



## Report of the Chief Planning Officer

### CITY PLANS PANEL

24<sup>th</sup> February 2022

Pre-application presentation of proposed development comprising residential apartments, commercial (offices and leisure), hotel and a travel hub on land largely bounded by Sweet Street, Meadow Road, Jack Lane and Bowling Green Terrace, Leeds LS11 9BX (PREAPP/21/00324)

Applicant – Caddick (City One) Ltd

#### Electoral Wards Affected:

Beeston and 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 a major mixed-use development at the southern gateway to the City Centre. The developer's vision is to deliver a new, exemplar, residential-led mixed-use community with new green connectivity to the heart of the city core and the emerging South Bank neighbourhood.
- 1.2 The developer intends to submit an outline application following a review of Panel's comments and subsequently plans to submit the first reserved matters application in Autumn 2022. Subject to the receipt of the necessary planning approvals, it is intended to commence enabling works during the latter half of 2022, and subsequently to commence the first phase of development in Summer 2023 with completion towards the end of 2025.

## 2.0 Site and surroundings

- 2.1 The “City One” site lies within the southern part of the designated City Centre. It is bounded by Sweet Street to the north, Meadow Road to the east, Jack Lane to the south and Bowling Green Terrace to the west. The site area extends to 3.79 hectares. The northern third of the site is effectively level with ground levels then rising towards the south. The highest point, in the south-western corner of the site, is 6.0m higher than the north-east corner. High pressure gas mains run below ground across the northern fringe and south east corner of the site resulting in no build zones in these areas.
- 2.2 Trent Street runs east to west across the site providing access to a large primary substation located towards the centre of the site. Halfords superstore and autocentre is located in a two storey building in the north-east corner of the site. The remainder of the site primarily comprises cleared land, some of which to the north of Trent Street continues to be used for long stay commuter car parking. Areas of wildflower meadow, planted as a condition of the planning permission for the car parking along with a pedestrian footpath, remain towards the centre of the site. Following the removal of 20 trees around the site during Autumn 2021 groups of trees, now protected by Tree Preservation Order (No 7) 2021, remain on the north-east, north-west and southern boundaries of the site, supplemented by trees in planters. The Meadow Road frontage south of Halfords is enclosed by 2m high solid hoardings, along with several taller advertising hoardings.
- 2.3 Meadow Road is the main distributor to the City Centre from the M621. Noise from vehicles using Meadow Road, in particular, is evident across much of the site. Low rise industrial and light-industrial units lie to the south across Jack Lane and to the west of Bowling Green Terrace. Beyond the north-west extent of the site there are areas of commuter parking. The Clayton Hotel (9 storey), Lateral offices (5 storey), Leodis Square apartments (part 6, part 12 storey), The Mint offices (8 storey), and most recently the Pin Yard apartments (part 8, part 12 storey) are located on the north side of Sweet Street opposite the site.
- 2.4 The southern extent of Holbeck Conservation Area is located 120m to the west at the junction of Sweet Street West and Marshall Street. The conservation area includes a number of listed buildings including the Grade I listed Temple Works on the west side of Marshall Street. The former Holbeck Library (Grade II listed building) is situated 150m to the west of the site at the junction of Marshall Street and Ninevah Road.

### **3.0 Proposals**

- 3.1 Ultimately, it is intended to submit an outline application for planning permission with all matters reserved except for the identification of access into the site. The outline proposals will identify physical parameters for the layout and scale of buildings and spaces; provide a design code to control and influence the appearance of buildings and the character and quality of landscaping within the development; and supply a development schedule setting the maximum floorspace of each of the potential uses.
- 3.2 There would be a maximum of 2,200 residential apartments (Use Class C3); a maximum of 70,000sqm of office space (Use Class E(g)(i)(ii)); a maximum of 28,000sqm (up to 450 beds) of hotel floor space (Use Class C1); a multi-storey travel hub and/or basement car parking providing a maximum of 691 car parking spaces; up to 2,850sqm of ground floor Use Class E(a-g) floorspace (with single retail units limited to 465sqm) with a minimum provision of 1,000sqm of Use Class E(a-g) floorspace across the development. The cumulative maximum floorspace exceeds the maximum

overall development scale so as to enable flexibility in the scale and types of uses to be delivered across the site.

3.3 The key design approaches in the illustrative masterplan revolve around the following concepts:

- Residential cluster of height towards north-west corner
- Lower scale wrap of commercial buildings fronting Meadow Road and Jack Lane
- A green street providing north-south connectivity
- A public green space at the heart of the residential cluster
- A marker building announcing the site and connection with the City Centre
- Building heights and scale distributed to counter prevailing winds.

3.4 Given the flexibility that would be enabled by the parameters the illustrative masterplan site could be adapted in a number of ways, for example by realigning streets, providing larger office blocks fronting Meadow Road, exchanging some residential buildings for more office blocks, relocating the hotel onto Sweet Street, or providing more residential buildings along Jack Lane. Further, it may not be possible to relocate the substation such that the masterplan takes into consideration and provides options both for its retention and redevelopment.

3.5 The illustrative masterplan identifies the following arrangement of buildings, spaces and uses:

- A linear park along the Sweet Street frontage 24m in depth and 133m in length. The space would provide wide footpaths to draw people into the development. Existing trees, protected by TPO, would be retained and supplemented. The scale of the space would be designed to accommodate a welcoming environment for families with areas of amenity lawns, natural play features and formal and informal seating.
- Block A, in the north-west corner would extend between Bowling Green Terrace and the linear park. The residential building would comprise 11 storeys with lower shoulders at the northern and southern flanks.
- City One Square would be an area of greenspace to the east of Block A, 25m in width and linking Trent Street to the south with the linear park to the north. Much of the space would sit over a basement car park. Large lawned areas would be complemented by smaller trees towards the mid-section and larger trees to the north and south.
- Block B would comprise four linked residential buildings around a centrally located square, circa 35m x 35m, of private amenity space. The west side would be 17 storeys abutting City One Square. A commercial unit at the base of this building could spill out into the greenspace. The northern edge would be 9 storeys abutting the linear park. The tallest building in the development, up to 42 storeys, would be situated in the north-east corner of this group. A 5 storey component would run to the south of the tallest element and along the southern edge of the group.
- Block C would comprise 3 linked residential buildings located to the south-east of the junction of Trent Street and Bowling Green Terrace. The western limb set back 6.3m from Bowling Green Terrace would rise to 7 storeys. It would face a 19 storey element 23m to the east, linked by a 5 storey section running alongside Trent Street with a residential amenity space to the south.
- If the substation is redeveloped Block D, another primarily residential building, would rise up to 31 storeys flanked by single (west) and 5 storey (east) elements.

- The primary, taller component, would be a minimum of 20m from block C to the west. The intervening greenspace would be landscaped.
- Block E is identified as a multi-storey car park in this illustrative iteration of the masterplan. It would be 6 storeys in height and be located north-east of the junction of Bowling Green Terrace and Jack Lane. Vehicular access would be from Bowling Green Terrace.
  - Block F, to the east of Block E and 10.4m to 18.6m north of Jack Lane is identified as an 11 storey hotel. The pedestrian route between the buildings would link with the route between Blocks C and D.
  - The south-east corner of the site, the Southern Gateway, would be a landscaped area immediately north-west of the junction of Meadow Road and Jack Lane. Designed to incorporate and reconfigure the existing area of pavement and verge it would be 32m deep by 42m wide.
  - Blocks G, H and I would be office buildings set back a minimum of 10m from Meadow Road beyond a new line of street trees. The 10m wide strip would be integrated with new cycling and pedestrian routes along Meadow Road and Jack Lane. Due to the changing topography the ground levels of Blocks G and I would be at a similar level to Meadow Road enabling active frontages on their eastern elevation augmenting the main entrances facing west. The central building, Block I would be more elevated and if the internal arrangement does not enable an active frontage onto Meadow Road a green wall is intended.
  - Buildings G, H and I, 9, 10 and 9 storeys respectively, would be separated from Blocks B and D to their west by a 25m wide Green Street which would run south from Sweet Street towards Block F before turning west and continuing to Bowling Green Terrace. This street would comprise a two-way section at the northern end reducing to one-way vehicular traffic south of Block B. It would also provide access to the basement parking areas proposed beneath Block B and Block H. It is intended that vehicular movement within the Green Street becomes subservient to its use as a landscaped amenity space.
  - Different spaces within the site would function in different ways. The applicant calculates that 26% would be greenspace (primarily represented by the linear park, City One Square and the green street). Peripheral eastern and western landscaped edges would account for 14% of the site and routes between buildings a further 12% of the site. Private amenity spaces would account for 6% of the site.

