



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 12th March 2020

SUBJECT: PRE-APPLICATION PRESENTATION FOR OUTLINE PROPOSAL 'THE TANNERY' – MIXED USE SCHEME COMPRISING BUILD TO RENT (BTR) RESIDENTIAL WITH ANCILLARY GROUND FLOOR MIXED USES INCLUDING SMALL SCALE RETAILING, CAFÉ/RESTAURANTS, BARS AND CRÈCHE ON THE FORMER ARLA FOODS SITE ON THE SOUTHERN SIDE OF KIRKSTALL ROAD AND FRONTING THE RIVER AIRE APP.REF. PREAPP/19/00477

Pre-Applicant – Marshalls CDP

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 Plans Panel for information. The Developer will present the details of the emerging scheme to allow Members to consider and comment on the proposals at this stage.

1.1 INTRODUCTION:

- 1.1 This presentation is intended to inform Members of a major Build to Rent (BTR) residential scheme proposed on the former Arla Foods site on the south side of Kirkstall Road and known as 'The Tannery'. The land is currently in single ownership.
- 1.2 The scheme is brought to City Plans Panel to allow Members to make comments to inform progression of the scheme. In addition, the proposals are presented to Panel as the development involves investment in a site which is in a prominent location and comprises a large-scale redevelopment scheme of a brown-field site.

2.0 SITE AND SURROUNDINGS:

- 2.1 The Tannery site is 2.07 hectares of land located to the south of Kirkstall Road with a frontage onto the River Aire. There is one building on the site which were the offices of the former occupiers, Arla Foods. This is a 3 storey tiled building, dating from the

1960's, which is set immediately fronting Kirkstall Rd. Adjacent this is the main site vehicular access point.

- 2.2 To the south of the site is the River Aire and towpath of the Leeds Liverpool Canal. To the west is Washington Street from which the site can be accessed by vehicle. To the east is the Nissan garage and its associated car park and to the north west fronting Kirkstall Road is the existing office building known as 'The Tannery' and the adjacent Kwik Fit depot.
- 2.3 On the northern side of Kirkstall Road are a run of low rise commercial units including a brewery and a church as well as buildings associated with ITV TV studios. Kirkstall Road itself was upgraded as part of a Quality Bus Initiative and now carries a dedicated bus lane on both outbound and inbound carriageways.
- 2.3.1 The site is referenced in the Leeds Site Allocations Plan as forming part of MX2-9, being identified for mixed-use development of primarily residential and office accommodation, but with other uses acceptable subject to adopted planning policy.

3.0 PROPOSAL

- 3.1 The scheme is for the redevelopment of the former Arla Foods site which is now vacant and cleared. The scheme would be submitted as an outline application.
- 3.2 This would be a residential-led development of six blocks on a site which is L-shaped in plan with the long side fronting the river. Three blocks would be located on the river frontage and three blocks in the smaller area adjacent the road. The blocks would be set at a mix of heights to create visual interest.
- 3.3 The three buildings fronting the river are all L-shaped in plan and would be set to create new open space areas fronting the river joined by a riverside walkway. One of these spaces would be of a significant size (approximately 70m x 70m) with the smaller of the two being approximately 45m x 15m. This would contain landscaping along its northern side to screen an adjacent area of car parking.
- 3.4 The northern side of the buildings would be aligned to front the new east/west spine road which would run through the site. The buildings would be spaced apart to allow views through from north to south as well as create pedestrian permeability.
- 3.5 The proposal is to demolish the existing building on the site. The three buildings in the area fronting the road would be set in a U-shape plan. The building fronting Kirkstall Road would be set back by 5m from the existing building line and there would be an open aspect to the spine road to the south. A colonnade detail is indicated on two buildings which provide a feature to the site entrance on Kirkstall Road.
- 3.6 The building heights are set to emphasise the corners of the L-shaped blocks and are between 7 and 11 storeys in height. The tallest element is in the centre of the scheme and is currently set at 16 storeys. Fronting the road the buildings would again be between 7 and 11 storeys.
- 3.7 Currently 640 residential units are proposed and these are totally Build to Rent (BTR). The applicant has stated that, given the size of the proposal the subsequent application would be supported by a Housing Needs Assessment in line with Core Strategy policy. However, indications at this stage are that the likely provision would be in the region of 40% 1 bed, 50% 2 bed and 10% 3 bed apartments.

