



Report of the Chief Planning Officer

PLANS PANEL EAST

Date: 25th November 2010

Subject: APPLICATION 09/05411/FU & 10/00378/CA – Planning application for part demolition, change of use, including 5 storey extension and addition of new floor to roof of former tannery to form 190 apartments and erection of multi level development up to 7 storeys in 3 blocks comprising 9 townhouses and 150 apartments with retail shop, car parking and landscaping and Conservation Area Consent for demolition of industrial buildings at Buslingthorpe Tannery, Education Road, Sheepscar, Leeds.

APPLICANT

Henry Buck Partnership

DATE VALID

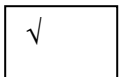
1st February 2010

TARGET DATE

w/c 12th July 2010

Electoral Wards Affected:

Chapel Allerton



Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

POSITION STATEMENT

Members are requested to note this progress report on the proposal and give views in relation to the amended proposals in respect of site layout, scale and design to aid progression of the application.

1.0 INTRODUCTION

1.1 Members will recall that this development proposal by Carey Jones Architects was presented to the Plans Panel meeting on 8th April 2009 as a Position Statement and more recently on 5th August 2010. At this Panel meeting, Members made the following points:

- No concerns regarding the principle of residential development, including the mix of units;
- Members were more satisfied at the proposed reduced heights of buildings and were appropriate in the Conservation Area. Members also considered

that a marker building could be higher, but would need to be a well designed stylish building;

- Full archaeological would be required;
- Concerns over the amount of parking;
- No details has been provided on the quality of the residential development and there was concern at the amount and location of amenity space;
- Concerns over the amount of development, particularly if car parking levels needed to increase with a consequential impact on the provision of amenity areas; and
- That a Section 106 Agreement was required a secure a number of planning obligations despite the applicant's viability issues.

- 1.2 In response to the observations made by the Plans Panel, Officers have met with the applicants to try to resolve and address some of the issues associated with the development. In particular, discussions have centred around the scale and architectural treatment of the development.
- 1.3 At the previous Panel meeting on 5th August, the plans which were presented included sketches of the proposed site layout plan, with approximate storey heights for each building shown. This also included the location of each landscaped amenity area within the site. The applicant has now provided a more detailed plan and has started to work on the elevational treatment for the proposed buildings.
- 1.4 The main retained tannery building (Building A) will remain the focus of the development site, with the additional of one floor to part of its roof. The proposed new buildings within the site are all designed to reflect the industrial character of the main tannery, with the majority of buildings all been designed to be subservient. Building B, located towards the north of the site, is arranged over 6 floors with undercroft parking and would be higher than the main tannery due to the rising topography of the land. No detailed designs have been formulated for this building as the design work has been focused on Buildings C1, C2, D and the terrace houses.
- 1.5 Buildings C1 and C2 are located directed opposite the tannery and rise to 5 storeys. This is in contrast the original submission which included one, single elongated part 6 and part 7 storey building. It is designed in brickwork with an industrial character to reflect the tannery opposite. This also includes the use of balconies with different proportioned windows. Building D, is located close to the Education Road entrance and is split into 2 distinct elements. The northern part is similar in design to Buildings C1 and C2 and rises to 4 storeys. The southern element is cylindrical is shape and rises to 8 storeys and acts a focal point and point of reference between Meanwood Road and Scott Hall Road. The cylindrical shape historically reflects the drum structures associated with the tanning process on this site. The lower 3 floors of the cylindrical building would be brick while the upper 6 floors would be clad in metal with windows openings and recessed balconies in order to provide a more industrial aesthetic.
- 1.6 Within the south west corner of the site proposals involve the erection of 10 three storey town houses that would be constructed from brickwork. Each house would have its own private rear garden area. The applicant has modeled the view from the city to demonstrate that the proposed townhouses would not obscure views of the main tannery building. The houses would also add to the mix of residential accommodation on the site by providing family housing.

- 1.7 In terms of the estimated number of residential units, 275 apartments plus the 10 townhouses are proposed. Parking is provided within an undercroft area in Building B and within 2 basement levels below Buildings C1 and C2. Surface level parking is proposed across the site and supplemented with landscaping. In total, 198 car parking spaces are proposed, which is almost at the 70% level required. A detailed plan of the parking layout is still required and this would need to be assessed by Highways Officers in terms of its acceptability. Any parking would also need to be unallocated so as to maximize its efficiency. The amenity space within the site is also spread into various locations to cater for the needs of future occupants. Whilst the minimum standard would never be achieved in accordance with Neighbourhoods for Living, the focus is on the quality of amenity space. A large private space has been increased in area, located between Blocks A and B which is completely separated from any parking areas. There is also a large private area located between the southern wings of the main tannery while there are also other usable areas adjacent to Buildings B, C1, C2 and D, as well as a landscaped terrace adjacent to the Scott Hall Road frontage. There would also be balconies for some of the units within Buildings B, C1, C2 and D, which would provide valuable amenity space. Each of the 10 houses have their own private garden areas.
- 1.4 In summary, the development represents an intense form of development, although this reflects the historical character of this former industrial site in terms of the juxtaposition of buildings.
- 1.5 The Panel's views of the amended proposals are therefore sought, particularly relating to the scale and architectural treatment of the buildings. In tandem with this, the applicant would also need to satisfy all other planning issues relevant to the proposal, including highways issues and planning obligations.

