
Report of the Chief Planning Officer

SOUTH & WEST PLANS PANEL

19th March 2020

19/07827/RM: Reserved Matters Application for two eight storey office blocks (B1a) with ancillary commercial space (B1a and/or A1, and/or A3, and/or A4, and/or A5) and a multi-storey car park to plots K3/K4 at Kirkstall Forge, Leeds

Applicant – GMV Twelve Ltd

APPLICANT
GMV Twelve Ltd

DATE VALID
20th December 2019

TARGET DATE
20th March 2020

Electoral Wards Affected:

Kirkstall

☐ Yes

Ward Members consulted

Specific Implications For:

Equality and Diversity ☐

Community Cohesion ☐

Narrowing the Gap ☐

RECOMMENDATION:

DEFER AND DELEGATE to the Chief Planning Officer for Approval, subject to the specified conditions and any others considered appropriate.

- 1. Plans to be approved**
- 2. No music or amplified sound including tannoy systems audible at the estate site boundary**
- 3. Submission of Construction Method Statement (respect of safety, operational needs and integrity of the railway)**
- 4. Submission of Parking Strategy Document as revised to submitted prior to development of either K4 or K3, including review of off-site parking surveys / implementation of any additional Traffic Regulation Orders**

1.0 INTRODUCTION

- 1.1 This application before Plans Panel follows the pre-application presentation made back in July 2019. The application is further to the approval of Outline application (as varied) ref. 15/04824/FU.

2.0 SITE AND SURROUNDINGS

- 2.1 The site comprises the former 23-hectare Kirkstall Forge site. It is adjoined to the north by the A65, Hawksworth Wood and post-war residential development whilst to the south it is adjoined by Bramley Fall Woods, the railway line and the Leeds - Liverpool canal. To the west is open land and the Newlay Conservation Area with further open land to the east. It is accessed from the A65 at a distance of circa 3.7m from the city centre.
- 2.2 With the exception of the listed buildings on the site, all the former commercial buildings have been fully cleared. The first phase of development at plot J1, comprising 15,534m² of new class B1 (grade A) office space set across 7 stories with basement parking is now built and almost entirely occupied. This sits adjacent to the 'stitch'; an area of public realm and the formation of the key access route over the River Aire for pedestrians and vehicles moving north/south across the estate.
- 2.3 The new Kirkstall Forge railway station and associated car parking is also now operational with half hourly trains to and from Leeds and Bradford. The Forge estate is served by an access road from the western access into the site from the A65.
- 2.4 Recently construction has begun on two of the initial (prototype) residential properties forming part of the wider phase to plots E/F.
- 2.5 The phasing of the estate is discussed further below in the relevant planning history.

3.0 PROPOSALS

- 3.1 The proposals, to be submitted as a Reserved Matters application, amount to the development of two class B1 office buildings (totalling 247,032m² Gross Internal Area) set either side of a new multi-storey car park (MSCP) of 707 spaces. This may be undertaken on a phased basis with K4 being delivered first, then K3 and the MSCP second and then finally thirdly, the removal of the current loop road between the two sets of buildings and implementation of the Public Realm (called the 'Stitch').
- 3.2 As part of the development, the 192 space temporary car park (principally serving the adjacent plot J1 ("Number One") office building) will also be provided in a temporary (at grade) location within the Forge estate (a Temporary Car Park Strategy has been submitted with the options for this).
- 3.3 The Reserved Matters to be proposed (access having already been approved through the outline consent) would be:
- Appearance;
 - Landscaping;
 - Layout;
 - Scale.
- 3.4 Whilst designed as 3 distinct elements the individual components would be grouped together within one footprint / block of development. The car park would serve the two new office blocks and also the residual amount of parking to plot J1 as follows:
- Number One (J1) Basement = 54

- MSCP = 707
- At Grade Parking= 317 (to be reduced to zero)

= 1078 (to be reduced eventually to 761 – as outlined in the Highways section below)

- 3.5 The office blocks would be set over 7-9 stories although it should be noted that much of the top two floors are significantly recessed (roof accommodation) either side of the MSCP and above this is a further recessed layer of plant equipment, which joins into the centrally higher positioned car park (set higher by approximately two office floor stories). As the car park ties into the two office blocks and plant equipment, its massing appears staggered.
- 3.6 Access into the building would be via the existing road which circles around plot J1 in a clockwise route with a right turn into the south faced of the car park. The multi storey car park rises up through the levels centrally and the car parking is set across shallow gradients to maximise the efficiency of spaces within the various levels.
- 3.7 Pedestrian entrance points into the offices are set on the south-east and south-west of the site maximising the linkages to the railway station.
- 3.8 As part of the re-configured arrangements on the site which include re-aligning the access routes around the plots, a substantial area of public realm would be created within the 'Stitch' square. This would be designed with a mixture of hard landscaping with some softening to the northern section. Tree planting is shown within this area and around the new access routes around the building.
- 3.9 Emerging materials make reference to plot J1 including the use of framed metalwork. Masonry and brickwork elements also provide key visual patterning across the mainly glazed elevations.

4.0 RELEVANT PLANNING HISTORY

- 4.1 The original site wide Outline application (24/96/05/OT) for the mixed use development of Kirkstall Forge was approved in July 2007.
- 4.2 Due to the economic climate experienced in the years following the granting of application 24/96/05/OT, CEG as applicants were unable to implement the permission by submitting the Reserved Matters for all the plots within the 10-year timeframe (Condition 1).
- 4.3 An extension of time application was approved by the Council in April 2014 (11/01400/EXT).
- 4.4 When the application was originally approved it was envisaged that the plots to the north of the River Aire would be developed first. Subsequently funding was received from National Rail to develop a train station at the site and it became appropriate for the plots to the south and nearest the station to emerge first. It was therefore deemed necessary to amend certain conditions of application 11/01400/EXT to allow development to commence on site at the earliest opportunity. Therefore a Section 73 application (ref: 15/04824/FU) was approved in December 2015 that amended the original Outline consent.

