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## Report of the Chief Planning Officer

### **PLANS PANEL**

Date: 13th December 2012

**Subject: POSITION STATEMENT for Demolition of existing buildings and erection of A1 foodstore, five retail units (A1, A2, A3, A4 or A5), a new club building for the Leeds Postal Sports Association Club, a community centre, improved public realm, and associated car parking, servicing landscaping and access improvements at the junction of Commercial Road/ Kirkstall Lane/Kirkstall Hill, Kirkstall Leeds**

#### **APPLICANT**

Tesco Stores Ltd

#### **DATE VALID**

8 October 2012

#### **TARGET DATE**

7<sup>th</sup> January 2013

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#### **Electoral Wards Affected:**

Kirkstall

Yes (Ward Members consulted referred to in report)

#### **Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

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**Members are asked to note the contents of the report and are requested to comment on a number of matters set out in the report**

### **1.0 INTRODUCTION:**

- 1.1 A position statement regarding this development was forwarded to West Panel in December last year. Members of that panel had concerns regarding that proposal which are discussed in the report. Since that Panel officers have been negotiating on the revised scheme. The application previously presented to Panel has been withdrawn and a new planning application has been submitted. This is a position statement to inform Panel of the development and to invite any comments on the proposal at this stage.
- 1.2 There are significant changes between the previous planning application and this current one which are explained in detail below. However, to summarise the main differences between the two applications are.

- The height has been reduced from 30 metres to 19 metres above Commercial Road level. The 30 metres height was set back 54 metres from Commercial Road whereas the 19 metres height is now at ground level on Commercial Road. It has also gone from 5 stories to 3.
- The floorspace of the supermarket has been reduced by 714 square metres in terms of net retail floorspace.
- The scheme has been brought down to street level on Commercial Road rather than there being an area of landscaping at street level on Commercial Road and the building being set back from the pavement by 42 metres.
- The retail units have been moved from the upper end of Kirkstall Lane to Commercial Road.
- The car park is on top of the main store where the previous scheme was the store on top of a decked car park.
- The store will still be accessed off Commercial Road for customers.
- The service yard will be accessed off Commercial Road where the previous scheme was off Kirkstall Hill.

1.3 The Chief Planning Officer considers that this application should be referred to the Plans Panel as it is a substantial development for the redevelopment of the former Kirkstall District Centre which will have significant impact in the wider area.

## **2.0 PROPOSAL:**

2.1 The application is for the redevelopment of a parcel of land which is surrounded by four roads these being Commercial Road, Kirkstall Lane, Kirkstall Hill and Beecroft Street in Kirkstall. All the buildings that are currently on the site will be demolished. The site slopes very significantly from the bottom of the site on Commercial Road to the top of the site on Kirkstall Lane and also from Kirkstall Lane up to the junction of Kirkstall Hill and Beecroft Street. This results in the highest part of the site being the junction of Kirkstall Hill and Beecroft Street and the lowest, the junction of Kirkstall Lane and Commercial Street.

2.2 The previous scheme was five stories high at the Commercial Road end of the site and three storeys at the top end onto Kirkstall Hill. This development comprised the following:

- A new supermarket which has a gross floorspace of 9,230 square metres and a net sales area of 5,667 square metres. This will comprise 3,066 square metres of convenience goods and 2,601 square metres of comparison goods.
- This supermarket will be on the top floor of a proposed 5 storey building and will be two storeys high. The sales area will all be on one floor with a mezzanine floor occupying the western end of the building for staff facilities.
- Underneath this supermarket will be a three storey car park to house 639 car parking spaces. There will be two floors of car parking that are completely covered with the third level having some open car parking at the western side of the building with the rest under the store.
- There will be 7 smaller retail units at single storey height with their frontage onto Kirkstall Lane with a combined floorspace of 1,008 square metres.

- A new community centre located next to the 7 smaller retail units.
- A replacement Post Office Workers Club.
- The vehicular access to the site involves a new junction on Commercial Road next to Beecroft Street. There will be a second access off Beecroft Street from the Kirkstall Hill side of the site. The service yard is located to the rear of the building alongside Kirkstall Hill and the access to this service yard will be off Kirkstall Hill.