2.0 PROPOSAL:

- 2.1 It is proposed to redevelop the existing tannery site with a combination of conversion and new build elements to provide a residential scheme. The scheme proposes a total of 285 residential units and provides a mix of accommodation as follows:
- 39 x studio apartments
 - 73 x 1 bedroom
 - 157 x 2 bedroom
 - 6 x 3 bedroom
 - 10 x 4 bedroom townhouses
- 2.2 The main 5 storey tannery building will be retained and topped with an additional storey together with an extension on the northern side. The remaining industrial buildings will be demolished and replaced by 3 new apartment blocks ranging from 4 to 7 storeys. Materials include the use of brickwork to tie in with the retained tannery building, together with metal cladding, concrete and glass. The additional storey on the roof of the tannery will be constructed from zinc. External amenity areas are spread across the site.
- 2.3 The vehicular access is proposed via Jackson Road and Education Road, off Meanwood Road. There would be no vehicular access from Sheepscar Street North, off Scott Hall Road (A61). Proposals also include a total of 198 car parking spaces located within communal parking courts, a basement parking area and

dedicated parking for the townhouses. The scheme also allows for pedestrian linkages, recognising the potential for the redevelopment of adjacent sites.

2.4 The following documentation has been submitted in support of the application:

- Detailed drawings;
- Design and Access Statement;
- Planning Statement;
- Transport Assessment;
- Draft Travel Plan;
- Archaeological Fabric Appraisal
- Site Investigation Report;
- Flood Risk and Drainage Assessment;
- Noise Assessment;
- Landscaping Scheme;
- Statement of Community Involvement; and
- Economic Viability

2.5 The applicant has not submitted a draft Section 106 Agreement as they have indicated that it is not viable to provide any of the required planning obligations. A financial appraisal has been submitted to justify the viability of the proposal.

3.0 SITE AND SURROUNDINGS:

3.1 The site comprises the original Buslingthorpe Tannery which consists of a red brick, part 4 and part 5 storey building located towards the centre of the site. A number of other industrial buildings of different eras are located around the site, the majority of which are single storey. There is also a domestic scaled (single storey) building located towards the north east corner of the site. Meanwood Beck runs beneath the southern part of the site and has been culverted at some point in the past. The site slopes gradually upwards from south to north, with a steeper section towards the north east corner.

3.2 The site is located within a mixed area comprising mainly employment uses. To the north are three storey offices and a vehicle repair garage which are located at a higher level than the application site. To the west is Hill Top Works, another former tannery site which is partially vacant, with the exception of some vehicle repair businesses. This site is also at a higher level than the application site. Also to the west and further southwards is an electrical sub-station which lies adjacent to an open section of Meanwood Beck. To the south are industrial units on the Penraevon Industrial Estate which are accessed from Jackson Road and Education Road from Meanwood Road. To the east is the partially working tannery of Stead's, which comprises a collection of brick built buildings and some more modern additions. Part of the application site's eastern boundary fronts onto Sheepscar Street North (A61) which is elevated above the site.

3.3 Existing vehicular access into the site is from three access points, including Sheepscar Street North from the east and Jackson Road and Education Road from the south, through the commercial areas. There is a signalised junction to the north east of the site on the junction of the A61 and Buslingthorpe Lane.

4.0 RELEVANT PLANNING HISTORY:

4.1 A full planning application was submitted in April 2008 for the redevelopment of the site to provide a total of 716 apartments within the converted tannery building and within 4 new build blocks (Ref. 08/00937/FU). The scheme included an extension to the north of the tannery as well as the addition of 2 floors to the roof to provide 208 apartments. The remaining 508 apartments were proposed within a multi-level development of up to 10 storeys, as well as the conversion of the single storey gatehouse to a gymnasium. Permission was refused under delegated powers on 15th October 2009 for the following reasons:

1. Design and scale over-intensive which would be harmful to the character of the area.
2. Inadequate parking.
3. Noise from block adjacent to A61 resulting in harm to living conditions of new occupants.
4. Insufficient landscaping.
5. Lack of affordable housing.
6. Failure to make contribution towards public transport infrastructure.
7. Lack of appropriate level of communal amenity space and Greenspace.
8. Over-development of the site.

5.0 HISTORY OF NEGOTIATIONS:

5.1 Prior to the submission of the application, pre-application discussions have been ongoing with the applicant and their consultants for over 3 years. Issues discussed have included siting, design, and scale of the proposed blocks, as well as landscaping, access and parking. Officers have also made the applicant aware of the necessary planning obligations. These negotiations have culminated in a Planning Performance Agreement (PPA) with the applicant, whereby the local planning authority are working to pre-agreed timescales to determine the application.