- 3.8 The site would be served by 230 surface level car parking spaces which is a ratio of approximately 36%. These would be provided within the U-shaped courtyard in the land adjacent Kirkstall Road and beneath one of the buildings in the riverside area. It is the intention that spaces would be screened from view by the use of landscaping. An appropriate quantum of cycle parking (both resident and visitor) would be provided.
- 3.9 Supporting commercial uses are proposed on the ground floor to generate activity and interest and provide facilities for both the on-site and surrounding residential and commercial population. Up to 2,600 sqm of mixed use space is proposed (café, food & beverage and Creche) with a maximum of 450 sqm of A1 retail space. This level of A1 would need to be supported with a retail sequential test.
- 3.10 A single point of vehicular access/egress would be provided on Kirkstall Road with an 'exit only' on Washington Street.
- 3.11 The applicant has indicated that they would meet the full Core Strategy Policy H5 requirement for affordable housing and that their preference is to provide this on site as 7% of the total units, meeting the 60% social: 40% intermediate rental level split.
- 3.12 In respect of the declared Climate Change Emergency, the applicant has stated that they:

'are in the process of preparing an Energy/Sustainability Strategy to set out a series of energy and sustainability measures that will be integrated into the development. These will seek to address policy requirements and the need to deliver a highly sustainable scheme that reduces the impacts on the climate and the natural environment. The design team are fully aware of the climate emergency in Leeds and we will work collaboratively with LCC to deliver a scheme which assists in tackling climate change. The Applicant has made a commitment to EV charging points at the development.'

- 3.13 Given the heights of the buildings and their proximity to the public highway and with pedestrian routes and open spaces being introduced, a full wind study is to be carried out in support of the outline application based on the massing models which have been submitted.
- 3.14 Given the proximity to the River Aire, the applicant is in discussions with the Environment Agency in respect of the requirements of the Flood Risk Assessment which would be required to accompany any future application.

4.0 HISTORY OF NEGOTIATIONS AND RELEVANT PLANNING HISTORY

- 4.1 Officers have had a series of meetings with the developer team which have dealt with planning, design and highways matters in order to develop the layout, scale, massing, road network and parking provision.
- 4.2 Reserved matters (app. ref. 18/00604/RM - August 2018) were granted pursuant to an original outline permission (app. ref. 15/06844/OT granted July 2016) for a mixed use development on the City Reach 1 site some 250m to the east of this site, subject to a S106 agreement. This is a residential led scheme with ground floor commercial uses although, at this time, works have not commenced on the proposal.
- 4.3 Immediately to the west of City Reach 1 is the City Reach 2 development site. This is also cleared and was the former First Bus depot. This site is the subject of an outline planning application (app. ref. 18/00622/OT) which was approved in principle by

Members in May 2018 subject to resolution of flood risk measures and a S106 agreement. Since this time the flood risk issues have not been resolved and the application remains undetermined. This was a residential scheme for both the BTR and Private for Sale (PFS) sectors and forms the other half of the Site Allocation Plan MX2-9 site referenced above and in the policy section below.

5.0 CONSULTATIONS

- 5.1 Highways Services: As with other developments on the corridor, Highways England will be consulted. It would be expected that the corridor would be modelled using suitable modelling software (including Willow Road junction and the proposed major changes at Armley Gyratory). The Council is currently looking at further cycling improvements, some in the vicinity of the site. Highways requirements are set out in the MX2-9 SAP allocation (see policy section below). A west-east spine road is required through the site as part of the proposal and this would be expected to link up to the sites to the east in future and provide an exit onto Washington Street. A Transport Assessment and Travel Plan are required to support the application.

The site will require a new access junction onto Kirkstall Rd which would be a left-in/left-out arrangement.

All deliveries, servicing and drop off and pick up must occur within the site, with no such activities should occur on Kirkstall Road. To reinforce this the existing loading restrictions should be revised to 'no loading at any time'. The mixed use elements will need to be serviced from within the site and there may be a requirement for some parking to service these units.

The Council has declared a climate emergency, in this context new development should ensure it does all it possibly can to provide for and promote sustainable means of travel. All residential parking needs to be Electric Vehicle Charge Points (EVCP). The level of car parking needs to be justified in terms of expected demand for car ownership.