2.3 The current scheme involves the following:

- A new supermarket which will have a gross floorspace of 8,421 square metres with a net sales floorspace of 4,953 square metres. This is a reduction in floorspace of 714 square metres from the previous application.
- Five small retail units along with a new Post Office Workers Club which will have the frontage onto Commercial Road
- One store, café and community facility on Kirkstall Lane.

2.4 This scheme involves a building that is approximately three storeys (19 metres in height from ground level on Commercial Road) on the front elevation and its at street level to the rear of the site on Kirkstall Hill. Due to levels on the site the proposed development will be constructed on three levels with each level having more floorspace than the previous proposal.

2.5 The first level will be at ground floor on Commercial Road and will comprise five retail units and the ground floor of a residential unit linked to the new Post Office Workers Club. The total floorspace for the retail units will be 4,720 square feet. These will be set between 8 and 12 metres back from the edge of pavement which allows for a wide pavement in front of these units. This level will project out beyond the line of the upper floors.

2.6 The next level will be the storage areas for the retail units and the new post office workers club. Behind this level will be a covered service road for these shops and the post office workers club. This road will be one way and will be accessed off the new road off Commercial Road while vehicles will leave onto Kirkstall Lane. There will also be a small club car park off this service yard with 8 spaces. The entrance for the new post office club will be off Kirkstall Lane and will be at street level in this location.

2.7 The next level will be the store itself and the store café which due to levels on the site will be at ground level on Kirkstall Lane. This level will also have the service yard and the covered drop off yard which is for home deliveries. Both of these will be accessed off the new road into the site off the new junction on Commercial Road. The store itself will be accessed by pedestrians from Kirkstall Lane and a lobby with travelators will be located on this Kirkstall Lane elevation.

2.8 The last level will be the car park which will be at street level on Kirkstall Hill and will also cover the roof of the proposed store to allow for 523 car parking spaces. The car park will generally be accessed off the new access from Commercial Road but there will be a second access off Beecroft Street. Vehicles entering off Beecroft Street will gain access from the Kirkstall Hill end of Beecroft Street as the current entry off Commercial Road onto Beecroft Street will be closed. There will also be a community facility at the upper end of the site on Kirkstall Lane. This building will be single storey

2.9 On the corner of the building at the Commercial Road/Kirkstall Lane junction will be a tower which will house the stairs and lifts to give access from Commercial Road level up to the car park level through the proposed supermarket. There will also be two

similar towers at the other end of the building on both Commercial Road and Kirkstall Lane. These again will be stairs and lifts to take you through the development from the street level at this points to the car park on the roof.

- 2.10 The two main elevations of the proposed development will be the elevations facing Commercial Road and Kirkstall Lane. The elevation facing Commercial Lane will be 19.4 metres in height. This will have an attached tower at each edge which gives access to all the levels of the proposal. The tower on the junction off Commercial Road and Kirkstall Lane will be lower in height at 18.4 metres with the one on the junction of Commercial Road and Beecroft Street being 21 metres in height. The Commercial Road elevation design will have elements of red brick, glazing and larch cladding.
- 2.11 The elevation facing Kirkstall Lane will be mainly red brick and large elements of glazing. There is another lift tower at the upper end of the site which will match the other lift towers. This lift tower will be 18.4 metres in height. On the Beecroft Street elevation the materials will consist of red brick and larch cladding. There will also be a louvered screen to the perimeter of the parking area.
- 2.12 The rear elevation of the supermarket facing Kirkstall Hill will be composite metal faced cladding panel system with a light grey finish. The height in this location will be 6.7 metres in height. This scheme involves less excavation works than the previous scheme and makes use of the significant difference in levels.

