with the Council to be carried out.

Landscape Officer – Tree pit designs require careful consideration to allow for as large canopy trees as practical. Services designs should inform landscape design at an early stage. Amenity Space limited (in respect of Neighbourhoods for Living SPD). Success of scheme dependent on roof garden and green wall designs and associated irrigation system.

Minerals Team - The proposal site is located adjacent to a rail siding, safeguarded under policy Minerals 13 in the Natural Resources and Waste Local Plan. The site is protected to safeguard its long term availability for rail freight. The site also benefits from permitted development rights under Part 8, Class A of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended). These rights allow the statutory undertaker to carry out works to facilitate the use of the site for the distribution of freight by rail. A portion of the site, 94m to the south east of the boundary of the proposal site, is currently being used by Biffa and GB Railfreight Ltd for the transportation of waste. Policies Minerals 2 (Sand and Gravel) and 3 (Coal Recovery) apply / are relevant here.

Network Rail - Residential development adjacent to the operational Whitehall railway goods yard. This facility is in use on a 24/7 basis (although train movements mainly connected with early hours) and site operations include the transportation of waste by rail (currently operated by Biffa Waste Services in conjunction with GB Rail Freight) in addition to other Network Rail related

operations. Waste Treatment Facility (reference 18/00775/FU) approved at this site. In view of these points we do not consider the adjacent site appropriate for residential use.

Whitehall Yard is owned by Network Rail and designated as a Supplemental Strategic Freight Site (SSFS). Network Rail's SSFS's are defined in a deed of agreement made on 1st April 1994 as a supplemental agreement to the rail track transfer scheme made under section 85 of the 1993 Railways Act. A site designated as a SSFS is to be managed by Network Rail until required for movement of Freight by Rail. Should a Freight Operating Company, in conjunction with a rail freight end user, be able to demonstrate a viable rail freight use then Network Rail is obliged to make the land available to the freight company, as was the case with a recent proposal from GB Railfreight and Biffa for the movement of waste by rail.

The operational constraints of the site means that the rail freight activity would be late night, early morning. The permitted development rights (part 8 and 18) allow the operation of the sidings for transporting and storing of materials by rail and lorry; Section 122 of the Railways Act 1993 gives all rail operators a statutory defence against noise nuisance.

The Planning Authority would have to be absolutely satisfied that the site could deliver an acceptable level of amenity for future residents without effecting or curtailing Network Rail's operation and management of the site or undermining Network Rail's established development rights.

Other concerns and requirements for a development of this nature at this site would include drainage, boundary treatments including landscaping, trespass proof fencing and vehicle incursion prevention measures, lighting and also glare from reflective surfaces that may obscure train signals or distract train drivers must be prevented. Construction methodology and use of appropriate scaffolding, crane and plant would also be required to be agreed with Network Rail Asset Protection.

Network Rail have also stated that any Transport Assessment should address the likely increase in rail passengers at Leeds Station, taking into account cumulative effects of development on adjacent land. Network Rail has concerns that the uplift in station users from the development, in combination with other developments, could impact on the station's capacity to accommodate an increase in daily passengers. Network Rail would welcome the opportunity to discuss the existing rail facilities at Leeds Station and how these may be improved to support the increased patronage expected from this site.

Neighbourhoods & Housing – Potential for impact upon future residents from nearby noise sources (entertainment noise, deliveries, plant / equipment) including from Phase I. Potential for odour also from Phase I class A3 uses. Sound insulation scheme required to protect residents from existing / future industrial / commercial uses.

Travelwise – Travel Plan required. Residential Travel Plan Fund should be provided for the development at a total of £74,250 (based on cost of residential Metro Card scheme (bus) with a 50% discount applied for the City Centre fringe location). Car club space to be provided on street, adjacent to Phase I. Funding towards the creation of this and to mitigate for the associated loss of pay and display parking revenue to be secured.