High quality cycle and motorcycle parking must also be provided in accordance with the council's policies. Both long and short stay spaces will be required. Long stay spaces should be in secure enclosures ideally beneath buildings, with the numbers of spaces provided in each enclosure related to each building. Short stay surface spaces should be provided in overlooked locations close to the doors into the part of development that they serve.

The City Reach development is providing a minimum 3.0m wide adopted footway along the Kirkstall Road frontage and this site should continue that improvement, junction visibility will be provided within that width.

The Council is expanding its core cycle network with segregated facilities, opportunity should be taken to provide connection from the site to these routes.

The Kirkstall Road Renaissance Area Planning Framework seeks Washington Street to be improved to provide pedestrian and cycle access to a proposed bridge over the river, widening should be provided over the site frontage to provide a 3.5m wide shared use facility that can be extended in the future with further development proposals.

The development is likely to require wind modelling, this must assess safety as well as comfort conditions within the highway. Any mitigation measures should not be

placed within or over the highway, trees are not considered suitable mitigation for wind exceedances in the highway.

- 5.2 Contaminated Land: The proposed end use of the development is sensitive and the proposed development land has been the subject of numerous past potentially contaminative land uses. Therefore, should the development proposal be submitted as a full planning application a Phase 1 Desk Study would be required with potential for a Phase 2 Site Investigation Report.
- 5.3 Flood Risk Management: The proposed site is located within Flood Risk Zone 3 and therefore at high risk of fluvial flooding from the River Aire. The site was affected by the 2015 Boxing Day Flood Event. A Flood Risk Assessment (FRA) will therefore need to be provided which evaluates and appropriately addresses the flood risks to the site and the impact of the development on the flood risk to adjacent areas. The finished floor levels will need to be in accordance with LCC minimum Development Control Standards for Flood Risk. No sleeping accommodation should be provided on the ground floor.

The site will benefit from the second phase of the Flood Alleviation Scheme (FAS2) which is due for completion in 2024. This will reduce the risk of flooding to the site but the time scale for the development may predate FAS2 so that appropriate consideration must be given in the FRA to the possible risk to the development during that period. Flood data can be obtained from the Environment Agency.

A Flood Evacuation Plan will also be required to show that the site can be safely evacuated in times of flood.

A Surface Water Drainage Strategy proposal incorporating Sustainable Drainage Systems (SuDS), as a standalone document, will need to be submitted. This should include reference to the following: existing flood risks and how these would be mitigated; flow paths; discharge rates; consideration of permeability; run-off calculations; climate change; detailed drainage scheme plan; drainage maintenance regime;

- 5.4 Children's Services (Education): It has been established that the pupil yield from flat development is not as great from housing. As a result it has been concluded that, based on the likely housing mix, new school provision on MX2-9 would not be required. However, this position should be reassessed should the proposed housing capacity or mix change resulting in an increase in projected pupil yield to the point that new school provision becomes the preferred option. Therefore, as detailed in the Education Assessment document (Jan 2018), an offsite education contribution in lieu of new on-site school provision is considered to be an acceptable approach to ensure school place demand generated by this site is managed through expansion of existing school capacity within the vicinity of the development. Note that all of the 2 and 3 bed flats would be included within the calculation for an off-site education contribution, based on a pupil product ratio of 4 primary age children generated from every 100 dwellings. At this moment, given the number of units and their mix of sizes the figure calculated is £183,558.

6.0 RELEVANT PLANNING POLICIES

6.1 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 on this site, the Development Plan for Leeds currently comprises the following documents:

- The Leeds Core Strategy (2014) (as amended by the Core Strategy Selective Review 2019)
- Saved Unitary Development Plan Policies (2006), included as Appendix 1 of the Core Strategy
- The Natural Resources & Waste Local Plan (NRWLP, Adopted January 2013) including revised policies Minerals 13 and 14 (Adopted September 2015)
- Leeds Site Allocations Plan (SAP - Adopted July 2019)

6.2 Leeds Core Strategy 2014 (amended by the Core Strategy Selective Review 2019)

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

Spatial Policy 1: prioritises the redevelopment of previously developed land within the Main Urban Area, taking advantage of existing services and high levels of accessibility.