### **3.0 SITE AND SURROUNDINGS:**

- 3.1 The lower part of the site is an existing retail development which is now in a poor state with only a few of the buildings occupied. The upper part of the site contained a number of industrial and commercial buildings, some of which have since been demolished. The main characteristic of the site is its topography. The site rises sharply both from Commercial Road and Kirkstall Lane. From Commercial Road to Kirkstall Hill the difference in ground level is 21.5 metres. The difference from Kirkstall Lane to Beecroft Street is 10 metres. Overall therefore there is fall of over 30 metres across the site.
- 3.2 The site is surrounded by the roads of Commercial Road, Kirkstall Lane, Kirkstall Hill and Beecroft Street. There is a parade of two storey shops on the Commercial Road frontage which will be demolished for the highway works required. The rest of the frontage onto Commercial Road is landscaped.
- 3.3 To the opposite side of Commercial Road are some two storey stone buildings used for retail and behind this the retail development which includes Morrison's supermarket. The traffic light junction for access into the Morrisons retail park is on Commercial Road. The major junction of Commercial Road, Kirkstall Lane is on the corner of the site. Kirkstall Leisure Centre is also on this junction on the opposite side of Kirkstall Lane. The other buildings on Kirkstall Lane are two storey and are mainly residential and corner shops.
- 3.4 On the opposite side of Beecroft Street is Milford Sports Club and Jacobs Court which is a grade II listed building now used for residential flats.

### **4.0 RELEVANT PLANNING HISTORY:**

- 4.1 24/54/96/OT – retail development approved August 1997

24/198/00/RE – renewed in November 2000

24/572/05/OT – Outline application for mixed use including residential, retail, community facilities, public open space, parking and access (Espalier scheme).

Refused Jan 2008 for two reasons:

1. No affordable housing provision
2. Traffic generation

An appeal was withdrawn.

- 4.2 11/04253/FU – Application for demolition of existing buildings and erect retail A1 foodstore, with 3 level covered car parking areas, 7 retail units (Use Classes A1, A2, A4, A4 and A5), a community centre and replacement Post Office Workers Club, with public realm, associated servicing, landscaping and access improvements. Withdrawn 08/10/2012

11/03274/FU – Metric Properties at Bridge Road, Kirkstall – Members agreed in principle and deferred and delegated approval to the Chief Planning Officer at Panel on 10<sup>th</sup> November 2012 for a redevelopment scheme of the existing BHS site with 16,620 sq m of retail consisting of a range of larger retail units and some smaller food and drink uses – includes a limit on food retailing of 706 sq m gross internal area. This site is also within the S2 centre at Kirkstall on the south side of Commercial Road and follows approval on appeal of a similar scheme back in 2008.

## **5.0 HISTORY OF NEGOTIATIONS:**

- 5.1 Officers have been negotiating on this scheme since February 2011. There have been numerous pre application meetings including design workshops to try and establish whether a large store could be accommodated on the site satisfactorily in design terms. The City Architect has also been involved in these discussions.
- 5.2 In relation to the withdrawn scheme officers had raised concerns about the scale of the proposal and its potential impact from the outset. Members at Panel in December 2011 also raised concerns regarding highway capacity, building not fitting for the area and was more suited to an out of town development., general consensus that the scheme presented due to its size, scale and impact would be out of character and detrimental, concern about pedestrian access arrangements, concern regarding the siting and detail of Children's play area, concern of some Members about the demolition of the existing terrace of commercial premises on the Commercial Road frontage.
- 5.3 Since that time officers have been working with the developers on a complete revision to the proposal which has resulted in the plans that are in front of you today.

## **6.0 PUBLIC/LOCAL RESPONSE:**

- 6.1 Leeds Civic Trust have noted that there are improvements with this scheme stating the rearrangement of the cross section of the building so that car parking is at the top level directly off Kirkstall Hill means that the overall bulk of the building have been reduced and the proposal to put the small shops onto Commercial Road frontage goes a little way towards consolidating a still fragmented District centre. However they still have objections to the scheme including:
- external design of the building particularly the Commercial Road and Beecroft Street frontages is unattractive and overbearing. The main corner of the building at

the junction of Commercial Road and Kirkstall Lane fails to make the most of such a prominent location.

- Planting should be extended to the whole of the parking area.
- fails to take opportunities available for improving the character and quality of the area in which it is located.

West Yorkshire archaeology Advisory Service – The north western part of the site is the location of a historic foundry and two historic tanneries. Condition required so that appropriate level of archaeological and architectural recording prior to and during groundworks.