- 4.6 Reserved Matters applications have been since approved in November 2017 for plot J1 (15/03561/RM) (as now built and occupied multi-storey office block on adjacent plot) and in May 2019 for plots E/F (18/03602/RM) (residential and commercial development with a public square).
- 4.7 In July 2019, the proposals before Panel today, were subject of a Pre-Application Enquiry, also which was presented to South & West Plans Panel (PREAPP/19/00151). The scheme as presented now, generally reflects the current scheme, specifically in terms of layout and scale. In response to the Pre-Application enquiry, the following points were made by Members:
- Some concern regarding the massing of the car park.
 - Further detail would be needed regarding the materials used.
 - Concern that there was not enough car parking provision and whether the multi storey car park could be used for community use out of office hours. There was also feeling that car parking should be reduced. Guideline figures suggested 952 spaces and this could be looked at in more detail when the application is submitted.
 - There would be further consideration to the cladding finish of the car park as the application was progressed.
 - Predicted energy needs of the development – information on this would be available in more detail at the planning application stage.
 - Cycling facilities – there would be cycle storage and showering facilities within the car park building.
 - Landscaping plans for the Stitch Square.
 - Whether a wind modelling study would be required – further analysis would be carried out.
 - Landscaping should match the scale of the development and possible introduction of raised lawns and green walls.

5.0 PUBLIC/LOCAL RESPONSE:

- 5.1 The application has been advertised by site notice and newspaper advertisement.
- 5.2 2 letters of objection have been received from local residents on Hawksworth Road; the following comments have been noted:
- Insufficient parking provided, notwithstanding claims and ‘hype’ of development being ‘sustainable’;
 - Traffic impact has fallen largely on surrounding residential roads causing inconsiderate / dangerous parking;
 - Notwithstanding Traffic Regulation Orders being introduced on Hawksworth Road with some success, parking problems continue elsewhere;
 - Transport Assessment is not realistic because surveys are based on vehicle trips to and from the Forge Estate (rather than neighbouring roads too);
 - Requirements in the (initial) Transport Development Services report to be met in the final plans;
 - Bus transport also crucial and should be considered.

6.0 CONSULTATION RESPONSES

- 6.1 Contaminated Land Team - Compliance should be with conditions placed on planning application 15/04824/FU and consideration of documentation previously submitted in support of that application.

- 6.2 Environment Agency – No comments received at time of writing.
- 6.3 Flood Risk Management – Drainage should be in accordance with details set out in conditions contained within Outline application 15/04824/FU. A petrol / oil interceptor is required to be designed into the drainage strategy as part of this in respect of the MSCP.
- 6.4 Highways – Key issues raised:
- Currently no **bus routing** is available through the wider Forge site (nearest being 550m away on A65 Kirkstall Road) – agreement as to when this routing will be available is subject to agreement with the applicant (discussions are ongoing);
 - **Parking** is expected at full levels advised (Parking SPD) for both K3/K4 and J1 plots which equates to 1114 spaces (notwithstanding the desire to promote sustainability credentials) to ensure that off-site parking problems do not arise, although should in the future travel to work surveys demonstrate a lower level of demand, flexibility around this can be considered; currently 707 spaces are proposed;
 - A concurrent application should be submitted to identify where the car parking spaces not provided in the multi-storey car park should be submitted (details have now been submitted on a separate Parking document by the applicant outlining the options being considered for permanent and temporary car parking for the development of both the full and a partially built out / phased scheme);
 - **Cycle parking** is provided within the MSCP at 227 spaces in excess of guideline figures and as such is welcomed; should just an initial office block be developed in advance of the MSCP, further information should be provided in respect of temporary secure cycle parking arrangements;
- 6.5 Landscape Officer – More tree planting within the Public Realm recommended. Design of the landscaping in the 'Stitch' could do more to link north to south trips. More green infrastructure and innovation required. Bed / grill design for tree pits needs to be enlarged / improved, consistent with the Council's guidance (Urban Tree Planting). Replacement tree planting should be in accordance with NRWDPD policy LAND2 (3:1 replacement).
- 6.6 Nature Conservation Officer – Proposal removes valuable scrub from riverbank; precedent on the opposite side on previous plots should not be followed. The riverbank only needs to be affected due to the close proximity of buildings and infrastructure. Should this be essential, then improvements to final riverbank design (as strengthened) should be sought. Lighting design needs careful consideration. Any green wall should be generally explored on the southern side of the building.
- 6.7 Network Rail – No objections subject to conditions.
- 7.0 **RELEVANT PLANNING POLICIES:**
- 7.1 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.
- 7.2 Sections 72 and 66 of the Listed Buildings and Conservation Areas Act 1990 identifies the general duty with respect to any listed buildings or other land located within a Conservation Area (respectively) when undertaking the exercise of planning

functions. Parliament requires the decision-maker to give considerable importance and weight to the preservation or enhancement of the character or appearance of a Conservation Area. Moreover, in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

7.3 National Planning Policy Framework (NPPF)

7.4 The National Planning Policy Framework (NPPF) was revised and adopted in February 2019 and sets out the Government's planning policies for England and how these should be applied. The following paragraphs of the NPPF are of particular relevance in consideration of this application.

80. Planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt.

102 Transport issues should be considered from the earliest stages of plan-making and development proposals, so that:

- a) the potential impacts of development on transport networks can be addressed;
- b) opportunities from existing or proposed transport infrastructure, and changing transport technology and usage, are realised – for example in relation to the scale, location or density of development that can be accommodated;
- c) opportunities to promote walking, cycling and public transport use are identified and pursued;
- d) the environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains; and
- e) patterns of movement, streets, parking and other transport considerations are integral to the design of schemes, and contribute to making high quality places.

108 In assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:

- a) appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location;
- b) safe and suitable access to the site can be achieved for all users; and
- c) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.

127. Planning policies and decisions should ensure that developments:

- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);

d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;

e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and

f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users⁴⁶; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

128. Design quality should be considered throughout the evolution and assessment of individual proposals. Early discussion between applicants, the local planning authority and local community about the design and style of emerging schemes is important for clarifying expectations and reconciling local and commercial interests.