7.0 RELEVANT PLANNING POLICIES:

7.1 Statutory Context

- 7.1.1 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.
- 7.1.2 For the purposes of decision making, the Development Plan for Leeds currently comprises the following documents:
- The Leeds Core Strategy (CS - Adopted November 2014 as amended by CS Selective Review – Adopted September 2019)
 - Saved Unitary Development Plan Review Policies (UDPR - Adopted 2006)
 - The Natural Resources & Waste Local Plan (NRWLP - Adopted January 2013) including revised policies Minerals 13 and 14 (Adopted September 2015).
 - Leeds Site Allocations Plan (SAP - Adopted July 2019)
 - Holbeck Neighbourhood Plan (made 9th April 2018)

7.2 Leeds Core Strategy (CS)

- 7.2.1 The Core Strategy (CS) sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. The CS Selective Review was adopted by Full Council in September 2019, such that the policies previously subject to review are now integrated within the CS and can be afforded full weight. The most relevant policies in relation to consideration of this application are set out below:

Spatial Policy 1 prioritises the redevelopment of previously developed land within Main Urban Area, in a way that respects and enhances the local character and identity of places and neighbourhoods.

Spatial Policy 7 confirms the Distribution of housing land and allocations which will be (excluding windfall) planned based on Housing Market Characteristic Areas as follows:

- Inner Area : 15%

Spatial Policy 8 details how a competitive local economy will be supported including

- i) Safeguarding of a sufficient supply of land and buildings
- ii) Promoting the development of a strong local economy through enterprise and innovation
- iii) Job retention and creation
- iv) Seeking to improve accessibility to employment opportunities by public transport, walking and cycling
- v) Supporting the growth and diversification of the rural economy
- vi) Supporting training / skills and job creation initiatives via planning agreements
- 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
- viii) Supporting development in existing locations/sites for general industrial and warehouse including ones well served by rail / waterway
- ix) Support the advancement of high quality communications infrastructure
- x) Support the retention and provision of new business start-up units

Spatial Policy 11 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 H2: provides guidance as to new housing development on non-allocated sites which will be acceptable in principle providing that:

- (i) The number of dwellings does not exceed the capacity of transport, educational and health infrastructure, as existing or provided as a condition of development,
- (ii) For developments of 5 or more dwellings the location should accord with the Accessibility Standards in Table 2 of Appendix 3,

Policy H3 confirms that housing development in Leeds should meet or exceed the following net densities unless there are overriding reasons concerning townscape, character, design or highway capacity:

- (i) City Centre and fringe - 65 dwellings per hectare
- (ii) Other urban areas - 40 dwellings per hectare
- (iii) Fringe urban areas - 35 dwellings per hectare
- (iv) Smaller Settlements - 30 dwellings per hectare

Special consideration will be given to the prevailing character and appearance in Conservation Areas.

Policy H4 states that developments should include an appropriate mix of dwelling types and sizes to address needs measured over the long-term taking into account the nature of the development and character of the location.

Policy H5 states that the Council will seek affordable housing from all new developments. For sites such as this, located within zone 3 and comprising 10 or more units, the affordable housing requirement would be 7% of the total number of units. The mix of affordable housing should be designed to meet the identified needs of households as follows:

- 40% affordable housing for Intermediate or equivalent affordable tenures households on lower quartile earnings
- 60% affordable housing for households on lower decile earnings

The affordable units should be a pro-rata mix in terms of sizes and house types of the total housing provision, unless there are specific needs which indicate otherwise, and they should be suitably integrated throughout a development site.

Policy H9 confirms that all new dwellings must comply with standards relating to size / space, headroom and storage requirements as set out within the policy.

Policy H10 confirms that new build residential developments should include the following proportions of accessible dwellings:

30% of dwellings meet the requirements of M4(2) 'accessible and adaptable dwellings' of Part M Volume 1 of the Building Regulations.

2% of dwellings meet the requirement of M4(3) 'wheelchair user dwellings' of Part M volume 1 of the Building Regulations. Wheelchair user dwellings should meet the M4(3) wheelchair adaptable dwelling standard unless Leeds City Council is responsible for nominating a person to live in the dwelling.

Policy EC3 seeks to safeguard existing employment land and industrial areas. The site is not within a 'shortfall area'. Part A applies.

Policy P10 requires new development to be based on a thorough contextual analysis to provide good design appropriate to its scale and function, delivering high quality

innovative design and that development protects and enhances existing historic assets – in particular historically and locally important buildings, landscapes and spaces. 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.

Policy P11 states that the historic environment and its setting will be conserved, particularly those elements which help to give Leeds its distinct identity. Innovative and sustainable construction which integrates and enhances the historic environment will be encouraged.

