



PLANS PANEL (CITY CENTRE)

Meeting to be held in Civic Hall, Leeds on
Thursday, 22nd July, 2010
at 2.00 pm

Please note the change of time for this meeting

MEMBERSHIP

Councillors

| | | | |
|-----------------|------------|----------|-------------|
| G Driver | C Campbell | A Carter | D Blackburn |
| S Hamilton | M Hamilton | G Latty | |
| G Harper | J Monaghan | | |
| E Nash | | | |
| B Selby (Chair) | | | |

A G E N D A

| Item No | Ward | Item Not Open | | Page No |
|---------|------|---------------|--|---------|
| 1 | | | <p>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</p> <p>To consider any appeals in accordance with Procedure Rule 25 of the Access to Information Rules (in the event of an Appeal the press and public will be excluded)</p> <p>(*In accordance with Procedure Rule 25, written notice of an appeal must be received by the Chief Democratic Services Officer at least 24 hours before the meeting)</p> | |
| 2 | | | <p>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC</p> <p>1 To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.</p> <p>2 To consider whether or not to accept the officers recommendation in respect of the above information.</p> <p>3 If so, to formally pass the following resolution:-</p> <p>RESOLVED – That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:-</p> | |

| Item No | Ward | Item Not Open | | Page No |
|---------|------|---------------|--|---------|
| 3 | | | <p>LATE ITEMS</p> <p>To identify items which have been admitted to the agenda by the Chair for consideration</p> <p>(The special circumstances shall be specified in the minutes)</p> | |
| 4 | | | <p>DECLARATIONS OF INTEREST</p> <p>To declare any personal/prejudicial interests for the purpose of Section 81(3) of the Local Government Act 2000 and paragraphs 8 to 12 of the Members Code of Conduct</p> | |
| 5 | | | <p>APOLOGIES FOR ABSENCE</p> | |
| 6 | | | <p>MINUTES</p> <p>To approve the minutes of the Plans Panel City Centre meeting held on 1st July 2010</p> <p>(minutes attached)</p> | 3 - 12 |
| 7 | | | <p>APPLICATION 08/05440/FU - GLOBE ROAD/WATER LANE HOLBECK LS11</p> <p>To consider a report of the Chief Planning Officer on an application for a 5 storey, 78 bedroom hotel at Globe Road/Water Lane Holbeck LS11</p> <p>(report attached)</p> | 13 - 26 |
| 8 | | | <p>DATE AND TIME OF NEXT MEETING</p> <p>Thursday 19th August 2010 at 1.30pm</p> | |

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To:
Plans Panel City Centre Members
and appropriate Ward Members

Chief Executive's Department
Governance Services
4th Floor West
Civic Hall
Leeds LS1 1UR

Contact: Angela Bloor
Tel: 0113 247 4754
Fax: 0113 395 1599
angela.bloor@leeds.gov.uk
Your reference:
Our reference: ccpp/sitevisit/
14th July 2010

Dear Councillor

PLANS PANEL CITY CENTRE – THURSDAY 22ND JULY 2010

Prior to the meeting on Thursday 22nd July there will be a site visit, and I set out below the details:

Depart Civic Hall Ante Chamber at **1.00pm** to depart by coach for site visit to Globe Road/Water Lane Holbeck LS11 (Application 08/05440/FU)

Please could you let Daljit Singh know (2478170) if you will be attending the site visit.

At the end of the formal meeting there will be an informal discussion on the Leeds South Bank Planning Statement, a copy of which I understand is being sent separately to you.

Please note that the formal meeting will commence at 2.00pm.

Yours sincerely

Angela M Bloor
Governance Officer

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Plans Panel (City Centre)

Thursday, 1st July, 2010

PRESENT: Councillor B Selby in the Chair

Councillors D Blackburn, C Campbell,
G Driver, R Grahame, G Latty, J Matthews,
J Monaghan and E Nash

1 Chair's opening remarks

The Chair welcomed everyone to the first Plans Panel City Centre meeting of the new municipal year and asked Members and Officers to introduce themselves

2 Declarations of Interest

The following Members declared personal/prejudicial interests for the purposes of Section 81(3) of the Local Government Act 2000 and paragraphs 8 to 12 of the Members Code of Conduct:

Application 08/05307/FU – 14 – 28 The Calls LS2:

Councillor Latty declared a personal interest as a British Waterways License Holder as British Waterways had commented on the proposals (minute 6 refers)

Councillor Monaghan declared a personal interest as a member of Leeds Civic Trust which had commented on the proposals (minute 6 refers)

Councillor Campbell declared a personal interest as Metro had commented on the proposals and at the time the comments were made he would have been a member of West Yorkshire Integrated Transport Authority (minute 6 refers)

Application 09/03230/FU – St Peter's Church and House, Chantrell House Leeds Parish Church LS2:

Councillors Campbell, Nash and Selby declared personal interests through being members of English Heritage which had commented on the proposals (minute 7 refers). Councillor Nash stated that she wished to disassociate herself with the comments made by English Heritage

Councillor Monaghan declared a personal interest as a member of Leeds Civic Trust which had commented on the proposals (minute 7 refers)

Application 10/00923/OT – Land bounded by Sweet Street, Meadow Road, Jack Lane, Bowling Green Terrace and Trent Street LS11 – Position statement:

Councillor Campbell declared personal interests through being a member of West Yorkshire Integrated Transport Authority at the time Metro had commented on the proposals and as a member of Leeds Bradford Airport Consultative Committee has LBIA had commented on the proposals (minute 8 refers)

Councillor Monaghan declared a personal interest as a member of Leeds Civic Trust which had commented on the proposals (minute 8 refers)

3 Apologies for Absence

Apologies for absence were received from Councillor M Hamilton who was substituted for by Councillor J Matthews; Councillor S Hamilton who was substituted for by Councillor R Grahame; Councillor G Harper and Councillor A Carter

4 Minutes

RESOLVED - That the minutes of the Plans Panel City Centre meeting held on 26th May 2010 be approved

5 Matters arising

The Head of Planning Services stated that the two applications which were for determination at the meeting had been considered previously by Panel. Whilst there had been some changes in membership, this did not necessarily disbar new Members from taking a decision of these applications. The Panel's Legal adviser referred to paragraph 12.1 of the Council's Code of Practice for the Determination of Planning Matters which stated that it was for each Member to consider if they were fully appraised of all the facts and relevant information necessary to properly reach a decision. It was noted that site visits to the two sites had taken place prior to the meeting which had been attended by all of the Panel