Spatial Policy 8: Economic Development Priorities supports a competitive local economy through promoting the development of enterprise and innovation;

Spatial Policy 11: sets out a series of spatial priorities for the delivery of an integrated transport strategy for Leeds and improved facilities for pedestrians particularly connectivity between the edges of the City Centre and the City Centre.

Policy H4: residential developments to provide an appropriate mix of dwelling types and sizes to address long term needs.

Policy H5 - increases the amount of affordable housing to be provided and includes a new section on Affordable Housing within BtR schemes. This offers the following options: 20% of the units to be let at 20% below market rent; 7% of the units to be let on a 60/40 split lower decile/lower quartile rent; financial contribution for provision off site.

Policy H9 - minimum space standards to be adhered to for residential accommodation.

Policy H10 - accessible and adaptable housing to be provided.

Policy EC3: Safeguarding Existing Employment Land and Industrial Areas

Part A: 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:

The proposal would not result in the loss of a deliverable employment site necessary to meet the employment needs during the plan period, or
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

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 P10: New development for buildings and spaces to be based on a thorough contextual analysis, deliver high quality innovative design that contributes positively towards place making and is accessible to all. Car parking, cycle, waste and recycling storage should be designed in a positive manner and be integral to the development.

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

Policy G4: requires on-site green space on a 'per residential unit' basis. Where this quantity of green space is unachievable on-site a financial contribution, or a combination thereof, should be sought.

Policy G9: requires an overall net gain for biodiversity commensurate with the scale of new development including new areas and opportunities for wildlife in the Leeds Habitat Network. There should be no significant adverse impact on the integrity and connectivity of the Network.

Policy EN1 sets out the sustainable construction and on-going sustainability measures for new development. It establishes targets for CO₂ reduction and requires at least 10% low or zero carbon energy production on site.

Policy EN2: Sustainable Design and Construction requires developments of 1,000 sqm of non-residential development to be BREEAM 'excellent' and of more than 10 dwellings to meet a water use standard of 110 litres per person per day.

Policy EN4: Hierarchical approach to connection to a district heating system.

Policy EN5: identifies requirements to manage flood risk.

Policy ID2: Section 106 planning obligations will be required as part of a planning permission where this is necessary, directly related to the development, and reasonably related in scale and kind in order to make a specific development acceptable.

Policy EN8 requires all residential parking spaces to be Electric Vehicle Charge Points (EVCP)

6.2.1 Saved Unitary Development Plan Policies

- GP5 all relevant planning considerations
- LD1 landscaping schemes
- BD2 design and siting of new buildings
- BD4 mechanical plant and service areas
- BD5 new buildings and Residential amenity. The Council is keen to promote good standards of daylight and sunlight in the interests of both mental and physical wellbeing, and in order to avoid a wasteful use of energy in providing unnecessary artificial light.

6.2.2 Leeds Natural Resources and Waste DPD 2013

The Natural Resources and Waste Development Plan Document (Local Plan) is part of the Local Development Framework. The plan sets out where land is needed to enable the City to manage resources, like trees, minerals, energy, waste and water over the next 15 years, and identifies specific actions which will help use natural resources in a more efficient way. Relevant policies include:

- Water 1 requires water efficiency, including incorporation of sustainable drainage
- Water 4 development in flood risk areas
- Water 6 flood risk assessments
- Water 7 surface water run-off
- Land 1 contaminated land
- Land 2 development and trees
- Air 1 all major applications required to incorporate low emission measures

6.2.3 Site Allocations Plan (SAP):

Both this site and the site to the east of the Nissan Garage have been identified as site MX2-9 which is allocated for mixed-use development. This allocation sets out the following:

- This site is suitable for a mixed use development, 41,000sqm of offices and 520 residential units, but other uses would be acceptable subject to adopted planning policy.
- Highway Access to the Site: Suitable primary access should be provided onto the A65 that minimizes delay to public transport.
- Local Highway Network: The development will have a direct impact on the congested Willow Road junction and A65/A58/Wellington Street gyratory. A contribution towards mitigation measures at these locations will be required. There will also be a cumulative impact at Armley Gyratory and at M621 junction 2. A contribution towards the Leeds City Centre Package scheme and the Highways England Road Investment Strategy will also be required. There is also likely to be a cumulative impact at the junction of Willow Road/Burley Road, and a contribution will be required towards mitigation works.
- Flood Risk: The site, or part of the site, is located within Flood Zone 3. Flood risk mitigation measures set out in the SAP Flood Risk Exception Test and site specific flood risk assessment should be applied.
- Ecology: An ecological assessment of the site is required. Biodiversity Buffer (not private garden space) needed alongside the River Aire.
- Education Provision: Part of the site should be retained for the provision of a school (see response from Children's Services above).

