



## **PLANS PANEL (CITY CENTRE)**

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**Meeting to be held in Civic Hall Leeds on  
Thursday, 4th August, 2011  
at 1.30 pm**

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### **MEMBERSHIP**

#### **Councillors**

B Selby (Chair)	M Hamilton	G Latty	A Blackburn
G Driver	C Campbell	A Castle	
S Hamilton			
J Jarosz			
J McKenna			
E Nash			

# A G E N D A

Item No	Ward	Item Not Open		Page No
1			<p><b>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</b></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 Head of Governance Services at least 24 hours before the meeting)</p>	
2			<p><b>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC</b></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><b>RESOLVED</b> – 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			<b>LATE ITEMS</b>  To identify items which have been admitted to the agenda by the Chair for consideration  (The special circumstances shall be specified in the minutes)	
4			<b>DECLARATIONS OF INTEREST</b>  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	
5			<b>APOLOGIES FOR ABSENCE</b>	
6			<b>MINUTES</b>  To approve the minutes of the last meeting held on 7 <sup>th</sup> July 2011 as a correct record  (copy attached)	3 - 12
7	Hyde Park and Woodhouse;		<b>APPLICATION 11/01798/FU - 65 CLARENDON ROAD, WOODHOUSE LS2</b>  To consider the report of the Chief Planning Officer on an application for the erection of a 4 storey block of 8 two bedroom flats and change of use and extension of former hostel to form 4 two bedroom flats at 65 Clarendon Road, Woodhouse  (report attached)	13 - 24
8	City and Hunslet;		<b>APPLICATION 11/02799/FU - CITY HOUSE, NEW STATION STREET, LEEDS LS1 4JR</b>  To consider the report of the Chief Planning Officer on an application for the refurbishment of 14 storey offices, including new lift and mezzanine level extension, at City House, New Station Street, Leeds LS1 4JR  (report attached)	25 - 32

Item No	Ward	Item Not Open		Page No
9	City and Hunslet;		<p><b>PRE-APPLICATION PRESENTATION - PRE-APP 11/00400 -PROPOSED STUDENT ACCOMMODATION AT LEEDS MET CITY CAMPUS, CALVERLEY STREET AND WOODHOUSE LANE, LEEDS</b></p> <p>To consider the report of the Chief Planning Officer and receive a pre-application presentation on proposals for proposed student accommodation on land at Calverley Street and Woodhouse Lane, Leeds.</p> <p><i>This is a pre-application presentation and no decision on the development will be taken, however it is an opportunity for Panel Members to ask questions, raise issues, seek clarification and comment on the proposals at this stage. There is no opportunity for public speaking about the proposals outlined in the presentation”.</i></p> <p>(report attached)</p> <p><b>DATE AND TIME OF NEXT MEETING</b></p> <p>To note the date and time of the next meeting as Thursday 1<sup>st</sup> September 2011 at 1.30 pm</p>	33 - 36
10				

To:  
Plans Panel City Centre Members  
and appropriate Ward Members

**Chief Executive's Department**  
Governance Services  
4<sup>th</sup> Floor West  
Civic Hall  
Leeds LS1 1UR

Contact: Helen Gray  
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Your reference:  
Our reference: ccpp/sitevisit/  
27<sup>th</sup> July 2011

Dear Councillor

**PLANS PANEL CITY CENTRE – THURSDAY 4<sup>th</sup> AUGUST 2011 at 1.30 pm**

Prior to the meeting on Thursday 4<sup>th</sup> August 2011 there will be site visits in respect of the following:

- 10:15 am 65 Clarendon Road (Application 11/01798) and a related visit to Hanover Square to see a recent development which reflects the traditional design features in the area.
- 11:00 am Visit to Leeds University Western Campus to view progress on new law school and archive centre
- 11:20 am Former Leeds Met site, Woodhouse Lane
- 12 noon To return to the Civic Hall for 12 noon

Panel Members are requested to meet in the Civic Hall ante-chamber for 9.55am, in readiness for a 10.00 am start. Please could you let Daljit Singh know (24 78010) if you will be attending the site visits.

The formal Panel meeting will commence at 1.30 pm as usual

Yours sincerely

**Helen Gray**  
**Governance Services**

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## Plans Panel (City Centre)

Thursday, 7th July, 2011

**PRESENT:** Councillor B Selby in the Chair

Councillors G Driver, S Hamilton, J Jarosz,  
J McKenna, E Nash, M Hamilton,  
C Campbell, G Latty, A Castle and  
A Blackburn

### 1 Chairs Opening Remarks

Councillor Selby welcomed all present to the meeting, particularly new Members of the Panel. Short introductions were made

### 2 Late Items

No formal late of items of business were added to the agenda however Members had received the following supplementary documents:

Item 7 Eastgate & Harewood Quarter – copy letter dated 9<sup>th</sup> June 2011 from the Chief Planning Officer to the developer and a revised schedule of conditions (minute 5 refers)

Item 8 Energy Centre – revised recommendation to the officer report (minute 6 refers)

### 3 Declarations of Interest

The following Members declared 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

Applications 11/01000/OT and 11/01003/LI – Eastgate and Harewood Quarter and Templar House Lady Lane LS2 (minute 5 refers)

Councillors Campbell, Nash and Selby declared personal interests through being members of English Heritage which had commented on the proposals

Councillor Castle declared a personal interest through being a member of Leeds Civic Trust which had commented on the proposals

Councillor Taggart declared a personal interest as a member of the Joint Services Committee which managed West Yorkshire Archaeological Advisory Service which had commented on the application

Application 11/01194/FU – Former Park Lane College Building – Bridge Street and Ladybeck Close LS2 – Councillor Castle declared a personal interest through being a member of Leeds Civic Trust which had commented on the proposals (minute 6 refers)

### 4 Minutes

**RESOLVED** – That the minutes of the last meeting held 12<sup>th</sup> May 2011 be agreed as a correct record

(Councillor A Blackburn joined the meeting at this point)

**5 Application 11/01000/OT Major redevelopment including demolition involving mixed use to provide retail, restaurants, bars & offices, gym, medical centre and creche uses with new Squares and Public Realm Landscaping, car parking and associated highway works at the Eastgate & Harewood Quarter, Leeds LS2 AND Application 11/01003/LI to renovate and repair external fabric of Templar House, Lady lane, Leeds LS2**

Further to minute 92 of the Panel meeting held on 12<sup>th</sup> May 2011 when Members considered a position statement on the Eastgate & Harewood Quarter (EHQ) proposals the Head of Planning Services outlined the strategic importance of the development to the city and the planning history of the proposal to bring us to this point. Outline permission had previously been granted for a larger scheme on a larger site in 2007 and the present proposals were for a reworked and reduced scheme on a smaller site. This scheme still presented a new quarter to the city centre and a significant private investment which would enhance the city centre and bring significant regeneration benefits, acting as a catalyst for other development in the surrounding area. Site plans, architects drawings and 3D graphics were displayed along with artists' impressions of the proposals. A Member site visit had taken place prior to the meeting which involved a walk around the area and considered George Street and the relationship with the Markets.

Officers provided an overview of the changes to the scheme as:

- smaller red line development boundary due to the economy and the difficulties arising from developing around the Ladybeck culvert
- relocation of the flagship John Lewis store away from the culvert to a site adjacent to Millgarth, and the relocation of the Marks & Spencers store to the north west corner of the site
- creation of Eastgate Square and Templar Square as new public spaces with a public realm and cultural/arts strategies to be devised
- Templar Arcade to contain retail units leading to a two storey, 20 m wide arcade off Templar Square, to be open roofed and gated
- Retail mix at ground floor with offices above now proposed for the Blomfield buildings
- Creation of "Blomfield Street" through from Eastgate Square to the Markets and reinstatement of "Ebenezer Street" as a pedestrian route.
- Establishment of an elevated walkway leading from the John Lewis store to car parks, set at such a height above street level that it would allow for NGT passing underneath it on Eastgate
- The applicant confirmed that landscaping and detailed building design would address concerns over the two areas most at risk from increased wind generation (junction of Vicar Lane/ North St Upper and an area around the John Lewis unit). This matter will be controlled at the reserved matters stage by planning condition.

The Civic Architect presented slides showing connections across the city centre and emphasising the connectivity of the EHQ with other city centre destinations and the crucial relationship of the north/south route with Kirkgate

Market. External routes had been designed to emphasise the listed buildings at the corners of Kirkgate Market and the internal arcade walkways were set in such a way as to frame the Market.

Officers emphasised how EHQ would complement the Market through new and rejuvenated pedestrian links. George Street, adjacent to the Market, was currently dominated by cars, traffic and Market service vehicles but would be widened to create dedicated loading bays for the traders, Hammersons and taxis. Traffic flow would be reversed to flow towards Vicar Lane with buses re-routed via George Street to utilise new double bus stops. Retail units would also be introduced to front the north side of George Street and footpaths widened.