6 Applications 08/05307/FU - Alterations and extension to form offices and A3/A4 bar restaurant development and erection of 5 storey office block with basement car parking and public landscaped area - 14-28 The Calls Leeds LS2 and 08/05309/CA - Conservation Area application for the demolition of the Mission Hut and 28 The Calls

Further to minute 52 of the Plans Panel City Centre meeting held on 3rd December 2009 where Panel considered a report of the Chief Planning Officer on a mixed use, riverside development at 14-28 The Calls, Members considered a revised application

Plans, photographs, graphics and a sample board were displayed at the meeting. A site visit had taken place earlier in the day which all Members had attended

Officers presented the report and stated that this brownfield site was the last major, undeveloped riverside site in the city centre and comprised buildings which were largely vacant and inefficiently used. It was noted that there was an extant permission on the site for a mixed-use residential, office and A3 development which had been granted in 2007

Details of the planning history of the site were provided as were details of the revisions which had been made to the scheme following Members' previous comments, these being:

- a further reduction in the projection of the Atkinson building
- alterations to the glazing and louvres on the elevation alongside 32 The Calls to create a more solid format with a design which echoed that of the Warehouse Hill building
- replacement of the blue brick with a rustic red/blue brick
- refinement of the fenestration on the Warehouse Hill building
- the introduction of railings along the river's edge

Members were informed of a factual error in the report which should

state the provision of 5, not 3, disabled parking spaces in the basement car park

In respect of a public transport contribution, Members were informed that a sum of £115,627 would be provided and that the S106 agreement was being drafted for this

Members were asked to approve application 08/05307/FU in principle; defer and delegate final approval to the Chief Planning Officer and to approve the Conservation Area application

Members commented on the following matters:

- the height of the buildings and concerns that the Warehouse Hill building was overdominant and did not refer to surrounding buildings
- whether the development was likely to proceed
- the need for further explanation for the condition in respect of a S106 agreement which had not been completed within 3 months of the grant of planning permission
- that this was an historic area and whether a museum would be included to display artefacts found in the area
- that the waterfront should be more widely used than a spill out area for bars and restaurants and that to maximise the number of people who would use the site, other recreational uses ie for boating, including mooring of boats, fishing and some water sports should be considered
- that the inclusion of railings along the riverside was welcomed in view of the recent tragedies which had occurred
- the need for increased soft landscaping which could include some treatment to the blank walls
- the need to include species of trees which were suitable in this location
- the need for further information on the pyramid area in the corner of the site
- concerns whether this would be an attractive, vibrant riverside space
- concerns that the verticality of the Warehouse Hill building did not provide references back to warehouse vernacular, despite the assertions in the report
- the weathering of the proposed copper elements and that this should be treated to prevent oxidisation
- the need for the site to be developed quickly to provide much needed employment opportunities
- the possibility of continuing the cobbled Crown Street behind the Corn Exchange across the Loop on The Calls, adjacent to the site access
- that the white-painted window frames of 24-26 The Calls should be painted in a dark colour
- concerns at the riverside glazed frontage of the Atkinson building which was redolent of a 1960s office block and the need for a more elegant approach rather than the proposed fenestration
- whether the appearance of the height of the Warehouse Hill building could be reduced to minimise its visual impact on the adjacent warehouse building and longer distance views
- the need for adequate signing for the proposed pedestrian crossing
- that a pedestrian crossing could spoil the outlook and whether an alternative option would be to reduce the speed limit to 20mph on this stretch of The Calls

Officers provided the following responses:

- that the Warehouse Hill building was located on the bend of the river and Officers felt that the height could be reinstated on this bend, however by looking at the detail of the roof and modifying the plinth, this could help to reduce the apparent scale of the building and produce a building more in character
- that the hope was by granting planning permission it would result in early construction as it would enable the applicant to market the site
- that the benefit of the condition relating to the completion of a S106 agreement within 3 months was to enable a decision to be made at the end of that time without it having to come back to Panel, so giving the LPA greater flexibility to move applications on at the end of a 3 month period
- that a condition had been included which required full archaeological recording of the site but that Officers would speak to the applicant about the possibility of incorporating a museum on the site
- that the public space which would be created would provide the opportunity for anyone to use this, not solely office workers, residents or patrons of the bars and restaurants
- that additional soft landscaping could be included although there could be some constraints especially the inclusion of trees, due to these being sited above car parking areas
- that the pyramid area was to be contemplative space
- that the copper cladding would be treated so as not to weather
- acceptance that the glazed frontage of the Atkinson Building should be reconsidered
- that further discussions would be undertaken with the applicant in respect of the highway crossing and the possibility of using granite blocks to take the load of the loop traffic. Whilst this would be more costly, it would be of a higher quality. The Panel's Highways representative stated this would also need to be considered by Highways Maintenance to check the appropriateness of using this sort of treatment across the Loop
- that a speed limit of 20mph on this part of The Calls was not possible as the phasing of traffic lights was based on a speed of 25mph

The Panel noted the recommendation contained in the submitted report and considered how to proceed

RESOLVED- To defer determination of the application until the August meeting and that the Chief Planning Officer be asked to submit a further report setting out additional information on the following matters only:

- landscaping provision
- highways issues in respect of the design and position of the pedestrian crossing
- the apparent height of the Warehouse Hill building
- the detailing of the base of the Warehouse Hill building
- the detailing of the frontage of the Atkinson building

7 Application 09/03230/FU - Change of use including refurbishment and extensions to two church buildings with two flats to form offices and 18 flats and erect part 3, part 4 storey block comprising office & 32 flats with car parking; Conservation Area consent to demolish office and Listed Building application for replacement gate in boundary wall - St Peter's Church and House, Chantrell House, Leeds Parish Church Kirkgate Leeds LS2

Further to minute 67 of the Plans Panel City Centre meeting held on 4th March 2010 where Members considered a position statement for the redevelopment of St Peter's Hall and House and Chantrell House, Leeds Parish Church, Kirkgate, the Panel considered the formal applications

Plans, drawings, graphics, photographs and a model were displayed at the meeting. A site visit had taken place earlier in the day which all of the Panel Members had attended

Officers presented the report and highlighted the revisions made to the scheme in view of Members' comments on the position statement by showing comparative images