Applicants should work closely with those affected by their proposals to evolve designs that take account of the views of the community. Applications that can demonstrate early, proactive and effective engagement with the community should be looked on more favourably than those that cannot.

149. Plans should take a proactive approach to mitigating and adapting to climate change, taking into account the long-term implications for flood risk, coastal change, water supply, biodiversity and landscapes, and the risk of overheating from rising temperatures⁴⁸. Policies should support appropriate measures to ensure the future resilience of communities and infrastructure to climate change impacts, such as providing space for physical protection measures, or making provision for the possible future relocation of vulnerable development and infrastructure.

163. When determining any planning applications, local planning authorities should ensure that flood risk is not increased elsewhere. Where appropriate, applications should be supported by a site-specific flood-risk assessment⁵⁰. Development should only be allowed in areas at risk of flooding where, in the light of this assessment (and the sequential and exception tests, as applicable) it can be demonstrated that:

a) within the site, the most vulnerable development is located in areas of lowest flood risk, unless there are overriding reasons to prefer a different location;

b) the development is appropriately flood resistant and resilient;

c) it incorporates sustainable drainage systems, unless there is clear evidence that this would be inappropriate;

d) any residual risk can be safely managed; and

e) safe access and escape routes are included where appropriate, as part of an agreed emergency plan.

170. Planning policies and decisions should contribute to and enhance the natural and local environment by:

a) protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils (in a manner commensurate with their statutory status or identified quality in the development plan);

b) recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services – including the economic and other benefits of the best and most versatile agricultural land, and of trees

and woodland;

c) maintaining the character of the undeveloped coast, while improving public access to it where appropriate;

d) minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures;

e) preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability. Development should, wherever possible, help to improve local environmental conditions such as air and water quality, taking into account relevant information such as river basin management plans; and

f) remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate.

7.5 For the purposes of this application, the Development Plan for Leeds currently comprises the following documents:

1. The Leeds Core Strategy (Adopted November 2014)
2. Saved Leeds Unitary Development Plan Policies (Reviewed 2006),
3. The Natural Resources & Waste Local Plan (NRWLP, Adopted January 2013) including revised policies Minerals 13 and 14 (Adopted September 2015).
4. Any Neighbourhood Plan, once made (currently a Neighbourhood Plan is to be fully drafted / progressed at Kirkstall and as at the time of writing, this has yet to reach consultation and referendum stages and therefore has not been yet formally adopted; little weight can therefore be attributed to this at present).

7.6 Core Strategy

7.6.1 The Core Strategy sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. Relevant Core Strategy policies are as outlined below.

Spatial Policy 1 – Location of Development

Outlines that a spatial development strategy is based on the Leeds settlement hierarchy concentrate which seeks to concentrate the majority of new development within urban areas taking advantage of existing services, high levels of accessibility and priorities for urban regeneration.

The largest amount of development will be located in the Main Urban Area with Major Settlements delivering significant amounts of development.

Settlements within the hierarchy will guide the identification of land for development, with priority given in the following order:

- a. Previously developed land and buildings within the settlement,
- b. Other suitable infill sites within the relevant settlement,
- c. Key locations identified as sustainable extensions to the relevant settlement.

Development should respect and enhance the local character and identity of places and neighbourhoods,

Development should recognise the key role of new and existing infrastructure (including green, social and physical) in delivering future development to support communities and economic activity.

Spatial Policy 8 – Economic Development Priorities

A competitive local economy will be supported through:

- (i) The provision and safeguarding of a sufficient supply of land and buildings, as part of a wide portfolio of sites to match employment needs and opportunities for B class uses,
- (ii) Promoting the development of a strong local economy through enterprise and innovation, in facilitating existing strengths in financial and business services and manufacturing and to continue to grow opportunities in health and medical, low carbon manufacturing, digital and creative, retail, housing and construction, social enterprise, leisure and tourism and the voluntary sector,
- (iii) Job retention and creation, promoting the need for a skilled workforce, educational attainment and reducing barriers to employment opportunities,
- (iv) Seeking to improve accessibility to employment opportunities by public transport, walking and cycling across the District and especially in relation to job opportunities in the City Centre and Aire Valley Leeds (Urban Eco Settlement and Enterprise Zone)

Spatial Policy 9 - Provision for offices, industry & warehouse employment land and premises

Potential job growth in the traditional employment land use sectors (offices, industry and warehousing) will be accommodated over the plan period by ensuring locations and sites provide:

- (i) A minimum of 706,250 sqm office (B1a class) floorspace in the District. 840,000 sqm already exist in planning permissions. To provide flexibility when determining renewals on existing out of centre permissions a minimum of an additional 160,000 sqm will be identified in or on the edge of the City Centre and Town Centres,
- (ii) A minimum of 493 ha of land of general employment land for uses such as research and development, industrial and distribution/warehousing uses in the District (B1b, B1c, B2 and B8 classes). The locations and sites will appear across the whole of the District.

Policy EC2 – Office Development

Appropriate locations for allocations and windfall office development;

- (ii) The focus for most office development will be within and/or edge of the City Centre and designated Town and Local Centres,

Due to the availability of development opportunities in centre and edge of centre, out of centre proposals would normally be resisted. Exceptions would apply where either (iii) or (iv) below are applicable,

- (iii) There are existing commitments for office development that can be carried forward to meet the identified floorspace requirement over the plan period, unless it would be more sustainable for the land to be re-allocated to meet identified needs for other uses,

Policy P10 – Design

New development for buildings and spaces, and alterations to existing, should be based on a thorough contextual analysis and provide good design that is appropriate to its location, scale and function. Developments should respect and enhance existing landscapes, waterscapes, streets, spaces and buildings according to the particular local distinctiveness and wider setting of the place with the intention of contributing positively to place making, quality of life and wellbeing. Proposals should accord with principles around size, scale, design, layout, character, surroundings, public realm, historic / natural assets, visual, residential and general amenity, safety, security and accessibility to all.