The Acting Transport Development Services Manager presented slides showing current Saturday peak hour traffic flows on Eastgate (497 vehicles including 172 buses) and George Street (386 vehicles, no buses). Once pedestrianised, traffic would divert onto the Inner Ring Road, North Street or Quarry Hill. Computer generated graphics of peak traffic flows on George Street following the pedestrianisation of Eastgate were viewed. It was estimated that a reduction of vehicles using George Street could be achieved (down to 275 including buses). 24 bus routes would be diverted onto the Inner Ring Road to access the bus station

Officers reported receipt of five additional submissions received after the agenda had been despatched. One letter expressed concern over the loss of connectivity to Quarry Hill/cultural quarter, traffic levels and massing in relation to Quarry Hill buildings. Four additional letters of support had been received. Officers also referred to the supplementary documents sent out after the despatch of the agenda.

The Chair had regard to the fact that this was the first opportunity for speakers to address the Panel on the proposals and; with the agreement of the Panel; varied usual procedure to allow speakers a longer but equal amount of time in which to make their representations.

Ms M Waugh and Ms S Gonzales addressed the Panel on behalf of the Friends of Kirkgate Market. Briefly their concerns were:

- impact of the EHQ development on the vitality of Kirkgate Market, the lack of investment in the Market and its' urgent need for regeneration
- lack of reference to the Market in the design of the EHQ scheme
- impact of the loss of the George Street car park on accessibility for Market shoppers
- the quality of the 4000 jobs to be created by the development compared with the 2000 supported by the Market, most of which were small businesses built over many family generations
- Concern the Market would become a traffic island, surrounded by busy roads which would be detrimental to the servicing arrangements for the Market and poor provision of car parking spaces dedicated for use by the Market.

- They concluded with a request for a detailed assessment of the impact of EHQ on the Market and a more substantial offer to repair of the Market buildings

In response to questions, the Friends confirmed the group did not object to the principle of the development, but rather to this particular arrangement of development and its relationship to the Market. The Friends remained concerned that increased traffic around the Market would present a barrier to pedestrians accessing the Market

Dr K Grady then addressed the Panel on behalf of Leeds Civic Trust and to emphasise that the LCT planning committee had supported the proposals but with reservations. He added the following points:

- Vitality of Leeds city centre had been under threat from out of town shopping but this development would seek to promote the retail city centre destination again and protect and enhance Eastgate
  - The relocation of the proposed John Lewis store closer to the existing retail core of the city was beneficial however this was balanced against reservations that the total development was too big, leading to empty shops in the existing retail quarter
  - Regretted the loss of the Eastgate roundabout and Millgarth police station from the scheme as he saw this as a lost opportunity to integrate the cultural quarter. He advocated continuing discussions on how to integrate the Millgarth site once the police PFI scheme was determined.
  - Felt the shopping quarter petered out on Vicar Lane with an ugly car park
  - Felt that Kirkgate Market was not sufficiently integrated into the scheme, was regarded as being "at the back" and cut off from the development by traffic evidenced by the disparity between the wide walkway to the main John Lewis entrance compared to the narrow walkway leading to the Market and the offer of "kiosks" to George Street rather than "retail frontage"
  - To conclude Dr Grady stated the concerns could be dealt with during the reserved matters process and addressed in the details of the proposals
- In response to questions, Dr Grady reminded Panel that the proposed NGT route would include Eastgate, therefore traffic would utilise that route in the future. He suggested that some east bound bus routes could still make use of Eastgate to join Duke Street in front of the Playhouse and expressed concern that increased traffic on St Peters Street/Duke Street would present a barrier to the cultural quarter.

Dr R Shaw, independent architect, addressed the Panel over his concern at the proposed closure of Eastgate to traffic and the loss of east-west connectivity of the city at the core of Leeds and a key transport route. He stated he could not see a special reason to pedestrianise Eastgate and he suggested widening George Street to create useful public space beneficial to the Market. Having undertaken his own traffic survey he calculated that 70-80 buses used Eastgate per hour, and concluded that there would be major disruption to Merrion Street/Vicar Lane if Eastgate was closed to traffic and harm would be caused to the historical buildings on Vicar Lane through increased bus journeys.

Mr A Hilston addressed Panel on behalf of Hammerson Properties – the developer – and highlighted the significance of this visually impressive scheme for Leeds. Revisions had been made to the scheme due to the shift in retail and investment Markets and in order to respond to Members comments. The revised public realm and boulevard to Eastgate would provide high quality pedestrian areas, excellent urban linkages to the benefit of other urban areas and would provide the catalyst for other regeneration and investment. Overall the scheme would restore and refurbish existing buildings with a mix of uses

Members discussed the following with the applicants' representative:

- Design of the John Lewis entrance on George Street which was not perceived to be of the same quality as the entrances on Eastgate. In response, Mr Hilston stated the George Street entrance was situated on a prominent corner facing Kirkgate Market
- Recalled the site visit undertaken to the Hammerson John Lewis store in Leicester and noted that the Leeds John Lewis would have three active facades – Eastgate, the Market and Victoria Quarter, unlike Leicester which had 2 main entrances and was adjacent to a very busy road.
- Members commented that the Panel would seek activity on all facades of the John Lewis store, and the detail of the Market facing door would be dealt with at Reserved Matters
- Sought clarity on where the buses would stop, and noted that stops would be adjacent to the Market, with passengers alighting on the Market side

The Panel then went onto discuss:

- Those diverted bus routes which would no longer terminate at the bus station/bus interchange
- Whether an alternative route to Duke Street could be used for diverted traffic
- Queried whether retail was intended within Little Templar Arcade
- Supported the suggestion that discussions continue on how to integrate the Millgarth site once the police PFI scheme was determined as the original scheme presented Eastgate as a boulevard/plaza towards the cultural quarter and Members were keen to ensure future treatment of the Millgarth corner made adequate connections to the cultural quarter and was integrated into the EHQ scheme
- Need to ensure high quality design as there would be a stark contrast between the Blomfield buildings and the new development
- Relationship between the John Lewis store and the Millgarth building
- Welcomed the design of the internal walkways shown on the indicative drawings
- Noted Victoria Quarter would provide the link between EHQ and the new Trinity development
- Commented that there would not necessarily be direct competition between the Market retail offer and EHQ retail offer
- Recognised that the issue of investment in the Market was not a matter for consideration with this application but would need to be addressed elsewhere within the Council
- Commented that the Bridge Street massing could be depressing and very tall, and whether it could be broken up by relocating the Templar Quarter access

The Highways Officer responded that the proposals would lead to a drop of 500 vehicle movements through traffic management and the loss of the public car park on George Street would result in its use mainly by service vehicles and buses. Pedestrianisation of Eastgate was feasible as there was capacity on the Ring Road for additional traffic

(Councillor Nash withdrew from the meeting at this point)

The Civic Architect confirmed that the John Lewis elevation facing Millgarth could be addressed at a later date if WYP relocated to the Elland Road headquarters; however that PFI scheme remained undetermined

(Councillor Nash re-joined the meeting)

The Senior Planning Officer responded that the new location of Marks and Spencers at Templar Quarter would ensure that active frontages were included within Templar Arcade.

Members further commented as follows:

- Welcomed the inclusion of the public square in the middle of the development
- Queried the necessity of the elevated walkway as there would be no traffic on Eastgate requiring a walkway. Officers responded that it was intrinsic to the John Lewis element of the scheme as it provided a direct link to the car park and also formed part of the pedestrian connections to the upper level arcade
- Expressed concern that a number of the rerouted buses would not have a destination point (ie the bus station) and the proposals serviced the EHQ rather than the city. Members and officers noted a suggestion that buses coming from the west of the city should access the bus station via Vicar Lane/New York Road/St Peters Street
- Considered that any development in that area would be beneficial to the Market however the design of the George Street buildings should be of similar quality to Eastgate elevations, taking care not to create a retail island around the Market
- Need to ensure that EHQ was sufficiently integrated into the rest of the Leeds retail offer to attract visitors to the rest of the city
- One Member commented on the negative publicity generated about Kirkgate Markets; and having recently visited the Market and been surprised by the retail variety and vitality urged the Friends to concentrate on the positive offer of the Markets
- Noted the request to ensure plenty of landscaping to the public realm
- Noted the request that there should be no demolition until a scheme was ready to commence on site

The Panel was largely supportive of the overall scheme and welcomed the fact that they had previously received update reports on the progress of and revisions to the scheme. Members requested that workshops be held during the design stage prior to submission of the Reserved Matters applications. Members noted the supplementary document sent after the despatch of the agenda containing a revised recommendation and

**RESOLVED –**

a) To note the following amendments to the report:

- Reference to Policy T2D to be added to Reasons for Approval after Policy T2C
- Paragraph 10.82 1). is to read “A Public Transport Infrastructure Improvements Contribution of £749,992.00 in accordance with Policies T2 and T2D as detailed in correspondence dated 9 June 2011 at Appendix 4”.
- To add after T2C in Appendix 2 “T2D states that there will be a requirement for developer contributions where public transport accessibility to a proposal would otherwise be unacceptable”.

