



Report of the Chief Planning Officer

City Plans Panel

Date: 27th January 2022

Subject: PREAPP/21/21/00311 Mixed use development of residential, offices, hotel and Multi Storey car Park (MSCP) with ancillary leisure and retail uses, at Land Off Whitehall Road, Leeds

Applicant: Glenbrook RIL Ltd and Town Centre Securities Plc

Electoral Wards Affected:

Hunslet & Riverside

Yes

Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

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

1.0 Introduction:

1.1 The work-in-progress proposals are being presented to Members by the applicants to inform Panel of the emerging proposals, allow Members to comment on the evolving scheme, and highlight any issues prior to the intended submission of full planning application for the residential blocks with a separate Hybrid application (part full/part outline) to cover the office block (plot 2) and MSCP in full with the office (plot 9) and hotel in outline.

2.0 Proposal:

2.1 Full planning permission will be sought for:

- a. One residential building providing up to 532 Build To Rent (BTR) C3 residential units, of 16 and 19 storeys, linked at podium level. Four

commercial units (Class E) would be provided at ground floor level to the four corners of the BTR building. The following mix of apartments are proposed:

Apartment type	No.	Mix	Internal area ranges
1 Bed	281	53%	48m ²
2 Bed	210	39%	61m ² to 69m ²
3 Bed	41	8%	84m ² to 97m ²

2.2 A Hybrid planning permission will be sought for the following development:

At Full Planning permission:

- a. One Multi Storey Car Park providing 478 spaces to include 58 EVCP and 24 accessible spaces, measuring 13 storeys high, including ground. This will be a public car park providing short stay and visitor parking spaces aswell as some dedicated parking for the development. One retail/commercial unit (Class E) would be provided at ground floor level
- b. One office building (plot 2) use Class E (g)(i) providing approximately 13210sqm of office space and 584sqm of retail space Class E (a or b), measuring 12 storeys + plant.

The following development would be included in outline:

- a. One hotel building (C1) providing approximately 5300sqm of hotel space and 140sqm of office accommodation Class E (g)(i), measuring 9 storeys + plant
- b. One office building (plot 9) providing approximately 11268 sqm of office accommodation Class E (g)(i), measuring 14 storeys.

The development would also feature new Landscaping, public realm, cycle and pedestrian infrastructure throughout. The landscaping would also incorporate new tree planting along Whitehall Road.

3.0 Site and Surroundings:

- 3.1 The site is located to the west of the City and to the south of Whitehall Road.
- 3.2 The site has been used as two long stay car parks, which are privately owned and feature a temporary planning permission, which expires on 3rd May 2022. The surfaces of these car parks consist of a mixture of tarmac and crushed concrete. The car parks provide in total 423 parking spaces which are spread over two areas. The largest car park is bounded by post and rail fencing, with landscaped borders to three sides and Whitehall Road to the north. The

smallest car park is located to the north of Whitehall Waterfront and bound by an area of landscaping with post rail fencing separating this site to Whitehall Road.

- 3.3 Beyond the south west border of the site, Whitehall Waterfront is located which is a part 11/16 storey block of 193 flats, offices, food drink use and basement car parking.
- 3.4 Beyond the eastern boundary of the site No.1 Whitehall Riverside is located which is 8 storeys and used as office accommodation with cafe and bar and, undercroft parking. To the north of No.1 Whitehall Riverside a grassed area is located and to the west of this Premier Inn sits, which is 9 storeys in height.
- 3.5 Pedestrian links are also located to the east and west, linking to the riverside and further a footbridge over the River Aire which leads to the Leeds Liverpool Canal towpath.
- 3.6 Existing vehicular access to the site is gained from Riverside Way to the west (providing access to the long stay car parks and servicing of Whitehall Waterfront. An additional access point is located further east along Whitehall Road, which serves Premier Inn and No.1 Whitehall Riverside.
- 3.7 The site lies within the designated City Centre. The majority of the site is identified in the Site Allocations Plan (SAP) as an Office Use Allocation site ref. EO1-31 for at least 9690 sqm office use. Both Premier Inn and the grassed area to the west of this fall within the boundary of the Site Allocation. The area of site to the west is unallocated within the SAP. The entire site is located within Flood Risk Zone 3.