It is noted that the existing Tannery office building is included within the SAP area.

6.3 **Supplementary Planning Guidance**

- 6.3.1 Neighbourhoods for Living: A Guide for Residential Design in Leeds (December 2003) aims to provide further guidance on good design in residential schemes in Leeds.

Neighbourhoods for Living is relevant to all residential development in Leeds and provides advice and principles for good residential design across the themes of use, movement, space and form. It promotes local character, analysis of landmarks, views and focal points, and quality buildings. It also states that the scale, massing and height of the proposed development should be considered in relation to its surroundings. It needs to respond well to that of adjoining buildings, the topography, the general pattern of heights in the area and views, vistas and landmarks. Buildings also need to be carefully positioned to relate to the spaces around them. The enclosure of the street, and the ratio of building height to the space, needs to be carefully considered in order to create the correct feel for that space and the people who will use it.

- 6.3.2 Biodiversity and Waterfront Development: Objectives are to identify and safeguard existing habitats; provide ecological design guidance on waterfront developments; provide guidance on the conservation of protected and important species; identify opportunities for habitat enhancement, creation and restoration; encourage appropriate long term habitat management. It requires development to be set back from river banks.
- 6.3.3 Sustainable Design and Construction SPD (Building for Tomorrow Today): Advocates the use of a range of measures to ensure that the best possible practices are used to ensure a sustainable environment is created.
- 6.3.4 Waterfront Strategy: This advocates public access to the waterfront as well as its laying out with landscape treatment, which seeks to soften the bank edge. In addition, open space oriented towards the river, should have uses which take advantage of the amenity offered by the river. The protection of any wildlife habitats are also advocated.
- 6.3.5 Other relevant Supplementary Planning Documents
 - Parking SPD
 - Accessible Leeds SPD
 - Travel Plans SPD
 - Tall Buildings SPD

- 6.4 **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, 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.

6.5 Other Material Considerations

6.5.1 Kirkstall Road Renaissance Area Planning Framework (KRRAPF):

This is adopted as Informal Guidance for planning purposes. It aims to promote the regeneration of the area in a manner which will establish a real sense of place and guide developers in formulating proposals for the re-development of land using positive urban design principles. This is underpinned by a need to ensure that a consistent approach is taken to all development in the area.

The framework area is split into a series of character areas. The area between the River and the Kirkstall Road is allocated as the 'Kirkstall Road Riverside'. Within this area the framework advocates that the buildings are laid out in a 'flexible configuration on a grid based block pattern. Development sites/blocks and building envelopes will be determined by the requirement for public realm and safe and attractive pedestrian movement'. New buildings must contribute to the formation of these objectives by:

- Appropriate height, scale and massing
- Suitable siting and orientation
- Landscape settings
- Emphasis of corners
- Locating entrances on public access streets/paths
- Facilitating pedestrian access through the area and avoid potential conflict with traffic.

There is a requirement to create a boulevard along the A65 Kirkstall Road corridor, to be achieved in conjunction with works already undertaken as part of the Quality Bus Initiative (QBI).

A vehicular access road running parallel with Kirkstall Road is advocated exiting on to Washington Street.

Building heights are set out on a plan and are between 4 and 6 storeys fronting Kirkstall Road with 3 to 4 storeys in the main body of the site. A pedestrian and cycle link across the river to the canal towpath is also advocated on Washington Street.

6.5.2 Flood Alleviation Scheme 2 (FAS2):

The Council, with advice from the Environment Agency, are currently constructing a package of measures which are to contribute to flood resilience in the Kirkstall Road corridor. Given the immediate nature of the timing of these works, they will already be in place along this stretch of the river bank at the time of construction of the proposed development. The proposal will therefore have to be constructed in line with the requirements and limitations of the FAS2 scheme and this position is fully accepted by the applicant.