Policy P12 – Landscape

highlights that the character, quality and biodiversity of Leeds' townscapes and landscapes, including their historical and cultural significance, will be conserved and enhanced to protect their distinctiveness through stewardship and the planning process.

Policy T1 - Transport Management

To complement the provision of new infrastructure the Council will support the following management priorities:

- (i) Develop and provide tailored, interactive, readily available information and support that encourages and incentivises more sustainable travel choices on a regular basis,
- (ii) Sustainable travel proposals including travel planning measures for employers and schools. Further details are provided in the Travel Plan SPD and the Sustainable Education Travel Strategy,
- (iii) Parking policies controlling the use and supply of car parking across the City.

Policy T2 - Accessibility Requirements and new development

New development should be located in accessible locations that are adequately served by existing or programmed highways, by public transport and with safe and secure access for pedestrians, cyclists and people with impaired mobility.

Policy G9 - Biodiversity Improvements

Development will be required to demonstrate:

- (i) That there will be an overall net gain for biodiversity commensurate with the scale of the development, including a positive contribution to the habitat network through habitat protection, creation and enhancement, and
- (ii) The design of new development, including landscape, enhances existing wildlife habitats and provides new areas and opportunities for wildlife, and
- (iii) That there is no significant adverse impact on the integrity and connectivity of the Leeds Habitat Network.

Policy EN1 - Climate change – Carbon Dioxide Reduction

All developments of 10 dwellings or more, or over 1,000 square metres of floorspace, (including conversion) where feasible), will be required to:

- (i) Reduce total predicted carbon dioxide emissions to achieve 20% less than the Building Regulations Target Emission Rate until 2016 when all development should be zero carbon, and
- (ii) Provide a minimum of 10% of the predicted energy needs of the development from low carbon energy.

Policy EN5 - Managing Flood Risk

The Council will manage and mitigate flood risk by:

Avoiding development in flood risk areas, where possible, by applying the sequential approach and where this is not possible by mitigating measures, in line with the NPPF, both in the allocation of sites for development and in the determination of planning applications.

- (i) Protecting areas of functional floodplain as shown on the Leeds SFRA from development (except for water compatible uses and essential infrastructure),
- (ii) Requiring flood risk to be considered for all development commensurate with the scale and impact of the proposed development and mitigated where appropriate,
- (iii) Reducing the speed and volume of surface water run-off as part of new build developments,
- (iv) Making space for flood water in high flood risk areas,
- (v) Reducing the residual risks within Areas of Rapid Inundation,
- (vi) Encouraging the removal of existing culverting where practicable and appropriate,

(vii) The development of the Leeds Flood Alleviation Scheme.

7.7 Core Strategy Selective Review (CSSR)

7.7.1 A selective review of policies within the Core Strategy has been completed and this was adopted in September 2019. The following policies within which are considered relevant:

Policy EN2: Sustainable Design and Construction

Non-residential developments of 1,000 or more square metres (including conversion) where feasible are required to meet the BREEAM standard of 'excellent'.

Residential developments of 10 or more dwellings (including conversion) where feasible are required to meet a water standard of 110 litres per person per day.

New Policy EN8: Electric Vehicle Charging Infrastructure

All applications for new development which include provision of parking spaces will be required to meet the minimum standard of provision of electric vehicle charging points. This requires:

- i) Residential: 1 charging point per parking space and 1 charging point per 10 visitor spaces
- ii) Office/Retail/Industrial/Education: charging points for 10% of parking spaces ensuring that electricity infrastructure is sufficient to enable further points to be added at a later stage.
- iii) Motorway Service Stations: charging points for 10% of parking spaces ensuring that electricity infrastructure is sufficient to enable further points to be added at a later stage
- iv) Petrol Filling Stations: provision of fast charge facilities.

7.8 Site Allocations Plan (SAP)

7.8.1 The SAP allocates land for housing and employment and retail centres and designates green space. The wider Kirkstall Forge estate / site is identified as a mixed use in the SAP, ref. MX1-3.

7.9 Leeds Natural Resources and Waste DPD 2013 ("NRWDPD")

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

- Minerals 2 – Sand and Gravel
- Water 3 Functional Flood Plain
- Water 4 Development in Flood Risk Areas
- Water 6 Flood Risk Assessments
- Water 7 Surface Water Run-off

7.10 Leeds Unitary Development Plan Review Retained Policies:

- GP5 all relevant planning considerations
- N8 Urban Green Corridors
- N39B Watercourses and New Development
- BD2 New Buildings

- LD1 Landscape Schemes

7.11 Supplementary Planning Documents

- Accessible Leeds SPD (2016)
- Biodiversity and Waterfront Development SPD (2006)
- Parking SPD (2016)
- Street Design Guide (2009)

8.0 **CLIMATE EMERGENCY**

- 8.1 The Council declared a climate emergency on the 27th March 2019 in response to the UN's report on Climate Change.
- 8.2 The Planning Act 2008, alongside the Climate Change Act 2008, sets out that climate mitigation and adaptation are central principles of plan-making. The NPPF makes clear at paragraph 148 and footnote 48 that the planning system should help to shape places in ways that contribute to radical reductions in greenhouse gas emissions in line with the objectives of the Climate Change Act 2008.
- 8.3 As part of the Council's Best Council Plan 2019/20 to 2020/21, the Council seeks to promote a less wasteful, low carbon economy. The Council's Development Plan includes a number of planning policies which seek to meet this aim, as does the NPPF. These are material planning considerations in determining planning applications.
- 8.4 The below appraisal discusses relevant matters below. This includes an assessment on the proposal in relation to the policy requirements of Leeds Core Strategy policies EN1 and EN2.