West Park Residents Association object to the application for the following reasons:

- Inadequate provision being made to deal with the increased traffic movements which feed the proposed new store
- Any approval should have a pedestrian crossing on the top of Butchers Hill, several crossings on Spen Lane together with measures to curtail/slow traffic on West Park Drive

One letter of objection has been received which states:

- Concerned regarding potential for on street parking and impact on residents parking in area
- Consider that there should be parking permits for the residents

Two letters of comment received stating:

- Smaller shops moving to Commercial Road is a mistake as very inconvenient for older people to use as there is a steep hill to climb
- Area of land been dreadful eyesore, large store would offer much needed employment as well as improving the appearance of the place
- Will impact on traffic network but price we have to pay for employment opportunities
- Any of the shops and supermarket wanting to sell beverages and food will need licensing

One objection from agents acting on behalf of Morrison's concerned regarding both the submitted Retail Impact Assessment and the Transport Assessment.

Retail Impact Assessment

- The catchment area is too small and excludes a number of Town Centres
- Uses shopping surveys that are not robust and out of date, doesn't include a number of Nettos which are now Asdas, New Waitrose at Meanwood, new Tesco on Burley Road and the proposed Aldi's at Kirkstall and Bramley
- Doesn't assess impact on proposed supermarket in Armley

Transport Assessment

- Significantly under estimates the impact of proposal on local highway network
- Local highway network is already congested at peak times and the development will generate further delays and queues at all local junctions including access to Morrison's store and impact on the effectiveness to the Quality Bus Corridor
- Need to submit traffic surveys now Quality Bus Corridor is complete
- Transport Assessment has underestimated the likely traffic growth on the local highway network

- Committed developments only include Kirkstall Forge and BHS, what about Woodside Quarry and Clariant
- Traffic flows for Kirkstall Forge are significantly less than the flows within the Transport Assessment included in the Kirkstall Forge application
- Traffic generation is based on surveys of four existing Tesco stores round the country. Should be using the TRICS database for traffic generation.
- Our own assessment produces a higher traffic rate than the submitted Transport Assessment.
- New trips assumptions are also incorrect
- Model outputs do not accurately reflect the current operation of the local highway network
- Level of car parking will be insufficient at peak times.
- Road safety concerns regarding the left turn out of Beecroft Street with the signalised left turn out from the new store.
- As traffic predictions have been underestimated the length of right turn lane at the Kirkstall Hill proposals may not be sufficient which will result in the queue of right turning vehicles blocking ahead/left turning traffic.

One letter of support stating benefits of the proposal:

- regeneration benefits
- jobs
- competition and choice for the consumer

## **7.0 CONSULTATIONS RESPONSES:**

### 7.1 Statutory

Environment Agency – Conditional approval

Non statutory

Highways – No objections in principle to the development of this site for this type and scale of use. The modelling submitted with the application is still being assessed. Further information has also been requested in relation to the following matters:

- Minor internal and external highway layout changes
- Stage 1 Road Safety Audit of external and internal layouts
- Submission of a plan showing the proposed extent of highway adoption and retaining structures
- Removal of turning head on Beecroft Street
- Confirmation of bus stop improvements
- Detailed plans of Beecroft Street/Kirkstall Hill signal system
- Clarification on status and surfacing materials of widened footways on Commercial Road and Kirkstall Lane
- Details of numbers, type and location of cycle parking facilities
- Agreed Travel plan

Travelwise – Amendments needed to the travel plan. Fee required for monitoring of travel plan should be obtained through a section 106 agreement.

Access officer – No comments to date

Contaminated Land Officer – Conditional approval

Ecology Officer – conditional approval for the supermarket, however, the proposed enhancement of the LNA needs to be obtained through a section 106 agreement.

Main Drainage – Conditional Approval

Architectural Liason Officer – No detrimental comments to make.

PROW – A claimed footpath crosses the site which needs to be taken into account.

English Heritage – Do not wish to offer any comments

## **8.0 POLICIES**

8.1 National Guidance on retail policy is provided in the National Planning Policy Framework NPPF ( March 2012) Paragraphs 23- 27 deal with ensuring the vitality of town centres. There is also guidance in relation to requiring good design and promoting sustainable transport. The NPPF includes a presumption in favour of sustainable development and para 14 sets out how that should be applied in decision making.