7.0 KEY ISSUES

7.1 Principle of Proposed Uses

The site is located in a mixed use area which in recent years has seen a gradual replacement of traditional industrial uses with a wider mix of uses, including residential development. The existing consent on City Reach 1 is for mixed use, predominantly residential, across a mix of tenures (BTR, PFS and students) with

supporting commercial uses. This scheme is proposing a similarly residential led scheme with BTR as the main sector and a mix of ground floor supporting uses.

- 7.2 The SAP identifies this site, along with the site to the east, for major mixed use redevelopment (SAP ref. MX2-9), comprising housing and office uses. Part A of Core Strategy policy EC3 applies to all development allocated for employment use, including mixed use allocations which include a proportion of office development. There are three criteria set out under Part A. As the criteria under Part A are separated by the word 'or', only one of the three criteria needs to be satisfied for Policy EC3 to be satisfied.
- 7.3 Part A (i) relates to the loss of employment sites necessary to meet employment needs during the plan period. The site is proposed as a mixed use allocation for employment in the SAP with an indicative capacity of 41,000 sqm for new office floorspace across the whole MX2-9 site. The employment needs for the district for office uses are set out under Part (i) of Core Strategy Spatial Policy 9. This sets out a requirement for at least 706,000 sqm of office floorspace to be identified between 2012-2028, which incorporates a margin of choice of sites equivalent to an additional 5 years supply to provide flexibility. Some of the floorspace within the portfolio of sites has now been developed and other sites have been granted planning permission so there is a need to consider the up-to-date position based on the land available and the likely needs from now until the end of the plan period. The proposal would reduce the available office floorspace supply by 41,000sqm. However, based on the latest monitoring evidence it is considered that there would still remain sufficient opportunity for office development on allocated and windfall sites to meet the need for new office floorspace in the district during the plan period.
- 7.4 Therefore, it is considered that the proposal would satisfy the criterion under Part A (i) of Policy EC3 and on balance, bearing in mind the other benefits of the overall proposal, the SAP allocation for office use could be set aside in this case, subject to the satisfactory resolution of all other planning considerations.
- 7.5 It is also noted that the MX2-9 site includes the existing 'Tannery' office building which means that the site does already have an office element as part of the wider use mix. In addition, given there is planning policy support for residential use on this site, the proposal is meeting other policy objectives.
- 7.6 The SAP also indicates that a school is to be considered as part of the combined area, however, given the response from Children's Services above it is clear that a school is no longer required if the sites along the southern side of Kirkstall Road are to be developed as flats. A contribution should be sought to expand existing school sites in order to meet the more limited demand generated by the proposed nature of the development with the figure calculated at this stage, based on the number and size of units proposed, being £183,558.
- 7.7 In respect of affordable housing, the applicant has indicated their willingness to meet the CSSR Policy H5 requirements and to provide this on-site (7% of the total units meeting the 60% social: 40% intermediate rent split.)
- 7.8 The scheme also proposes mixed use ground floor space to provide support for the residential uses on the site as well as to provide livelier and active frontages. Subject to sequential testing officers are supportive of the use of some of the ground floor space to support the development of the surrounding area as it regenerates.

1. Do Members support the proposed uses on the site?

7.9 Design and Massing

This site occupies a prominent position on the southern side of Kirkstall Road, which is the city's main western arterial route. The existing context of development is one which rises in scale towards the city centre on the northern side of Kirkstall Road. On the southern side of the road the context would be set by the consented and proposed schemes on City Reach to the east.

7.10 It is clear that the scale of the current proposal is greater than that envisaged by the KRRAPF. However, it is considered that the increase in scale is appropriate on this main arterial route if handled well from a massing and design perspective. Information on this will be displayed as part of the panel presentation. As the wider area is currently in commercial/office use, or vacant, there are no existing uses which would suffer a loss of amenity through the increase in scale of the proposals. Indeed, it is considered that some variation to the heights of the buildings provides visual interest, and in the case of the tallest element, would create a focal point for the scheme, to the benefit of urban design and place-making objectives. The ability to build higher also places less pressure on the footprints of the buildings which enables a greater proportion of the site to be laid out as open space, which is another advantage.