Members were informed of the following revisions:

- that the height of the proposals had been reduced
- that there would be one less flat within the scheme
- the roof design had been altered and now pitched roofs would be provided
- the previously glazed vertical slots indicating the locations of staircases would now be clad in stone
- realignment of the windows to provide a consistent approach across all three buildings and alterations to window treatments to create shadow and relief on the elevations

Members were informed that the scheme should provide affordable housing of 7 units but that a financial appraisal had been submitted requesting affordable housing to be restricted to 4 units in Chantrell House, with the income generated from the units in St Peter's Hall and House to be used to fund maintenance works to the adjacent Grade I listed Leeds Parish Church

Officers sought Panel's approval in principle to the scheme and requested final approval to be deferred and delegated to the Chief Planning Officer subject to conditions and the completion of a S106 agreement

Members commented on the following matters:

- the design details of the recesses and the absence of chimneys on Chantrell House
- the lack of windows on the gable wall of the extension of St Peter's Hall
- that some of the best features would be covered up on St Peter's Hall, which albeit some of the window frames were in poor condition, created an important view down The Calls
- that the extension to St Peter's Hall had tried, unsuccessfully, to imitate the adjacent Victorian building and that it was not of a high enough quality given its surroundings and proximity to a Grade I Listed church
- that as an entrance into a precinct it was unattractive
- that although improvements had been made to the scheme it was still not good enough, particularly the blocking off of the view of the Parish Church from Maud Street

- concerns about the design of Chantrell House; that the parapet should be in stone as opposed to stone and brick; that more glazing could be introduced on the elevations and concerns at the design of this building adjacent to the Parish Church
- that what was being shown was a comparison with an earlier scheme; that the current scheme should be considered in isolation and the view that this scheme was not good enough
- that if the intention was to create a cathedral close, the buildings faced the cathedral, whereas Chantrell House did not face the Parish Church
- that the applicant had taken on board Members' comments and responded but the scheme was not of sufficient quality to approve in this location
- Officers provided the following responses:
 - that the inclusion of chimneys on Chantrell House could be considered
 - the lack of windows on the St Peter's Hall extension could be due to the internal arrangements but that this could be discussed further with the applicant
 - that the length of engagement of this project had been ten years and had been one of the most difficult projects in the city
 - that Members' comments appeared to go further than those made on the position statement, with the concerns expressed likely to lead to a reduction in the amount of development on the site

Further discussion on the application ensued with particular concerns being raised that the proposals for St Peter's Hall were unacceptable; that the scheme would be improved without Chantrell House in its present form and that the proposals for St Peter's House might be acceptable subject to some further revisions. Members made it clear that the scheme in its current form would not be approved

The Head of Planning Services stated that Members' views had been noted and that the applicant had a choice to make, but that Officers would need to discuss these matters with the applicant and to submit a further report setting out the results of these negotiations. The Panel was advised that the quantum of development on the site was likely to be reduced and that the report would seek the Panel's views on where there was room for manoeuvre in the scheme

RESOLVED - That determination of the application be deferred to enable further discussions to be undertaken on the issues raised by Members and that a further report be submitted in due course

8 Application 10/00923/OT - Redevelopment of land at Meadow Road for uses within the following classes: B1, D2, C1, C3 (up to 296 residential units) and ancillary A1, A3, A4 and A5 uses including associated works for the formation of site access roads at land bounded by Meadow Road, Jack Lane, Bowling Green Terrace and Trent Street LS11

(Prior to considering this matter, Councillor Blackburn left the meeting)

Plans, photographs, drawings and precedent images were displayed at the meeting

Members considered a position statement by the Chief Planning Officer setting out the latest proposals for a major mixed-use development on the site known

as 'City One' at Sweet Street and Meadow Road. Members noted that the site had benefited from previous major outline consents in 2004 and 2006 so the principle of a major development on this site had been established

When the outline application was submitted, approval would be sought only for the principle of development and access

Details of the parameters for the site layout and building heights were provided with Members being informed that there was flexibility within the site as to where the different uses would be located

In respect of highways issues, the Panel's Highways representative stated that the scheme would contain a large amount of car parking and would generate a significant amount of movement, however the aim was to retain the central area free of vehicles by locating an area of public open space at the heart of the development and enabling pedestrian movement around the site

The intention was to create a few vehicular access points, including extending Bowling Green Terrace to Sweet Street

The site would provide 1500 car parking spaces, with 1100 in the proposed multi-storey car park and 400 basement parking spaces underneath the various blocks

It was felt that there were a number of choices of exit route which would help to spread the load on the highway network. Furthermore several improvements were proposed which would also assist in this, these being the widening of Meadow Road to provide 3 full width lanes of traffic; widening of the junction at Jack Lane and improvements to the slip road off the motorway, although traffic modelling was still being undertaken on these proposals

As the previous scheme had included a casino on the site which would have generated a greater amount of traffic later on in the day, the traffic generated by the proposed development would occur more at peak times and a strong travel plan would be required. Increased pedestrian connectivity would be provided. Improvements being considered included a zebra crossing at the mini roundabout on Sweet Street; possible improvements to the crossing at Manor Road and provision of two central refuges at Jack Lane

Increased cycling facilities were being considered as the applicant had offered to widen the footway along the Meadow Road frontage to provide a segregated cycle track and footway and to provide a Toucan crossing across the mouth of Jack Lane; also cycle routes would be developed into the site

Members were informed that a range of supporting plans and documents had been submitted; that there would be 8 different areas of green space on the site equating to 29.1% public open space and it was felt that the policy requirements would be met

The development would be phased with the influencing factor being future market forces, although with each building which was constructed an area of quality open space would be provided

Members commented on the following matters:

- the maximum and minimum distance and heights which had been shown and whether these would be tweaked to reach a totality
- that there was so much difference in the parameters that a clear picture could not be obtained
- the view that the offices would probably be built first which would create highways problems from day one