4.0 Relevant Planning History

- 4.1 The site has previously benefited from an outline planning permission for most of the south side of Whitehall Road between the end of Northern Street and Monk Bridge. Under planning reference 20/299/00/OT, outline planning permission was granted to erect 4 office blocks 2 residential blocks 2 cafe bars, retail units and a multi storey car park on 10 October 2001. One Reserved Matters approval was submitted, approved, and built at 2 Riverside Way for a part 16 and part 11 storey block of 193 flats, offices, A3 food drink use and basement car parking under planning reference 20/543/01/RM.
- 4.2 No. 3 Whitehall Riverside reserved matters approval (reference 20/456/03/RM) was granted for an 8-storey office building pursuant to the above outline permission. This building was not built and the approval has therefore expired.
- 4.3 At No. 7 Whitehall Road a 7-storey office building with undercroft car parking (reference 06/02701/FU). This building was not built and the full planning permission expired in 2009.
- 4.4 The pedestrian bridge over the River Aire was approved and built under planning reference 06/04389/FU, as a requirement of the commenced outline approval 20/299/00/OT.

- 4.5 At No. 1 Whitehall Road (Plot A), a part 10, part 12 storey office block with undercroft car parking was approved 29 July 2004, expired 2009 under planning reference 20/192/04/FU. This was subsequently amended by permission 06/04682/ FU for an 11-storey office block with elevational changes to the previous approval, expiring in 2009. Under reference 11/04023/ FU a part 6 and part 10 storey mixed use development comprising office space (Class B1) and 130 bed hotel (Class C1) with basement car parking was approved December 2011. This permission expired in 2014.
- 4.6 A 5-year approval was granted for the use of the site as a temporary long stay commuter car park under planning reference 10/04375/FU in 2012. This temporary permission expired in March 2017. Further approval was gained under application reference 17/01491/FU which expires in May 22.

5.0 History of Negotiations

- 5.1 The proposals have been the subject of pre-application discussions between the developer, their design team and Local Planning Authority Officers since July 2021.
- 5.2 The pre-application discussions have focused on the following key issues:
- a. Design, massing and layout of the scheme including relationship with Whitehall Road and the River side.
 - b. Justification for height and massing
 - c. Heritage considerations including the relationship to nearby heritage and non-heritage buildings and conservation areas, and key views to the site.
 - d. Highway matters including access and servicing strategy and traffic modelling
 - e. Landscaping matters including landscaping strategy, tree planting and amenity spaces.
- 5.3 Hunslet & Riverside Ward Councillors were alerted to this pre application via email in November 2021, no responses were received.

6.0 Consultation Responses

6.1 LCC Highways

A full Transport Assessment for the site in its entirety and Travel Plan for all elements excluding the proposed MSCP will be required with any planning application. The scope of the TA to be agreed. The level of parking provision should be in accordance with the Parking SPD/Draft Transport SPD. The proposed MSCP must be for development car parking and/or short stay public car parking, with pricing and a management plan agreed to achieve this, in accordance with the Parking Policy for public car parking in the city centre as set out in the Parking SPD.

6.2 LCC Flood Risk Management

The site is entirely located within Flood Zone 3 as a result of fluvial flooding from the River Aire, however, upon completion of the Leeds FAS 2 Step 1 works the site will become protected to the 1 in 100 + CC to 2039. It is recommended

that the applicant consults with the Environment Agency (EA) to agree the scope of the Flood Risk Assessment and any additional modelling required. In addition, the impact of the FAS 2 works upon the proposed flood mitigation measures should be agreed with the EA.

6.3 LCC Access Officer

The development should meet guidance in Accessible Leeds SPD, BS8300 and Core Strategy Policy P10 part (vi) and demonstrate that the development will be accessible to all users.

6.4 LCC Local Plans

No objections, the proposal will deliver a mixed-use scheme with office floorspace and there are sufficient proposals available elsewhere in the district to meet the employment land needs.

6.5 LCC Contaminated Land

The proposed development comprises a mixture of end uses, including sensitive end uses and numerous past potentially contaminative land uses have been identified which could pose a potential risk to the proposed development. Based on the available information, should a formal planning application be submitted then a minimum of a Phase 1 Desk Study report will need to be provided in support of the planning application. Depending on the outcome of the Phase 1 Desk Study, a Phase 2 (Site Investigation) Report and Remediation Statement may also be required.