Policy P12 outlines that the character, quality and biodiversity of Leeds' townscapes and landscapes, including their historical and cultural significance, will be conserved and enhanced to protect their distinctiveness through stewardship and the planning process.

Policies T1 and T2 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 G4 confirms that residential developments of 10 dwellings or more will be required to provide the following quantities of on-site green space per residential unit or where this quantity of green space is unachievable or inappropriate on-site, equivalent off-site provision, financial contribution or combinations thereof should be sought:

1 bedroom dwelling 23sqm
2 bedroom dwelling 33sqm
3 bedroom dwelling 44sqm
4 bedroom dwelling 54sqm
5 or more bedroom dwelling 66sqm
Student bedspaces 18sqm

In determining whether this quantity of provision should be delivered on-site, off-site or a commuted sum, consideration of the circumstances set out in paragraph 5.5.14 will indicate whether green space should be provided on-site.

Policy G9 (Biodiversity Improvements) confirms development will be required to demonstrate:

- (i) That there will be an overall net gain for biodiversity commensurate with the scale of the development, including a positive contribution to the habitat network through habitat protection, creation and enhancement, and
- (ii) The design of new development, including landscape, enhances existing wildlife habitats and provides new areas and opportunities for wildlife, and
- (iii) That there is no significant adverse impact on the integrity and connectivity of the Leeds Habitat Network.

Policies EN1 and EN2 comprise sustainability policies which seek to reduce total predicted carbon dioxide emissions, provide low carbon energy sources and look to encourage sustainable design and construction.

Policy EN4 confirms that where technically viable, appropriate for the development, and in areas with sufficient existing or potential heat density, major developments 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.

Policy EN8 requires all applications for new development to include provision of parking spaces will be required to meet the minimum standard of provision of electric vehicle charging points. This requires:

- i) Residential: 1 charging point per parking space and 1 charging point per 10 visitor spaces

7.3 Leeds Unitary Development Plan Review 2006 (UDPR) – Saved Policies

Saved policies that are relevant to this scheme are:

GP5 - all relevant planning considerations

N25 – Boundary treatments

BD2 - Design and siting of new buildings

BD4 - All mechanical plant

BD5 - Amenity for occupants and surroundings should be provided.

LD1 - Landscaping

7.4 Natural Resources & Waste Local Plan

The Natural Resources and Waste Development Plan Document (Local Plan) is part of the Local Development Framework. The plan sets out where land is needed to enable the City to manage resources, like minerals, energy, waste and water over the next 15 years, and identifies specific actions which will help use natural resources in a more efficient way. A key consideration is that policy Minerals 13 recognises the adjacent Network Rail site (site 13) for rail freight purposes. Other policies regarding flood risk, drainage, air quality, trees, and land contamination are also relevant to this proposal. The site is within the Minerals Safeguarding Area for Coal (Minerals 3) and Sand and Gravel (Minerals 2).

7.5 Supplementary Planning

- SPD Street Design Guide (2009)
- SPD Travel Plans (2015)
- SPD Building for Tomorrow Today: Sustainable Design and Construction (2011)
- SPG Neighbourhoods for Living (2003, updated 2015)
- SPD Parking (2016)
- SPD Accessible Leeds (2016)
- Tall Building Design Guide SPD (2010) and Consultation Draft (2019)
- Holbeck Neighbourhood Plan (2018) encompasses the following matters;
 - Need for affordable housing.
 - Need for single bedroom properties, larger family homes (4 beds plus) and independent living facilities.

- Provision of pedestrian and cycle links, and green corridors, along with active frontages. Encourage cross links between Holbeck and Holbeck Urban Village.
- Encouraging a mix of uses in appropriate areas, improving look of the area, enhanced public realm.
- The application site is marked as being for general employment/commercial uses, within the strategic green infrastructure, and the small triangle of land in the road junction to the front is earmarked as local green space.

7.6 National Planning Policy Framework (NPPF)

7.6.1 The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these should be applied.

One of the key principles running through the Framework is a presumption in favour of Sustainable Development set out in three parts: Economic, Social and Environmental. The revised NPPF (2019) now seeks to tighten definitions on the presumption in favour of sustainable development, increases the emphasis on high-quality design and place-making.