**b) Application 11/01000/OT** – To defer the application and to delegate final approval to the Chief Planning Officer, subject to the specified conditions contained within the submitted report (and any minor variations and any others which might be considered appropriate) and following completion of a Section 106 Agreement to cover the following matters:

1. A public transport infrastructure improvements contribution of £749,992.00,
2. The employment and training of local people,
3. A Travel Plan monitoring and evaluation fee of £15,000.00,
4. The provision of an area defined for Kirkgate Market’s use only for traders parking, loading and unloading,
5. The provision, maintenance and the hours of public access of defined areas of public realm and landscaping,
6. The provision of 2 Leeds Car Club spaces and a contribution of £9,000.00 to fund a one year membership of the car club for employees,
7. A public realm and landscaping strategy,
8. The protection of the NGT public transport corridor.

In the circumstances where the Section 106 Agreement 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.

c) **Application 11/01003/LI** - To defer the application and to delegate final approval to the Chief Planning Officer, subject to the specified conditions contained within the submitted report

(Councillor A Blackburn withdrew from the meeting at this point)

**6 Application 11/01194/FU - Demolition of all buildings and erection of a low carbon Energy Centre, Primary Substation, Transformers and a Gas Meter Unit; with associated works including the realignment of Ladybeck Close at the former Park Lane College Building, Bridge Street, 1-2 & 27-30 Ladybeck Close, Leeds LS2**

Further to minute 93 of the meeting held 12<sup>th</sup> May 2011 when the Panel considered a position statement on the proposals, the Chief Planning Officer submitted a report on the application for determination. Plans of the site, elevations, artists impressions of the development in situ on the streetscene and slides showing proposed details of the cladding and colours of materials were displayed at the meeting. A Member site visit had taken place prior to

the meeting. Officers outlined revisions made to the scheme since the presentation on 12 May 2011 as being:

- Enhanced landscaping to the rear of the development
- Minor changes to the highways to provide better sight lines
- Reduction of 1.3 m in height to the south west corner
- Reduction in scale of panels to be used
- Height of the elevation facing Ladybeck hostel reduced by 1.3m for a 12 m length. Members noted that the height was now the minimum required for the unit to be operational

(Councillor A Blackburn re-joined the meeting)

Photographs showing elevations of other Leeds buildings and slides showing the proposed finish to the Energy Centre using those colours were displayed for reference. It was noted that conditions would cover materials and submission of 1:20 details of the mesh covering. Officers would also seek to secure treatment to enhance the appearance of the Ring Road retaining wall which was in the ownership of Leeds City Council by planning condition.

Officers reported receipt of two further letters of representation in support of the scheme.

Members discussed the following

- Previous request to relocate the Energy Centre elsewhere on the site. Officers responded the proposed location of the transformers near to the Ring Road was the best option due to the low hum they emitted. Additionally, the Energy Centre was required to support the EHQ development and views to it from the Market would be obscured by Eastgate. However the Civic Architect warned that the Centre would be visible if the EHQ scheme did not go ahead
- Colour of materials to be used
- Relationship of the Centre with other buildings in the locality
- Whether there was a health and safety risk in connection of the centre, noting the officer response that these aspects would be covered by relevant legislation and be addressed in the General Environment Management Plan
- The need to condition provision of screening works to the Ring Road elevation
- Whether works could be conditioned to fund noise attenuation works to the Ring Road Bridge parapet
- Noted the design of the Centre attracted diverse opinions

The Panel noted the revised wording to the recommendation contained within the supplementary document sent out after the agenda was despatched and

**RESOLVED -**

- a) That the application be granted subject to the specified conditions (and any minor variations and any others which might be considered appropriate).
- b) Noted that the 'Reasons for approval' should read:  
The application is considered to comply with policies GP5, BD2, BD5, T2, CC4, N12, N13, N25, N26 of the UDP Review, as well as guidance contained within The Leeds City Centre Urban Design Strategy (September 2000), Eastgate and Harewood Supplementary Planning Document (October 2005),

Building for Tomorrow Today – Sustainable Design and Construction (Draft), The RSS for Yorkshire and Humber, PPS1 General Policies and Guidance, PPG13 Transport, PPS22 Renewable Energy, PPS23 Planning and Pollution Control, PPG24 Planning and Noise, PPS25 Development and Flood Risk. *The application has been fully considered in respect of its sustainability benefits, impact on amenity and the Environmental Statement and having regard to all other material considerations.*

**7 Date and time of next meeting**

**RESOLVED** – To note the date and time of the next meeting as Thursday 4<sup>th</sup> August 2012 at 1.30 pm

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Originator: Andrew Windress

Tel: 3951247

## Report of the Chief Planning Officer

### PLANS PANEL CITY CENTRE

Date: 4<sup>th</sup> August 2011

**Subject: APPLICATION 11/01798/FU – ERECTION OF 4 STOREY BLOCK OF 8 TWO BEDROOM FLATS AND CHANGE OF USE AND EXTENSION OF FORMER HOSTEL TO FORM 4 TWO BEDROOM FLATS AT 65 CLARENDON ROAD, WOODHOUSE, LEEDS, LS2 9NZ.**

#### APPLICANT

Greengates Properties Ltd

#### DATE VALID

4/5/11

#### TARGET DATE

3/8/11

#### Electoral Wards Affected:

Hyde Park and Woodhouse

☐ Yes

Ward Members consulted

#### Specific Implications For:

Equality and Diversity ☐

Community Cohesion ☐

Narrowing the Gap ☐

**RECOMMENDATION: GRANT PERMISSION subject to the specified conditions (and any others which might be considered appropriate)**

#### Conditions

1. Standard time limit.
2. List of plans to be approved.
3. Standard contaminated land conditions x3.
4. Materials to be agreed.
5. 1:20 scale drawings of typical junctions.
6. Details of all excrescences.
7. Full details of the repair/rebuilding work to the existing building and boundary wall.
8. Details of sustainability measures to be agreed.
9. Submission of landscape proposals (including works to boundary wall) and management plan.
10. Protection of existing trees.
11. Replacement of any failed trees in first five years.
12. Details of contractors' compound, storage of materials and methods to keep the highway clear of mud.

13. Full details of drainage.
14. Obscure glazing to side windows in southern elevation.
15. Parking area to be laid out prior to occupation.

**Reasons for approval:**

In granting permission for this development the City Council has taken into account all material planning considerations including those arising from the comments of any statutory and other consultees, public representations about the application and Government Guidance and Policy as detailed in the Planning Policy Guidance Notes and Statements, and (as specified below) the content and policies within Supplementary Planning Guidance (SPG), the Regional Spatial Strategy 2008 (RSS) and The Development Plan, the Leeds Unitary Development Plan Review 2006 (UDPR).

GP5, GP11, GP12, BC7, BD2, BD5, BD6, T2, T5, T6, T24, H4, A4, SA8, SA9, SP8, N12, N13, N19, N25, N26, LD1.

On balance, the City Council considers the development would not give rise to any unacceptable consequences for the environment, community or other public interests of acknowledged importance.

**1.0 INTRODUCTION:**

- 1.1 Twelve flats are proposed on the site of 65 Clarendon Road, 4 flats within the existing Victorian building on the site, that will be extended, and 8 flats within a new building fronting Clarendon Road. The application has generated objections from Cllr Gerry Harper, a Ward Member, and local residents/organisations and is considered potentially sensitive in its impact. It is therefore presented to Panel for determination.

**2.0 PROPOSAL:**

- 2.1 Full planning permission is sought for a residential development at 65 Clarendon Road. The scheme comprises of the conversion and extension of the existing former hostel building into 4 two bedroom flats and the erection of a four storey building to provide accommodation for 8 two bedroom flats. Nine vehicular parking spaces and cycle parking spaces are proposed.
- 2.2 The existing property at the site is to be extended to the southeast by a single storey hipped roof extension that will be in matching brick and slate, matching eaves detailing and with timber sash windows with stone cills and brick heads. The central windows of the rear bay windows will be lowered to create French doors. The bay windows will be restored to their original design with corner posts and eaves detailing. The building will be converted to create 4 two bedroom flats.
- 2.3 A four storey building is introduced into the northeast of the site fronting Clarendon Road. This building follows the building line of the existing buildings on Clarendon Road. The new building will be constructed in similar red brick and slate with similar detailing to the windows to that on the existing building. The building steps up in height to reflect the slope of Clarendon Road as it rises to the north. This building accommodates 8 two bedroom flats.
- 2.4 Between the two buildings is an area of landscaping, including new tree planting and a bin store.

2.5 Parking and landscaping is located off Kendal Lane to the south west of the existing building. Nine spaces are provided in this parking area. A new vehicular entrance is introduced off Kendal Lane that requires the existing boundary wall to be taken down and rebuilt to provide suitable sight lines.

2.6 The application is supported by the following documents:

- Planning and Design and Access Statement.
- Arboricultural Report.
- Heritage Statement.
- Phase 1 Land Contamination Report.