7.11 This layout also makes more efficient use of the land when set against a more traditional residential estate type scheme. The proposals represent the regeneration of a large brownfield site in a location with good quality existing public transport infrastructure and would make a significant contribution to the council's housing need. Therefore this type and density of proposal is considered appropriate in this location and officers consider that the emerging approach to scale and massing is likely to be acceptable within the immediate context of Kirkstall Road and the riverside setting.

2. Do Members support the emerging scale and design of the proposed development?

7.12 Public Realm and Connections

The main publicly accessible open space areas are proposed to be located adjacent the river. This follows the pattern set by the City Reach proposals to the east. This is the most logical place to put the greenspaces as they relate to waterfront accessibility objectives and also face south-west, which is beneficial for sunlight penetration. Eventually this site would be joined to the City Reach sites by the riverside walkway and its associated bridge across the river to the Leeds/Liverpool Canal towpath (Trans-Pennine cycle Route 66).

7.13 The alignment of the buildings within the site has been considered in order to create views through the scheme to assist in legibility and pedestrian permeability. The alignment of the east-west spine route provides a clear order to the development and offers the ability to link to the neighbouring sites whilst also allowing views through to the neighbouring scheme. This is fully supported as part of the KRRAPF requirements. It would also ensure that a hierarchy of routes would exist from the totally pedestrianised riverside walkway, through the spine road and then onto the main thoroughfare along Kirkstall Road with its Quality Bus Initiative routes. The building fronting Kirkstall Road is to be set back by 5m to enable an improved frontage to the scheme in line with the objectives set out in the KRRAPF and to improve pedestrian and cycling opportunities.

- 7.14 Open space provision will need to recognise the requirements of Core Strategy Policy G4 which, depending on the eventual amount of space provided on the site and the total number and mix of units, would be likely to bring with it a commuted sum for off-site open space provision/improvement.
- 7.15 The KRRAPF makes reference to the provision of a route over the river at the end of Washington Street. However, the route is by no means a simple one as there is an estimated 8m vertical levels change from Washington Street up to the canal towpath. In addition the space on the southern side of the river is part of the Leeds Habitat Network which forms a continuous belt of uninterrupted riverside land from Viaduct Rd to Holts Crest Way. Whether the creation of this route remains an objective is a matter which will need to be further considered.

3. Do Members support the emerging approach to public realm provision on the site?

4. Do Members have any comments on the proposals for connectivity to and from the site?

7.16 Car Parking Provision

The proposal as currently presented seeks to locate the car parking beneath the buildings and on the surface. The intention is to locate the parking in areas that reduce its visual impact from the primary routes and to screen views with landscaping. The applicants have also made the point that it means each resident parks close to their respective building. The scheme proposes 230 spaces, which highways colleagues have stated will need to be justified on the basis of demand given the highly accessible location and existing public transport provision. Clearly the greater the number of cars the more they would manifest themselves on the surface at the expense of public realm provision. Officers will continue to work with the applicant to try to reduce the impact of vehicle parking on the scheme.

5. Do Members support the emerging approach to car parking provision on the site?

7.17 Climate change and sustainability

The applicant is keen to deliver a highly sustainable development and has provided the statement to this effect set out above. Given the sustainable location of the site, the ability to provide a large area of landscaped open space and the commitment to sustainability principles, it is expected that the scheme will meet all local and national policy objectives.

7.18 Accessibility and inclusivity

Even though this is a pre-application presentation for an outline proposal it is possible to establish from the information provided that the proposal has the potential to create a fully accessible environment. The site is generally flat and there is a large amount of open space to be provided which would allow all accessibility standards and requirements to be achieved. In addition the applicant has indicated their desire to meet accessibility standards.

8.0 CONCLUSION:

- 8.1 This scheme represents an opportunity to continue the introduction of residential use on the southern side of Kirkstall Rd following on from the approval at City

Reach. It would, provide large areas of open space as well as connectivity to the waterfront and a new section of riverside walkway. The proposed residential use on this site is in line with national policy, as is the provision of affordable housing and this is clearly to be welcomed. In conclusion the emerging scheme is likely to be supported by both local and national policy.