9.0 **MAIN ISSUES**

9.1 Design, Scale, Massing

- 9.1.1 The block design and grid pattern follows the original Masterplan. Like no1 Kirkstall Forge (plot J1) this will mean that the offices will be closely connected in scale and easily accessed via the new railway station. The offices will overlook, interact and connect with the new public realm created as part of the 'stitch' designs as a landscaped area for both informal amenity purposes and events space.
- 9.1.2 The external design takes cues from no1, particularly in the use of materials, whilst also providing a transition between this neighbouring building and the emerging residential phases to the north (plots E/F).
- 9.1.3 Glazing is the key linkage but the use of metalwork and some subtle sections of stonework in vertical and horizontal banding help to allow the block to relate easily and simply to the original neighbouring no1.
- 9.1.4 Since the pre-application enquiry, the architects have worked on the façade of the car park, particularly with reference to the north elevation through the use of a panelled design. Generally the grid pattern design would be formed of mesh panels interspersed with solid infill panels. To help outline the design process, including how these have taken on board comments at Plans Panel previously, the architects set

about producing a series of options which have been shown in the Design & Access Statement for how the MSCP will appear, as follows:

Option	Design
01	Use of a 'goalpost' frame with secondary fins
02	Curtain walling taken above primary goalpost frame giving a potentially more lightweight structure
03	The use of a goalpost frame again but increasing the panelling above all the way up to 9 stories giving a more dominant structure
04	As option 03 but with a horizontal beam across between levels 7 and 8
05	As option 01 but with a thicker edging to the frame all around

- 9.1.5 Following the option design process, option 05 was preferred by the applicant. In taking the pre-application Panel comments on further (as listed above in the report), it was then considered that the materiality of the infill panels should be lightened to give a less notable / dominant finish within the overall site design. These panels are shown in bronze / lighter aluminium tones. This has been in combination with other elements such as bronze banding to enclose the structure. The panels would be cut to provide limited views of traversing headlights and thus, some visual interest in the wider setting. This is shown in the elevation design and CGI images before Panel today.
- 9.1.6 The general design of the blocks including the grid patterning, banding and colouring is felt will help to link the three components together whilst still relating well to and not over-dominating the award winning no1 building in terms of scale, design and character.
- 9.1.7 The massing / appearance in particular here is considered to have benefitted in its relationship to the No1 building and is felt to have positively addressed comments at pre-application stage in this respect.
- 9.1.8 With particular reference to the scale, this has determined that a wind study is not expected (in accordance with the guidance set out in the Tall Buildings SPD, p.8). However the applicants have been undertaking their own 'comfort' analysis to help better inform the design and landscaping of the Public Realm in particular in-between the development and No1 Building (plot J1).
- 9.2 Highway Matters
- 9.2.1 The provision of the loop road and access off the north elevation into a multi storey car park raises no concerns from a highway perspective.
- 9.2.2 The development will provide sufficiently wide (min. 2m) footpaths along the northern and southern elevation linking with the public realm and the railway station. The footpaths and public realm will also provide for direct access from the new car park to plot J1 in addition to the offices immediately either side. This is planned to cater for both the shortfall from plot J1 (currently accommodated in temporary car parking partly on the site of K3/K4) and the new K3/K4 development itself.
- 9.2.3 The Highways consultee outlines that parking will be expected to align with the guidelines of the Parking SPD at approximately a ratio of 1 space per 33m². Technically together with the shortfall from plot J1 (418 spaces) this equates to 1114 spaces to be provided.

8.2.4 This adopted guideline ratio is noted, however equally it is also noted that the site is very close, indeed immediately adjacent to the railway station at Kirkstall Forge. The Parking SPD guidance is fairly silent on this such provision (i.e. for a site located 'outside' of the more centralised Leeds City Centre public transport box / Core and Fringe areas which are identified for example) notwithstanding that trains into and out of Leeds and Bradford are timetabled to run half hourly and in the case of the former only take 6-7mins.

9.2.5 To account for the varying ways and options that the parking for both J1 and K3/K4 can be satisfactorily accommodated on both the site and adjacent parts of the wider Forge estate, the applicants have considered this and a Parking Document has been produced which at the time of writing has been sent to the Highways consultee for further comment (as to be updated at Plans Panel verbally), the key points of which highlight as follows:

- Kirkstall Forge is a sustainable development with good transport links on and off site;
- CEG's current strategy is to provide car parking to commercial office tenants at up 1 space per 33 sqm GIA in line with LCC's policy guidance, with the aim of reducing this as the frequency of sustainable transport increases and car ownership decreases;
- Combination of plot J1's basement (54 spaces) and the MSCP (707 spaces) provides a total of 761 spaces
- The combination of the Number One basement and the proposed MSCP provides 761 permanent spaces. The balance of spaces required to support the commercial letting strategy will be provided in a temporary at grade location until such time that there is no longer a requirement for this provision. It is envisaged that ultimately the temporary provision on site will be reduced to zero. This strategy provides the greatest flexibility and avoids providing too many car parking spaces in the future.
- In the event that K4 is built in a phased manner ahead of the MSCP the spaces required for this building together with the shortfall for Number One will be provided in a temporary at grade location.
- Final Requirements – based on 1:33m² GIA:
 - J1 – 382 (although note: Highways consultee calculates this at 418)
 - K4 – 291
 - K3 – 405
 - TOTAL: 1078 (although note: Highways consultee calculates this at 1114)
- Final Provision:
 - J1 (basement) – 54
 - MSCP – 707
 - At Grade Parking – 317 (to be reduced to zero)
 - TOTAL: 1078 spaces (to be reduced to 761)
- Current Provision on Site:
 - J1 (basement) – 54 (permanent)

- Plot H – 112
 - J3 – 145
 - J4 – 192
- TOTAL: 503 spaces

- K4 only + J1 shortfall:

- J1 shortfall – 328 (382 – 54 basement spaces)
 - K4 – 291
- TOTAL: 619 spaces

- Example options for At Grade Parking:

- Plot H = 112 (already built)
- J3 / 4 = 296 (145 spaces already built)
- E4/5 = 120
- Plot C = 447
- K1/2 = 200