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

3.1 65 Clarendon Road is located in the Little Woodhouse area of the city. The site is located within the UDPR defined City Centre boundary and the area covered by the Little Woodhouse Neighbourhood Design Statement (LWNDS) and Clarendon Road Conservation Area. The site is located within the Area of Housing Mix.

3.2 The site is bound by Clarendon Road, Victoria Street and Kendal Lane and contains a two-storey building in the centre of the site. The existing building, the second dwelling built on Clarendon Road, was built in 1842 and was originally known as Airedale Mount or Airedale Cottage. It is an early Victorian villa built in a Georgian style. The property is built in red brick with a slate roof, the primary elevation faces south east across Kendal Lane. The property was last used as a hostel but has not been used for over seven years and has fallen into disrepair. The property is referred to as a 'building of interest' in the LWNDS. The site slopes steeply from Clarendon Road in the north east to Kendal Lane in the south east, a level change of almost 7m. The site is overgrown but contains a number of prominent semi-mature trees.

3.3 The surrounding area contains a mix of residential, commercial and educational properties. Clarendon Road includes predominantly large Victorian properties plus some modern properties of contemporary design. To the south east are predominantly two-storey residential properties in the 'Kendals' and on Victoria Street whilst the former St Michael's College is located to the west of the site.

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

4.1 Application 10/05758/FU proposed a more intensive development on the site; this was withdrawn on 6/4/11 following concerns raised by officers.

### **5.0 HISTORY OF NEGOTIATIONS:**

5.1 Following initial pre-application discussions with the Conservation Officer in 2010, a planning application was submitted on 24/12/10 for 14 flats (reference 10/05758/FU). This application proposed the conversion and extension of the existing building plus two new buildings fronting Clarendon Road and Kendal Lane. Officers raised objections to the principle of the development fronting Kendal Lane and some of the characteristics of other parts of the scheme. Following discussions on how the scheme could be improved, the application was withdrawn on 6/4/11. The current application attempts to respond to the comments officers made on the original submission.

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

- 6.1 An advert was placed in the Leeds Weekly News on 9/6/11 and site notices were posted on 27/5/11 and 17/6/11.
- 6.2 Councillor Gerry Harper objects to the application but has not stated why.  
*Response: Officers have requested further comment from Cllr Harper but no response has been received.*
- 6.3 Leeds Civic Trust considers the scheme utilises the site well and that the proposed new building takes direct reference in its scale and design from the existing property and streetscene. The Trust also supports the renovation of the existing building and the in-keeping extension. However, it is considered the new building dominates the existing therefore the roof line should step down toward the existing building.  
*Response: Stepping the roof would result in an awkward profile to the detriment of the appearance of the building. The original building would still retain a prominent position under the current proposals. Due to the slope of the land, simply amending the roof line would not significantly reduce the impact. Further discussion on scale takes place in the appraisal section below.*
- 6.4 Little Woodhouse Community Association objects to the scale and contemporary design of the new building. The Association highlight a recent development on Hanover Square as being an appropriate development that reflects traditional design.  
*Response: The scale respects that of other buildings on Clarendon Road. The design has been amended since the original submission to reflect the traditional characteristics of the area. The scale and design are discussed in detail in the appraisal section below.*
- 6.5 Ripon and Leeds Diocesan Council for Social Concern, the operators of the female offenders hostel at 63 Clarendon Road object to the proposals, they make five points.
- i. The new build will impair their 'Ancient Light'. *Response: The new building sits immediately adjacent to no.63 and is of a similar scale. The side extension has been amended to reduce its scale. The impact on amenity is discussed in detail in the appraisal section.*
  - ii. The Arboricultural Report makes no reference to the poor stability of the party wall between the properties caused by the roots of trees within 65 Clarendon Road. The Council have failed to engage the owners of no.65 on this issue for four years. *Response: The works to remove and replace trees and any works to the boundary wall will be agreed via condition to ensure the wall and the security of no.63 is protected. Issues regarding the current state of the party wall are a civil matter and are not to be addressed via this planning application.*
  - iii. Due to the nature of their work, the boundaries to no.63 must be secure.  
*See point above.*
  - iv. It is hoped the future residents are not intended to be students as this may be problematic due to many of the hostel's residents having drug and alcohol issues. *Response: As detailed in the appraisal section the principle of any student use is considered acceptable on this site. It is not considered the occupation by students would pose any amenity risk to the occupiers of the hostel.*
  - v. The proposal does not respect the history of the site and will destroy its ambience. *Response: The scale, character and layout of the site are discussed in detail in the appraisal section below.*

- 6.6 Four local residents have objected to the proposals. Their comments are summarised below:
- The application was described incorrectly in the publicity. *Response: The description has been amended and was re-advertised correctly on 17/6/11.*
  - The Design and Access Statement incorrectly describes the site as a 'brownfield' site. There would be an unacceptable loss of trees and open space. *Response: Officers agree with the objectors that the whole site is not considered to be previously developed land (brownfield). However, this does not preclude development and there is further comment on this in the appraisal section below.*
  - The contemporary design of the new building is out of character. Existing modern buildings on Clarendon Road already damage its character. *Response: Design is discussed in detail in the appraisal section.*
  - The existing building is identified as a 'building of interests' in the LWNDS and merits special consideration.
  - Victoria Street gets fully parked therefore making access for residents and deliveries difficult. *Response: The vehicular entrance has been removed by the revised plans.*
  - The new building is too tall and dominating and represents an overdevelopment of the site. *Response: The scale and level of development is considered acceptable as discussed in the appraisal section below.*
  - The new building would block out light into the windows of no. 63 Clarendon Road. *Response: See point i of paragraph 6.5 above.*
  - The new vehicular access onto Kendal Lane removes part of a stone wall which gives character to the area. *Response: Only a small section of wall is removed and is essentially a relocation of the original access opening. Materials will be reused to protect the character of the area.*
  - The proposal is within the Area of housing Mix and does not redress the dominance of non-family housing in the area. *Response: Further discussion on this point takes place in the appraisal section below.*
- 6.7 Metro would support the provision of residential Metrocards secured by S106. *Response: Due to the location of the site being within the City Centre and within easy reach of amenities it is not considered appropriate to seek the provision of Metrocards. There is no direct policy requirement for securing Metrocards for schemes of this nature.*
- 7.0 CONSULTATIONS RESPONSES:**
- 7.1 **Statutory:** None.
- 7.2 **Non-statutory:**
- 7.3 Access: Awaiting comments on amended plans.
- 7.4 Contaminated Land Team: No objection subject to standard conditions.
- 7.5 Highways: No objection subject to conditions.
- 7.6 Mains Drainage: No objection subject to conditions that seek to retain or reduce discharges into the public sewer.

- 7.7 Streetscene Services: The refuse collection arrangements shown on the original plans seem acceptable. *Response: The revised plans have increased the capacity of the bin stores and therefore improved the arrangements.*
- 7.8 West Yorkshire Police Architectural Liaison Officer: Security measures should be seriously considered including gating entrances, the safe delivery of mail, access control plus lighting outside and within the building. *Response: Due to highways requirements and the tight nature of the site it is not considered appropriate to gate the vehicular entrances. External lighting will be required by condition whilst other measures of security would be considered in more detail by Building Regulations. A direction will be added highlighting the benefits of meeting Secured by Design standards.*

## 8.0 PLANNING POLICIES:

- 8.1 Regional Spatial Strategy (RSS): The RSS for Yorkshire and Humber was adopted in May 2008. The vision of the RSS is to create a world-class region, where the economic, environmental and social well-being of all people is advancing more rapidly and more sustainably than its competitors. Particular emphasis is placed on the Leeds City Region. There are no RSS policies of particular relevance; all issues are covered by the UDPR policies identified below.
- 8.2 Leeds Unitary Development Plan Review (2006) Designation: The site is within the defined City Centre boundary, within the Area of Housing Mix and Clarendon Road Conservation Area.

GP5: Proposals should resolve detailed planning considerations.

GP11, GP12: Sustainable design.

BC7: Use of local materials in Conservation Areas

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

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

BD6: Extensions and alterations should respect scale, form, detailing.

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

T5: Satisfactory provision for pedestrians and cyclists.

T6: Satisfactory disabled access within highway, paving schemes and new development.

T24: Parking to reflect detailed UDP parking guidelines.

H4: Residential developments on non-UDPR allocated sites.

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

SA8: Promotes 'access for all'.

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

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.

N26: Where necessary, illustrative landscaping details should be provided.

LD1: Identifies requirements for landscape schemes

- 8.3 Supplementary Planning Documents:

Little Woodhouse Neighbourhood Design Statement (2011).  
Leeds Residential Design Guide – Neighbourhoods for Living (December 2003).  
Building for Tomorrow Today – Sustainable Design and Construction (Draft).

- 8.4 National Planning Guidance:  
PPS1 General Policies and Principles.  
PPS3 Housing.  
PPG13 Transport.

## **9.0 MAIN ISSUES**

- Principle of development.
- Layout, scale, design including impact on setting of existing building on site and Clarendon Road Conservation Area.
- Residential amenity.
- Highways.
- Landscaping.