Paragraph 59 of the revised NPPF 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 paragraphs of the NPPF are also considered to be relevant / key:

102. Transport issues should be considered from the earliest stages of plan-making and development proposals, so that:

- a) the potential impacts of development on transport networks can be addressed;
- b) opportunities from existing or proposed transport infrastructure, and changing transport technology and usage, are realised – for example in relation to the scale, location or density of development that can be accommodated;
- c) opportunities to promote walking, cycling and public transport use are identified and pursued;
- d) the environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains; and
- e) patterns of movement, streets, parking and other transport considerations are integral to the design of schemes, and contribute to making high quality places.

108. In assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:

- a) appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location;
- b) safe and suitable access to the site can be achieved for all users; and
- c) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.

110. Within this context, applications for development should:

- a) give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access

to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use;

- b) address the needs of people with disabilities and reduced mobility in relation to all modes of transport;
- c) create places that are safe, secure and attractive – which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards;
- d) allow for the efficient delivery of goods, and access by service and emergency vehicles; and

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

117. 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.

124. 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.

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 users⁴⁶; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

149. Plans should take a proactive approach to mitigating and adapting to climate change, taking into account the long-term implications for flood risk, coastal change, water supply, biodiversity and landscapes, and the risk of overheating from

rising temperatures⁴⁸. Policies should support appropriate measures to ensure the future resilience of communities and infrastructure to climate change impacts, such as providing space for physical protection measures, or making provision for the possible future relocation of vulnerable development and infrastructure.

150. New development should be planned for in ways that:

- a) avoid increased vulnerability to the range of impacts arising from climate change. When new development is brought forward in areas which are vulnerable, care should be taken to ensure that risks can be managed through suitable adaptation measures, including through the planning of green infrastructure; and
- b) can help to reduce greenhouse gas emissions, such as through its location, orientation and design. Any local requirements for the sustainability of buildings should reflect the Government's policy for national technical standards.

151. To help increase the use and supply of renewable and low carbon energy and heat, plans should:

- a) provide a positive strategy for energy from these sources, that maximises the potential for suitable development, while ensuring that adverse impacts are addressed satisfactorily (including cumulative landscape and visual impacts);
- b) consider identifying suitable areas for renewable and low carbon energy sources, and supporting infrastructure, where this would help secure their development; and
- c) identify opportunities for development to draw its energy supply from decentralised, renewable or low carbon energy supply systems and for co-locating potential heat customers and suppliers.

153. In determining planning applications, local planning authorities should expect new development to:

- a) comply with any development plan policies on local requirements for decentralised energy supply unless it can be demonstrated by the applicant, having regard to the type of development involved and its design, that this is not feasible or viable; and
- b) take account of landform, layout, building

8.0 **MAIN ISSUES**

8.1 Principle of Development

- 8.1.1 The site contains a use currently / last recognised for employment purposes. Correspondingly, the site is recognised in the Holbeck Neighbourhood Plan as being part of a wider area along the Whitehall Road axis suitable for providing opportunities for new employment uses. Although the applicants have not made specific detailed reference to policy EC3 of the CS, the proposals upon any formal submission, will have to be balanced against the supply of employment land at such time. The site is recognised as not being within a 'shortfall area'.
- 8.1.2 The application site is 0.3 hectares. At present, this represents the amount of employment land would need to be replaced elsewhere if this proposal were to proceed. As this is only a small proportion of the employment land available, deducting this from total available land still leaves about 15.2 years supply. This is considered to be an adequate level of supply to meet the need for employment land in the district during the plan period. The proposal is therefore considered would satisfy the criterion under Part A (i) of Policy EC3 (at the time of writing).

However with the ground-floor commercial use proposed, it is possible for the site to contribute some employment use to the area during its operation, as well as providing support for other locations within the City Centre and City Centre-fringe that deliver employment use.