- the need to understand how people would travel to the site by car, public transport and walking. There was concern that people driving to the site would add to congestion generally of the roads into the city
- the likely number of people on the site; the targets to be achieved in the travel plan and whether penalties would be considered if targets were not met
- whether a shuttle bus would be provided from the city centre to the site
- that the area had been segregated from the city centre for some time and that this situation should be reversed but that the real opportunity to create an interaction between old and new did not appear to have been taken. An example of this was the proposed park; that it looked inwards and was geared towards the people living and working on the site rather than welcoming those from the nearby communities, with concerns at the emergence of two cities, with a rigid boundary at the M621 and that it was important to create opportunities and access rather than walls
- that the proposals were a positive attempt to address the needs of the area and links with the communities of Beeston and Holbeck were essential
- that larger and more open areas of green space, particularly at the front of the site should be considered through closer siting of the buildings
- that the badly designed pedestrian routes within City Walk should not be replicated on this site
- that the site being so close to the motorway was likely to increase the number of people using cars to access the site
- the level of consultation about the proposals which had been undertaken in the Beeston and Holbeck areas and whether groups representing people with disabilities had been consulted about their requirements for the site
- the need for the layout to be discussed with disabled groups and the need for changing places toilets to be provided
- the importance of approaching the Area Committees for comments on the proposals

Officers provided the following responses:

- that the quantum of development was depicted on the plans displayed at the meeting but that not all of the buildings would be built to the maximum or minimum levels
- that there could be around 4800 employees within the office buildings with the potential at peak hours of 1000 people walking to and from the city centre at peak times
- that the annual travel to work survey of participating businesses across Leeds of people arriving at work by various methods suggested that a target split of 32% arriving by car was reasonably achievable and that incentives for alternative transport methods would be provided eg metrocards and cycling provision
- in terms of penalties if the approved travel plan was not reaching its targets, a fund would be set aside to identify why people were not

changing their travel methods to the site with a pot of money being available to provide what was needed

- that a presentation of the proposals had taken place in the Civic Hall Ante Chamber; that letters had been sent to local businesses and that Officers had met with Leeds Civic Trust. In terms of local consultation Officers stated they were not aware of any having taken place
- that the Council's Access Officer had been consulted but that more detailed comments would be sought at the Reserved Matters stage

A summary of issues which required further information to be provided was made, these being:

- a need to understand the highways implications for the site
- the need for a green travel plan that Members could sign up to and which contained clear targets
- further information on the maximum and minimum figures and the need for a better understanding of this
- the need for a phasing plan to be provided
- further details on the public space to be provided and where this would be sited
- the need for more local consultation with surrounding communities to the site
- the need for the applicant to indicate how local people would be encouraged to find work both during the construction phase and beyond

RESOLVED - To the note the report and the comments now made

(During consideration of this matter Councillors Grahame, Latty and Nash left the meeting)

9 Date and time of next meeting

Thursday 22nd July 2010 at 1.30pm in the Civic Hall, Leeds

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Originator: Andrew Windress

Tel: 3951247

Report of the Chief Planning Officer

PLANS PANEL CITY CENTRE

Date: 22nd July 2010

Subject: APPLICATION 08/05440/FU – 5 STOREY 78 BEDROOM HOTEL AT GLOBE ROAD/WATER LANE, HOLBECK, LS11 5QG

| APPLICANT | DATE VALID | TARGET DATE |
|------------------------------------|-------------------|--------------------|
| Anthony Spencer and Richard Roe | 2/10/08 | 1/1/09 |

Electoral Wards Affected:

City and Hunslet

No

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: APPROVE the application in principle and DEFER and DELEGATE final approval to the Chief Planning Officer for approval, subject to the specified conditions and following completing of a Section 106 Agreement to cover the following matters:

- Public transport contribution of £119,276.
- Holbeck Urban Village (HUV) public realm contribution of £322,050.
- Travel Plan with monitoring fee of £2,500.
- 24 hour public access along the north-south pedestrian route and access between 0700-2300 hours along the Hol Beck walkway.
- Off site highway works (the closure of redundant vehicular access points, introduction of a service/drop off lay-by and Traffic Regulation Order (TRO contribution).
- Restriction of period of stay in the hotel to be no more than 3 months and for the hotel to remain as one planning unit to ensure the hotel does not revert to a residential use that would be liable to affordable housing obligations.
- Commitment to use reasonable endeavours to cooperate with LCC Jobs and Skills Service that seeks to employ local people in both pre and post construction phases.
- £600 monitoring fee for each of the public transport and HUV contributions

and off site highway works.

In the circumstances where the Sec.106 has not been completed within 3 months of the resolution to grant planning permission the final determination of the application shall be delegated to the Chief Planning Officer.

Conditions

1. Standard time limit.
2. Samples of surfacing materials to be submitted.
3. Sample panel of all external materials to be approved.
4. Boundary treatments to be approved.
5. Prevention of mud/grit/dust nuisance during construction works.
6. Full details of hard/soft landscaping to be submitted.
7. Implementation of landscaping.
8. Details of external vents, flue pipes etc.
9. Delivery hours to be agreed.
10. Agreement of use for the 'active unit' and hours of operation.
11. Provision for storage and collection of litter and servicing arrangements.
12. Noise attenuation measures.
13. Details of construction management measures including contractors' cabins and parking, location of site hoardings to protect passing pedestrians, contractors' vehicle routes to and from the site, times of day during which construction can take place and location of construction access.
14. Provision of Flood Risk mitigation measures in accordance with the approved flood risk assessment (to include construction methods and evacuation procedures).
15. Provision of typical 1:20 detailed elevations for material joints, windows, entrances, eaves, reveals, soffits and the proposed roof top plant.
16. Details of any external lighting scheme to Holbeck public spaces and building.
17. Provision of satisfactory disabled access to the site and buildings.
18. Standard Yorkshire Water and Mains Drainage conditions.
19. Requirement to meet BREEAM excellent.
20. All redundant access points be reinstated as footway.
21. Standard land contamination conditions.
22. Any designated off-site parking to be agreed.
23. Details of short and long stay cycle parking.

Reasons for approval: The application is considered to comply with policies GP5, GP11, GP12, BD2, BD4, BD5, T2, T5, T6, T24, A4, SA9, SP8, CC9, CC11, CC27, S1, BC7, N12, N13, N19 and N25 of the UDP Review, as well as guidance contained within the City Centre Urban Design Strategy September 2000, Public Transport Improvements and Developer Contributions 2008, Sustainable Development Design Guide 1998, Holbeck Urban Village (HUV) Revised Planning Framework (2006), PPS1, 'General Policies and Guidance', PPS4 'Planning for Sustainable Economic Growth', PPG13 'Transport' and, having regard to all other material considerations.