8.2 Relevant policies in the UDP are as follows;

SA2 - Developments in sustainable locations

SA5 - Range of shops in accessible locations

SA7 - Promoting physical and economic regeneration of urban land and buildings taking account needs and aspirations of local people

SP7 - Priority given to maintenance and enhancement of City Centre and town centres

GP5 - Detailed planning considerations

N12 - Priorities of urban design

N13 - Design of new buildings to be of high quality and have regard to character and appearance of their surroundings

T2 - Transport implications of new development

S2 - Vitality and viability of town centres ( Kirkstall is named) maintained and enhanced to serve all sections of community and meet wide variety of retailing and other related services. Retail development will be encouraged and permitted within the centre unless there is an adverse impact on other centres or if would adversely affect the range of services and functions provided within the centre and subject to other UDP policies and detailed planning matters

S3 - Enhancement and maintenance of S2 centres

A4 - Safe and secure environment

BD2 – New buildings complementing existing vistas, skylines and landmarks

BD5 – Amenity considerations of new buildings

LD1 - Landscape scheme requirements

8.3 The Publication Draft of the Core Strategy was issued for public consultation on 28<sup>th</sup> February 2012 with the consultation period closing on 12<sup>th</sup> April 2012. The Core Strategy set sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. On 7<sup>th</sup> November 2012 Executive Board approved the proposed pre-submission changes to the Publication Draft of the Leeds Development Framework Core Strategy. Executive Board also resolved to recommend that Council approve the Publication Draft Core Strategy and the sustainability report for the purposes of submission to the Secretary of State for independent examination pursuant to Section 20 of the Planning and Compulsory Purchase Act 2004. Some weight can now be attached to this document.

The following policies are relevant:



Spatial Policy 2 – hierarchy of centres and spatial approach to retailing, offices, intensive leisure and culture

Spatial Policy 8 – economic development priorities part vii) developing the city centre and town/local centres as the core location for new development

Policy P2 – acceptable uses in and on the edge of Town centres – includes shops, supermarkets and superstores

Policy P5 – approach to accommodating new food stores across Leeds. States that a number of town centres could perform more successfully if they include a major food store and Armley is mentioned.

Policy P6 – approach to accommodate new comparison shopping in town and local centres

Policy P8 – sequential and impact assessments for town centre uses

## **9.0 MAIN ISSUES FOR CONSIDERATION**

1. Principle of development including retail impact
2. Impact on the Kirkstall area
3. Highways and Transport Matters
4. Impact on the listed buildings
5. Design and place making
6. Residential amenity
7. Job creation and section 106 requirements
8. Pedestrian safety

### **1. Principle of development**

- 9.1 The lower half of the site is within the town centre of Kirkstall so retail development on this part of the site is considered acceptable in policy terms. The upper end of the site is not within the town centre and not allocated for either retail or any other use. The majority of the retail units themselves are within this town centre designation with the car park being outside.
- 9.2 The site has been used for retail development for a number of years and its condition is poor. The application is an opportunity to regenerate a key site along the A65 corridor which will have a positive impact on the area in terms of the economy and visually.
- 9.3 Officers are generally supportive of a redevelopment of this site and the positive impacts it will have on the area.

**Members may wish to comment at this stage on the principal of development on the site.**

### **2. Impact on Kirkstall and the wider area**

- 9.4 The landmark buildings within the Kirkstall area are Kirkstall Abbey, St Stephens Church and the tower blocks on Argie Avenue – they are all prominent in the area in terms of height but the footprint is small compared to the curtilage they are all set within. There are other developments within the area which involve a large footprint such as the retail park off Commercial Road and the new development proposed at the BHS site but they are low developments in terms of their height and situated in the valley floor. The previous scheme proposed would have introduced a high building with a large footprint which dominated most of its curtilage. This could be seen as being out of character and could have a detrimental impact on the wider area in terms of visual amenity. This scheme still involves a large building but it has

been brought down the hill to be at street level on the Commercial Road elevation. The building is lower in height than the previous scheme so its impact in the area has been reduced in bulk.

- 9.5 The proposed store is of such a size that in order to accommodate it on the site in a single floorplate on a steeply sloping site with its required car parking inevitably results in a building of substantial bulk and massing which will have a significant impact on the character and appearance of the locality. However, the development has been designed to be compatible with the character of the area. The site is in the heart of Kirkstall but is difficult and challenging because of its topography and very visible from surrounding arterial roads and in wider views from across the valley.
- 9.6 This scheme now has the retail properties at street level on Commercial Road and also has the supermarket, cafe and community facility on Kirkstall Hill. This ensures that there are two active frontages for the development proposed. The shops on Commercial Road also link the development to other retail units within the Town Centre so that the development interacts with the commercial centre of Kirkstall which the previous scheme did not achieve.