7.0 Relevant Planning Policies

7.1 Statutory Context

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

- The Leeds Core Strategy (Adopted November 2014 and as amended by the Core Strategy Selective Review 2019)
- Saved Leeds Unitary Development Plan Policies (UDPR 2006)
- The Natural Resources & Waste Local Plan (NRWLP 2013) including revised policies Minerals 13 and 14 (2015).
- Leeds Site Allocations Plan (SAP 2019)
- Any Neighbourhood Plan once made – there is no Neighbourhood Plan for this area.

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

7.2 Development Plan

7.2.1 Leeds Core Strategy (CS)

Leeds Core Strategy sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. The site is located within the City Centre boundary. The most relevant policies are set out in the paragraphs below:

Spatial Policy 1 Location and scale of development.
 Spatial policy 2 hierarchy of centres and spatial approach to retailing, offices, intensive leisure and culture
 Spatial Policy 3 City Centre Development
 Spatial Policy 6 Housing requirement and allocation of housing land
 Spatial policy 7 distribution of housing land and allocations
 Spatial Policy 8 Economic development priorities
 Spatial Policy 9 Employment
 Spatial Policy 11 Transport infrastructure investment priorities such as pedestrian improvements
 Policy CC1 City Centre growth, part (b) encourages residential development, providing that it does not prejudice town centre functions and provides a reasonable level of amenity for occupiers.
 Policy CC3 Improving connectivity between the City Centre and Neighbouring Communities.
 Policy EC2 Office Development
 Policy EC3 Employment use land
 Policy P8 Sequential and Impact Assessments For Main Town Centre Uses
 Policy P10 Design
 Policy P11 Heritage
 Policy P12 Landscape
 Policy T1 Transport Management
 Policy T2 Accessibility Requirements and New Development
 Policy H3 Housing Density
 Policy H4 Housing Mix
 Policy H5 Affordable Housing
 Policy H9 Minimum Space Standards
 Policy H10 Accessible Housing Standards
 Policy EN1 Carbon Dioxide Reduction
 Policy EN2 Sustainable Design and Construction
 Policy EN4 District Heating
 Policy EN5 Managing Flood Risk
 Policy G5 Open Space Provision in The City Centre
 Policy G8 Protection of Important Species and Habitats
 Policy G9 Biodiversity Improvements
 Policy ID2 Planning Obligations and Developer Contributions

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

Relevant Saved Policies include:

Policy GP5 all planning considerations
 Policy BD2 design and siting of new buildings
 Policy BD4 mechanical plant
 Policy BD5 residential amenity
 Policy LD1 landscaping
 Policy N19 new buildings and character and appearance of conservation areas

7.2.3 Leeds Natural Resources and Waste DPD

The plan sets out where land is needed to enable the City to manage resources, like minerals, energy, waste and water over the next 15 years, and identifies specific actions which will help use natural resources in a more efficient way.

Relevant policies include:

Air 1 management of air quality through new development

Water 1 water efficiency including sustainable drainage

Water 7 surface water run-off

Water 2 protection of water quality

Water 4 development in flood risk areas

Water 6 flood risk assessments

Land 1 contaminated land

Land 2 development and trees

Minerals 3 coal safeguarding

7.2.4 Leeds Site Allocations Plan

The Site Allocations Plan was adopted in July 2019. Following a statutory challenge, Policy HG2, so far as it relates to sites which immediately before the adoption of the SAP were within the green belt, has been remitted to the Secretary of State and is to be treated as not adopted. All other policies within the SAP remain adopted and should be afforded full weight.

The site lies within the designated City Centre. It is identified in the Site Allocations Plan (SAP) as an Office Allocation site ref. EO1-31 for at least 9690sqm office use. No other requirements are noted within the allocation.

7.3 Relevant Supplementary Planning Documents/Guidance (SPD/SPG):

SPD Building for Tomorrow Today: Sustainable Design and Construction

SPD Parking

SPD Travel Plans

SPG Neighbourhoods for Living

SPD Accessible Leeds

SPD Tall Buildings Design Guide

SPG City Centre Urban Design Strategy

7.4 National Planning Policy Framework (NPPF)

The National Planning Policy Framework (NPPF), revised 20th July 2021 sets out the Government's planning policies for England and how these should be applied (para 1), and is a material consideration in planning decisions (para 2). It states that the purpose of the planning system is to contribute to the achievement of sustainable development (para 7). So that sustainable development is pursued in a positive way at the heart of the Framework is a presumption in favour of sustainable development (paras 10-11). It states that decision makers at every level should seek to approve applications for sustainable development where possible (para 38). The Framework sets policies on the following issues which are relevant to this planning application proposal (including section numbers):