6.0 PUBLIC/LOCAL RESPONSE:

- 6.1 The application has been publicised as a major application and as affecting the character of a conservation area by means of site notices, posted on 3rd February 2010, and a press notice, published 18th February 2010. No responses have been received by any local residents or businesses.
- 6.2 **Victorian Society** – No objections are raised to the proposed demolitions or to the erection of new buildings. Retention and conversion of the principal mill building is welcomed.
- 6.3 **Leeds Civic Trust** – The Leeds Civic Trust supports the application and considers that it will be a good reuse of a historic building. Concerns are raised over the impact on the provision of low-cost commercial premises in the area, the design of the new build is very ordinary, there is no social housing and the flat sizes are too small and will attract a limited market.

7.0 CONSULTATION RESPONSES:

Statutory:

- 7.1 Highways
The proposals are acceptable in principle, although further information is required relating to gradients and confirmation on where the new road adoption will commence. The level of parking is acceptable, although cycle and motorcycle should be shown on the layout plan. A s.278 would need to be entered into to secure a number of off-site highway works.
- Non-statutory:**
- 7.2 Contaminated Land
No objections, subject to conditions.
- 7.3 West Yorkshire Police
Recommend that improved defensible space around the buildings is provided.
- 7.4 Transport Policy (Travelwise)
Comments and recommendations regarding the submitted draft travel plan have been provided. Negotiations are ongoing in this respect. A Travel Plan Monitoring and Evaluation fee of £3,745 has been requested.
- 7.5 Public Transport
A contribution of £128,946 towards public transport infrastructure should be sought under the adopted SPD.
- 7.6 Metro
A contribution of £10,000 is required to upgrade the northbound bus shelter and the provision of Metro cards for future residents would be required.
- 7.7 Access Officer
Further information has been requested and has been provided by the applicant. Responses are awaited on this further information.
- 7.8 West Yorkshire Archaeology Advisory Service
It is recommended that a representative sample of a number of single storey buildings are retained in any approved scheme. It is also recommended that the single storey office building is retained. WYAAS also recommend that the applicant reconsiders the addition of a new floor to the roof of the tannery building.
- 7.9 Neighbourhoods and Housing
No objections are raised.
- 7.10 Environment Agency
Object to the proposals as the submitted flood risk assessment is inadequate and needs to be updated.
- 7.11 Mains Drainage
Comments awaited.
- 7.12 Yorkshire Water
No objections, subject to conditions.
- 7.13 Yorkshire Forward
No observations.

7.14 Detailed responses from Design, Conservation and Landscape have yet to be received.

8.0 PLANNING POLICIES:

8.1 The development plan comprises the Regional Spatial Strategy to 2026 (RSS) and the adopted Leeds Unitary Development Plan (Review 2006). The RSS was issued in May 2008 and includes a broad development strategy for the region, setting out regional priorities in terms of location and scale of development.

Local – Leeds Unitary Development Plan (Review 2006) Policies:

8.2 The site is unallocated within the UDP. The following policies are relevant:

SA7: Seeks to promote physical and economic regeneration.

GP5: Seeks to ensure that development proposals resolve detailed planning considerations, including amenity.

GP7: Planning obligations to enhance quality of development.

E7: Employment sites

H4: Residential development.

H11-H13: Affordable Housing.

N2: Greenspace

N4: Greenspace

N12: Relates to urban design and layout.

N13: New buildings should be of a high quality design and have regard to the character and appearance of their surroundings.

N23: Relates to incidental open space around new developments.

N25: Seeks to ensure boundary treatment around sites is designed in a positive manner.

N26: Relates to landscaping around new development.

N29: Seeks to preserve sites and monuments of archaeological importance.

ARC4: Presumption in favour of preservation of Class I & II areas.

ARC5: Relates to archaeological sites.

N38B: Relates to requirements for Flood Risk Assessments.

T2: Development should not create new, or exacerbate existing, highway problems.

T2C: Requires major schemes to be accompanied by a Travel Plan.

T2D: Relates to developer contributions towards public transport accessibility.

T24: Parking guidelines.

BD2: The design of new buildings should enhance views, vistas and skylines.

BD3: Public buildings should provide suitable access for disabled people.

BD5: The design of new buildings should give regard to both their own amenity and that of their surroundings.

LD1: Relates to detailed guidance on landscape schemes.

Regional

8.3 The following RSS policies are relevant to the proposed development:

Policy YH4: Regional Cities should be the prime focus for housing in the region.

Policy YH7: Sets out the preferred location for development.

Policy H1: Sets out the provision of distribution of housing.

Policy H4: Relates to the provision of affordable housing – A provisional target of 30-40% is set for Leeds.

ENV5 – Relates to renewable energy. Encourages the use of combined heat and power and states that developments of over 100sqm floorspace should secure at least 10% of their energy from renewable or low carbon sources.