## **10.0 APPRAISAL**

### **10.1 Principle of development**

- 10.2 The existing building on the site was built as a residential property and the extension and refurbishment of this building and its conversion back to residential accommodation is strongly supported. The building has fallen into disrepair therefore the proposed works will ensure the future upkeep of the building. The new build element of the scheme will provide further financial support for the refurbishment of this important historic building.

- 10.3 The June 2010 updated PPS3 removes 'land in built up areas' from the definition of 'previously-developed land' (otherwise known as brownfield land). Whereas this document seeks to promote the development of at least 60% of new housing to be on previously developed land as a priority, the emphasis for that target is largely with regard to large housing developments and not smaller windfall sites such as this. PPS3 does not preclude the development of garden sites such as this. UDPR policy H4 supports the provision of housing on windfall sites provided they are in a sustainable location, acceptable in sequential terms and within the capacity of existing and proposed infrastructure. The application site is within the defined City Centre and close to amenities and is therefore clearly a sustainable location. The development of this small site will not impact upon the sequential delivery of large housing sites and due to its scale, location and character the proposed development is not considered to significantly impact upon local infrastructure.

- 10.4 The site is within the Area of Housing Mix therefore UDPR policy H15 applies. This policy seeks to manage the provision of student housing to ensure an appropriate housing mix is maintained. Whereas the proposed development does not identify students as the target resident, it is not intended to preclude students from occupying the flats therefore the policy is given full consideration.

- 10.5 Policy H15 states housing intended to be occupied by students will be granted permission provided five criteria are met, these are outlined below with a response to each.

i. The existing quality and variety of housing should not be reduced. *The site is currently unoccupied and was last used as a hostel therefore the site does not provide any housing at present. The proposed two bedroom flats are of a reasonable size with amenity space that is not readily available in an area that largely contains family housing, student housing, small flats or bedsits.*

ii. There should be no unacceptable effects on neighbours' amenity. *This is covered in detail below but the proposal has been designed to ensure amenity is protected.*

iii. The scale and character of the development should be compatible with the surroundings. *The scheme is of an appropriate design and scale; this is covered in detail below.*

iv. Satisfactory parking provision is required. *As stated below, there is sufficient parking.*

v. The proposal should improve the quality or variety of student housing. *As stated above the proposal is not specifically intended for students. However, due to the size of the flats, level of parking and amenity space in the site it is considered that the proposed development offers a type of residential accommodation not prevalent in the immediate area and would improve the quality and variety of housing in the area.*

10.6 For the reasons outlined above the principle of residential development, not restricted to student or non-students, on this site is considered acceptable.

10.7 Layout, scale, design including impact on setting of existing building on site and Clarendon Road Conservation Area.

10.8 The existing building is to be sensitively refurbished to restore it to its former glory. Unsympathetic alterations will be removed and traditional features such as the corner posts and eaves detailing to the bay windows will be re-introduced. The lowering of the central window to create French doors that open out onto a terrace area is considered to respect the character of the existing. Full details of these improvements will be required by condition and be fully scrutinised with the Conservation Officer. The proposed extension is considered to appear subservient to the original and has been designed to reflect the character of the existing in terms of its design and choice of materials.

10.9 The predominant building line along Clarendon Road includes mainly large Victorian buildings set back between 5m and 10m from the highway. The existing building at 65 Clarendon Road is located in the centre of this site below the Clarendon Road frontage with its front elevation facing Kendal Lane and its rear elevation over 30m from Clarendon Road therefore giving it very little presence within the Clarendon Road streetscene. As such it is considered the streetscene would benefit from introducing a new building reflective of the existing Clarendon Road building line.

10.10 The scale of the new building responds to the height of the adjacent buildings and the slope of Clarendon Road that rises to the north. The proposed building has an eaves level lining through with the adjacent 63 Clarendon Road and ridge line below the adjacent ridge height of no.63 before increasing in height as Clarendon Road rises.

10.11 The design of the new build element has a simple form so as to appear subservient in a streetscene dominated by large Victorian properties. However, traditional

design characteristics are included such as pitched roof dormers, traditionally domestic scaled windows and stone heads and cills.

- 10.12 Whereas the new build element would reduce the visibility of the existing property from Clarendon Road, there will still be glimpse views from further up Clarendon Road and clearer views from Victoria Street due to the creation of a new opening in the boundary wall.
- 10.13 The space between the existing and proposed building will provide a landscaped amenity space. This area will include new tree planting and a link to the parking area at the foot of the site off Kendal Lane.
- 10.14 Parking for 9 cars is provided from Kendal Lane through a relocated vehicular access point. The layout of this space has been developed in consultation with the Landscape Officer to ensure appropriate landscaping (as discussed in detail below). The new vehicular access and steps leading up to the front of the existing building have been aligned to give the building greater prominence as originally intended.
- 10.15 The scale, form and detailed design of the proposed works have benefited from substantial input from design and conservation colleagues who support bringing the existing building back into use and the provision of new building in keeping with the existing Clarendon Road streetscene and Conservation Area in general.
- 10.16 Residential amenity
- 10.17 The introduction of residential accommodation into this vacant site is not considered to have an adverse effect on the neighbours' amenity. The site has previously been used for residential and hostel accommodation and is located within a primarily residential area that also contains some commercial and educational uses. There are a number of high density residential properties in the area therefore the proposed flat development is not considered to introduce a type of development out of character with the existing residential mix.
- 1018 Whereas general noise, vehicular and pedestrian movements will increase at the site, it is not considered there will be any significant adverse impact. The site is bounded by highway on three sides therefore increasing the distances from the buildings to most properties. The main property to be affected is no.63 Clarendon Road that sits immediately adjacent.
- 10.19 The extension to the existing building projects toward no.63 Clarendon Road, a large Victorian building providing hostel accommodation for female offenders. The extension is single storey and extends to within 2m of the boundary. The existing building, and therefore the proposed extension, is set around 5m beyond the rear elevation of no.63 Clarendon Road and therefore has no significant impact on the rooms to the rear of no.63. However, the proposed extension would have a limited impact on the garden area of no.63 that is below the level of no.65 and includes an area of raised decking to the rear. To ensure the extension does not appear overdominant when viewed from the garden of no.63 it has been kept to single storey and a hipped roof is proposed rather than a gable end. There are no side windows in the proposed extension and it is located to the north of the garden area therefore there will be no overlooking or significant overshadowing and the impact on the neighbours' amenities is considered acceptable.

- 10.20 The four storey building proposed along the Clarendon Road frontage will follow the building alignment of no.63 and be of a similar scale and is not considered to appear overdominant and due to its location to the north will not overshadow no.63. There will be some loss of light to the side windows in no.63 as these would be adjacent to the proposed building. These windows appear to be tertiary windows that serve stairwells or bathrooms therefore there will be no significant adverse impact on the amenity of residents. There are two ground floor windows that have been recently approved to be inserted in the side of no.63 to serve a reconfigured lounge and reception area. These windows have not been inserted yet but were approved in the full knowledge of the proposal at no.65. The windows are simply intended to allow some natural light into the reconfigured space and therefore not solely rely on artificial light. Due to the 3m gap between the proposed windows and proposed new building, it is considered there will still be a sufficient level of natural light entering these spaces.
- 10.21 The four side windows proposed in the new building, 1 to each floor, serve bathrooms and will be conditioned to be in obscure glazing to prevent overlooking.
- 10.22 The vehicular movements will be concentrated in the lower portion of the site with access from Kendal Lane. This area is set a significant distance from the main amenity space to no.63. Vehicular movements will increase onto Kendal Lane within close proximity of those dwellings on the south side of Kendal Lane. However, the movements of up to 9 vehicles are not considered significant over and above the existing movements associated within Kendal Lane.
- 10.23 The existing building is converted with only bedrooms and bathrooms in the rear elevation facing the new four storey building. The new building is between 12-15m from the existing, set above by around two metres and is much greater in scale. Due to the sloping nature of the site it would be extremely difficult to introduce a building on the Clarendon Road frontage that would not have some dominating impact on the existing. However, as previously stated, the elevation facing the new building is the rear elevation of this historic villa and will include bedrooms and bathrooms only, it is also slightly angled toward the north east and will not experience any significant overshadowing therefore the proposed relationship is considered acceptable in this instance. The space between the properties would, in some instances, be less than that recommended in the Neighbourhoods for Living SPD that seeks a minimum of 15m separation therefore there may be some potential overlooking from the residents in the new building. However, as there is a communal amenity space in between the properties, it is not considered there will be any significant adverse privacy issues. Clearly this is not making an existing situation worse as there are no current residents therefore future residents will be fully aware of the relationship prior to purchasing and occupying the flats.
- 10.24 The proposed scheme has undergone significant changes from its initial submission to ensure the amenities of nearby residents are protected and is now considered acceptable.
- 10.25 Highways
- 10.26 Highways officers have been involved in the detailed design of the scheme to ensure sufficient parking is provided and the layout ensures no adverse impact on road safety. The provision of 9 parking spaces, with one capable of being a disabled parking space, is considered sufficient for this City Centre location. The parking spaces are accessed from Kendal Lane and are intended to serve both existing and proposed buildings.