- 8.1.3 The site is also set within a sustainable location and if considered as a residential location this draws on good access to the main Leeds Railway station (15 minutes' walk), regular bus services on the A58 Whitehall Road and proximity to the range of services and facilities within the adjacent City Centre.
- 8.1.4 The site would be also directly connected to an approved residential block (Phase I) and being a brownfield site this offers an opportunity to further develop a sustainable residential environment drawing on other emerging neighbouring permissions for residential / mixed use developments along the Whitehall Road axis.
- 8.1.5 As a sustainable brownfield residential site, this is considered to align closely with guidance contained in the NPPF and policy H2 of the Core Strategy. The Neighbourhood Plan (also 'policy H2') seeks to prioritise new residential property comprising of single bedroom property amongst others and the scheme would deliver a significant (72no) amount of 1-bed units within the mix currently being proposed.
- 8.1.6 The proposal could have notable design and regeneration benefits to the local area. The scheme would give rise to potential additional sustainable transportation improvements in the area as identified through consultation such as sustainable travel fund measures, enhancement of nearby cycle / pedestrian links and contribution to establishment of Car Club facilities outside of the site.

8.1.6 Are Members in agreement with the principle of developing this site for combined residential and commercial use?

Relationship to Surrounding Land Uses / Amenity

- 8.1.7 Notwithstanding the above, Network Rail have raised (consistent within application 16/05198/FU) an objection to the proposals and concern as to the establishment of a residential block in close proximity to their leased / operated railway sidings. Their concerns relate to the amenity of future occupiers resulting from the (uncontrolled) operation of the sidings.
- 8.1.8 The Network Rail site is allocated in the Natural Resources and Waste Development Plan for rail freight purposes under policy Minerals 13 (Site 13 Rail Sidings at Whitehall Yard). The policy states *"The following existing rail sidings and wharves are safeguarded to protect them from development that would prejudice their long term availability for rail or canal freight."*
- 8.1.9 Whilst the development proposed sits adjacent to (and not within) the sidings, the clear concern from Network Rail is that its use, proximity and the unregulated nature of the sidings operations means they require the Council, as Local Planning Authority to be *"absolutely satisfied that the site could deliver an acceptable level of amenity for future residents without effecting or curtailing Network Rail's established development rights"*.
- 8.1.10 Network Rail further state: *"The particular characteristics of the rail siding should be noted. The short length of sidings available on site and train capacity constraints of Leeds train station means that rail freight is typically late at night/early morning and*

concentrated towards the northern end of Whitehall Yard in close proximity to the application site. In addition, there is potential for road vehicle and general plant activity associated with unloading/loading of materials. Access to the yard is via the access from Whitehall Road which is adjacent to the application site.”

- 8.1.11 At a recent on-site meeting between the Local Planning Authority and Network Rail, it was clear that under the terms of the 125 year lease, Network Rail, once approached by a (viable) freight business (as currently which is GB Rail Freight and Biffa Waste) do not have many controls or influence over the operations on site. This means that hours of operation, products transported / transferred, odour and intensity of operation are largely unregulated.
- 8.1.12 Based upon the above, at a meeting with the applicant / agent, it has been outlined that in any submission of a full application, a comprehensive noise report is required. Further a detailed Design & Access Statement outlines how the site / building design has accounted for its relationship with the sidings and protection of residential amenity within. The detailed noise report should also help with any proposed siting arrangements, buffer treatment, acoustic screening and such like. Submission and development in accordance with all such submitted documentation would be secured by way of condition(s). At present, particularly in the absence of a detailed noise report / noise mitigation strategy for development, it is not clear how the design and living conditions can respond to the neighbouring use. At its closest point, the building footprint would be positioned approximately 9m from the boundary shared with the sidings which sit at a higher land level.
- 8.1.13 The applicant sees the site as a continuation of Phase I and has outlined that residential amenity will be safeguarded through industry leading standards of acoustic treatment including high specification glazing and mechanical ventilation.
- 8.1.14 What are Members particular views on the residential use of the building proposed as positioned and designed relative to the adjacent railway sidings?**
- 8.1.15 Do Members offer any more specific and particular views or thoughts on the exact siting proposed and its proximity to the railways sidings?**

8.2 Siting

- 8.2.1 The siting of the 24 storey block does sit within an area which is predominantly lower level commercial property. A variety of views and images will be shown on the day of Plans Panel to help inform discussion.
- 8.2.2 Notwithstanding the above, there are a number of planning consents in place for tall buildings along this Whitehall Road corridor and also in longer distant views towards the Holbeck, South Bank urban village area.
- 8.2.3 These include the immediate adjacent site itself approved under application 16/05198/FU for a tiered development stepping up from 4 stories (as the proposed scheme would mirror in respect of the entrance block element) up to 16 stories in total.
- 8.2.4 At Doncaster Monkbridge, north and south of the listed viaduct, consents exist for multi-storey flat developments including 17 and 21 storey blocks designed by the same architects (under application 18/02481/FU) on the BAM ‘Latitude’ site.