1.0 INTRODUCTION:

- 1.1 This application is brought to the Plans Panel because it is a significant major application, which has been the subject of lengthy officer negotiations and because the site closely relates to an outline application for a much larger scheme within Holbeck Urban Village (HUV).

- 1.2 The application proposes a five storey 78 bedroom hotel on the corner of Globe Road and Water Lane.
- 1.3 Members resolved to approve an office development of a similar scale on the adjacent site to the west at the September 11th 2008 Panel, this application is yet to be formally determined for reasons outlined in more detail below.

2.0 PROPOSAL:

- 2.1 Approval is sought for a five storey 78 bedroom hotel on the corner of Globe Road and Water Lane.
- 2.2 The 78 bedrooms are spread across floors 1-4 and consist of solely double rooms. The ground floor includes the reception, a bar/restaurant, small gym, ancillary 'active' unit (exact use to be agreed) plus servicing and back of house facilities. There is a plant room within the centre of the roof and roof terrace to the western edge of the building.
- 2.3 The building follows the shape of this triangular site abutting the Globe Road footway to the north but being set in from the Globe Road/Water Lane junction to the east, Hol Beck to the south and site boundary with the adjacent development site in the west to provide a walkway around the building and alongside Hol Beck.
- 2.4 The building is finished in a mixed palette of red and brown brick with elements of green copper panels providing interest and colour to various parts of the building including two wavy ribbons hanging vertically from the western elevation. The plant room is also clad in the green copper. The windows would have metal frames and be recessed behind the primary brick façade. At ground floor full height glazing dominates with the large glazed section separated by brick columns.
- 2.5 8 solar panels are located on the roof to assist the hot water system and an 'eco roof' is located on the area of the roof not accommodating the plant room or external terrace.
- 2.6 Prior to the Council introducing substantive highway works into Holbeck Urban Village, this development will carry out interim highway works that will include closing off the redundant vehicular access points and introduce a new lay-by to serve the hotel. There is no parking within the site.
- 2.7 The application is supported by the following documents:
- Design and Access Statement.
 - Planning Statement.
 - PPS25 Sequential and Exceptions Test.
 - Flood Risk Assessment (FRA).
 - Travel Plan (TP).
 - Environmental Site Assessment.
 - Quantative Risk Assessment.
 - Transport Assessment (TA).
 - Transport Statement.
 - Sustainability Report.
 - Environmental Noise Assessment.
 - Noise Assessment.
 - Acoustic Assessment.

- Atmospheric Dispersion Modelling Assessment.
- Biodiversity Objectives Statement.

3.0 SITE AND SURROUNDINGS:

- 3.1 The application site is located within the designated Holbeck Urban Village Planning Framework Area. It is a triangular site located at the junction of Globe Road and Water Lane, Hol Beck bounds the south of the site. The site is presently used for unauthorised long stay surface car parking.
- 3.2 The site is within the Holbeck Conservation Area and within close proximity to a number of grade II and II* listed buildings including the Italianate towers within the Towers Works site to the north.
- 3.3 The site formed part of the extensive Holbeck Estates landholdings in the area that include the adjoining site to the west and other land across Globe Road to the north west. Since submitting this application and other planning applications in the area Holbeck Estates have gone into receiverships. The receivers are now seeking to progress the applications to determination before looking to sell the land to a new developer.
- 3.4 Enforcement action is being taken against the unauthorised long stay car park on the site; this action is currently subject to an appeal.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 Outline permission (ref: 20/245/05/OT) was granted for a major development on a 1.24 hectare site to the west of the application site and on land to the northern side of Globe Road. This application consisted of the demolition of an existing building and erection of a mixed use development of 42,977m². (gross) comprising hotel, office use, residential use and active ground floor uses (class A2, A3, A4, A5, D1 and D2) with basement car parking. This was granted in December 2006.
- 4.2 Application 09/05209/EXT was submitted in December 2009 and seeks to extend the time limit for the major outline application referenced above. This application is currently under consideration.
- 4.3 Application 08/03808/FU relates to the adjacent site to the west and is a full planning application for a part 5 part 6 storey office building with ground floor active uses and basement parking. This application is by the same applicant and was deferred and delegated for approval at the 11th September 2008 panel. Since this date officers have been addressing the flooding issues with the Environment Agency, temporary highway works and the S106. These issues are now largely addressed and a decision expected to be issued shortly.

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 Discussions regarding the development of land at and surrounding the application site previously owned by Holbeck Estates Ltd have been ongoing for a number of years and began prior to the first submission of the major outline application 20/245/05/OT in June 2005.

6.0 PUBLIC/LOCAL RESPONSE:

- 6.1 An advert was placed in the Leeds Weekly News on 23/10/08 and site notices were erected around the site on 10/10/08.
- 6.2 Leeds Civic Trust commented on the scheme in a letter dated 23/10/08. The Civic Trust state that the proposed use and scale of development is acceptable. However, it is considered that the design fails to add distinctiveness or diversity to Holbeck Urban Village (HUV) and good examples of buildings that mark a corner site can be found elsewhere in the city centre. The artist's impression implies curved sides to the building but this is not evident on the plans. There is little activity in the ground floor. The extensive glass to ground floor with solid structure above reverses the historic pattern of the area. The application fails to include proper signage. *Response: The design of the building and issues regarding the ground floor activity are discussed in detail below. Details of signage would be the subject of future applications for advertisement consent where appropriate. However, signage zones have been indicated within some of the glazing panels above entrance doors to the ground floor units and two small projecting signs are indicated to the sides of the building facing Globe Road and Water Lane. The signage zones appear acceptable in principle and it is considered that the indicative locations reflect the design and function of the building, although full details will be considered with any future advert consent application.*

7.0 CONSULTATIONS RESPONSES:

7.1 Statutory:

7.2 **British Waterways:** No objection.

7.3 **English Heritage:** Holbeck is an important conservation area and the proposed design is an appropriate modern design response to the site's historic context. EH have been involved in extensive pre-application discussions and consider the proposals enhance the conservation area and respect the setting of adjacent listed buildings.

7.4 **Environment Agency:** No objection subject to conditions requiring the details of construction methods adjacent to Hol Beck and evacuation procedures.

7.5 Non-statutory:

7.6 **Highways:** No objection to the revised ground floor layout showing all necessary doors opening inwards. It is acceptable to have no parking allocated to the hotel use. The interim highway works plan is acceptable.