8.2 Members are asked to provide responses on the following matters:

1. Do Members support the proposed uses on the site?

2. Do Members support the emerging scale and design of the proposed development?

3. Do Members support the emerging approach to public realm provision on the site?

4. Do Members have any comments on the proposals for connectivity to and from the site?

5. Do Members support the emerging approach to car parking provision on the site?

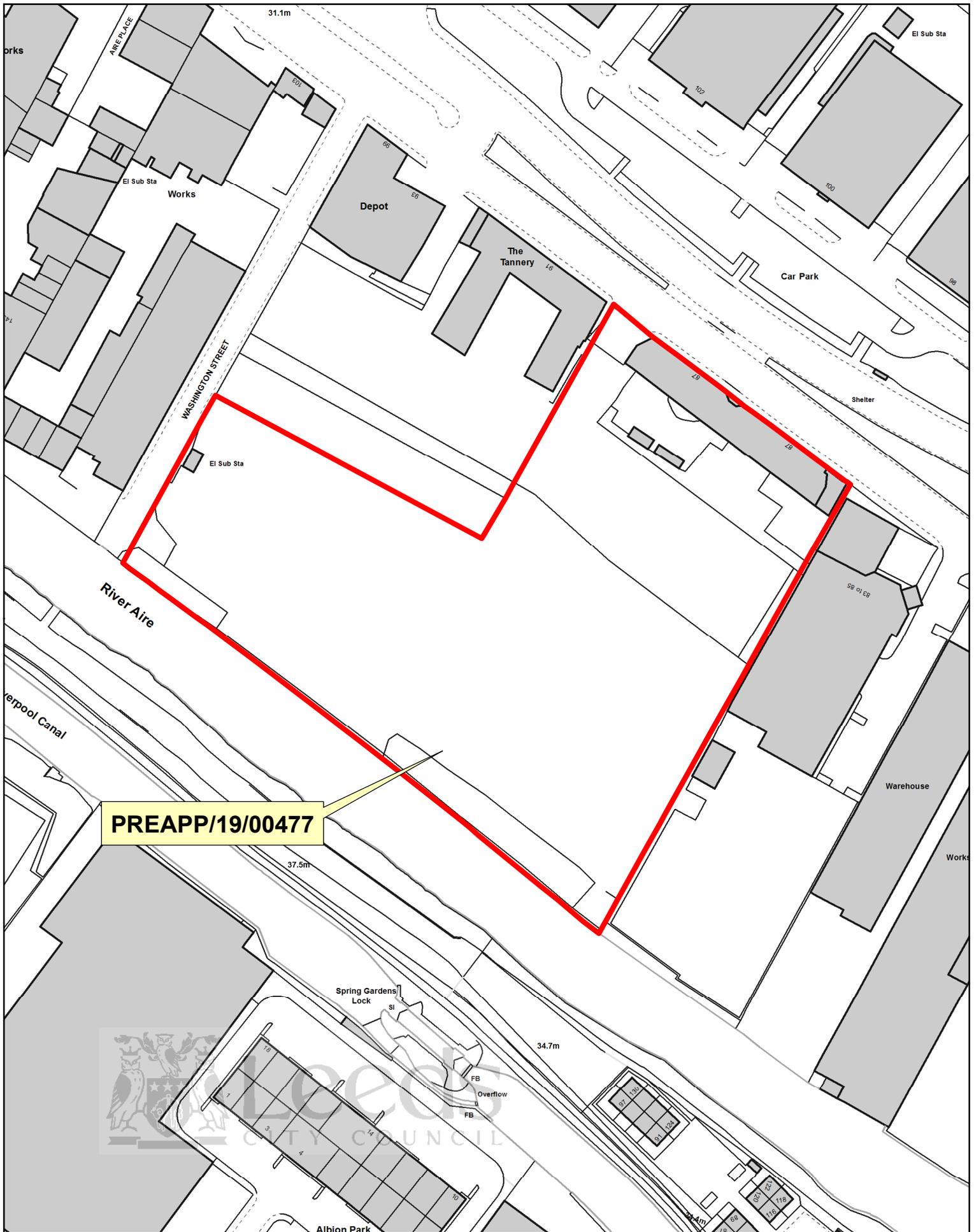
BACKGROUND PAPERS:

Pre-application file: PREAPP/19/00477

Application file: City Reach 1 approval ref. 15/06844/OT and 18/00604/RM

Application file: City Reach 2 app. ref. 18/00622/OT

Application file: Holts Crest Way approval ref. 13/05566/FU



PREAPP/19/00477

CITY PLANS PANEL