10.27 On-street parking is controlled in the surrounding area and the applicant will be made aware that residents will not be considered for parking permits. Due to the level of parking provided within the site and the controls in the area it is not considered there will be any adverse highway safety issues created by this development. Long stay secure cycle parking is provided for each flat.

10.28 Landscaping

10.29 The site layout is subject to on-going negotiations to ensure this sloping site is developed to ensure a high quality amenity space is provided for residents and appropriate tree planting to ensure an attractive 'green' streetscape is retained.

10.30 The site is currently overgrown and unkempt but the prominent trees are to be retained with new planting introduced to improve the visual amenity of the site and streetscene.

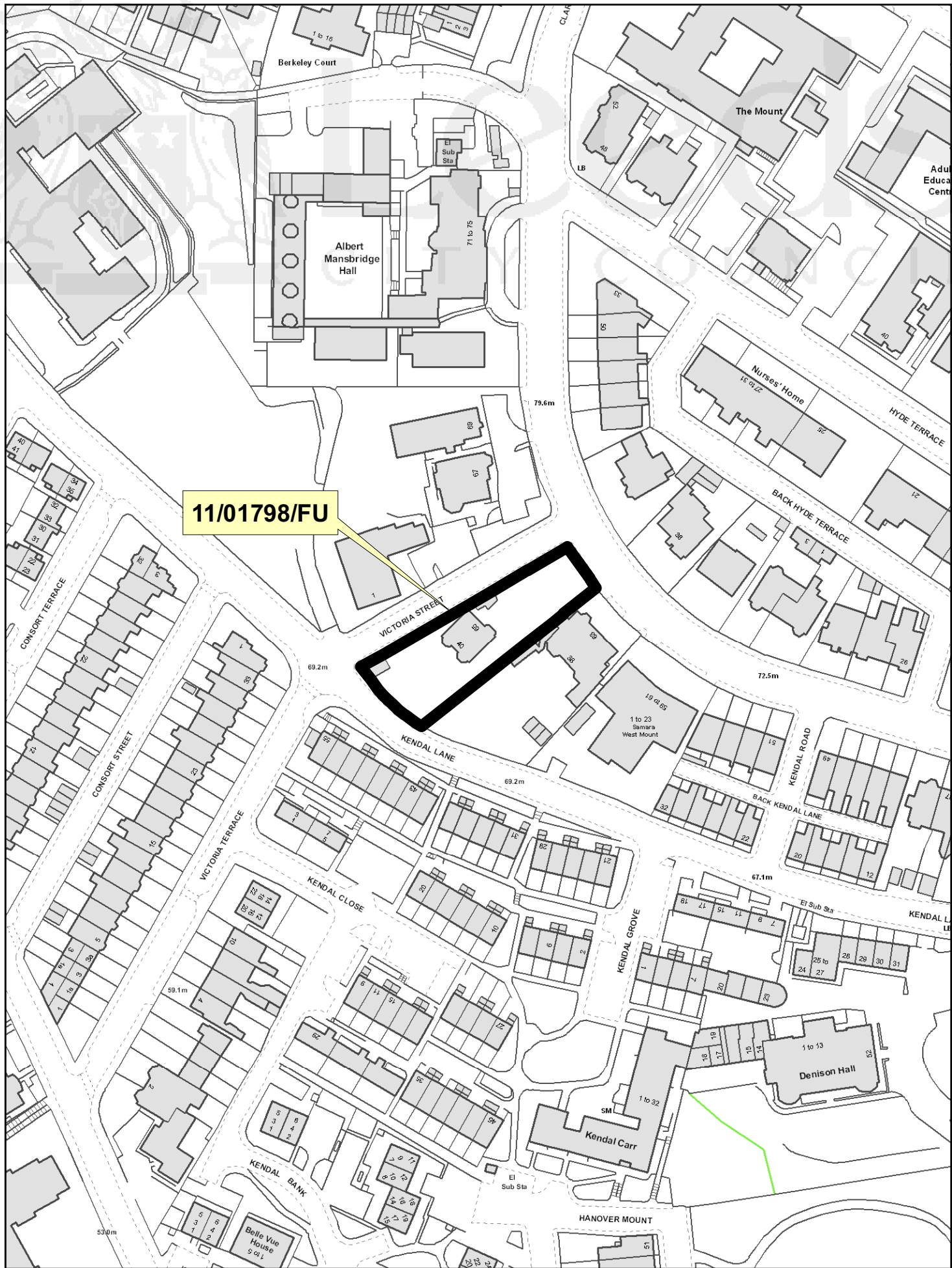
## **11.0 CONCLUSION**

11.1 The proposed development has been subject to detailed discussions to ensure the existing historic building can be restored to its former glory whilst also delivering a scheme on this tight and awkward site that will preserve the character of the Conservation Area. The scale of the new build elements and location of parking is considered to protect the amenities of nearby residents. The existing building is an important feature of the Clarendon Road Conservation Area and the proposed scheme will assist in its restoration and is recommended for approval.

### **Background Papers:**

Application file 11/01798/FU.

Notice has been served on Prosperity Arwa Limited, Jersey.



# CITY CENTRE PANEL



Originator: Andrew Windress

Tel: 3951247

## Report of the Chief Planning Officer

### **PLANS PANEL CITY CENTRE**

Date: 4<sup>th</sup> August 2011

**Subject: APPLICATION 11/02799/FU – REFURBISHMENT OF 14 STOREY OFFICES INCLUDING NEW LIFT AND MEZZANINE LEVEL EXTENSION AT CITY HOUSE, NEW STATION STREET, LS1 4JR.**

#### **APPLICANT**

Bruntwood

#### **DATE VALID**

13/7/11

#### **TARGET DATE**

7/9/11

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

City and Hunslet

☐ 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 which may be appropriate**

#### Conditions

1. Standard time limit.
2. List of plans to be approved.
3. All external materials to be agreed.
4. Minimum of 1:20 scale drawings of typical junctions.
5. Details of all excrescences.
6. Sustainability condition with requirement to meet BREEAM 'Excellent'.
7. The on and off site highway works must be completed prior to occupation.
8. Details of contractors' parking, storage etc.
9. Full details of refuse storage facilities.
10. Details of new landscape planter and gates.

#### **Reasons for approval:**

In granting permission for this development the City Council has taken into account all material planning considerations including those arising from the comments of any statutory and other consultees, public representations about the application and Government Guidance and Policy as detailed in the Planning Policy Guidance Notes and Statements, and (as specified below) the content and policies within

Supplementary Planning Guidance (SPG), the Regional Spatial Strategy 2008 (RSS) and The Development Plan, the Leeds Unitary Development Plan Review 2006 (UDPR).

GP5, GP11, GP12, BD5, BD6, T2, T5, T6, T24, H4, A4, SA8, SA9, CC7, CC27.

On balance, the City Council considers the development would not give rise to any unacceptable consequences for the environment, community or other public interests of acknowledged importance.

## **1.0 INTRODUCTION:**

- 1.1 This application proposes the wholesale refurbishment of City House, a prominent 14 storey office block located in the heart of the City Centre directly above the railway station. Due to the prominence of this building and extent of refurbishment, it is considered the application should be reported to Plans Panel to allow Members to comment on the proposed refurbishment and defer and delegate the final decision back to officers. Officers are seeking comment from the Panel early in the application process to ensure the scheme can be developed and ultimately determined in accordance with the comments of the Panel.

## **2.0 PROPOSAL:**

- 2.1 It is proposed to fully refurbish City House. City House will be re-clad to remove the current tired looking appearance of the building and present a modern appearance that will enhance the character of the City Centre. The pedestrian entrance area will be remodelled and a mezzanine link introduced to provide additional access to the basement car park. The applicant, Bruntwood intends to convert the 120,000 sq ft of office space into grade A offices, serviced offices to accommodate all sizes of business plus meeting and conference rooms for hire.
- 2.2 The existing building is to be clad with glazing with a vertical emphasis to reflect the buildings plan form and structure. Each of the existing window bays are divided into four glass panels, two of which will be clear glaze with two being back painted insulated panels. The brick clad ends to the building will be over clad with insulated render.
- 2.3 To visually emphasise the central core at the northern elevation a series of projecting fins are added that will also provide additional internal space to improve circulation and permit panoramic views over the city. The fins will provide a visual pointer to the main entrance to City House. The canopy on the roof of the eastern wing is removed and the canopy to the western wing is replaced by a plant screen.
- 2.4 The internal space created by the projecting fins is linked to the eastern stair core at the mezzanine level by a new glazed corridor that is intended to include a visual manifestation in its glazed panels. Below this corridor the Rail Gourmet unit will be re-clad with grey metal panels and the bridge structure immediately in front of New Station Street will also be clad in a fibre cement board with a grey finish. A planter will be positioned over the bridge structure to further enhance the New Station Street frontage. New gates will be added to the concourse exit adjacent to Rail Gourmet.
- 2.5 A small section of the existing Marks and Spencer retail unit will be removed at ground floor to improve visibility of the new entrance to City House; this element will be clad in render to match the end walls to the upper floors. The pedestrian

entrance has been realigned to avoid the main flow of pedestrians along New Station Street and the footpath kerb line is extended out into New Station Street. A revolving door will be introduced to the entrance and downlighters are inserted into a canopy created by the projecting fins above.