7.7 **Public Transport Officer:** A contribution of £119,276 should be sought in accordance with the supplementary planning guidance.

7.8 **Mains Drainage:** No objection subject to conditions.

7.9 **Highways Agency:** No objection.

7.10 **Contaminated Land Team:** Conditions recommended.

7.11 **West Yorkshire Police Architectural Liaison Officer:** Appropriate glazing and street furniture should be considered to reduce the potential terrorist threat/impact. *Response: The type of glazing will be examined in more detail via building*

regulations applications and street furniture will be considered via the hard landscaping condition.

- 7.12 Transport Policy:** The revised Travel Plan is acceptable.
- 7.13 Access:** 5% of the total parking should be designated as parking for disabled motorists. Level access is required through the principal entrances and minimum door widths required. Glazing manifestations are required. *Response: Parking is not proposed on the site but disabled parking requirements will be provided on any off site parking agreed at a later stage. All other requirements are met by the proposals.*
- 7.14 Neighbourhoods and Housing:** Following the submission of additional acoustic reports, no objection.
- 7.15 Licensing:** A license would be required under the 2003 Licensing Act, nearby residents amenity would need to be considered.
- 7.16 City Services:** The refuse collection arrangements are acceptable.
- 7.17 West Yorkshire Archaeological Service:** There are no apparent archaeological implications attached to the proposed development.
- 7.18 Metro:** There are public transport services in the area and a contribution in accordance with the supplementary guidance should be sought. The majority of patrons will arrive by train with some also arriving by bus and the developer should enable improvements to the bus services. Metro support the provision of car club spaces. Real time information regarding public transport services should be made available and travel plan penalties should be included. *Response: The developer will be required to contribute to public transport improvements that could be used to enable local improvements to services. Public transport timetables will be made available as required by the Travel Plan. The Travel Plan also allows for the introduction of further agreed measures if targets are not being met and/or financial penalties as determined following the regular reviews of the Travel Plan.*

8.0 PLANNING POLICIES:

8.1 Development Plan Policies

- 8.2 Unitary Development Plan (Review 2006) (UDPR):** The site is located within planning proposal area 31A, Holbeck Urban Village, Holbeck Conservation Area and there are a number of listed buildings in close proximity. Relevant policies include:

Policy GP5: Proposals should resolve detailed planning considerations.

GP11, GP12 (Sustainable Design).

BD2: New buildings should complement and enhance existing skylines, vistas and landmarks.

BD4: Seeks to minimise impact of plant and machinery.

BD5: Seeks to ensure a satisfactory level of amenity for occupants and surroundings.

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

T5: Satisfactory provision for pedestrians and cyclists.

T6: Satisfactory disabled access.

T24: Parking to reflect detailed UDP parking guidelines.

A4: Development and refurbishment proposals should be designed to secure a safe and secure environment, including proper consideration of access arrangements.

SA9, SP8: Promote development of City Centre role and status.

CC9/CC11: Enhancement of pedestrian routes.

CC27: Proposal areas within the City Centre.

S1: The role of the CC as the regional centre will be promoted.

BC7: Use of local materials in Conservation Areas

N12: Fundamental priorities for urban form.

N13: Requires all new buildings to be of high quality and have regard to character and appearance of surroundings.

N19: Development within or adjoining Conservation Areas should preserve/enhance the character and appearance of the Conservation Area.

N25: Boundaries should be appropriate to the character of the area.

8.3 **Relevant Supplementary Planning Guidance.**

8.4 **Public Transport Improvements and Developer Contributions (2008):** Developments that have a significant local travel impact will be subject to a requirement for paying a contribution towards public transport improvements.

8.5 **Holbeck Urban Village (HUV) Revised Planning Framework (2006):** The framework encourages buildings that respect key views of the towers on Tower Works and would enhance pedestrian permeability through the area. It indicates development of about 4 to 5 storeys as appropriate on the site.

8.6 **City Centre Urban Design Strategy September (2000):** Seeks to reinforce the positive qualities of character areas, re-establish urban grain, provide enclosure to streets, create visual interest, encourage excellent design, improve pedestrian connections, develop a mixture of land uses, promote active frontages and promote sustainable development.

8.7 **Sustainable Development Design Guide (1998):** This document provides useful information for developers and designers in how the principles of sustainability can be put into practice, it will eventually be replaced by the Sustainable Design and Construction SPD once adopted.

8.8 **National Planning Guidance**

8.9 PPS1 General Policies and Principles
PPS4 Planning for Sustainable Economic Growth
PPG13 Transport

9.0 **MAIN ISSUES**

- Principle of development and uses.
- Layout, scale, form and design and the impact on the Conservation Area (CA) and listed buildings.
- Highways issues.
- Sustainability.
- Section 106.

10.0 **APPRAISAL**

10.1 **Principle of development and uses.**

- 10.2 The site ('plot 5') is previously developed land and the proposed hotel use is an appropriate town centre use therefore the principle of development is in accordance with the national planning policy agenda of sustainable economic development. The development of a hotel on this site is compliant with the principles and objectives of the adopted Holbeck Urban Village (HUV) Revised Planning Framework that seeks a mix of uses in the area with active uses to ground floors and elements of public space and flows from UDPR policy CC27 (area 31A).
- 10.3 The hotel development includes ancillary gym, reception and bar/restaurant facilities at ground floor plus other service type uses and an independent 'active use' on the eastern point of this triangular building. The hotel active areas plus the independent active unit (exact use to be agreed by condition) would extend across approximately 70% of the frontage and is therefore considered to generate sufficient interest and activity in the ground floor of the building, in addition to the building design, to ensure the ground floor uses of the building has a positive impact on the streetscene.
- 10.4 Layout, scale, form and design and the impact on the Conservation Area (CA) and listed buildings.**
- 10.5 The application site is located within 'Area Statement 2. Tower Works' of the HUV Framework. Following detailed studies of the historic and current character of the area, the Framework promotes a number of aims for developments in the area to ensure proposals are appropriate in the context of the CA and listed buildings and improve connectivity within the area. The site layout of this individual plot has been developed in accordance with the wider masterplan for the former Holbeck Estates sites that in turn has followed the aspirations of the HUV Framework.
- 10.6 The site is a triangular site bounded by Globe Road to the north and Hol Beck and Water Lane to the south, these roads meet at the eastern edge of the site where the site narrows. The building form follows the site boundaries and therefore results in a building with an interesting triangular footprint that follows the historic street pattern but with a curved finish to the eastern edge. The building is to the back edge of the footway to Globe Road, another historic precedent, but importantly, it is set in from the east, south and western boundaries to ensure footways can be introduced to meet the connectivity aspirations of the HUV Framework. A new walkway is introduced adjacent to Hol Beck that will significantly increase the visibility of the beck, a key aspiration of the HUV Framework. This walkway will link into a similar walkway proposed at the site to the west (known as plot 4B, planning reference 08/03808/FU). The space remaining adjacent to the main hotel reception at the western end of the building will directly link with the open space agreed for plot 4B and therefore assist in delivering a wide north-south pedestrian connection from Water Lane to Globe Road and therefore linking the Round Foundry and Tower Works.
- 10.7 The site layout is also strongly influenced by the key views of the prominent listed buildings in the area, primarily the Italianate towers within Towers Works. The masterplan for the former Holbeck Estates land acknowledged these key views and therefore plot 5, the application site, was set out in accordance with this masterplan. Views of the Italianate towers are protected from both the east and west of the site and with the adjacent building on plot 4B, frames a view of the Giotto Tower from Water Lane.