#### **4.0 Relevant planning history**

- 4.1 Outline planning permission for a 22 storey hotel and casino, offices, Use Class A1 and A3 floorspace and a multi-storey car park was granted on 20<sup>th</sup> January 2004 (20/476/02/OT) but not implemented.
- 4.2 Outline planning permission for 450 flats, offices, hotel, casino, transport hub and Use Class A1, A3, A4 and A5 floorspace in a multi-level development up to 40 storeys was granted on 19<sup>th</sup> September 2006 (20/517/04/OT). The scheme was not commenced.
- 4.3 Outline planning application for redevelopment for Use Classes B1, D2, C1, C3 (up to 296 residential units) and ancillary A1, A3, A4 and A5 uses, including associated works for formation of site access roads was granted on 12<sup>th</sup> April 2013. Building heights ranged up to 40 storeys but were predominantly circa 7-9 storeys (10/00923/OT). The scheme was not commenced.
- 4.4 Use of open areas of the site as a temporary car park (742 spaces) together with associated works and landscaping was approved on 16<sup>th</sup> March 2012 (11/05281/FU).

The permission was renewed on 25<sup>th</sup> April 2017 (16/07820/FU). Conditions attached to the planning permission required a phased reduction of parking levels over time. The planning permission expires on 25<sup>th</sup> April 2022 when the parking should cease and the land restored in accordance with a scheme to be submitted and agreed by the Local Planning Authority.

4.5 A provisional Tree Preservation Order was made on 30<sup>th</sup> November 2021 (TPO No.7 2021).

## **5.0 Consultation responses**

5.1 LCC Highways – Any application will need to be supported by a Transport Assessment and Travel Plan, the scope of which is to be agreed with the Council. Parking provision should accord with the required levels indicated in the Parking SPD. However, considering the sustainable location of the site in the Core City Centre Parking area where lower rates have been used, a reduced car parking provision is sought which is anticipated to be in the region of 30-50% of the maximum provision. Therefore, the level of parking will need to be justified and agreed with the Council. Improvements to existing pedestrian and cyclist infrastructure and contributions to enhance connectivity may be required as part of any development proposal. Off-site highway works may be required to accommodate the proposed development. The scale of these works can only be determined following a full Transport Assessment review.

Access geometry to the proposed vehicular access points should accord with the requirements in the Street Design Guide SPD. Any amendments to the existing highway e.g. at connection points for vehicular and/or footways will require a Section 278 agreement with the Council.

The internal roads may need to be built to an adoptable standard and offered for adoption under Section 38 of the Highways Act. For the avoidance of doubt the cost of road markings, signage and appropriate speed limit Orders will need to be fully funded by the developer.

The provision for servicing, refuse collection etc, will need to be agreed with the Council. The revised masterplan shows narrow one-way sections, which appear to be 3.5m wide. Whilst this may be acceptable for minor sections, the internal network could become blocked by service (or other) vehicles stopping on the carriageway and preventing other vehicles from passing (particularly those passing Blocks E, F, G, H and J). Therefore, consideration should be given to ensuring that adequate space is provided such that traffic can pass stationary vehicles.

In determining the provision of car parking at the development Electric Vehicle Charging Points (EVCP) should also be provided:

- 10% of office and hotel spaces to be provided with EVCP and a further 10% of spaces to be provided with the infrastructure for future conversion (cable-enabled). All residential parking spaces to be provided with EVCP.
- Bays to be at least 2.6m wide.
- Dual charging (for x2 parking spaces) would be acceptable as long as the charging pillar / wall socket is within accessible distance to the parking spaces and without the cables causing a trip hazard or obstruction.

Accessible Spaces should include:

- 5% of the actual parking provision initially.

- 5% of the actual parking provision to be capable of conversion to accessible spaces (reserved spaces to be converted in the future).
- 5% to include EVCPs.

Car Club spaces should be provided in accordance with the Parking SPD. The provision of parking spaces for car club vehicles shall be in a visible location within the development, or on-street nearby, and accessible to the public 24 hours a day. Cycle parking provision should be in accordance with the Parking SPD. There should be both secure short stay and covered long stay spaces for both the residential and commercial elements of the development. A long stay cycle parking space is required for each apartment.

5.2 National Highways (formerly Highways England) – In preparation of the Transport Assessment, the principles in the following policies should be followed: Highways England guidance ‘The strategic road network: Planning for the future’; Department for Transport Circular 02/2013; Planning Practice Guidance: Travel Plans, Transport Assessments and Statements; and Highways England CAD Guidance on traffic data collection from September 2021. In particular, Circular 02/2013 states that “Development proposals are likely to be acceptable if they can be accommodated within the existing capacity of a section (link or junction) of the strategic road network, or they do not increase demand for use of a section that is already operating at over-capacity levels taking account of any travel plan, traffic management and/or capacity enhancement measures that may be agreed” and “Highways England’s prime consideration will be the continued safe operation of its network”. Therefore, if the development increases demand for use of a section that is already operating at over capacity levels, it may not be acceptable without adequate mitigation to reduce or remove this demand. Where the Circular tests are not satisfied, additional assessment will be required to enable all parties to understand the scope and scale of the impact that the proposals are likely to have on the Strategic Road Network (SRN).

In line with guidance, appropriate consideration should be given to the cumulative impacts arising from other committed development (i.e. development that is consented or allocated where there is a reasonable degree of certainty will proceed within the next 3 years) alongside the proposed development. Sensitivity testing to include the impacts of this proposal may be required.

The proposed level of parking should be in accordance with the LCC adopted Parking SPD. Given the sustainable location of the proposed development, and the vision set out in the draft Connecting Leeds Transport Strategy, Highways England would support proposals for a reduced number of parking spaces to constrain car ownership and the level of vehicular traffic generated by the development. It should be noted that the Parking SPD is from 2016 and, in terms of residential parking standards, refers to the Street Design Guide SPD from 2009 and DCLG guidance from 2007. Since these documents were published, the climate emergency, the release of the Leeds City Council draft transport strategy (which has a vision for Leeds to be a city where you don’t need a car) and the implications of the COVID-19 pandemic have fundamentally changed the context for transport policy in Leeds.

The proposed methodology for estimating trip generation and distribution on the SRN should be set out in the Scoping Report (if being prepared) and the Transport Assessment. Given the location of the proposed development we would request that the study area includes junctions 1 to 7 of the M621.

In addition to the inclusion of any relevant committed developments, the proposed assessments should also consider background traffic growth. We would state that

when factoring surveyed flows, to represent strategic traffic growth, the LCC local authority area and the trunk road type should be used to derive growth factors in TEMPro. Given that much of the M621 is over capacity in peak periods, these assessments should consider any knock-on impacts on safety in terms of extending the time period or geographical area over which collisions may occur, given that Highways England's primary concern is the ongoing safety of the SRN. If the opening year assessments demonstrate that a mitigation scheme is required in order to accommodate the impact of the proposed development, this would need to be assessed, agreed with Highways England and a Stage 1 Road Safety Audit undertaken prior to determination of the planning application.