Supplementary Planning Documents & Guidance

Supplementary Planning Document: "Street Design Guide".

Supplementary Planning Document: Public Transport Improvements and Developer Contributions.

Supplementary Planning Document: Travel Plans.

Supplementary Planning Document: Designing for Community Safety – A Residential Guide

Supplementary Planning Guidance "Neighbourhoods for Living".

Supplementary Planning Guidance "Affordable Housing"

Non-Statutory Interim Affordable Housing Policy – 15% affordable housing requirement

National

Planning Policy Statement 1: Delivering Sustainable Development (PPS1).

Planning Policy Statement 3: Housing (PPS3)

Planning Policy Statement 4: Planning for Sustainable Economic Development (PPS4)

Planning Policy Statement 5: Planning for the Historic Environment (PPS5)

Planning Policy Guidance Note 13: Transport (PPG13)

Planning Policy Guidance Note 16: Archaeology (PPG16)

Planning Policy Guidance Note 24: Planning and Noise (PPG24)

Planning Policy Statement 25: Development and Flood Risk (PPS25)

9.0 MAIN ISSUES

1. Principle of Residential Development and Mix of Units
2. Scale, Design and Impact on Character of Conservation Area
3. Archaeology
4. Highways
5. Quality of Residential Environment
6. Planning Obligations

10.0 APPRAISAL

Principle of Residential Development and Mix of Units

- 10.1 The site is currently in partial employment use with a number of light industrial businesses occupying some of the buildings which remain. The main 4/5 storey tannery building remains unoccupied and in a semi-derelict state. In terms of the UDP, the site is unallocated, although its current use is for employment purposes. Accordingly, Policy E7 of the UDP is particularly relevant to the consideration of this application and states:

"With the exceptions of residential development on land no longer needed for employment use and of ancillary development supporting employment uses on the proposal site, application for uses outside the B use classes will not be permitted on land identified for employment purposes under policies E3 and E4, and on land or for premises currently or last in employment use, unless all the following criteria can be met:

- (i) *The site is not reserved for specific types of employment use under Policies E8 and E18;*

- (ii) *Sufficient alternative employment sites exist district wide, readily available in terms of quality and quantity so as not to prejudice the achievement of the employment land strategy through Policies E1 and E2;*
- (iii) *Within the locality there are sufficient alternative employment sites available in terms of quality and quantity so as not to prejudice opportunities for local employment uses;*
- (iv) *The proposal would not result in environmental, amenity or traffic problems.*

- 10.2 In considering the proposal against this policy it is relevant to highlight that the policy makes a clear exception for situations where residential development is proposed on land which is no longer needed for employment use. This residential proposal is located on a site which comprises the former tannery buildings which were constructed for a bespoke end user and do not therefore readily lend themselves for occupation by alternative manufacturing operators. Generally, manufacturers now seek modern single storey premises providing flexible accommodation in accessible locations, adjacent to major road networks and motorways. Given the need to retain the main tannery building, it is considered that the building would not be attractive to any B2 or B8 occupiers.
- 10.3 Whilst the site may be better suited to conversion to office use, PPS4 advises that offices use is a town centre use and should therefore be directed to such centres. Given the out-of-centre location of the site, office use would conflict with the advice contained within PPS4, and in any event, there is a surplus of office accommodation within the city including permissions which have not been implemented.
- 10.4 The Employment Land Review (2006) undertaken by Arup on behalf of the Council concludes that there is an oversupply of employment land in Leeds when compared to projected demand to 2016. The Core Strategy Issues and Options Paper published by the Council acknowledges that due to PPS6 (now PPS4) requiring office development to be directed towards town centres, the critical demand for allocations relates the industry and warehousing. The combined demand for B2 and B8 uses is identified to be 380-510 hectares compared with a total supply of 732 hectares. In addition, the pressure to allocate land for housing due to the increased housing provision figures set out in the RSS has resulted in the proposal to de-allocate 100-125 hectares of employment land in the Aire Valley and the likelihood that further employment sites will be re-allocated for residential development.
- 10.5 In conclusion, the principle of the loss of the site for employment purposes is considered to be acceptable. In terms of the suitability for housing, the site is regarded as a previously developed site. The site is also considered to be within a relatively sustainable location close to Meanwood Road and the A61 which is well served by public transport. It is also within easy walking distance to a number of small shops on Meanwood Road and a short bus ride to Leeds city centre. The proposal is considered to meet the tests set out within Policy H4 of the UDP and therefore the principle of residential development would appear to be acceptable subject to all other material planning considerations as set out below.
- 10.6 The scheme also includes a small convenience retail unit on the ground floor of Building D. The internal floorspace of the proposed shop unit measures 60m² and it is intended that this would serve future residents of the development. The nearest retail units to the site include a parade of shops on Meanwood Road which include a small convenience store and a number of hot food takeaways. The nearest identified centre is Chapeltown Road, which is some distance from the site. It is not considered that such a limited convenience store would be harmful to the vitality and viability of existing centres.