- 10.8 The site forms part of a masterplan that delivers significant open spaces in addition to the enhanced connections discussed in 10.6 above. The space to the west of the building is delivered as a shared space with plot 4B and would ensure not only enhance links and space between buildings but also an appropriate entrance area to the proposed hotel.
- 10.9 The proposed building is 5 storeys in height with a further storey providing a plant room in the centre of the roof. The scale of the building has been determined by the historic context and further ensures key views of the Italianate Towers are retained. The scale is comparable with the Tower Works approval and building approved at Panel for the adjacent site, plot 4B, to the west.
- 10.10 The scale of 5 storeys is greater than the four storeys promoted by the HUV Framework. However, the hotel floor to ceiling heights is just three metres therefore the overall scale of the proposal is lower than a 4 storey office building of typical 4m floor to ceiling heights.
- 10.11 The scale of the development is considered to respect the scale of existing and proposed buildings in the CA and fully respect the setting and key views of the listed buildings and complies with the aims of the HUV Framework. An acceptable scale for the site was determined following a number of workshops with officers, English Heritage and the Civic Trust.
- 10.12 The HUV Framework seeks buildings to be of good contemporary architecture whilst reinforcing the special character of the CA, the buildings should be in traditional materials such as red brick.
- 10.13 The architecture of the building accords with these aims and proposes a simple and low key approach so as not to appear dominant over the listed structures to either side. A blend of traditional brick with punched windows reflects the historic precedents in the area. The ground floor is primarily glazed to increase activity and there are thick brick columns that project through to the ground to ensure the building does not appear lightweight or top heavy but retains its traditional feel.
- 10.14 Copper is used to add further interest and detailing to the building and is added both horizontally and vertically within the punched and recessed window settings and to the roof top plant room. The western elevation also includes a decorative copper ribbon above the main reception and a bar/restaurant entrance.
- 10.15 Samples of the proposed materials will be made available at panel.
- 10.16 The proposed scale, form, layout and design of the building are considered to respect the buildings location within the Holbeck CA and setting of the listed buildings. The site fully accords with connectivity aspirations and will introduce a building of quality design to this prominent corner site.
- 10.17 Highways Issues**
- 10.18 The basement of the adjacent plot 4B was originally intended to deliver 23 parking spaces for the proposed hotel at plot 5. However, since the original applicant went into receivership it is possible that plots 4B and 5 will be sold individually and delivered by separate developers. As such, the parking under plot 4B cannot be allocated to plot 5.

- 10.19 The Council's car parking guidelines do not insist upon a minimum level of car parking provision, particularly where site have good access to public transport and the lack of car parking provision would not result in adverse highway conditions. Furthermore, the HUV Framework seeks to reduce the reliance on car use and recognises that some uses may be developed with no car parking provision.
- 10.20 The site is located within easy walking distance of public transport facilities and other city centre facilities. There are strong on-street parking controls that would prevent adverse parking conditions occurring in the vicinity if the site. The development would provide a lay-by on Globe Road which would allow for servicing, deliveries and drop-off to the site and waiting restrictions on Globe Road and Water Lane where necessary. There are examples of other successful hotel operators within the city centre where no car parking is provided without any adverse impact on local amenities such as the Park Plaza and Golden Lion. It is also considered that patrons can make the choice as to which city centre hotel to use subject to their public transport and parking requirements.
- 10.21 The Travel Plan (TP) and designated TP Co-ordinator promote non-car modes of transport and secure long and short stay cycle parking will be provided within the site and up to two car club spaces adjacent to the site as necessary. The TP co-ordinator will ensure all sustainable modes of transport are promoted and utilised by staff and visitors. TP targets will be identified following the initial 3 month survey and if these targets are not met further restrictive measures will be introduced as agreed.
- 10.22 It is therefore considered that the lack of designated car parking for the proposed development is unlikely to have an adverse impact on local amenities and can be accepted in this case.
- 10.23 Despite this, the conditions permit for off-site parking to be agreed at plot 4B or another site in the vicinity if the hotel developer required some parking at a future date. This is in recognition of the fact that the Council has recently resolved to approve proposals for a privately operated multi-storey car park on Sweet Street to the south which can be used to provide dedicated parking for sites within the locality where on-site provision is not possible due to physical constraints or listed building constraints.
- 10.24 The Council has identified a major highway and public realm improvement scheme for the area. The enhancements in the immediate vicinity of the site include the introduction of a wide footway to the south of Hol Beck on Globe Road and therefore reducing Water Lane to one way only and enhancing visibility of Hol Beck plus the introduction of a lay by on Globe road. It may be many years before the Council can commit to introducing these highway works therefore an interim highway works plan has been agreed that introduces the necessary highway amendments to deliver the proposed hotel without prejudicing the Council works. Such amendments include the closure of redundant vehicular crossovers and the introduction of a service/drop off lay-by. The interim off-site highway works also include the requirement to fund the preparation, processing and implementation of a traffic regulation order to control parking in the proposed lay-by on Globe Road and to amend the existing waiting restrictions on Globe Road and Water Lane where necessary.