2 Achieving sustainable development (paras 7, 8, 10, 11, 12)

4 Decision making (paras 38, 39, 40, 41, 43, 47, 48, 55, 56, 57, 58)

5 Delivering a sufficient supply of homes (paras 60, 62, 63, 64, 65)

6 Building a strong competitive economy (para 81)

7 Ensuring the vitality of town centres (paras 86, 87)

8 Promoting healthy and safe communities (paras 92, 97, 98)

9 Promoting sustainable transport (paras 104, 108, 112, 113)

- 11 Making effective use of land (paras 119, 120, 122,123, 124)
- 12 Achieving well designed places (paras 126, 128,129,130, 131,132, 133)
- 14 Meeting the challenge of climate change and flooding (paras 154-169)
- 15 Conserving and enhancing the natural environment (including ground conditions (paras 174, 179, 180, 183, 184, 185, 187)
- 16 Conserving and enhancing the historic environment (paras 195, 197)

8.0 Issues

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

8.1 Principle of the development

- 8.1.1 The majority of the site is allocated in the Site Allocations Plan (SAP) under site reference EO1-31 for office use with a site capacity of 9,690sqm office development. The western area of the site, to the north of Whitehall Waterfront is unallocated within the SAP.
- 8.1.2 This proposal includes a mixed use of residential (Built to Rent), offices, hotel and Multi Storey Car Park (MSCP) with ancillary leisure and, retail uses. Set in blocks of 6 up to 19 storeys, providing (approximately) 24,478sqm of office accommodation (Class E (g.i) and 724sqm of commercial uses accommodation Class E (a or b). The development would involve the regeneration of a site that has been used for car parking for some considerable time. The site falls within the designated City Centre and the majority of the site is allocated in the Leeds Site Allocations Plan (SAP), for office land use. It is considered that the proposed residential, office and commercial uses would contribute to the ongoing mix and the creation of a vibrant community in this area of the City. It is also confirmed by Policy officers that there are no policy objections to the use as this development would over provide on office uses, based on the Site Allocation. As such, the residential and office uses, as well as small scale commercial uses, would be acceptable in principle, subject to detailed planning considerations. Ground floor active frontages would be encouraged as the detailed design of the scheme progresses. Small scale convenience Class E (a) retail may be acceptable if the floorspace is under 200sqm.
- 8.1.3 The MSCP would provide parking to serve the development and for short stay visitor car parking only in line with the Council's adopted parking policies which resist the growth of long stay commuter car parking in this city centre location. The agreement of a management/operational arrangements for the car park would be agreed as the application progresses to a formal submission.
- 8.1.4 On balance, the principle of the development is considered acceptable when assessed against Core Strategy Policies, the SAP and the NPPF, subject to all other detailed planning considerations.

Do Members consider that the proposed use of the site for residential, offices, hotel and multi storey car park is appropriate in principle?

8.2 Layout, Scale and Design

- 8.2.1 The layout, as identified above, seeks to create a multi-level development with blocks laid out across the site, at heights ranging from 9 to 19 storeys. The scheme is at an early stage and is brought to Panel to allow Members to comment on the emerging principles of the development including the layout, heights and massing of the various blocks.
- 8.2.2 The heights of the blocks have been carefully considered and are based on the surrounding context to this area of the city centre. The buildings have been set in from Whitehall Road which allows a minimum width footpath of 3m, which extends to circa 12m in places.
- 8.2.3 Whilst the heights, massing and locations of the blocks have been set out, the detailed design of the scheme has yet to be progressed. Currently proposed for external treatments of the BTR blocks would see them with regular grid arrangements of brick and cladding, with windows set into reveals. Influence for the façade materials will be taken from the surrounding area, to ensure that the development is visually appropriate to its setting.
- 8.2.4 In addition, the layout of plot 2 has been reduced which now retains part of the views of the grade II listed chimney within Holbeck (Giotto Tower). This is a key view which is noted within the Holbeck SPD and stated that this view should be retained, through any development. In reducing the length of plot 2 this creates a larger gap between plot 2 and No.1 Whitehall Riverside, allowing for a clear view of this structure and the River side. The remaining towers Verona and Little Chimney would be obscured via the consented development to Tower Works.