TOTAL = 1175 spaces

- 9.2.5 Internal, secure cycle parking will be provided within the building to a total of 227 spaces (based upon guidance from the British Council for Offices) which accords with / exceeds the guidance in the Parking SPD. These will be lockable and there will be showers to compliment the facility. The level of provision exceeds the Council's guidelines and is welcomed.
- 9.2.6 A full sustainable Travel Plan will be required under conditions of the Outline.
- 9.2.7 In summary, the applicants propose a level of flexibility to allow provision of parking in the short to medium term and in the long term, further to monitoring, the ability to reduce the overall provision should travel patterns show that this would not expect to create off-site parking impacts within the wider locality outside of the Forge estate boundary. Although at the time of writing, additional Highways consultee comment has not been available, it is considered that this can be controlled through condition / monitoring.
- 9.2.8 Two resident objections have outlined frustrations where it is suggested that the impact has resulted from a shortfall of parking to the first phase of development (J1), (i.e. not catered by the basement or temporary surface car parking). Where off-site parking has occurred whether presently or in the past, it is entirely possible that some or much of this may be associated with the introduction of the railway station (which has a car park of 109 spaces and which is regularly full). The car park is provided by Network Rail and separate to the operational control of CEG.
- 9.2.9 The key issue from above in the example "at grade options" is that future demands to the Parking SPD guidelines can be accommodated although this may in effect the timings of other plots being brought for development. The applicants consider that through travel patterns changing (reductions in car use), provision of the Travel Plan and increasing patronage at the Station including potentially an additional train timetabled every hour, this provides an appropriate solution for future parking including in a phased manner.

- 9.2.10 Electric vehicle charging points will be provided which meet / exceed the requirement of new policy EN8 at 1 charge point per 10 spaces plus the remainder to be easily adapted as any demand increases.

9.3 Nature Conservation

- 9.3.1 The Nature Conservation Officer has identified that the riverbank designs, constrained to an extent by the position of the spine roads and plots consented under the Outline, will be heavily engineered and which will require a group of self-seeded trees / dense scrub to be removed from the south bank. This area it is considered could benefit from solutions to create pockets and swaths of greenery, foliage and possibly the bedding of small trees. In positive discussions, the applicants have already begun looking at the available solutions in detailed design / procurement of the riverbank construction / underground structural works. It should also be noted that these discussions have had to progress despite unfortunately no comments having been made received from the Environment Agency (resources admittedly in part having been side-lined by recent Storm events).
- 9.3.2 Lighting design has been flagged as an area of sensitivity by the consultee; this is recognised and a condition is specifically contained within the Outline consent to control in a river setting / environment.
- 9.3.3 It is considered the above measures are satisfactory in meeting policy G9's requirements.

9.4 Landscaping, Public Realm

- 9.4.1 The public realm improvements and the tree lined landscaping to the loop road will help to soften the whole emerging built environment notwithstanding the site is a former ironworks which had a very hard industrial environment historically and is set within a valley in-between established woodland to both the north and south.
- 9.4.2 The Landscape Officer recognises that the applicant wishes to create a flexible events space / area of public realm between the K3/K4 and J1 buildings and that a high level of transitional footfall to and from the buildings and station will occur. That said, positive discussions have taken place to consider how the Realm particularly at the edges can be further 'greened' with informal grassed / bench / seating and tree planting added further to the initial designs. It is expected that at Panel, a revised CGI / Landscape Masterplan will be available that better demonstrates this.
- 9.4.3 Whilst it is not entirely clear as to the precise number of trees required for removal off the south river bank to allow for the new development to be constructed (the Arboricultural Report lists these appropriately as a 'group'), a good level of tree planting is shown consummate to policy LAND2's requirements (3:1 replacement) and in account of good landscaping and Climate Change objectives.
- 9.4.4 Some green walling to the north elevation is proposed and the applicant has been asked to again look at any additional opportunity increased greenery to the southern elevation and whether further minor tree strip planting to road edges (under condition) can be accommodated notwithstanding the narrow sloping land available adjacent to the Network Rail demise.

9.5 Flood Risk Matters

9.5.1 The Flood Risk Management consultation comments that the development should be provide an oil / petrol inceptor to account for the MSCP. This can be picked up through the drainage conditions of the Outline. Despite the Outline controlling and assessing Flood Risk matters, given the length of time since, a Technical Note is being produced to show how the development responds to and has been designed to the latest flood modelling data available.

9.6 Sustainability / Climate Change

9.6.1 The Core Strategy climate change policies are designed so that new development contributes to carbon reduction targets. 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 (policy EN2).

9.6.2 As a prestigious development which again, like no1, will offer grade 'A' office space, the proposals will aim for BREEAM Excellent in their design and construction. At this stage of the design process complete detailed information regarding sustainability measures is not fully available. However in terms of sustainable design and in account of the Council's declaration of a Climate Emergency, the following factors in the design and build have been put forward by the applicant:

- i) current proposals will achieve carbon emissions 20% less than the Building Regulations Target Emission Rate (Development proposals are currently achieving approximately 25% betterment of Part L2) (*Policy EN1(i)*);
- ii) 100% of the office heating demands are to be provided by air source heat pumps that are a low carbon technology. Options for low carbon solutions to the hot water and fresh air energy demands such as: utilising rejected heat pump, energy and solar heating to preheat hot water and reduce energy demands are being pursued. This strategy will significantly exceed the 10% policy requirement (*Policy EN1(ii)*);
- iii) Development proposals will target BREEAM Excellent for both proposed buildings (*Policy EN2*);
- iii) the carbon dioxide reductions achieved through Item ii) contribute towards meeting Item i);
- iv) No district heating system exists at present into the site and it is deemed an unlikely potential source due to the phased nature of the development coming forward in the short-medium term (*policy EN4*);

9.6.3 The applicants have also outlined their view of potential future policy:

"In order for the design to have a responsive and improving carbon emission performance over time it is proposed that the use of electrical fuel energy will be maximised and the use of gas fuel energy will be minimised. This is a bold and innovative design decision for a commercial building which has many environmental benefits but also leads to challenges in end user education and operation."