Highways England would support the preparation of a Travel Plan to limit the amount of private vehicle trips to and from the site and to promote sustainable modes of travel. The Travel Plan should provide the measures to support the hierarchy set out in the assessment guidance above, in particular relating to reducing the need to travel and improving accessibility by sustainable modes, being mindful of the Leeds City Council emerging aspiration for transport, namely that the city is one where you don't need a car. Given the proximity of the site to the M621 and the likelihood that most trips by car from the site are likely to interact with the SRN, the Travel Plan document should detail how the site design will ensure that 'public transport and active travel are the natural first choice for daily activities' as stated DfT's plan 'Decarbonising Transport: A Better, Greener Britain' document (July 2021) and should confirm that high speed internet connections and office space will be provided to ensure that working from home is a viable option to reduce the need to travel in peak periods. These measures are of particular relevance given the remote working paradigm shift caused by the COVID-19 pandemic and should be considered alongside the potential derivation of trip rates using the TRICS Decide and Provide Guidance mentioned previously.

- 5.3 LCC Flood Risk Management (FRM) – Whilst Flood Zone 2 extends along part of Sweet Street, the application site is located within Flood Zone 1 and there have been no records of any recent flooding within the property or adjacent areas. An initial review has also identified that there are no other known flood risk which require mitigation and would impact on the proposed development. It is noted that there is an existing 600mm diameter foul sewer and a short section of 300mm diameter combined sewer located within the site which will either require diverting or the site layout set such that the relevant easements can be provided and this should be agreed with Yorkshire Water

The site is served by a series of public foul and surface water sewers around the perimeter of the site which should provide a suitable outfall for both the foul and surface water discharges from the development.

In respect to surface water drainage, this should provide a fully SuDS compliant drainage design and the size and nature of this development provides opportunities to incorporate the various facets of SuDS. The drainage design shall be in accordance with the current Leeds CC Minimum Development Control Standards for Flood Risk.

- 5.4 Environment Agency – the site has the following constraints: Partly in flood zone 2; on a secondary A aquifer; partly in a flood warning/alert area; and within the Leeds Flood Alleviation Scheme Phase 1 Reach.

A site specific flood risk assessment (FRA) is required to include a sequential and exception test and details such as any proposed buildings and include details with regards to any structures or buildings which may alter or constrict any flows. The FRA must assess the level of risk from all flooding sources, including historic; provide

details of any proposed mitigation measures; demonstrate that the development will not increase flood risk within the site, or elsewhere, alter existing flow routes, consider climate change and show consideration to emergency access and egress in an extreme event.

The FRA would also need to establish an appropriate finished floor level (FFL) for the proposed use and ensure compliance with Leeds Minimum Design Standards for Flood Risk, show consideration to the Leeds City Councils strategic flood risk assessment and demonstrate the FFLs are appropriate in exceedance events and the residual flood risks to the site. This may include residual risk such as breach, overtopping or failure of the Leeds Flood Alleviation Scheme flood defences. Where the site is shown to be impacted in the residual scenario(s), we would advise against a more vulnerable ground floor use.

Sustainable Drainage Systems (SuDs) should always be carefully considered in discussions with the lead local flood authority. However, any drainage system must not pose a risk to groundwater quality and must not be constructed in ground affected by contamination. The proposal should incorporate pollution prevention measures to protect ground and surface water.

- 5.5 LCC Contaminated Land Team - the proposed development includes sensitive end uses and numerous potentially contaminative former uses have been identified both on and in the vicinity of the site. Therefore, the minimum of a Phase 1 Desk Study Report will be required in support of the application. Depending on the outcome of the Phase 1 Desk Study, a Phase 2 Report and Remediation Statement may also be required.
- 5.6 LCC Conservation – The proposed development does not affect any heritage assets (designated or non-designated) directly through demolition or alteration, the site comprising a mixture of car parking and modern light industrial units. The proposed development does not impact on any key views of these heritage assets and its impact on their setting can be considered to be neutral.
- 5.7 LCC Landscape - It is positive that the north-south 'green street' is now up to 25m and buildings lines are consistent. The relationship between blocks F and G looks more comfortable and legible and the landscaping and building arrangement will provide a good 'face' to Meadow Road at this gateway location. Some of the existing trees in the north east corner could now be retained with the new footprint of building J. The approach to existing trees should be further examined and refined at application stage. Some existing trees are shown retained at the south of the site but these have already been cut down.
- 5.8 LCC Nature Conservation - The latest Defra Biodiversity Metric should be applied to identify the Base-line and Post-development Biodiversity Units with the objective of achieving a Biodiversity Net Gain Uplift, aiming for an aspirational 10% uplift as per the LCC guidance on Achieving Net Gain for Biodiversity.

Where the plans may affect any built structures there should be an assessment of bat roosting potential and subsequent surveys carried out where appropriate prior to determination – the sub-station building may have some bat roosting potential.

It would be beneficial to see green and/or brownfield type roofs incorporated into this development to help contribute to the Biodiversity Unit calculations. Also, integral bird nesting and bat roosting features in some buildings is encouraged.

- 5.9 LCC Environmental Studies (Transport) – due to the proximity of major roads a noise assessment should be submitted with the planning application to quantify environmental noise levels across the site and to inform on the layout and mitigation measures that may be required to ensure that residents enjoy a good standard of residential amenity both inside and outside their dwellings.
- 5.10 Northern Gas Networks (NGN) – high pressure gas pipelines are located along the northern and southern edges of the site. NGN currently object to the proposal and intend undertaking a quantitative risk assessment to identify the risks due to the presence of the pipelines. The assessment will also provide conclusions as to whether the associated risks are As Low As Reasonably Practical, or conversely that the risks are not acceptable and some form of mitigation will be necessary.

## **6.0 Policy**

### **6.1 Development Plan**

6.1.1 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. For the purposes of decision making for this proposal within the City Centre boundary, 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 UDP 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)
- Site Allocations Plan (Adopted July 2019)
- Holbeck Neighbourhood Plan (2014)

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

6.2.1 The Core Strategy sets out the strategic level policies and vision to guide the delivery of development and the overall future of the district. Relevant Core Strategy policies include:

- Spatial Policy 1 prioritises the redevelopment of previously developed land in a way that respects and enhances the local character and identity of places and neighbourhoods. (iv) Prioritises new office, retail, service, leisure and cultural facilities in Leeds City Centre.
- Spatial Policy 3 seeks to maintain and enhance the role of the City Centre as an economic driver for the District and City Region by (i) promoting the City Centre's role as the regional capital for major new retail, leisure, hotel, culture and office development; and (iv) Comprehensively planning the redevelopment and re-use of vacant and under-used sites and buildings for mixed use development and new areas of public space.
- Spatial Policy 8 supports a competitive local economy through (ii) enterprise and innovation in...housing, leisure and tourism; (iii) Job retention and creation, promoting the need for a skilled workforce, educational attainment and reducing barriers to employment opportunities; and (vii) developing the City Centre as the core location for new retail, office and other town centre uses.
- Spatial Policy 11 includes a priority related to improved facilities for pedestrians to promote safety and accessibility and provision for people with impaired mobility.