- 10.7 With regard to the mix of residential units, PPS3 advises that balanced and mixed residential communities should be provided. However, the scheme proposes a high proportion of smaller units. Of the 349 units proposed, 28% are studio apartments, 40% are 1 bedroom and 28% are 2 bedroom. This only leaves 1% as 3 bedroom units with the remaining 3% as the 4 bedroom townhouses. Whilst there is an interim housing policy mix that requires 60% of the units should be for family accommodation, the policy allows a relaxation of this in schemes where this would not be appropriate, such as the conversion of buildings and sites which do not lend themselves as suitable for families.

Scale, Design and Impact on Character of Conservation Area

- 10.9 The scheme involves a relatively high density residential development involving 349 residential units within 4 residential blocks. The main tannery building will be retained and 3 new blocks are proposed around the site. In terms of the layout, the 3 blocks are arranged towards the edges of the site and intersected by an internal access road and the proposed internal roads and parking areas. A large amenity space is proposed towards the south of the site.
- 10.10 The main tannery building will be retained and converted, together with a single storey roof top addition and a part 4 and part 5 storey extension to the north. The roof top addition extends over part of this proposed extension. In total, this converted and extended block would accommodate 190 flats and is known as Building A. All windows will be refurbished or replaced while new fire escape staircases are proposed at the northern and southern ends. The roof top addition is constructed from standing seam cladding. The scale, proportions and detailing of this roof addition is considered to be acceptable and would be set in away from the main façade. This element of the scheme is welcomed as it retains the primary historic building on the site, ensuring that the Conservation Area is preserved.
- 10.11 Building B is located towards the northern end of the site which currently slopes upwards from north/south and west/east and backs onto the adjacent office building and vehicle repair garage (National Tyres). This part of the site will be regraded to accommodate the proposed 6 storey block, although the top floor is partially set back. Proposed materials include brickwork, panel cladding, and grey vertical roof cladding. A total of 37 apartments and 9 townhouses are proposed within this building, with each townhouse benefiting from its own private garden to the rear. The scale and siting of this building would result in a development which would be appropriate within the streetscene. It is set well back from the A61, and although it would be higher than the retained tannery, it is acceptable to have a collection of buildings which appear different in height as the topography of the land in this location does fluctuate.
- 10.12 Building C would be located along the eastern boundary and adjacent to the proposed central access road. It would rise to 6 storeys and would include 3 single storey roof mounted pods/additions. Two levels of basement parking are proposed. Proposed materials include the use of brickwork and metal cladding. This is the largest of the buildings on the site and sits as a counterpoint to the mill on the opposite side of the central open boulevard. It is intentionally a similar length to the mill and similar in height. The long elevation follows the sloping topography and towards the middle at the entrance core one half of the building shifts down a level to follow the falling ground. There are some private garden spaces to the rear of the building with private balconies for other residents. The siting of this building is mindful of the potential redevelopment of Stead's tannery to the east (still in operation). To this end, Building C is sited 9m from the eastern boundary, increasing

to 14m towards the southern end of the building, given the tapering nature of the boundary.

10.13 Building D is proposed within the south eastern corner and rises to 6 storeys with a small retail unit located on the ground floor. Proposed materials include brickwork, with the top floor set back and finished in metal cladding. In terms of height, this is similar to that of the retained tannery building.

10.14 In summary, the proposal has been significantly reduced in scale from the previous refusal, which is a result of the extensive negotiations over the past few months. This area was recently designated a Conservation Area and therefore there is a duty to ensure that any development preserves or enhances the character or appearance of that conservation area.

Archaeology

10.16 The application site (former Buslingthorpe Tannery) is recognised as a Class II Area which is in an Area of Special Archaeological Value registered in the County Sites and Monuments Records. It is one of a very small number of 19th century tanneries to survive in good approximation of their original condition within Leeds. Leeds was second only to London as a centre of the tanning industry, and that industry is now defunct, any well-preserved sites in the area are considered to be of regional and national archaeological importance.

10.17 The complex was established sometime around 1840, on the site of an earlier dyeworks. The multi-storey buildings which it is proposed to preserve date from the third quarter of the 19th century and the covered tanyards which form the single storey element appear to have been constructed in the late 1880s/early 1890s. Little substantive demolition has taken place on the site since its last period of use as a tannery. The buildings which survive preserve archaeological evidence for all aspects of leather production on site, and for all periods of use except the very earliest. The current arrangement and appearance of the site is highly diagnostic of its function as a tannery, with the drying lofts on the upper storeys being extremely characteristic and readily identifiable. The architectural and archaeological integrity of the site is particularly good, with the survival of the majority of the covered tanyard being especially unusual and valuable.