"The above strategy may not result in the most economic energy supply performance and therefore the most economic operational financial model. In this respect, CEG will take a lead in tackling behavioural change and informing end-user choice in opting for a low carbon building. It does however permit the development to be future proofed to as great an extent as possible and allow the developments carbon emissions to reduce with further supply energy decarbonisation."

“Leeds Core Strategy Policy uses Building Regulations calculation methodology as part of policy EN1. This methodology uses Part L emission factors that are not reflective of actual carbon emission factors, the actual performance and benefits of moving away from a gas fired system will not be demonstrated by Part L calculations. Updated emission factors have been used in the adjacent chart to demonstrate the buildings simulated carbon emissions currently and as the National Grid supplied electricity decarbonises.”

9.6.4 The applicants are outlining that an electric led building (rather than gas supplied) can better respond to future improvements in low carbon energy. This is challenging but a bold and innovative approach (may not be the most economic operational model) that will require some end user education and operation. It does however permit the development to be future proofed to as great an extent as possible and allow the development's carbon emissions to reduce with further supply (i.e. National Grid) energy decarbonisation.

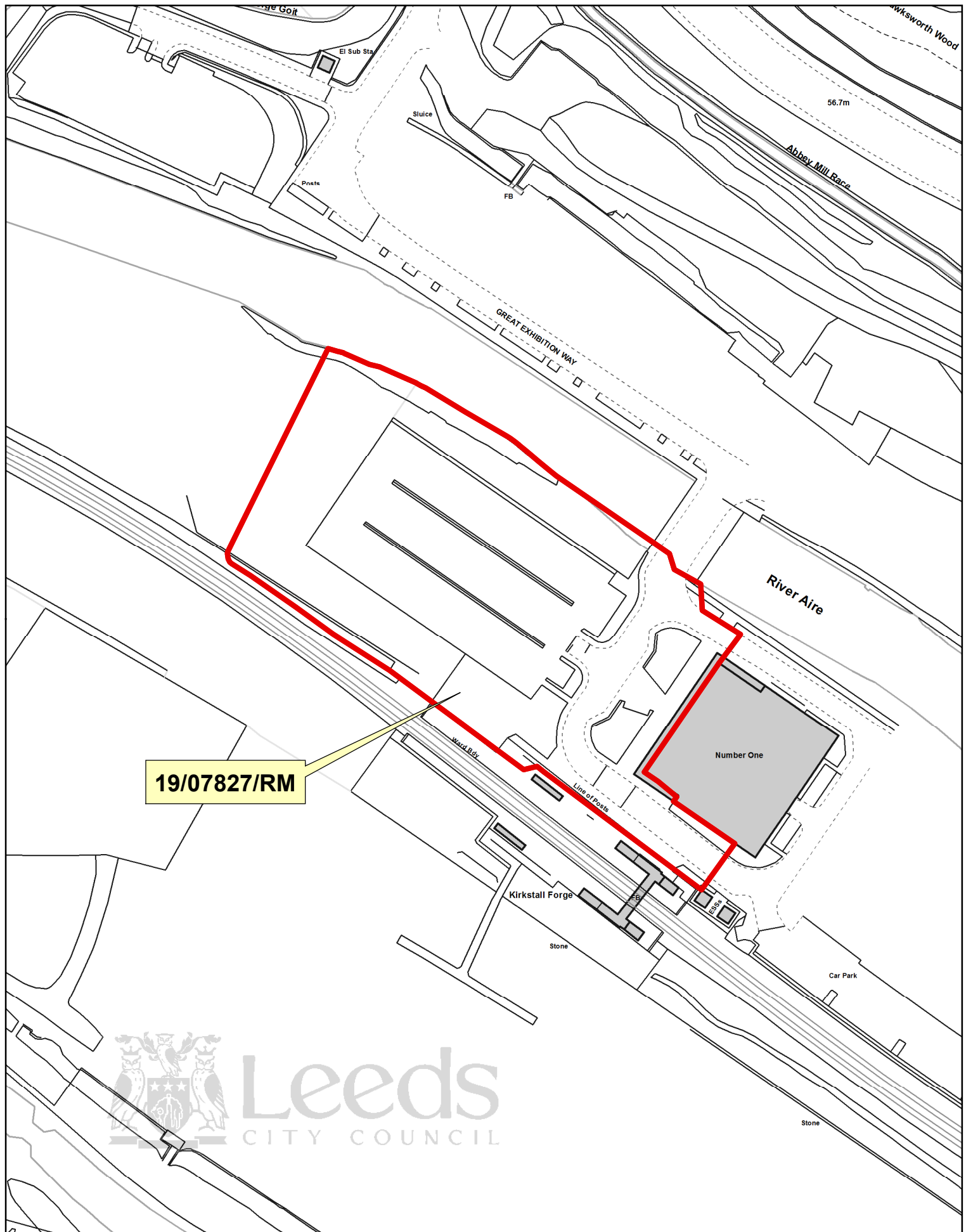
9.6.5 In summary, the applicants are offering:

- The development design includes a fabric first approach to design being deployed to reduce the building heating and cooling requirements.
- The Design for Performance holistic approach including building services strategies is being engaged to optimise the design and operational efficiency of the systems.
- All office room heating demands are proposed to be provided by air source heat pumps that are a low carbon technology.
- A combustionless building services strategy with no gas is being proposed (other than potential small scale retail catering) that is able to reduce its carbon emissions as the National Grid decarbonises.
- A combustionless building also has the advantage of not being detrimental to local air quality.
- Zero carbon electrical generation by photovoltaic cells is being considered and its size and application will be subject to further performance reviews.
- A post occupancy survey of the existing Number One building at Kirkstall Forge has been undertaken and results have informed the buildings design development. This will provide a feedback loop from the existing office development at Kirkstall Forge to the proposed K3/ K4 development to achieve continuous improvement.
- The design development will include the themes highlighted overleaf from CEG's Site Wide Sustainability Strategy. These themes provide a holistic approach to sustainability topics and are important considerations beyond carbon emissions.
- Development proposals are currently achieving approximately 25% betterment of Part L2.
- BREEAM Excellent rating targeted.