- Policy CC1 outlines the planned growth within the City Centre. Part B encourages residential development, providing that it does not prejudice town centre functions and provides a reasonable level of amenity for occupiers. Part G supports town centre uses within the City Centre boundary.
- Policy CC2 states that areas south of the river in City Centre South will be prioritised for town centre uses, particularly large-scale office development, residential and leisure uses.
- Policy CC3 states new development will need to provide and improve walking and cycling routes connecting the City Centre with adjoining neighbourhoods and improve connections within the City Centre.
- Policy H3 states that housing development should meet or exceed 65 dwellings per hectare in the City Centre.
- 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 identifies affordable housing requirements.
- Policy H8 states developments of more than 49 dwellings should include support for Independent Living.
- Policy H9 refers to minimum space standards in new dwellings.
- Policy H10 identifies accessible housing standards.
- 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 enhance the district's historic assets in particular, historically and locally important buildings, skylines and views.
- Policy P11 states that the historic environment and its settings will be conserved, particularly those elements which help to give Leeds its distinct identity.
- 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 G5(iii) requires mixed use development on sites over 0.5 hectares in the City Centre to provide the greater area of either 20% of the total site area, or a minimum of 0.41 hectares per 1,000 population of open space.
- Policy G9 states that development will need to demonstrate biodiversity improvements.
- Policies EN1 and EN2 set targets for CO<sup>2</sup> reduction and sustainable design and construction, and at least 10% low or zero carbon energy production on-site.
- Policy EN4 states that where technically viable major developments should connect to district heating networks.
- Policy EN5 identifies requirements to manage flood risk.
- Policy EN8 identifies electric vehicle charging infrastructure requirements.
- Policy ID2 outlines the Council's approach to planning obligations and developer contributions.

### 6.3 **Saved Unitary Development Plan Review policies (UDPR)**

#### 6.3.1 Relevant Saved Policies include:

- Policy GP5 states that all relevant planning considerations are to be resolved.
- Policy BD2 requires that new buildings complement and enhance existing skylines, vistas and landmarks.
- Policy BD4 relates to provision for all mechanical plant on and servicing of new developments.

- Policy BD5 requires new buildings to consider both amenity for their own occupants and that of their surroundings including usable space, privacy and satisfactory daylight and sunlight.
- Policy LD1 sets out criteria for landscape schemes.
- Policy N19 requires new buildings adjacent to conservation areas to preserve or enhance the character or appearance of the relevant areas.
- Policy N25 boundary treatments

#### 6.4 **Natural Resources & Waste Local Plan (NRWLP)**

6.4.1 The NRWLP sets out where land is needed to enable the City to manage resources, like trees, minerals, waste and water and identifies specific actions which will help use the natural resources in a more efficient way.

6.4.2 Relevant policies include:

- Air 1 states that all applications for major development will be required to incorporate low emission measures to ensure that the overall impact of proposals on air quality is mitigated.
- Water 1 requires water efficiency, including incorporation of sustainable drainage
- Water 4 requires the consideration of flood risk issues
- Water 6 requires flood risk assessments.
- Water 7 requires development not to increase surface water run-off and to introduce SUDS where feasible.
- Land 1 requires consideration of land contamination issues.
- Land 2 requires that development conserves trees where possible.

#### 6.5 **Site Allocations Plan (SAP)**

6.5.1 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.

6.5.2 The majority of the site is allocated for mixed use development (MX1-20) identifying a site capacity of 296 residential units and 95,570sqm of office space (referencing planning permission 10/00923/OT).

#### 6.6 **Holbeck Neighbourhood Plan (HNP)**

6.6.1 The site lies in the north-east corner of the HNP area. The primary vision of the HNP is to make Holbeck a more attractive and healthier place for everyone with a thriving local centre including a range of community facilities, a choice of quality but affordable housing, a variety of local job opportunities, all set in a green environment, respecting the heritage and local character of the area, and well connected to the city centre and adjoining neighbourhoods.

6.6.2 The provision of affordable housing on site is particularly encouraged though where a contribution is justified this should be made within the HNP area (H1). Single bedrooms and larger family houses should be prioritised (H2). In the area south of Sweet Street there are mixed use opportunities for residential, employment and local service uses. Any development should seek to achieve a high-quality environment and public realm (H4). Pedestrian and cycle links which facilitate safe and easy movement to the remainder of Holbeck; a local green corridor, building entrances and

active frontages along Sweet Street are encouraged (H5). Commercial development should include secured by design principles and provide suitable landscape treatment including trees (E3). Development alongside proposed local green corridors should include the provision of greenspace and/or planting appropriate to the scale of development including street trees, safe cycling routes and footpaths (G1). New development should enhance the public realm, where appropriate increasing tree cover. Development proposals should demonstrate how building design and landscape proposals contribute to the quality of its wider setting (G4). Any new building should aim to achieve excellence in design, reducing reliance on non-renewable resources and recognising and enhancing local distinctiveness and character (HC7). New development should give priority to pedestrian routes and cycleways including from Holbeck Moor Road to Meadow Road (T1). Development should include measures to reduce air pollution including a reduction in vehicle traffic generation (T2). Development of residential areas should include measures to enable easy and safe use by pedestrians, cyclists and those with impaired mobility (T3).

#### Other material considerations

### 6.7 **National Planning Policy Framework (NPPF)**

- 6.7.1 The NPPF was updated in July 2021. Paragraph 11 states that decisions should apply a presumption in favour of sustainable development. Permission should be granted unless the application of policies in the Framework provides a clear reason for refusing the development; or any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the Framework as a whole.
- 6.7.2 Chapter 5 identifies guidance for the delivery of a sufficient supply of homes.
- 6.7.3 Chapter 6 references the benefits of a strong, competitive economy. Paragraph 81 states that significant weight should be placed on the need to support economic growth.
- 6.7.4 Chapter 7 relates to measures to ensure the vitality of town centres to promote their long-term vitality and viability allowing them to grow and diversify, allowing a suitable mix of uses (including housing) and reflecting their distinctive characters.
- 6.7.5 Chapter 8 promotes healthy and safe communities aiming to achieve healthy, inclusive and safe places. Decisions should promote public safety and take into account wider security requirements (paragraph 97).
- 6.7.6 Chapter 9 identifies measures to promote sustainable transport. Paragraph 112 states that priority should be given to pedestrian and cycle movements; the needs of people with disabilities and reduced mobility addressed; creation of safe, secure and attractive spaces; allow for the efficient delivery of goods; and be designed to enable use by sustainable vehicles.
- 6.7.7 Chapter 11 states that 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.
- 6.7.8 Chapter 12 identifies the importance of well-designed places and the need for a consistent and high quality, beautiful and sustainable buildings and places. Paragraph 126 states that the creation of high-quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect

of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Paragraph 130 states that planning 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.

Paragraph 131 recognises that trees make an important contribution to the character and quality of urban environments and can also help mitigate and adapt to climate change.

- 6.7.9 Chapter 14 identifies the approach to meeting the climate change challenge. New development should avoid increased vulnerability to the range of impacts arising from climate change and should be planned so as to help reduce greenhouse gas emissions, such as through its location, orientation and design (paragraph 154).
- 6.7.10 Chapter 15 identifies guidelines for conserving and enhancing the natural environment. Paragraph 174 states that new and existing development should not be put at unacceptable risk or be adversely affected by unacceptable levels of soil, air, water or noise pollution. Development should, wherever possible, help to improve local environmental conditions.
- 6.7.11 Chapter 16 refers to the historic environment. Paragraph 197 states that local planning authorities should take account of:
  - a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
  - b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
  - c) the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 199 states that “When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be).” Paragraph 202 states that “Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.”

Paragraph 203 says that “The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset”.

## 6.8 **Supplementary guidance**

- Accessible Leeds SPD
- Travel Plans SPD
- Building for Tomorrow Today: Sustainable Design and Construction SPD
- Neighbourhoods for Living SPG
- City Centre Urban Design Strategy SPD
- South Bank Regeneration Framework SPD
- Tall Buildings Design Guide SPD
- Transport SPD (draft)
- Connecting Leeds Transport Strategy

## 7.0 **Issues**

Members are asked to comment on the emerging proposals and to consider the following matters:

### 7.1 Principle of the development

7.1.1 Much of the City One site has been vacant for some time and has been the subject of a series of planning permissions for mixed use redevelopment, none of which have been implemented. The HNP identifies that the area south of Sweet Street, including the site, presents opportunities for residential and employment uses. In the SAP, the majority of the site is allocated for mixed use development (MX1-20) identifying a site capacity of 296 residential units and 95,570sqm of office space (referencing planning permission 10/00923/OT). However, the capacities identified in the SAP are indicative, acknowledging that the scale of uses identified in planning applications may be higher or lower and applications will be judged on their own merits against other material considerations. Justification for diversion from the SAP will be presented with the forthcoming planning application.