**Members may wish to comment at this stage on the impact of the store on the character and appearance of the centre of Kirkstall.**

### **3. Highway and Transport Matters**

- 9.7 The proposed development involves some significant changes to the highway network on the roads which surround the site. Commercial Road and Kirkstall Lane will be widened to accommodate additional lanes. Beecroft Street will also be widened as well as closed to traffic off Commercial Road. There will be additional traffic lights on Commercial Road and the junction of Beecroft Street and Kirkstall Hill. All these amendments to the highway network have resulted from negotiations with officers during the pre application process. These highway works are currently being assessed by officers and further advice and information in relation to this matter will be provided for Members at a later date.
- 9.8 The main access into the development will be off Commercial Road at a new set of traffic lights just after the existing right turn into Beecroft Street. This access will be for deliveries both to the supermarket and other retail units, the vans for the dot.com service (home deliveries) and cars visiting the supermarket, other retail units and the post office workers club. There will be another access to the car park off Beecroft Street which is accessed via Kirkstall Hill and not Commercial Road. The access for both servicing and shopping vehicles off Commercial Road is a change from the scheme submitted last year. That involved a delivery yard to the rear of the site which was accessed via Beecroft Street from the Kirkstall Hill end. The servicing yard now being accessed off Commercial Road reduces the amount of traffic that would have had to travel around the loop alongside the Morrison's complex, along Bridge Road and up Kirkstall Lane onto Kirkstall Hill. This scheme will reduce the additional number of vehicles at all the junctions through this route over the approved scheme. This has to be a benefit in terms of traffic numbers and capacity at all these junctions.
- 9.9 A transport assessment has been submitted for the development which details the traffic generation created by the development, the impact on the highway network and any mitigation measures. This information is currently being assessed and officer's conclusions will be provided for members at a later date.

- 9.10 There are 523 car parking spaces provided on one level which is over the store and at street level on the Kirkstall Hill side. The car park is also proposed to be a car park available to serve the Kirkstall District Centre as a whole so opening hours and access to the car park needs to accommodate this. This level of car parking is lower than the UDP maximum, however information submitted with the application will show that Saturday afternoon will be the peak of car parking and as it is in a local centre this level of parking is considered acceptable.
- 9.11 The development will require a financial contribution to public transport in line with the Councils SPD. This figure is being calculated and will be obtained through a section 106 agreement. A green travel plan will also be required not only for the supermarket but for the other uses on the site as well. There will also be a fee required for the monitoring of the approved Green Travel Plan (s) and again this will be controlled through a section 106 agreement.
- 9.12 Until the full impact of the proposal on the local highway network has been assessed it is difficult for Members to comment at this stage

#### **4. Impact on the setting of a listed building**

- 9.13 The previous scheme due to its height and bulk had the potential to impact on the setting and visibility from Kirkstall Abbey. This scheme has been significantly reduced in height and moved down the hill to be level with the street scene on Commercial Road. This ensures that this building will not be visible in views of the Kirkstall Abbey. There is a listed building on the opposite side of Beecroft Street which is currently used as residential. The site is also close to the conservation area. The scale and design of the proposal have been changed so that its impact on the adjacent listed building has been reduced. English Heritage have been consulted on the application and have made no comments.

#### **Members may wish to comment on the impact of the proposed development on the listed building**

#### **5. Design, scale and place making**

- 9.14 The building for the supermarket and the retail units whilst lower in height than the previous proposal is still very large up to four storeys in height. The bulk of the building has been reduced and the building has been lowered down to street level on Commercial Road. This should ensure that the development will now not be visible from long distance views especially from land the opposite side of the valley. The building is modern in design using red brick which is relevant for this part of Leeds, glazing and larch panelling. These changes in materials add interest to the external appearance and the use of extensive glazing allows views into the development and break up the external appearance.
- 9.15 The building also has three towers at the edge of the development on the two important frontages which add features and interest to the development. Officers have expressed concern about the proposed colour of these towers which is currently blue so the towers have the potential to look like advertisement totem poles. Revisions into the colour and material used for these towers have been submitted which show the towers to now be faced with natural stone which is considered acceptable.