- 8.2.5 The site does sit within a wider area identified as a 'preferred area' for tall buildings in the 2019 Consultation Draft Tall Buildings SPD (p.22). The SPD draft also sets out that the background view of tall buildings will require assessment including visuals (p.24). Of those to be considered in particular shown in the draft these are likely to be no's 14 (Leeds Station Concourse – looking towards Tower Works) and 15 (view of Town Hall, looking down Portland Crescent).
- 8.2.6 The draft SPD does re-emphasise the importance of 'breathing space' around tall buildings. It is noted that due to the sidings and wider railway junction, presence of Whitehall Road, height and massing of the immediate locality and shape of the phase I footprint, that sufficient space does appear to exist in both townscape terms and as to also give prospective residents aspect across the different facades.
- 8.2.7 The vertical emphasis in its siting is broadly reflective of that approved for the Latitude site diagonally across in the skyline. Although not constructed to date, it is considered that these could be seen as a grouping and of a design / detail in harmony with one another. The tower block design is also to an extent a more modern albeit taller reflection on Meynell Heights (17 stories) which located just over 500m further to the south in the more central Holbeck community. This 1960s tower block has in recent years undergone renovation works as part of the Keepmoat / SC4L wider estate regeneration plans approved and implemented across social housing stock in the Holbeck Moor and Beeston PFI area. Like with the proposal, the tower block is surrounded by lower level neighbouring buildings but also some spatial breathing space, this however in the form of greenspace surrounding the estate.
- 8.2.8 The proposed siting allows for a four storey element to be connected at the front of the site which gives further relief in the street scene and a mirroring of the designs approved to phase I. That said, as mentioned above in section 7.1, this means that at the rear the block, it is set nearer to the sidings with the closest point between the building (corner) and the boundary with the sidings at approximately 9m. Views of this relationship with the land levels as they fall towards the south from the sidings will be shown at Plans Panel.
- 8.2.9 Do Members consider that the tower block proposed will be acceptable in view of wider street scape views, taking account of both the existing and any 'future' context (as per already consented schemes)?**

8.3 Design, Landscaping

- 8.3.1 The design proposed, although different and set in juxtaposition, is reflective of materials shown in the approved Phase I. As a taller element, the lighter brickwork is considered to help relieve the mass further and the use of darker brick at the four storey element also harmonise with Phase I.
- 8.3.2 The proposal uses much horizontal and vertical emphasis in the grid pattern design, similar to other schemes consented in the immediate locality including the Latitude approved 17 and 21 storey blocks. This includes balcony design across the various levels.
- 8.3.3 To add interest and further softening the architects are proposing a lightweight system of greenery (i.e. trailing planting) connected to the external facades, possibly by vertical wiring between floor and ceiling heights of the various floor heights in a random design and patterning. Some example ideas will be available to view at Plans Panel.

8.3.4 The Landscape Officer has outlined that such use of greenery should not detract from amenity / outlook of prospective residents, but can be used sensitively and without conflict to living conditions if suitably and carefully controlled through an management plan given the prevailing weather conditions in this locality may prove very challenging to the establishment of such a system. Reassurances over irrigation and maintenance arrangements would need to be clear through any Full application made. In addition, the proposals would need to be compliant with Building Regulations.

8.3.5 The applicant has outlined that the units will meet the Nationally Described Space Standards and CS policy H9.

8.3.6 Do Members have any views or observations on the design (external) of the proposed block?

8.3.7 More specifically are Members supportive in principle of the emerging designs in respect of the greenery attached to the building?

8.4 Affordable housing

Policy H5 of the CS requires 7% of the total units on a housing development of this size to be provided as affordable housing, normally on site. The applicant has not stated at this pre-application stage whether they are to provide affordable housing on site or off-site via a commuted sum given the CSSR Policy H5. However, it has been confirmed that the 7% affordable housing required under policy is to be adhered to.

8.5 Highway Considerations

8.5.1 The Highways Officer confirms that a Transport Statement and Travel Plan will be required in support of any Full application.