10.18 In terms of the UDP, Policy N29 seeks to preserve sites and monuments of archaeological importance and requires proposals to comply with the archaeology policies in Appendix 4 Volume 2 of the UDP. Policy ARC4 states that there will be a presumption in favour of the physical preservation of Class I and II sites. Policy ARC5 seeks to ensure that informed planning decisions are made and therefore where development may adversely affect a Class II area or its setting, an applicant may be required to provide an archaeological evaluation.

10.19 The application is accompanied by an Archaeological Fabric Appraisal which has been undertaken by AOC Archaeology Group. This was forwarded to the West Yorkshire Archaeology Advisory Service (WYAAS) as part of the consultation process who have also been involved in the pre-application consultation process. It is considered that retention and refurbishment of the main tannery building is welcomed, while WYAAS have concerns over the removal of some single storey buildings as well as the roof top addition to the converted tannery. WYAAS have recommended that a representative sample of the buildings to the south of the retained tannery are preserved. However, retention of such a sample may not be feasible given the layout of the scheme. This requirement has since evolved following the designation of the conservation area. However, in the event that a

sample cannot be preserved a condition requiring full archaeological recording is recommended.

Highways

- 10.21 The scheme proposes vehicular access from 3 secondary roads, namely Jackson Road and Education Road from the south (from Meanwood Road) and Sheepscar Street North from the north-east (from Scott Hall Road / A61). This is to ensure that all vehicular traffic would not be squeezed through one single access point and instead are spread evenly onto adjacent roads. Bollards would prevent direct access through the site to preclude 'rat-running' from Meanwood Road to the A61 and vice-versa. A total of 237 car parking spaces are proposed for the 349 units which are spread across the site in basement parking areas or surface level bays. This level of parking is considered to be acceptable in this location.
- 10.22 Further information has been requested by the applicant and discussions are on-going in respect on the required off-site highway works that will be necessary. A number of financial contributions to secure improvements to public transport have also been sought, while the development would be the subject to an agreed Travel Plan, which would include Travel cards for new residents.

Quality of Residential Environment

- 10.24 The proposed development will have no impact upon the amenities of any adjacent occupants as there are no other residential properties within close proximity to the site, which is set within a commercial area. It is envisaged that both adjacent tannery sites as Hill Top Works and Stead's Tannery will be developed at some point in the future, with the likelihood of residential development being the preferred use. However, as no formal schemes or applications have been put forward as yet, the development cannot be assessed over any potential impact.
- 10.25 Regard therefore needs to be taken to the quality of residential environment proposed for the intended occupants of the proposed 349 units. It is evident that the development results in a high proportion of studio and 1 bedroom flats. These units range from 25 sqm for the studio flats and 49 sqm for the 1 bedroom units. The majority of these units do not have any balcony areas, and of those that do some are inset balconies that do not project beyond the building façade. The small scale nature of these units together with the overall lack of external balconies means that access to external amenity space is important for future residents. As such, the scheme proposes a number of amenity areas across the site. The largest amenity space is located to the south of the site, adjacent to the Jackson Road entrance. This provides a significant amenity area for future residents and also provides a landscaped setting in front of the converted tannery. Other amenity spaces are proposed throughout the site including courtyard areas between the wings of the tannery, a stepped landscaped area adjacent to Sheepscar Street North and to the rear of Blocks C and D. Furthermore, each of the townhouses and some ground floor units within Buildings C and D have their own private gardens, while numerous roof terraces provide invaluable areas for residents on the upper floors. As such, the level of communal amenity space is considered to be appropriate.
- 10.26 Strategically, the site could not realistically provide the required amount of amenity space required by Policies N2 and N4 of the UDP. The latter would require 0.2ha of greenspace per 50 dwellings on site (i.e. 1.4 ha). Given that some amenity space is proposed on site in line with Policy N2:1 and that the proposal is unlikely to generate the need for off-site children's play facilities, the additional commuted sum is calculated at £540,574. Without this commuted sum the proposal would not comply with Policies N2 and N4 of the UDP.

- 10.27 The majority of the buildings are within close proximity to the site boundaries, including the converted tannery which overlooks the adjoining electrical sub-station, Building B overlooks the adjacent offices, while the extension to the tannery building would create a very enclosed courtyard area. However, this extension, whilst not ideal in terms of outlook and sunlight and daylight for prospective occupants, is on balance, considered to be acceptable as it would visually create a courtyard area very reminiscent of the tannery development and would only affect a limited amount of units within the overall scheme. The proximity of the electrical sub-station is unavoidable, and most of the units which would overlook this would be within the converted tannery building.
- 10.28 Given the location within a commercial area, the applicant has submitted a noise survey to demonstrate that the residential development would be acceptable in terms of noise and disturbance in this commercial area. The noise survey recognised the presence of the A61 as well as Stead's tannery (still in use), McCarthy's (Removals and Storage), the National Tyre Centre and the electrical sub-station. The noise report concludes that a satisfactory residential environment could be provided.