- 9.16 The elevation facing Beecroft Street has no active frontage but with the service yard and dot com cages on this side there will be some activity. This elevation shall be red brick, larch cladding and louvred screen which gives some design to what is the rear elevation. The corner on Beecroft Street and Commercial Road is important due to views for this corner off the A65. Officers are currently working with the applicant to improve the design of this important corner.
- 9.17 A key element in considering this scheme will be the contribution it makes to place making and creating a new heart for Kirkstall. Officers and Members have worked hard to try and achieve this in the previous scheme which was considered on the site and which could not be delivered but the aim of producing a high quality piece of townscape in the heart of Kirkstall remains. Context, character, mix of uses, building form, landscape, permeability and connections are all critical to this and will need to be carefully assessed. The previous scheme was not well connected with other parts of the district centre as the elevation onto Commercial Road was not located onto Commercial Road and had no active frontage. This scheme having retail units at street level connects the development with the retail units on the opposite side of Commercial Road so it well integrated with the existing centre at Kirkstall.

**Members comments on the design and scale of the proposal and contribution to place making are requested at this stage**

#### **6. Residential amenity**

- 9.18 The site is separated from other uses by the four roads which surround the site. There are some residential properties on the streets the other side of Kirkstall Hill and further along Kirkstall Hill. There is also a residential conversion of a listed building on the opposite side of Beecroft Street. The location of the proposal is within a very busy area in terms of volume of traffic and other noise generation uses such as Milford Sports Club and Kirkstall Leisure Centre. The application is for 24 hour use and 24 hour delivery during the week and at a weekend. The comings and goings of cars from the car park on Beecroft Street and the comings and goings from lorries to the service yard could impact on residential amenity during late evening, overnight and early morning when the background noise in the area has reduced. This is especially true in relation to the flats on Beecroft Street which are opposite one of the entrances to the car park. The residential properties are 36 metres away from this car park entrance but also have a leisure centre and club located nearby. A noise report has been submitted and is currently being assessed by officers. Further advice and information regarding this will be reported to Members at a later date. Although the numbers of residential properties directly impacted are limited.

**Members may wish to comment on the impact of the development on residential amenity at this stage.**

#### **7 Job creation**

- 9.19 Tesco has stated that there will be approximately 400 jobs created for the local area, not including the number of jobs that there will be for the construction of the supermarket. Tesco will use local labour and are happy for a section 106 agreement ensuring that the jobs will be provided for local people. Tesco have a good track record in providing jobs for local people and relevant training initiatives. The need to deliver sustainable development on this site and to contribute to economic recovery are key issues which must be considered as part of the scheme and will be important

to local people. Tesco are also looking to improve part of the Wildlife Corridor link on the other side of Commercial Road which is welcomed and a scheme can be delivered through a section 106 agreement.

**Members may wish to comment on the impact of the development on the local economy and the importance of the redevelopment of this site for the future of Kirkstall.**

## **8 Pedestrian access and safety**

- 9.20 The previous scheme had concerns regarding the safety of pedestrians on certain parts of the development. The landscaped area, play area and climbing wall on the western part of the development have no natural surveillance as there is no active frontage on this part of the site. There was also concern for pedestrians using the development from Beecroft Street. The pedestrian access was either through one of the car parking levels which is not ideal with potential conflict with cars driving around plus does not have natural surveillance especially when the store is at quieter parts of the day. The other route from Beecroft Street was to the front of the car park down an access that has the outside wall of the car park on one side and a retaining wall on the other. This would not have been overlooked and presented a dangerous route for pedestrians. However, this scheme ensures that there is pedestrian permeability into the development from the entrances on Commercial Road and Kirkstall Lane. Pedestrians can also enter the development from Beecroft Street and walk over the proposed car park. This car park is open and will be well lit and have comings and goings at all time. This presents no concerns regarding the safety of pedestrians visiting the store from Beecroft Street.