9.6.6 In addition, the site's good public transport links are noted, strong emphasis by the developer in promoting cycle use, de-contaminates a heavily industrialised brownfield site and 100% waste recycling is targeted.

9.7 Conclusions

- 9.7.1 The Reserved Matters application is considered to follow the general principles of the original Masterplan as identified within the Outline consent. In terms of appearance, landscaping, layout and scale, it mirrors and continues the quality of built development realised through No1 Building (plot J1) in this valley / riverside setting. Whilst the Parking strategy will require ongoing monitoring to ensure off-site parking encroachment does not occur, it is considered flexible enough to provide an approach that tackles having sufficient ongoing future parking provision whilst respecting and recognising the development's contribution to wider climate change objectives and good sustainability planning.



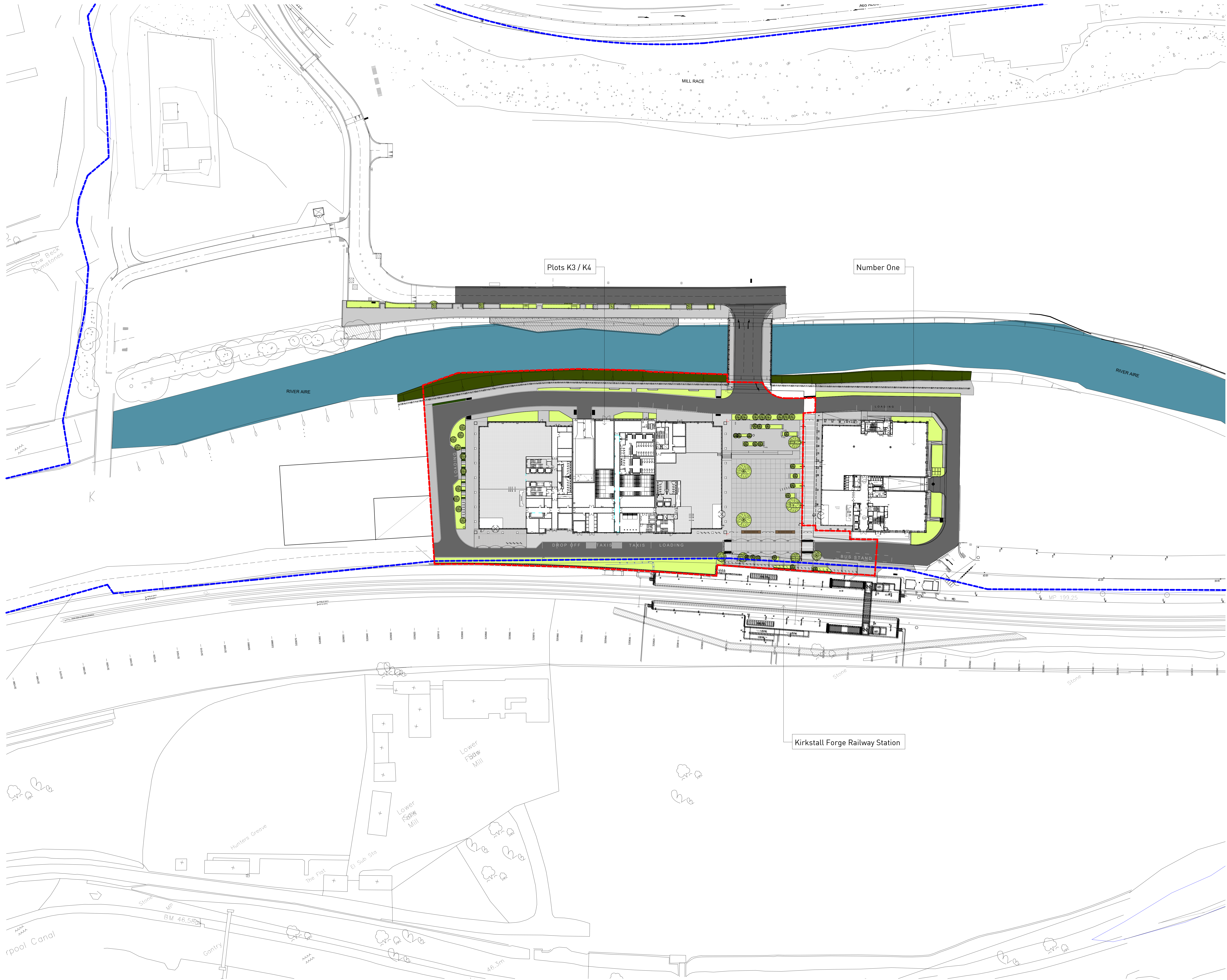
SOUTH AND WEST PLANS PANEL

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

SCALE : 1/1500





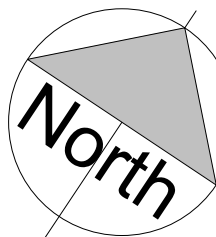
Note:
The contractor will be held to have examined the site and checked dimensions and levels before commencing construction works.
No assumptions should be made without reference to the architect.
No dimensions should be scaled from this drawing.

Rev.	Description	Date	By
P01	Issued for Planning	09.12.19	CC

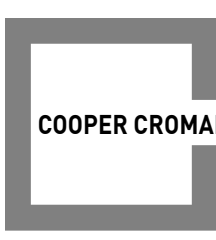
--- Application Boundary
(0.73 Ha or thereby)

--- Land under ownership
of Applicant but not
constituent part of
application
(23.0 Ha or thereby)

1 0 1 2 3 4 5
SCALE 1:100
m



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PLANNING

Client
GMV Twelve Ltd.

Project Title
Kirkstall Forge K3/K4

Drawing Title
Proposed Site Plan

Scale
1: 500 @ A0

Date
01/11/19

CC Job No
15071G

Drawn by
AgD

Checked by
SW

Project No
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P01