8.5.2 In respect of parking, the Highways consultation suggests that the level of parking offered (at 24 spaces or 8% of the total unit numbers) is very low and around 68 spaces (24%) would be instead expected.

8.5.3 The site lies just within the 'fringe' area of the Parking SPD (railway line splits the 'core' and the 'fringe') and this document refers back to the Street Design Guide SPD (2009) in respect of parking provision for residential development. The Street Design Guide advises that for City Centre fringe locations, under method 1, 1 space per dwelling + visitor parking (at 0.2 spaces per unit) is a starting point for calculation. The Street Design Guide goes on to state that 1 space per dwelling in City Centre core should be a maximum provision and that it is expected that City Centre core locations would generally average no more than 0.6 spaces per dwelling and that visitor parking is not normally appropriate.

8.5.4 Under method 2, based upon published methodology outlined in the DCLG document "Residential Car Parking Research" (2007) a much lower level of provision would be expected for the anticipated nature of the development as rented accommodation and this is based on room numbers averaging out at between 0.3 – 0.5 spaces per unit (as shown between 1 to 3 bedrooms in size).

8.5.5 Although the level of parking is low, the site is considered to be sustainable in proximity to the City Centre, including walking distance to the Leeds Rail Station and bus stops within 400m (5 minute walk) on Whitehall Road where regular bus

services every 15 minutes run into and out of Leeds. A contribution to the Residential Travel Plan Fund should be provided for the development at a total of £74,250 (based on cost of residential Metro Card scheme (bus) with a 50% discount applied for the City Centre fringe location). Furthermore the developer would again (like in Phase I) be expected to ensure that a car club space is provided on street.

- 8.5.6 The immediate locality is controlled by pay and display parking and there may be requirements for further alterations to existing and / or the introduction of new Traffic Regulation Orders to ensure any overspill parking is prevented where practical / possible.
- 8.5.7 Notwithstanding that only 4 electric vehicle charge point spaces of the overall 24 parking spaces have been shown. Based upon policy EN8 this would be required for every space created. The number of disabled spaces proposed (6 spaces or 25%) exceeds expected provision. Furthermore, 224no cycle parking spaces would be provided which is short of the advised 100% required through the Parking SPD. 11 motorcycle spaces would be provided which (at 4%) which is just short of the expected 5%.
- 8.5.8 The Highways consultation has outlined that a contribution will be required to improvements to cycle / pedestrian facilities to Whitehall Road.

8.5.9 Do Members consider the level of car parking and other sustainable transport measures proposed would be acceptable?

8.6 Climate Change

8.6.1 Aside from the potential position of EV solar panels attached to the roof of the building, no further detailed information is available to date in respect of the proposals for how the block would be designed in respect of policies EN1, EN2 and EN4. The applicants have suggested the building would be a 'highly sustainable' one.

8.6.2 Do Members wish to offer any particular views on how they would expect the development to respond to the Council's declaration of a Climate Emergency in respect of its detailed design / carbon impact (notwithstanding the advice of CS policies EN1 and EN2)?

8.7 Other Technical Considerations

8.7.1 A wind report has not been undertaken but will be required as part of any Full application.

8.8 Conclusion

8.8.1 Members are asked to note the contents of the report and the presentation, and are invited to provide feedback, in particular, on the issues outlined in the report repeated below:

Are Members in agreement with the principle of developing this site for combined residential and commercial use?

What are Members particular views on the residential use of the building proposed as positioned and designed relative to the adjacent railway sidings?

Do Members offer any more specific and particular views or thoughts on the exact siting proposed and its proximity to the railways sidings?