Do Members support the emerging scale and layout of the development?

8.3 Public pedestrian routes and Landscaping

- 8.3.1 The site would feature various public connections, linking onto the Canal towpath and into the city centre. The proposal would include tree-lined soft landscaped areas along Whitehall Road and throughout the site. The proposed new spaces and connections would help to re-integrate the site back into the urban grain of the surrounding streets, to create a more walkable and greened environment in this part of the city. The introduction of residential housing, hotel, retail and office uses would help to activate the area and provide additional natural surveillance of routes. The layout of the proposed buildings would be seen to provide active ground floor uses, which would help to enhance the streetscene and offer natural surveillance toward these routes.
- 8.3.2 The proposed landscaping would also improve the existing shared space for cyclists and pedestrians along the river frontage. The width of this space would be increased to at least 5m wide.

Do Members support the emerging public pedestrian routes and Landscaping throughout the site?

8.4 Transport and connectivity

- 8.4.1 The site is located in an accessible and sustainable location, within walking distance of local services, the railway station and frequent bus services. The proposal would involve the redevelopment of two existing car parks that provide long and short stay car parking spaces, which have temporary planning permission until May 22.
- 8.4.2 The following level of parking is proposed through the development. 478 spaces would be provided within the Multi Storey Car Park, consisting of 58 EVCP & 24 Accessible spaces. In addition, the MSCP would serve as both short stay parking and also as parking provision for the wider development.
- 8.4.3 The office block (Plot 2) would provide car parking in the form of 24 spaces.
- 8.4.4 The office block (Plot 9) would provide car parking in the form of 64 spaces.
- 8.4.5 The BTR residential block would provide 158 car parking spaces.
- 8.4.6 The developer would propose Electric Vehicle Charging Points (ECVP) throughout these parking areas in line with the standards set out within Core Strategy Policy EN8 within the BTR blocks and office blocks. No car parking designation is envisaged for the Hotel use but both long and short stay cycle parking will be provided
- 8.4.7 The developer has also stated that the development would be fully policy compliant regarding both long and short stay cycle parking throughout the site.
- 8.4.8 The proposals would improve accessibility in the area, through improvements to the cycle and pedestrian routes adjoining and through the site.

Do Members have any comments on the proposed approach to car parking at the site?

8.5 Accessibility and Inclusiveness

- 8.5.1 Level access would be provided to all new buildings and lifts would provide access to all floors. The developer has confirmed the development would provide accessible accommodation in line with the Accessible Leeds SPD, BS8300 and Building Regulations standards. For each building, accessible entrances would be created, and lift access would be provided to all floors. Full details of the measures to ensure access for all residents, staff and visitors is achieved, would be demonstrated and assessed in the planning application submission in consultation with the Access Officer.

8.5.2 30% of the new homes would be compliant with M4(2) Building Regulations and 2% of homes would be adaptable to part M4(3) standards, as required by Core Strategy Policy H10.

8.6 Climate Change and Sustainability

8.6.1 Members will be aware that the Council has declared a Climate Emergency. Existing planning policies seek to address the issue of climate change by ensuring that development proposals incorporate measures to reduce the impact of non-renewable resources.

8.6.2 Although at an emerging stage the proposals aim to meet the requirements of planning policies EN1 and EN2 to reduce total predicted carbon dioxide emissions to achieve 20% less than the Building Regulations Target Emission Rate and provide a minimum of 10% of the predicted energy needs of the development from low carbon energy. For the offices and the hotel, these are required to meet BREEAM Excellent standard. The applicant has confirmed that they will meet these policies. Full details of the measures that will be employed to address sustainability will come forward as part of any subsequent planning application, such that sustainability measures will be integrated into the detailed design.

9.0 Conclusion

The proposal offers a significant opportunity to regenerate a large prominently located vacant brownfield City Centre site. The proposal would deliver new homes, employment, visitor accommodation, public landscaped greenspace, new pedestrian and cycle connections and bring much needed activity into this area of the City Centre. The proposal would be broadly in accordance with the Site Allocations Plan identification for the site. Members are asked to comment on the following points at this initial stage:

9.1 Do Members consider that the proposed use of the site for residential, office, hotel and multi storey car park is appropriate in principle?