7.1.2 The site is located within the designated City Centre. The development would bring forward a mix of uses as identified at paragraph 3.3 above. CS policy CC1(b) encourages residential development in City Centre locations. Similarly, CS policy CC2 states that the areas of development opportunity in the City Centre south of the river will be prioritised for town centre uses noting that there is substantial opportunity for residential development. The development would deliver up to 2,200 residential apartments which would represent a significant contribution towards the Core Strategy’s aim to provide 10,200 new homes within the City Centre over the plan period.

7.1.3 The development could also deliver up to 70,000sqm of office space. Whilst less than the SAP allocation this would be a significant contribution to meeting the growth target of at least 655,000sqm of office floorspace within the City Centre identified by CS policy CC1. At the same time the provision of office development in this location would accord with a raft of other policies including CS spatial strategies 2 and 3 which direct office development to City Centre locations and CS policy CC2 which prioritises City Centre South for town centre uses, particularly large-scale office development.

- 7.1.4 The masterplan envisages the delivery of a hotel (up to 450 beds) within the development. In addition to contributing to the mix of uses and adding additional vitality and vibrancy to the streets such a use would support and enhance the local economy (CS policies CC1 and SP8). Similarly, between 1,000-2,850sqm of ground floor Use Class E(a-g) floorspace is proposed. Such uses, such as shops, restaurants, financial and professional services, indoor sport and recreation, medical or health services and nurseries would both support the development itself, provide a range of local employment opportunities, and contribute towards the creation of a vibrant community in the area.
- 7.1.5 Consequently, the emerging proposals identify the mixed-use redevelopment and re-use of a largely vacant and under-utilised site at a key gateway into the City Centre. The comprehensive proposals would make more effective use of this sustainably located brownfield site and in so doing assist regeneration priorities and provide improved opportunities for people living in nearby communities.

## 7.2 Townscape and heritage considerations

- 7.2.1 The current appearance of the site with boundary hoardings, palisade fencing, advertising hoardings and boarded up buildings detracts from the wider townscape. The retained trees and soft landscaping represent the only positive features at this key southern gateway into the City Centre. The southern extent of Holbeck Conservation Area is located 120m to the west. The conservation area includes a number of listed buildings whilst the Grade II listed former Holbeck Library is situated 150m to the west. Given the scale of some of the proposed buildings special regard needs to be paid to the desirability of preserving the setting of the listed buildings and special attention needs to be paid to the desirability of preserving or enhancing the character or appearance of the conservation area. Whereas the separation between the site and the conservation area is such that the impact upon the setting of these heritage assets is not considered to be significant or harmful the impact will be reviewed in the forthcoming application.
- 7.2.2 In the UDPR the site was identified as part of a Prestige Development Area where large scale prestige developments were encouraged to reflect the importance of these locations at the entrance to the City Centre. Following on from this designation the Tall Buildings SPD identified the area to the south and east of Bridgewater Place, including the City One site, as being part of a gateway area where there is an opportunity for a cluster of tall buildings. These designations are reflected in a series of planning permissions approving tall buildings on the site. Most recently, outline planning permission was granted for buildings ranging up to 40 storeys on the site (10/00923/OT) albeit none of the schemes has been implemented.
- 7.2.3 Recently constructed buildings north of Sweet Street rise to a maximum of 12 storeys and the emerging proposals indicate that the majority of buildings proposed around the development would be comparable with these heights. Albeit the parameters allow for flexibility, in general terms heights would rise gradually from the south-west corner, along the eastern and western fringes with the highest points of scale stepping up in the centre-northern area of the site. The tallest building, up to 42 storeys, would be located on the southern fringe of the linear park on the western edge of the principal access into the site from Sweet Street. Despite the set back from Meadow Road, its scale would be manifest on key approaches to the City Centre from the south. Given this prominence and importance, especially high quality design and appearance will be necessary to achieve an appropriate and successful outcome.

- 7.2.4 The parameter details will be accompanied and read alongside a design code document which will detail key design principles for buildings and spaces to guide and control the finer detail to be submitted in reserved matters applications. Accordingly, at this early stage in the process there is little information available regarding the likely appearance of the buildings. However, early images imply are clear architectural order. Some precedent ideas will be available at City Plans Panel to provide an indication of how building masses could be developed.
- 7.2.5 The centre of the site currently houses a large substation. Whilst discussions are ongoing at the current time it is unknown whether it will be possible to relocate it off-site. If retained, it is intended to improve the periphery of the substation with new landscaping and boundary treatment. The lower scale of development in this part of the site would consequently act as a counterpoint to the scale and density of development intended elsewhere. However, if relocated, an opportunity arises to deliver a building up to 32 storeys that would be seen as transitional element between the lower and mid-rise buildings around the periphery of the site and the taller point element to its north.
- 7.2.6 As the development would come forward in phases, with a likely sequence from north to south, temporary landscaping and pedestrian routes through the site would be required for undeveloped areas in the interim.
- 7.2.7 **Do Members support the proposed scale and form of development?**
- 7.3 Landscape, public realm and biodiversity
- 7.3.1 Much of the interior of the site currently comprises cleared land, some of which is used for car parking, such that it presents an unappealing appearance. However, its impact is mitigated, to an extent, by wildflower meadow and trees in planters provided as temporary features as a condition of the planning permission for commuter parking. These are supplemented by more established trees located around some peripheral edges of the site, many of which are now protected by TPO following the removal of 20 trees during Autumn 2021.
- 7.3.2 The illustrative masterplan identifies the retention of the majority of trees in the ground, including those on the north-west frontage to Sweet Street and the majority of trees facing Jack Lane. It is proposed that trees in raised planters would be planted as part of provision around the site to enable their long-term survival. The proposed scale, form and re-levelling does not allow for the retention of the wildflower meadow in the reconfigured site.
- 7.3.3 The proposed development plans to provide a range of open spaces around the site. These include the linear park which would maintain and enhance an established green character on the south side of Sweet Street and strengthen its function as a defensible edge to the residential-led development. At the same time, the retention of existing semi-mature trees would help to assimilate the scale of the proposed built form into the local urban context. Wide footways would permeate the space whilst its scale has the capacity to accommodate spill-out areas from potential retail and food and drink uses located on the ground floor of block B.
- 7.3.4 City One Square would be an area of greenspace located between blocks A and B. The continuous public space would link Trent Street to the south with the linear park 80m to the north and be a minimum of 25m in width, comparable with the width of Cookridge Street to the north of the Headrow. Large lawn areas would allow for flexibility in use.