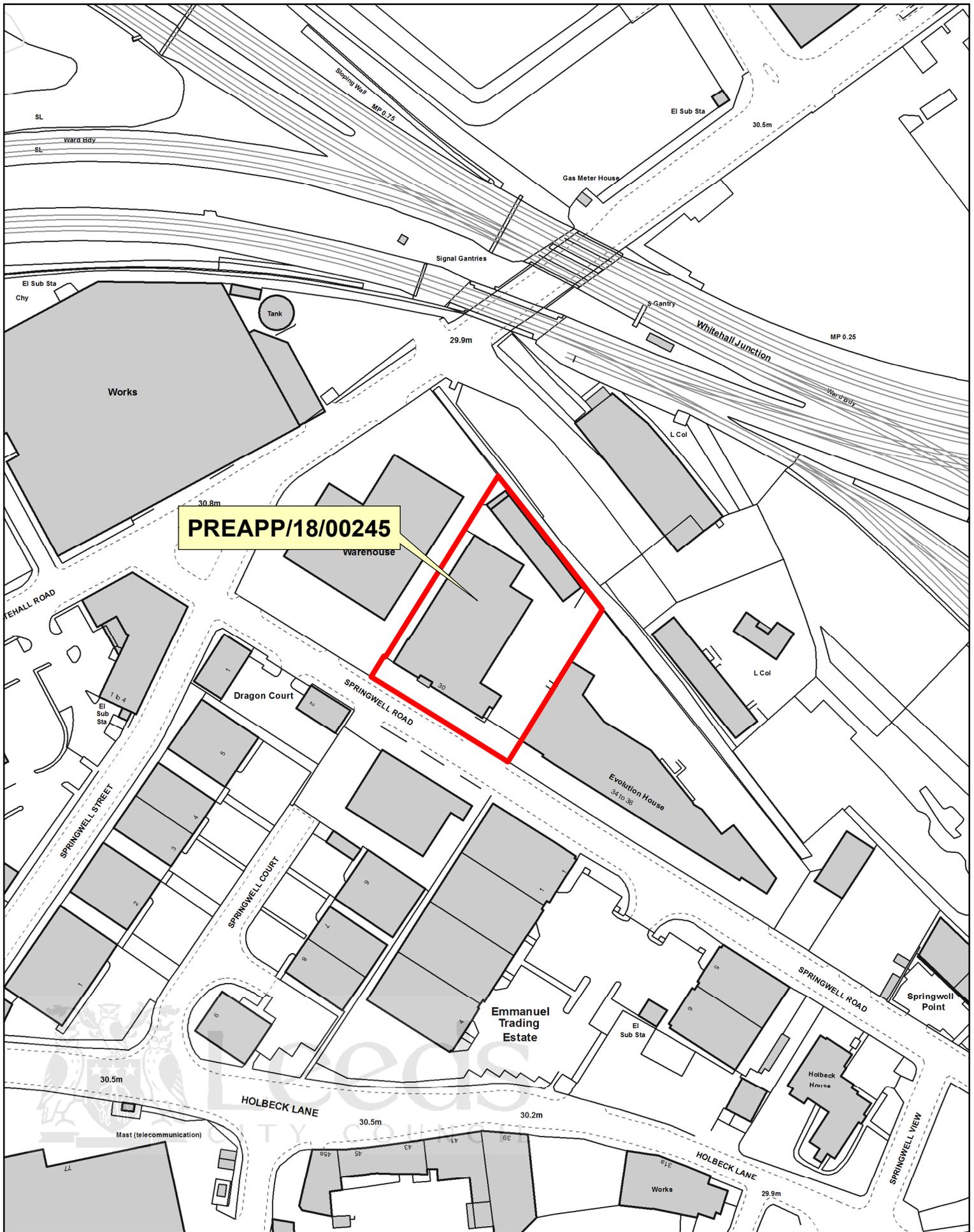
Do Members consider that the tower block proposed will be acceptable in view of wider street scape views, taking account of both the existing and any 'future' context (as per already consented schemes)?

Do Members have any views or observations on the design (external) of the proposed block?

More specifically are Members supportive in principle of the emerging designs in respect of the greenery attached to the building?

Do Members consider the level of car parking would be acceptable in this immediate locality?

Do Members wish to offer any particular views on how they would expect the development to respond to the Council's declaration of a Climate Emergency in respect of its detailed design / carbon impact (notwithstanding the advice of CS policies EN1 and EN2)?



CITY PLANS PANEL

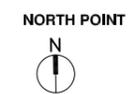
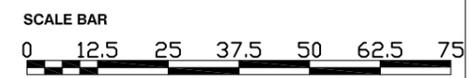
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 Rev. Description Drawn Date Ch'ked Date



KEY
 - SITE BOUNDARY

NICK BROWN : ARCHITECTS

Project
Springwell Gardens Two
Springwell Road
Leeds,
 Drawing Title:
Site Location Plan
 -
 Scale: Date: Drawn: Checked:
1:1250@A3 07.11.2019 C.N M.C
 Drawing Number: Revision:
2016-119_P100

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