10.25 Sustainability:

10.26 The proposal will deliver a BREEAM 'Excellent' building and has the potential to be an exemplar building. Sustainability measures to be delivered include a brown/eco roof, nesting boxes and 8 solar panels to be used for the hot water system.

10.27 Section 106

10.28 The section 106 agreement has been under discussion in recent months and the document is nearing completion. The section 106 will ensure delivery of the following:

- Public transport contribution of £119,276.
- Holbeck Urban Village (HUV) public realm contribution of £322,050.
- Travel Plan with monitoring fee of £2,500.
- 24 hour public access along the north-south pedestrian route and access between 0700-2300 hours along the Hol Beck walkway.
- Off site highway works (the closure of redundant vehicular access points, introduction of a service/drop off lay-by and TRO contribution).
- Restriction of period of stay in the hotel to be no more than 3 months and for the hotel to remain as one planning unit to ensure the hotel does not revert to a residential use that would be liable to affordable housing obligations.
- Commitment to use reasonable endeavours to cooperate with LCC Jobs and Skills Service that seeks to employ local people in both pre and post construction phases.
- £600 monitoring fee for each of the public transport and HUV contributions and off site highway works.

10.29 As part of Central Government's move to streamlining the planning obligation process it has introduced the Community Infrastructure Levy Regulations 2010. This came in to force on April 6th 2010 and will require that all matters to be resolved by a Section 106 planning obligation have to pass 3 statutory tests. The relevant tests are set out in regulation 122 of the Regulations and are as follows:

'122(2) a planning obligation may only constitute a reason for granting planning permission for the development if the obligation is-

- (a) necessary to make the development acceptable in planning terms;
- (b) directly related to the development; and
- (c) fairly and reasonably related in scale and kind to the development.

10.30 There are 7 matters to be covered by the S106, these 7 matters have been considered against the current tests and are considered necessary, directly related to the development and fairly and reasonably related in scale and kind to the development.

11.0 CONCLUSION

11.1 The proposed development has been subject to detailed discussions to ensure the proposal complies with the masterplan exercise undertaken for the adjacent sites and fully respects its setting within a conservation area adjacent to many listed buildings. The scale, form and appearance accords with the HUV Framework aspirations for this area and is considered to deliver an attractive and interesting

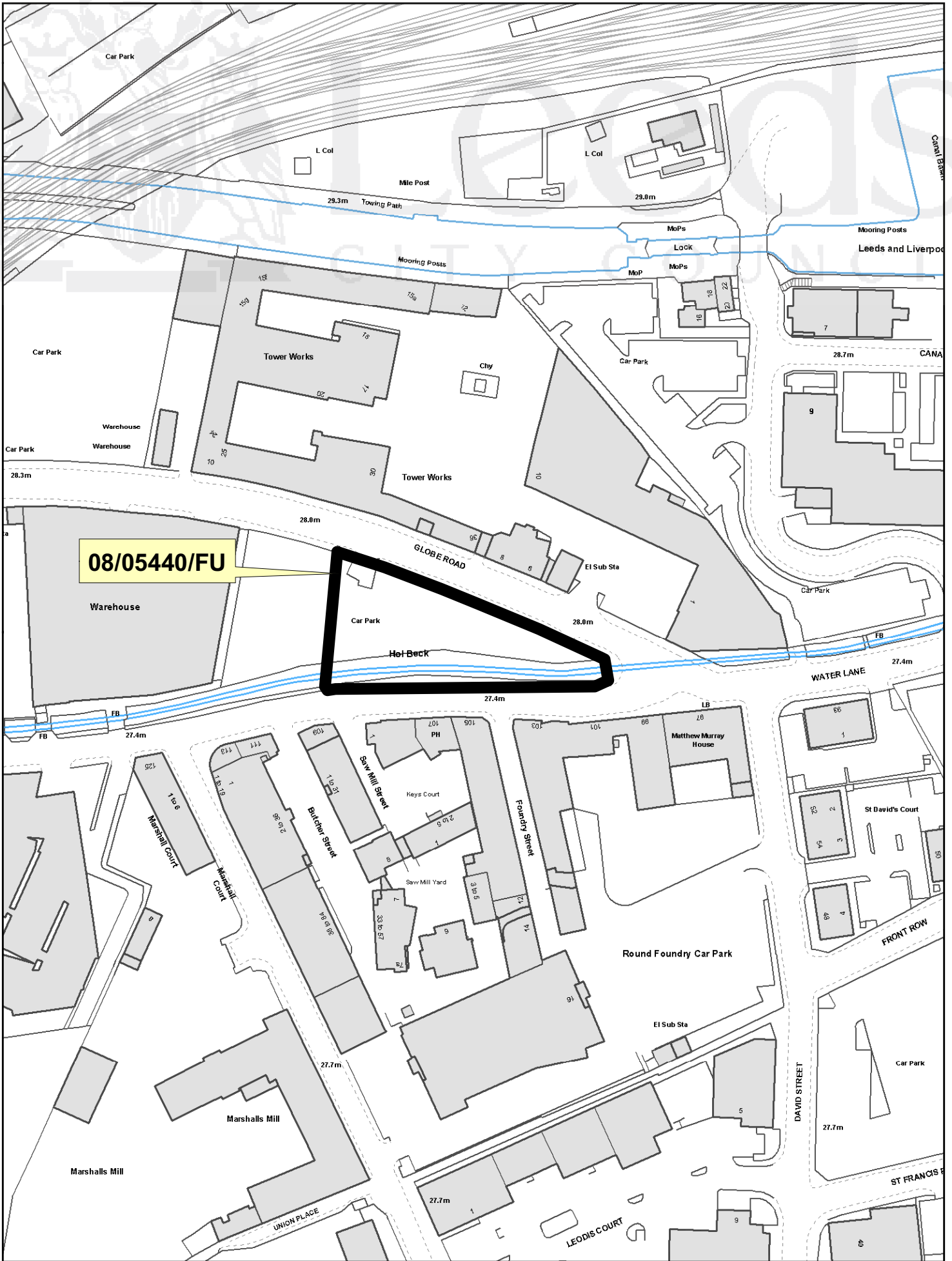
building on this important site. The building will have a high sustainability rating and will significantly enhance the visual connectivity with Hol Beck.

Background Papers:

Application file 08/05440/FU.

Certificate of Ownership signed by the original agent on behalf of the original site owner.

The new agent and receivers have no taken control of the application/site.



CITY CENTRE PANEL

Scale 1/1500

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