Planning Obligations

- 10.30 The applicant has not submitted a draft Section 106 Agreement as part of the application submission, listing financial viability issues as the reason why. This application would require the following obligations:
- 15% Affordable Housing;
 - Public transport contribution – £128,946;
 - Greenspace contribution - £540,574;
 - Education contribution - £30,000;
 - Metrocards for new residents - £135,088
 - Metro contribution for bus shelter upgrade – £10,000; and
 - Travel plan and monitoring fee – £3,745 a draft travel plan has been submitted, and is under consideration.
- 10.31 The applicant has submitted a financial appraisal to support their case that the proposed development is not financially capable of providing the required planning obligations. Comments are awaiting on this from the Council's Asset Management department on the validity and robustness of this report.

11.0 CONCLUSION

- 11.1 The applicant has significantly reduced the proposed scheme from the previous scheme which was refused. The scale of development has been reduced to provide a development which fits with the character and appearance of the Conservation Area. At this stage of the application, Members' views are requested. Specifically:
- (i) Is the architectural treatment, scale and appearance of the buildings acceptable ?
 - (ii) Is the quality of residential development acceptable, including the amount and location of the amenity space ?
 - (iii) Are there any outstanding highways issues that have not been addressed in the report and are Panel Members satisfied with the access and parking arrangements ?

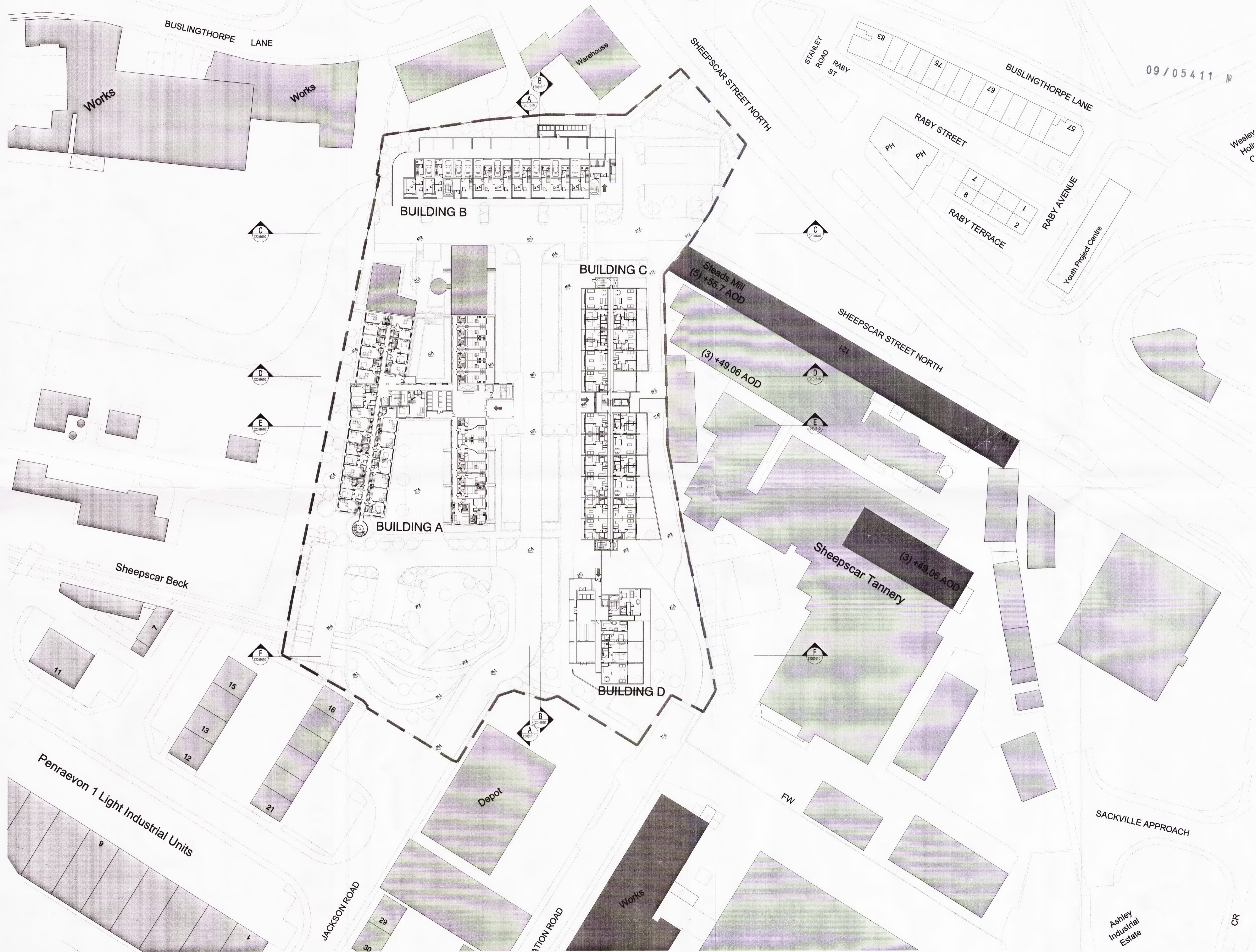
(iv) Are there other issues which need to be addressed ?