- 2.6 Servicing is currently taken from a loading bay on New Station Street. Following the introduction of the new mezzanine level and service lift, servicing will take place from the basement. The basement is reconfigured to provide 56 car parking spaces (currently 79), 3 of which are disabled parking spaces, parking for 44 bicycles, shower and locker facilities and bin storage. The vehicular entrance to the basement is from Pitt Row but cyclists can enter from Pitt row or Neville Street.
- 2.7 The development is intended to include a number of sustainability targets and intends to achieve a BREEAM rating of Excellent.
- 2.8 The application is supported by a Design and Access Statement that incorporates comments on noise and ventilation and a Sustainability Statement.

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

- 3.1 The application relates to City House, the 14 storey office building directly above the railway station. The site is located within the UDPR defined City Centre, Prime Office Quarter and Riverside Area. The southern boundary of the Central Area Conservation Area is 20m to the north across Bishopgate Street. There are listed buildings on Bishopgate Street and the site is adjacent to the grade II listed Queens Hotel.
- 3.2 The building was designed in 1962 and was vacated in 2006. It has two wings either side of a central core. Each wing is brick clad with regular window openings. The west wing sits above the station entrance whilst the east wing is above the Rail Gourmet facility located at ground level. In July 2010 Bruntwood, the owners of other office buildings in Leeds including 14 King Street, acquired the property that comprises 120,000 sq ft of office space over the 12 upper levels. The main entrance is from New Station Street that provides access to the lifts and stairs to the office floors above. To the east of Neville Street basement parking is provided for 79 cars with access taken from Pitt Row/Sovereign Street.

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

- 4.1 08/01364/FU: Approval of the refurbishment and extension of City House, approved 20/8/08 after being presented to the 14/8/08 City Centre Plans Panel. This scheme introduced an extension to all levels of the rear/southern elevation to link both wings of the building and a re-clad to the whole structure. The structure was to be stripped back with curtain wall glazing introduced within a Portland stone frame.

### **5.0 HISTORY OF NEGOTIATIONS:**

- 5.1 A pre-application enquiry was submitted on 15<sup>th</sup> February 2011, since this date planning and design officers have been in discussions with the applicant and their architects and have developed the scheme to permit its recent submission.

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

- 6.1 The application was advertised by site notice on 22/7/11. As the application is brought to Panel early in the application process, no representations have been

received to date. Plans Panel will be updated verbally on any representations received.

## **7.0 CONSULTATIONS RESPONSES:**

- 7.1 The application was received on 13/7/11, the deadline for consultee responses is 3/8/11. Panel will be verbally updated with regard to consultation responses at the Plans Panel meeting.

### **7.2 Statutory:**

- 7.3 British Waterways: No comment received to date.

### **7.4 Non-statutory:**

- 7.5 Highways: The widening of the pedestrian footway on New Station Street is acceptable but further work is required including the realignment of the crossing. Part of the basement layout is inaccurately drawn and further service vehicle tracking is required. Conditions are recommended. *Response: Additional information and amended drawings are being sought. Further highways comment is provided below.*
- 7.6 Network Rail: No comment received to date.
- 7.7 Access: No comment received to date.

## **8.0 PLANNING POLICIES:**

- 8.1 Regional Spatial Strategy (RSS): The RSS for Yorkshire and Humber was adopted in May 2008. The vision of the RSS is to create a world-class region, where the economic, environmental and social well-being of all people is advancing more rapidly and more sustainably than its competitors. Particular emphasis is placed on the Leeds City Region. There are no RSS policies of particular relevance; all issues are covered by the UDPR policies identified below.

- 8.2 Leeds Unitary Development Plan Review (2006) Designation: The site is within the defined City Centre boundary and in both Prime Office Quarter and Riverside Area.

GP5: Proposals should resolve detailed planning considerations.

GP11, GP12: Sustainable design.

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

BD6: Extensions and alterations should respect scale, form, detailing.

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

T5: Satisfactory provision for pedestrians and cyclists.

T6: Satisfactory disabled access within highway, paving schemes and new development.

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.

SA8: Promotes 'access for all'.

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

CC7: The redevelopment of City Centre tower blocks will be encouraged where there appearance is unattractive and buildings are functionally obsolete.

CC27: Proposal areas within the City Centre.

8.3 Supplementary Planning Documents:  
Building for Tomorrow Today – Sustainable Design and Construction (Draft).  
The Leeds City Centre Urban Design Strategy (2000).  
Tall Buildings Design Guide (2010).

8.4 National Planning Guidance:  
PPS1 General Policies and Principles.  
PPG13 Transport.

## **9.0 MAIN ISSUES**

- Visual amenity including impact on the character of the adjacent Conservation Area and setting of listed buildings.
- Highways.

## **10.0 APPRAISAL**

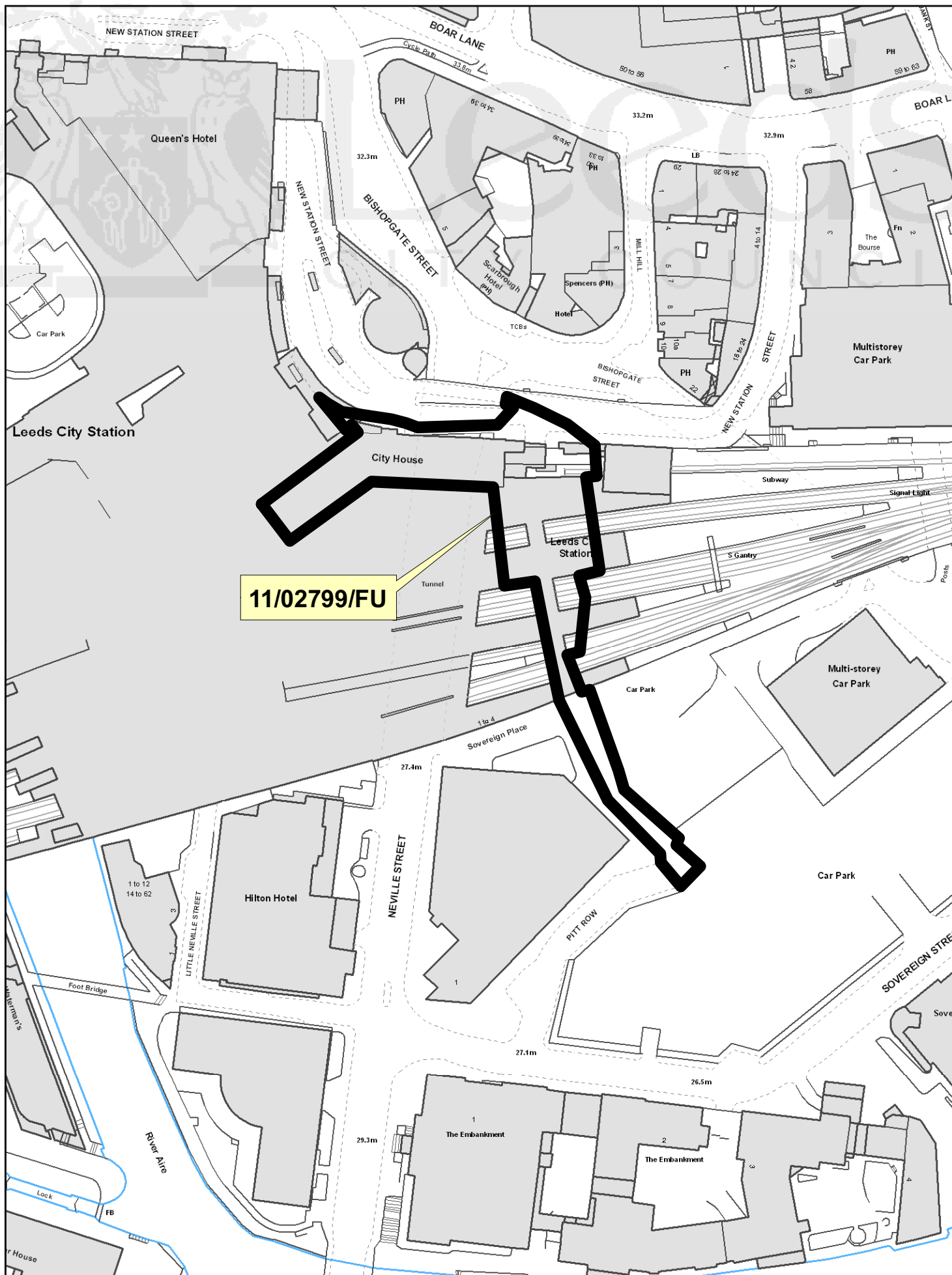
- 10.1 Visual amenity including impact on the character of the adjacent Conservation Area and setting of listed buildings.
- 10.2 City House has is in need of significant visual enhancement and the proposed scheme is considered to achieve that. The existing form is largely retained but with the notable addition of the projecting fins that denote the central core to the northern elevation. This gives the building a strong presence and defines its ground floor entrance whilst providing improved internal spaces.
- 10.3 The new mezzanine walkway will project forward of the existing flat fronted building but is considered acceptable as it greatly enhances circulation and also gives the building much better definition at the lower level. There will be clear views into the new walkway therefore highlighting the activity in the building unlike at present where views into the building are limited.
- 10.4 At roof level the existing unsightly canopies are removed and a plant screen in keeping with the character of the rest of the proposed cladding is introduced to the western wing. This new screen will give the roof of the building a much neater finish and also provide the opportunity to introduce high level signage.
- 10.5 The end walls to both the east and west wings are retained and over-clad in render. Retaining these masonry features retains the strong frame they provide to the glazed office areas. The applicant was requested to consider stone for the end walls but this would not have been possible due to weight restrictions regarding the span over the station or without removing all the existing brick that would in turn have raised significant problems regarding the station below. As stated above using render retains the masonry appearance and a 'stone' colour to the render will be used. It is considered that a lighter 'stone' appearance will provide a more attractive building rather than the use of a grey finish as was originally proposed.
- 10.6 The vertical emphasis to the glazing gives the building some scale and provides an interesting detailing whilst still highlighting the internal structure and workings of the building. Whereas the pattern is quite varied and complicated, the use of similar colour shades to the glazed panels will ensure the building still has a subtle appearance and therefore does not adversely affect the setting of the Queens Hotel or views into and out of the adjacent Conservation Area.