- 7.3.5 Running almost due south of St Barnabas Road and a similar width (25m), the green street would allow for vehicular access from Sweet Street but would also be designed to be pedestrian and bicycle friendly. The width of the space would enable tree planting and soft landscaping such that it could also operate as an amenity space, with added activity provided by spill-out areas from the ground floor of adjacent buildings. It is intended that there would be integrated servicing points and entrances into basements from the street.
- 7.3.6 Buildings on the eastern edge of the site would be set back a minimum of 10m from the edge of the Meadow Road carriageway, a similar distance to the existing Halfords building on the site. This would allow for pedestrian and cycle routes, and new tree planting along this side of the street to create an attractive frontage to the buildings and to complement more extensive green infrastructure on the east side of Meadow Road. East-west spaces between the buildings would also be landscaped to provide connections with the green street. The south-east corner of the site will be prominent and highly visible to vehicles approaching the City Centre from the south and the detailed landscape design of this southern gateway warrants significant care. Retained trees along the Jack Lane frontage will be supplemented with replacement tree planting.
- 7.3.7 The open space within the heart of Block B would be a minimum of 900sqm. in area. The space would be designed as a private amenity space for residents of the surrounding building.
- 7.3.8 CS policy G5(iii) requires mixed use development on sites over 0.5 hectares in the City Centre to provide the greater area of either 20% of the total site area, or a minimum of 0.41 hectares per 1,000 population of open space. The illustrative masterplan suggests that the open space provision would accord with policy G5, albeit due to the flexibility in the number of residential apartments enabled by the parameters there may still be a requirement for an off-site greenspace contribution.
- 7.3.9 The illustrative masterplan identifies 191 new trees within the open spaces and along streets around the site. These are in addition to the retained existing trees and the trees in planters which, being portable, could potentially be beneficial during the phased delivery of the scheme. The provision would exceed the minimum 3:1 replacement requirement required by the NRWLP and help to enhance the quality of the landscape in accordance with CS policy P12.
- 7.3.10 CS policy G9 requires an overall net gain in biodiversity commensurate with the scale of the development. The latest Defra Biodiversity Metric should be applied to identify the baseline and post-development biodiversity units with the current aspiration of achieving a 10% biodiversity net gain (BNG) within the completed development. Opportunities for biodiversity exists within the open spaces distributed around the site which could be supplemented by blue and green roofs subject to the extent of photovoltaic cells. CS policy G9 also requires that the development enhances existing wildlife habitats and provides new areas and opportunities for wildlife. Existing built structures such as the sub-station should be assessed for bat roosting potential and subsequent surveys carried out where appropriate. Integral bird nesting and bat roosting features in some new buildings will be sought to satisfy CS policy G9.
- 7.3.11 **Do Members consider that the emerging approach to landscape and public realm is acceptable?**

7.4 Transportation and connectivity

- 7.4.1 Whilst the site is located adjacent to Meadow Road, the main distributor to the City Centre from the M621 which accommodates high volumes of vehicular traffic, it is located in a sustainable City Centre location less than 1km from Leeds City Station via a network of footways. As noted in the Holbeck Neighbourhood Plan the area has a strategic importance in linking Holbeck and the City Centre whilst CS policy CC3 requires developments to improve routes connecting the City Centre with adjoining neighbourhoods to improve access to jobs and services, to make walking and cycling easier, and to encourage greater usage by making these routes safer and more attractive. The application will be supported by a Transport Assessment which should review and present a detailed strategy for pedestrian and cyclist connectivity from all directions around the site. Any improvements will need to consider the impact on more vulnerable people, such as those with mobility issues, disabilities, elderly people and the young.
- 7.4.2 The illustrative masterplan identifies six potential vehicular access points along the northern and western boundaries of the site. Access geometry should accord to requirements in the Street Design Guide SPD. Within the site the masterplan shows narrow one-way sections of road intended to prioritise the pedestrian environment. Whilst this may be acceptable for minor sections, the internal network could become blocked by service (or other) vehicles stopping on the carriageway and preventing other vehicles from passing. Therefore, further consideration needs to be given to ensuring that adequate space is provided such that traffic can freely pass stationary vehicles.
- 7.4.3 The masterplan identifies a largely orthogonal arrangement of buildings on a north-south and east-west grid. This arrangement enables the provision of a network of routes through intervening spaces that would provide enhanced connectivity across the site. A finer network of footways intended within these spaces would add an enhanced level of permeability.
- 7.4.4 The outline proposals are intended to provide some flexibility in detailed design. This could enable the delivery of a multi-storey car park or basement parking areas or a combination of both. However, the parameters are accompanied by a development schedule which controls both the types of uses, numbers and volumes. As a result, the maximum number of car parking spaces currently proposed would be 691. The spaces would be used by occupiers of the development or any additional capacity controlled as short stay parking. The transport assessment accompanying the planning application will need to review, in detail, likely trip generation and the impact upon surrounding road junctions, including junctions 1 to 7 of the M621.
- 7.4.5 In determining the appropriate provision of car parking at the development it will be necessary to identify a range of sustainable travel facilities within a travel plan. This should include Electric Vehicle Charging Points (EVCP) provision designed to achieve or surpass the requirements of CS policy EN8. Additionally, accessible spaces should include 5% of the initial parking provision; 5% of the actual parking provision to be capable of conversion to accessible spaces (reserved spaces to be converted in the future) and 5% of all accessible space to include EVCPs. Car Club spaces will also be required to accord with the Parking SPD. Likewise, cycle parking provision should be in accordance with the Parking SPD. There should be both secure short stay and covered long stay spaces for both the residential and commercial elements of the development.
- 7.4.6 **Do Members consider that the development's emerging provisions for transportation and connectivity are acceptable?**

## 7.5 Housing and residential amenity

### Density

- 7.5.1 CS Policy H3 requires housing developments in the City Centre to meet or exceed 65 dwellings per hectare. The application proposes up to 2200 residential apartments on a site area of 3.79ha thereby significantly exceeding the minimum policy requirement and making efficient use of brownfield land in a highly sustainable City Centre location.

### Housing mix

- 7.5.2 Policy H4 of the Leeds Core Strategy aims to ensure that new housing delivered in Leeds provides an appropriate mix of dwelling types and sizes to address needs measured over the long-term taking account of preferences and demand in different parts of the city. With this in mind the policy is worded to offer flexibility. Due to the denser character of the City Centre, the requirement for houses is not applicable. Targets for the number of bedrooms in flats ranges from 10% for one and four bedroom apartments to 50% with two bedrooms.
- 7.5.3 A detailed Housing Needs Assessment is currently being prepared that is closely examining the Leeds market, existing provision, projected need and also reviewing the provision and demand at the developers' other schemes across the country.

### Affordable housing

- 7.5.4 CS policy H5 sets a minimum target that 7% of new homes in major developments in this part of the city should be affordable housing with a mix of intermediate and social rents at benchmark rents. 2200 apartments would generate the need for 154 affordable units based upon this policy. Alternatively, Build to Rent developments such as this can provide either 20% of total dwellings as "Affordable Private Rent" dwellings with rents 20% lower than market rents in the local area and agreement of eligibility criteria with secure arrangements that continue in perpetuity; or a commuted sum in lieu of on-site provision of affordable housing.
- 7.5.5 CS policy H5 does not outline a hierarchy or preferred approach, instead confirming that each of the three options are appropriate and accepted for developments of this nature as alternatives. This offers full flexibility for the applicant to choose in the case of Build to Rent schemes whether to provide the affordable housing requirement on site or to offer an off-site contribution in lieu of on-site provision. The rationale for this approach was set out in the report to Executive Board in March 2017 which stated at paras 3.1-3.12:

'...it is proposed that the Council recognises that the payment of a commuted sum in lieu of on-site provision is likely to be more in line with the funding model which underpins Build to Rent delivery. Further, that the Council accepts that the Build to Rent funding model can be taken into account as a justification which supports the financial contribution. This would reflect the practicality of delivering Build to Rent housing whilst supporting the delivery of affordable housing within the city centre housing offer as a whole. Significant resources could be generated through the acceptance of Commuted Sums for investment in affordable housing...The authority can use these resources alongside other funding to maximise investment in affordable homes.'

7.5.6 National Government Guidance also accepts that Build to Rent schemes are a 'specific asset class' with a funding model that is distinct from Build for Sale developments. The specific guidance offered on provision of affordable units, set against commuted sums, is as follows:

'It is expected that developers will usually meet their affordable housing requirement by providing affordable private rent homes. However, if agreement is reached between a developer and a local authority, this requirement can be met by other routes, such as a commuted payment and/or other forms of affordable housing as defined in the National Planning Policy Framework glossary. The details of this must be set out in the section 106.'