9.2 Do Members support the emerging scale and layout of the development?

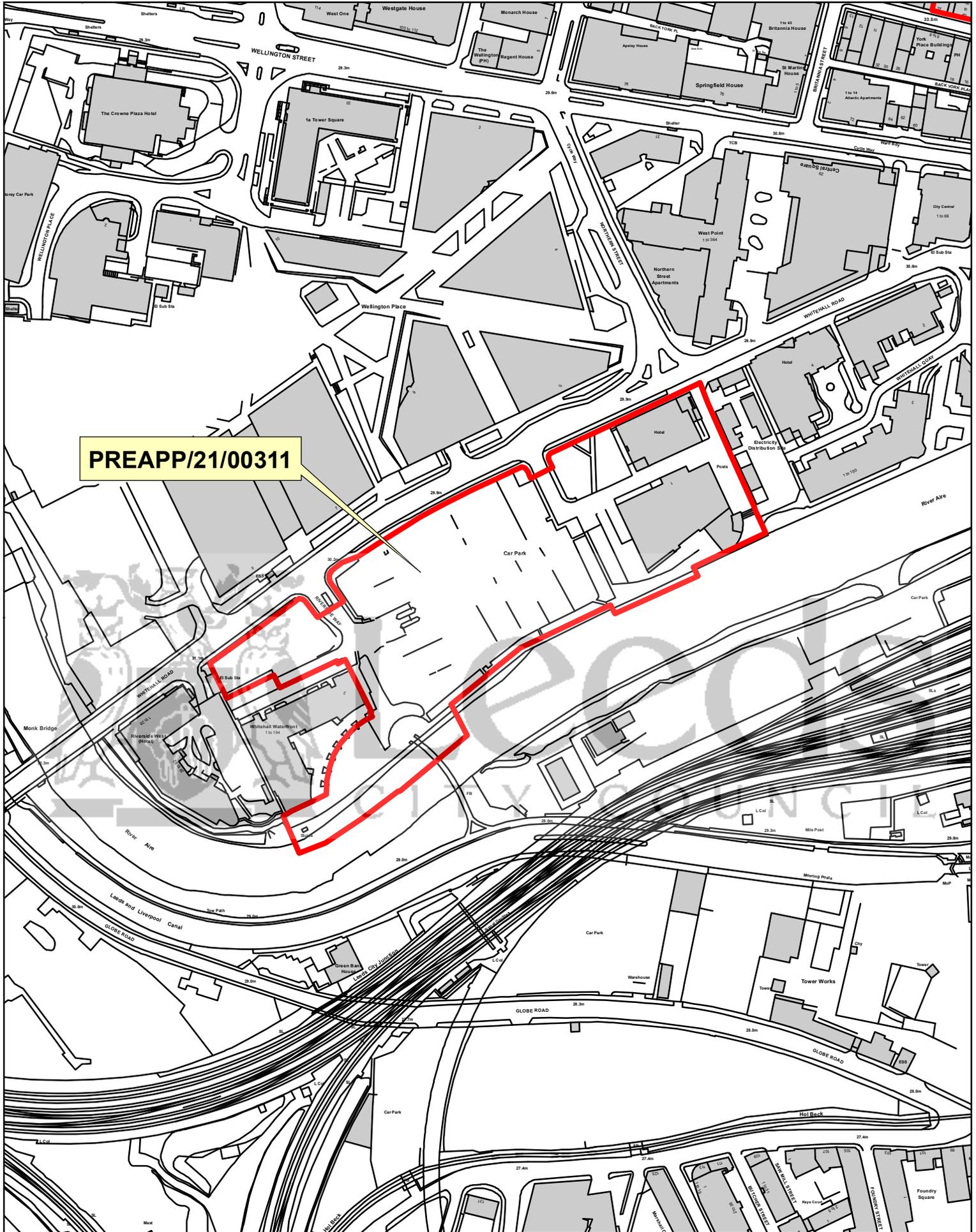
9.3 Do Members support the emerging public pedestrian routes and Landscaping throughout the site?

9.4 Do Members have any comments on the proposed approach to car parking at the site?

Background Papers

Pre-application file PREAPP/21/00311

Appendix 1 Proposed Site Layout Plans



PREAPP/21/00311

CITY PLANS PANEL

© Crown copyright and database rights 2021 Ordnance Survey 100019567

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

SCALE : 1/2500