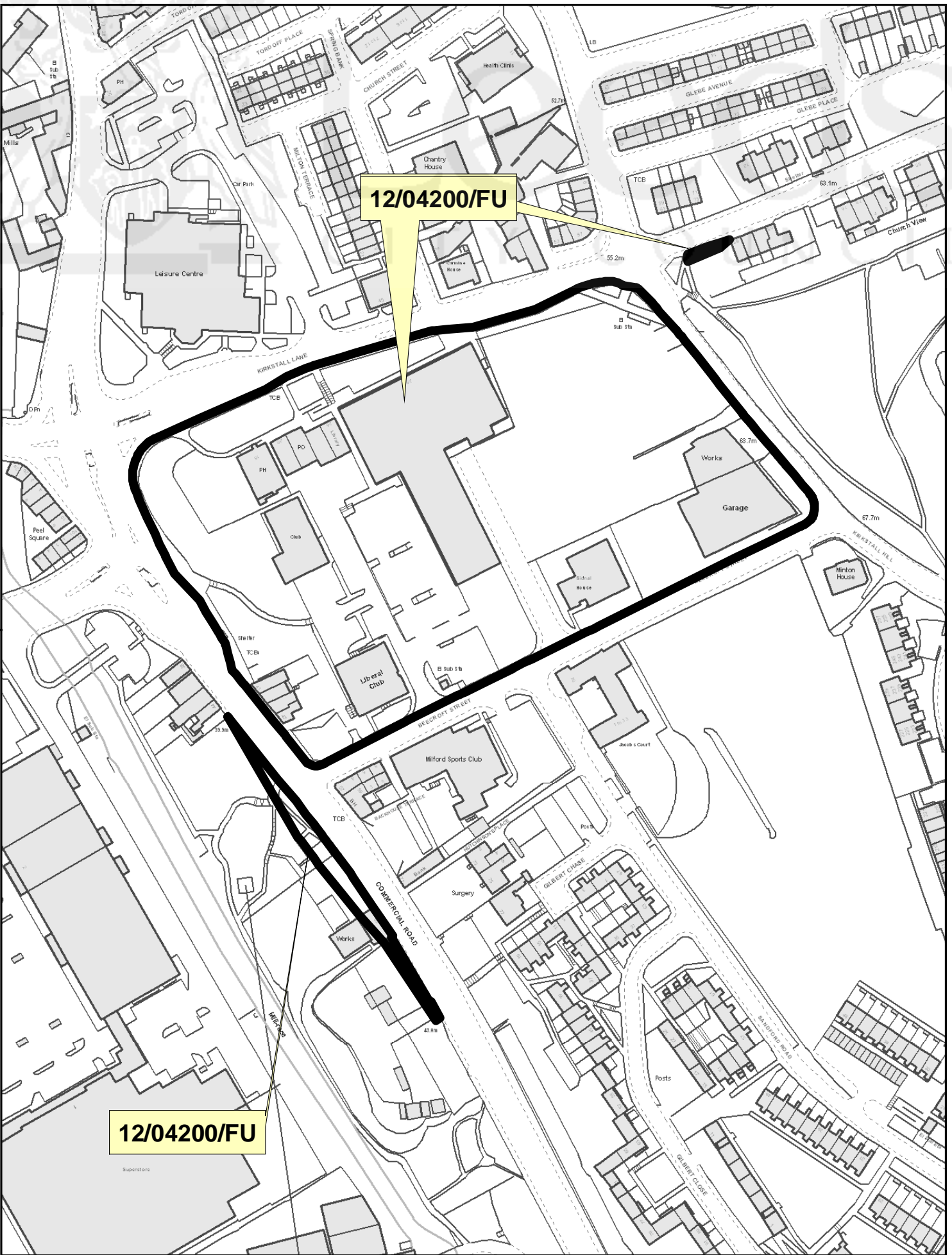
**Members may wish to comment on pedestrian access to the development.**

## **10 CONCLUSION:**

- 10.1 This report has detailed in outline the proposals for a substantial supermarket, other retail development and a replacement postal workers club at Commercial Road and Kirkstall Hill. The scheme for part of Kirkstall District Centre is on a brownfield site where there is a clear need for future development to regenerate the area.
- 10.2 At this stage members are invited to note the contents of the report and comment on the following:-
- Impact on character and appearance
  - Design, scale and place making
  - Impact on residential amenity
  - Impact on local economy
  - Pedestrian access and safety

## **Background Papers:**

Application files 12/04200/FU



# CITY PLANS PANEL