7.5.7 The developer has confirmed that the details of affordable housing would be discussed when the outline planning application is submitted, indicating that it is likely at this stage that on-site discounted market rent units may be the preferred approach.

Space standards and residential amenity

7.5.8 CS policy H9 requires all new dwellings to comply with the identified minimum space standards so as to create a healthy living environment. The developer has confirmed that all units will conform with these requirements.

## 7.6 Accessibility and inclusion

7.6.1 Alongside the Accessibility SPD, CS policies P10(vi) and T2 require that developments are accessible to all users. The emerging proposals suggest that gradients within external spaces will be accessible and respond to the needs of all users. Detailed landscape design should meet the standards set out in Approved Document Part M and British Standard (BS) 8300.

7.6.2 The proposed buildings are at an early stage in the design process. However, 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.

7.6.3 CS policy H10 requires that 30% of the new homes should be accessible and adaptable dwellings (Building Regulations standard M4(2)) and 2% of homes should be adaptable to wheelchair user standards (M4(3)). The developer has confirmed that the detailed design will be compliant with these standards. Accessible parking requirements are referred to at paragraph 7.4.5 above.

## 7.7 Sustainability and Climate Change

7.7.1 The CS sustainable development policies are designed so that new development contributes to carbon reduction targets and incorporates measures to address climate change concerns following the Council's declaration of a climate emergency in 2019. Policy EN1 is flexible, allowing developers to choose the most appropriate and cost-effective carbon reduction solution for their site. Major developments also need to meet the BREEAM Excellent standard if feasible (EN2). Where technically viable, appropriate for the development, and in areas with sufficient existing or potential heat density, major developments should propose heating systems, potentially connecting to the emerging district heating network (EN4(i)).

7.7.2 It is intended that the development will accord with and, in many cases, surpass CS policies. This would be achieved through the implementation of a wide range of strategies and measures including the following:

- Passive design principles would be prioritised to reduce energy demand and overheating. The approach would improve U-values, reduce thermal bridging and improve airtightness. Electric space heating and air source heat pumps would be used. Rooftop photovoltaic cells would provide renewable energy. Mechanical Ventilation with Heat Recovery (MVHR) would be used in all homes. All new homes would be net zero carbon compatible.
- The development would incorporate the Future Homes Standard and undertake Whole Life Carbon Assessments to reduce the embodied carbon impact during construction and operation. Cement replacement in concrete and recycled steel would be utilised.
- The development will continue to explore opportunities to connect to the Leeds Pipes network. In parallel, proposals for a site-wide low carbon district heating network would be developed which could link to the Leeds Pipes network at a later date.
- Water use will be targeted to be less than 110 litres per day per person. The development would utilise sustainable drainage solutions (SuDS).
- Construction waste would be segregated to divert it from landfill wherever possible.
- A minimum of 40% of all the parking spaces would be fitted with charging points with safeguarding for 100% provision.

7.7.3 **Subject to confirmation of details do Members support the emerging approach to sustainable development?**

## 7.8 Wind environment

7.8.1 Due to the scale of some of the proposed buildings and their exposed location there is a significant potential for the generation of strong winds around the development. The applicant engaged Buro Happold at the commencement of the design process to provide advice regarding the safety and comfort of the wind environment resulting from the development. In turn, the Council has appointed Tobermory Consultants to input and guide this process and ultimately to peer review Buro Happold's findings which will form the substance of a wind report. Tobermory has advised on the need for wind tunnel assessment at this stage to supplement the modelling undertaken by Buro Happold. Ultimately, if the development comes forward in a series of phases, wind testing will be required at each stage to confirm that the development would not have any unsafe wind impacts and would achieve appropriate thresholds in terms of wind comfort.

## 7.9 Safety and security

7.9.1 CS policy P10(v) identifies that developments should create safe and secure environments that reduce the opportunities for crime and the NPPF states that developments should be safe and accessible so that crime and disorder, and the fear of crime, do not undermine quality of life.

7.9.2 The emerging proposals identify a development that would result in a far more populous use of the site than presently. A new network of streets and routes would provide new permeability through the site and the parameters dictate that the dimensions of the spaces have capacity to accommodate good quality landscape

design and street lighting to help create a quality environment that should engender a perception of safety. Discussions are ongoing regarding the extent of active, ground floor, frontages around the individual buildings, recognising that operationally it is usually necessary to incorporate some servicing and back of house plant areas within facades. At the same time, the introduction of a residential community of the scale envisioned should give rise to a significant amount of passive surveillance around both the interior and periphery of the site.

## 7.10 Conclusion

7.10.1 The emerging proposals offer a significant potential to regenerate a large and prominently located brownfield City Centre site which has been largely vacant and underutilised for a number of years. The City One development is likely to deliver a significant number of new homes, offices and employment opportunities, visitor accommodation, public realm, and new pedestrian routes across the site that would help to connect the site with the City Centre and the established communities to the south.

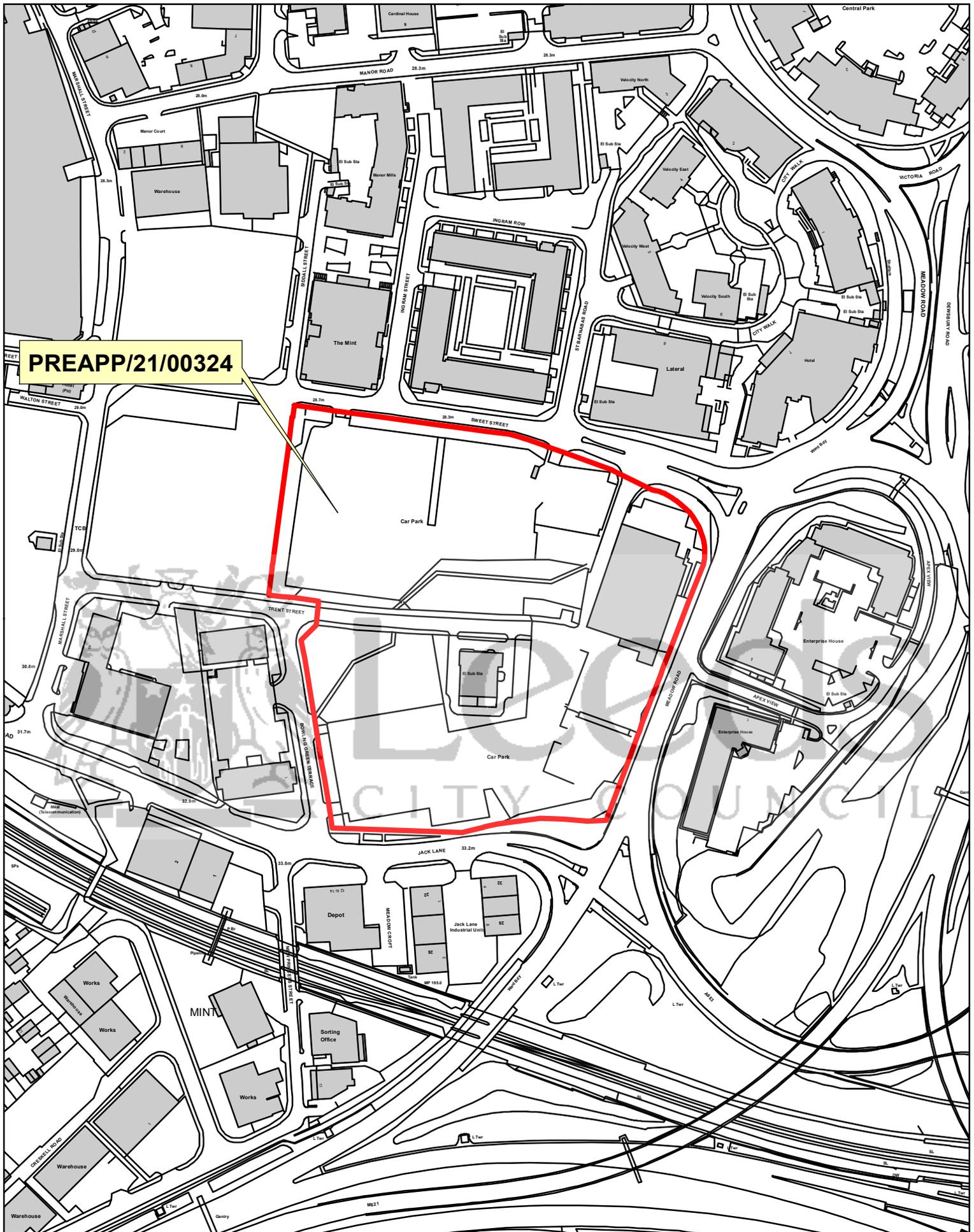
7.10.2 Members are asked to note the contents of the report and the presentation, and are invited to provide feedback, in particular, on the issues outlined below:

**Do Members support the proposed scale and form of development? (7.2.7)**

**Do Members consider that the emerging approach to landscape and public realm is acceptable? (7.3.11)**

**Do Members consider that the development's emerging provisions for transportation and connectivity are acceptable? (7.4.6)**

**Subject to confirmation of details do Members support the emerging approach to sustainable development? (7.7.3)**



**PREAPP/21/00324**

# CITY PLANS PANEL

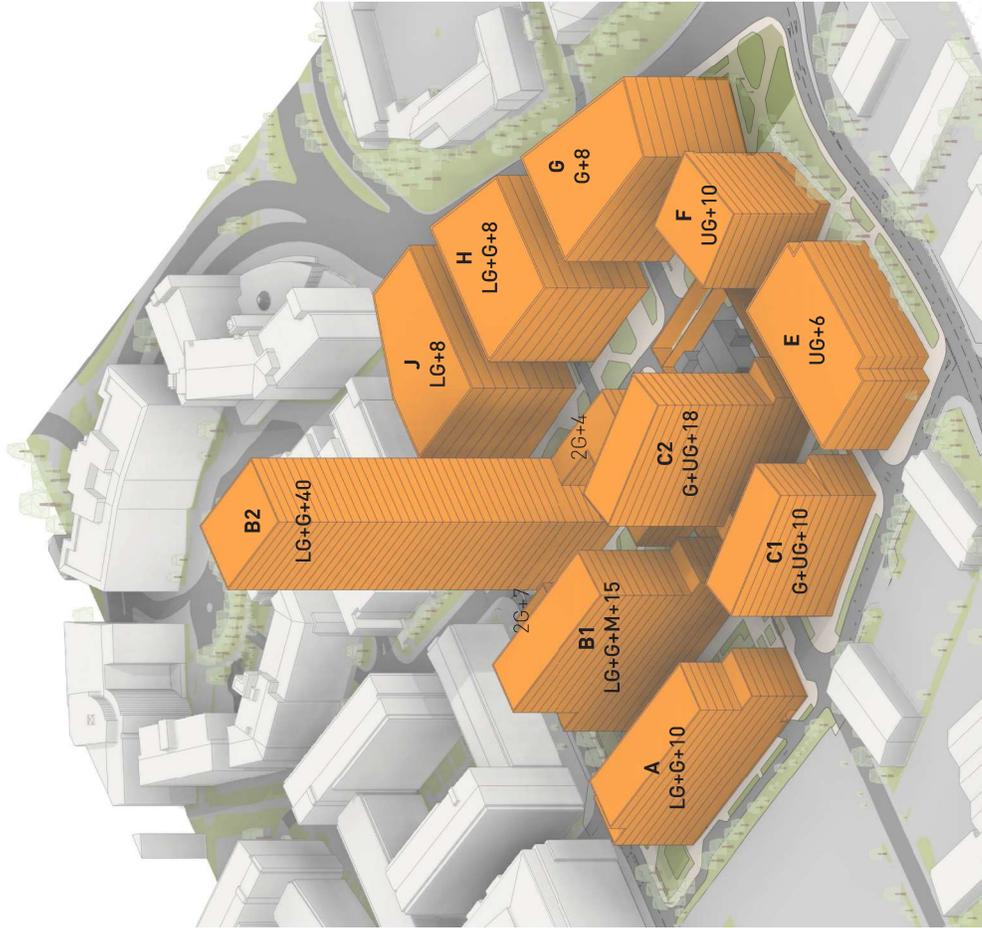
© Crown copyright and database rights 2022 Ordnance Survey 100019567

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

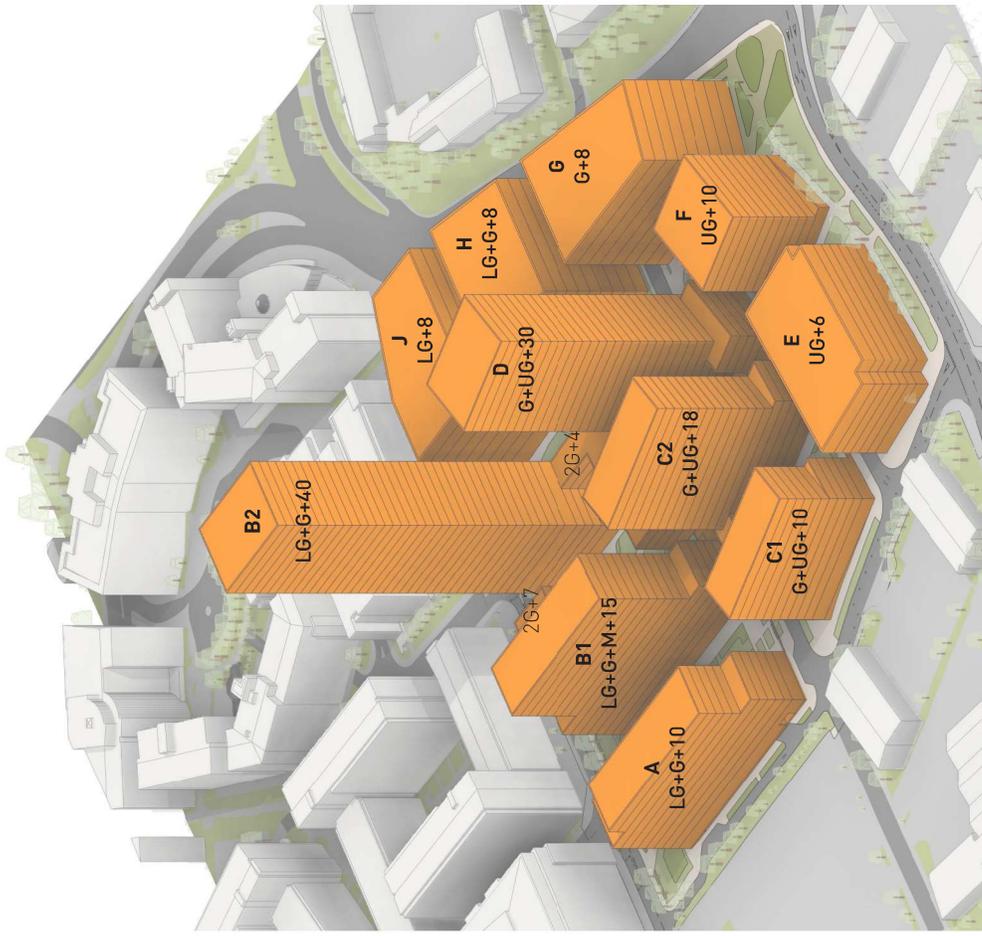
SCALE : 1 / 2500







LATEST MASSING UPDATE - SUBSTATION RETAINED



LATEST MASSING UPDATE - PLOT D DEVELOPED