Background Papers:

Application files 09/05411/FU 10/00378/CA and history file 08/00937/FU.

Ownership Certificate:

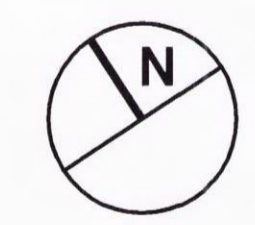
Signed as Applicant.



Notes
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Revisions	By	Date	Ch
Rev Des			



KEY
 - - - - - Applicant site boundary

Planning Application

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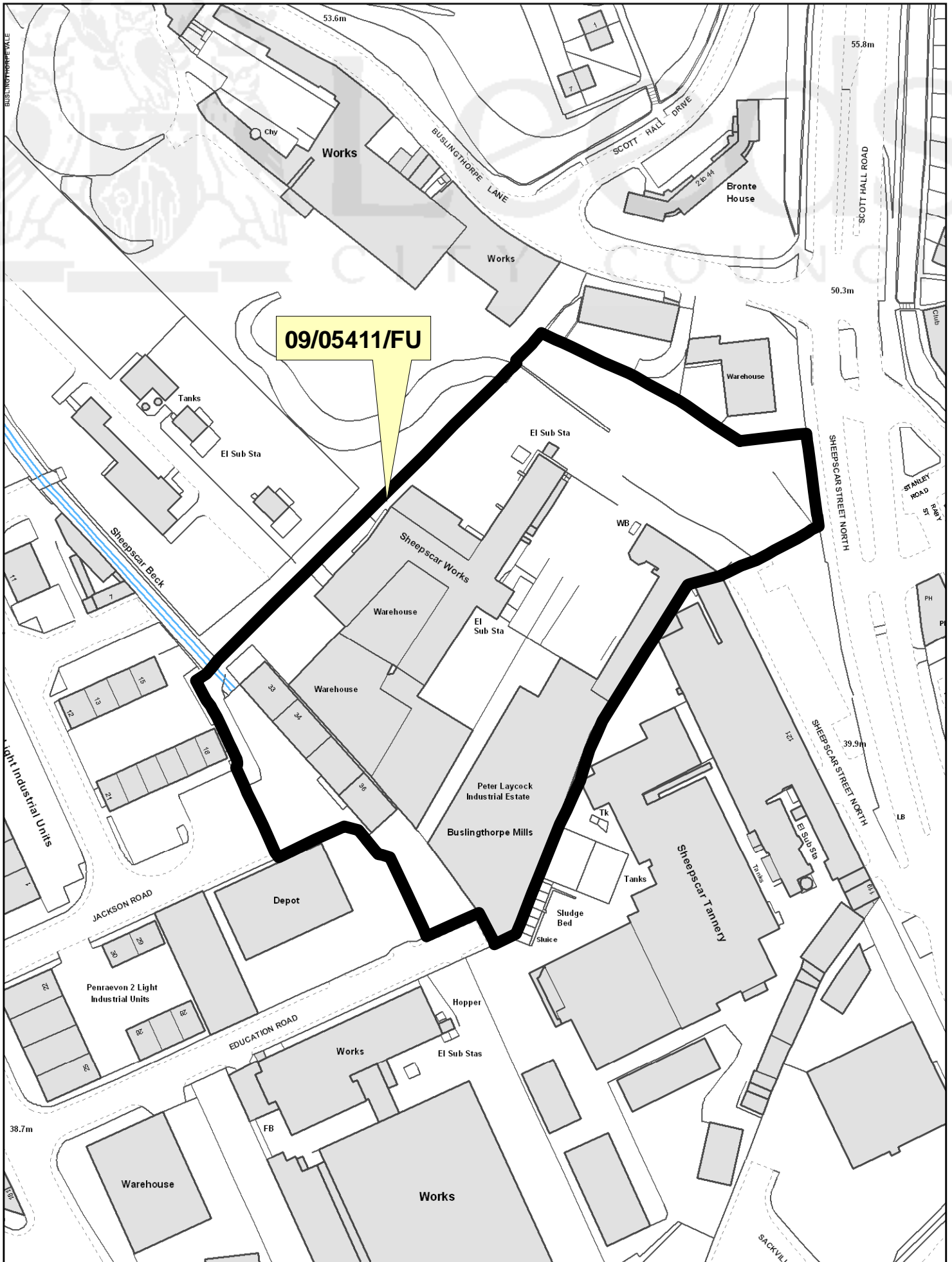
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Project:	Buslingthorpe, Leeds	Job No:	18002
Title:	Site Layout: Street Level		
Scale:	1:500 @ A1	Drawn by:	RDB
Date:	09.06.09	Checked by:	GEH
Drawing No:	(20) 1601	Revision No:	

Site Layout: Street Level



EAST PLANS PANEL