- 10.7 Significant improvements will be made to the pedestrian experience along New Station Street following the visual improvements to the Rail Gourmet unit and existing bridge structure. These are currently extremely unsightly but are to be re-clad with a landscape planter introduced on top of the bridge and new gates introduced to the concourse exit.
- 10.8 The proposed refurbishment of City House is considered to enhance many views within the City Centre due to its prominence whilst also enhancing the visual amenity around the station entrance.
- 10.9 Highways
- 10.10 Further service vehicle tracking and amended layout drawings have been requested by Highways Officers. The Panel will be updated verbally with regard to highways issues. Brief comment is provided below.
- 10.11 Servicing is currently taken from a loading bay on New Station Street. Following the introduction of the new mezzanine level and service lift, servicing will take place from the basement via a new loading bay. This will reduce the traffic flow along New Station Street and therefore benefit this area with regard to highway safety and general amenity. The widened pavements and alignment of the entrance will ensure an easier pedestrian flow to and from the station. The detailed nature of these works is currently being explored further.
- 10.12 Whereas the numbers of parking spaces are reduced from 79 to 56, there are benefits introduced as a result of the new servicing strategy highlighted above and the introduction of 44 secure long stay cycle spaces in the basement. Six showers are introduced into the basement with space for a significant number of lockers. The reduction in car parking would not cause highway problems in this City Centre location, with good access to public transport and widespread on-street parking controls.
- 11.0 CONCLUSION**
- 11.1 City House has a tired appearance and is in need of refurbishment as it currently provides little visual benefit in the City Centre. Being such a tall and prominent building it is considered the character of the City Centre, adjacent Conservation Area and setting of nearby listed buildings would be significantly enhanced following the proposed refurbishment. The pedestrian experience along New Station Street will be improved and the introduction of a highly sustainable office building accords with the City's sustainability ambitions. For the reasons outlined above Members are requested to agree the principle of the proposed redevelopment and associated design principles and defer and delegate the final decision to the Chief Planning Officer.

**Background Papers:**

Application file 11/02799/FU.

Certificate of Ownership, signed by the agent on behalf of the applicant.



# CITY CENTRE PANEL

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Originator: Tim Hart

Tel: 3952083

## Report of the Chief Planning Officer

### PLANS PANEL CITY CENTRE

Date: 4<sup>th</sup> AUGUST 2011

**Subject: PRE-APPLICATION PRESENTATION OF PROPOSED STUDENT ACCOMMODATION AT LEEDS MET CITY CAMPUS, CALVERLEY STREET AND WOODHOUSE LANE, LEEDS (PREAPP/11/00400).**

#### Electoral Wards Affected:

City and Hunslet

No

#### Specific Implications For:

Equality and Diversity

☐

Community Cohesion

☐

Narrowing the Gap

☐

**RECOMMENDATION: This report is brought to Plans Panel for information. The Developer will present the details of the scheme to allow Members to consider and comment on the proposals.**

## 1.0 INTRODUCTION

- 1.1 This presentation is intended to inform Members of the emerging proposals for a new building containing student accommodation at the Leeds Metropolitan University City Campus site in advance of a planning application later in the year. Downing, the developer of Broadcasting Place acquired the north, west and southern parts of the campus in 2010.

## 2.0 PLANNING HISTORY

- 2.1 The developer's team presented emerging proposals for the site to Plans Panel in October 2010 following a Panel site visit. As one of many issues, some Members stated that an unacceptable loss of greenspace would result if proposals for the development plot (the site which is subject of the current proposals) are brought forward. Plans Panel considered the application for the first phase of Downing's proposed development across the northern half of the campus in February 2011 (10/05541/FU). Those works are now underway.

### **3.0 SITE AND SURROUNDINGS**

- 3.1 Leeds Metropolitan University city campus is a large rectangular area bounded by Calverley Street, Willow Terrace Road, Portland Way, Woodhouse Lane and the Inner Ring Road to the north of the city centre. It is currently characterised by denser built forms towards the eastern side and a more open setting with generous grassed spaces containing protected trees on the northern and western edges. The southern portion of the site was cleared of redundant educational buildings during 2007/8. Levels fall by more than 10 metres from the northern to southern extremes of the site. The Inner Ring Road to the north is in a cutting.
- 3.2 The existing buildings were constructed in the late 1960's to the designs of Yorke, Rosenberg and Mardall Architects. The buildings are on a northeast-southwest axis casting shadows over the landscape for much of the day.
- 3.3 The application site comprises land on the north western fringe of the campus between existing buildings and the Inner Ring Road. The land is currently grassed and contains several trees. The area has no formal protection other than for a group Tree Preservation Order that applies to all the trees on the campus. Block G and part of block H have recently been demolished in advance of works to create a new, level, public space at the heart of the campus which will link directly with the new and enhanced routes across the campus.
- 3.4 The surrounding area is mainly characterised by institutional and civic uses. The University of Leeds campus is located directly to the north of the Inner Ring Road. Leeds General Infirmary is across Calverley Street to the west and beyond Portland Way to the south are the Civic Hall and the Rosebowl building. The Dry Dock, greenspace and the Woodhouse Lane multi-storey car park are situated to the east beyond Woodhouse Lane.
- 3.5 The campus is located between the University Conservation Area, the City Centre Conservation Area and Queen Square Conservation Area. The Civic Hall is grade II\* listed. Trees around the campus are protected by Tree Preservation Order (No.22) 2007.

### **4.0 PROPOSAL**

- 4.1 As with the ongoing works the current proposals have been prepared by John McAslan architects on behalf of Downing.
- 4.2 When considering the earlier application (10/05541/FU) Plans Panel was informed that the tight programme for the delivery of the student accommodation did not allow for proposals to be brought forward on the development plot, to the north-west of the proposed public square, at that time. However, those proposals were developed in response to the developer's aspirations in that part of the site. Accordingly, the current proposals bring forward an earlier component of the developer's masterplan.
- 4.3 The proposals involve the construction of a new building on the north-western edge of the proposed square. The building would be 21 storeys in height and contain a maximum of 346 student bedrooms. The ground floor of the building is likely to contain a café/bar along with typical building facilities such as a cycle store, laundry room, offices and a substation.
- 4.4 The building would align with the western edge of blocks C and D south of the proposed square. The outline of the ground floor of the building would comprise two

overlapping rectangles of accommodation centred on a common core (total length 34 metres). The south eastern elevation of the ground floor of the building would terminate approximately half way between existing blocks F and H1, at a distance of 8 metres from block F and 11 metres from block H1. Above ground floor level the central spine of the building would be longer (42 metres) in order to accommodate a 22 bedroom floorplate (two 6 and two 5 bedroom clusters). As a result, these extended parts of the spine would be cantilevered and project further towards the square and the Inner Ring Road than the proposed ground floor footprint. The clusters either side of the spine would terminate 2 and 4 storeys beneath the top storey in the spine.

## **5.0 TIMESCALES**

- 5.1 It is intended that the student accommodation is ready for occupation in September 2013. In order to achieve this deadline it is proposed to submit a planning application at the end of August to enable commencement early in 2012.

## **6.0 ISSUES**

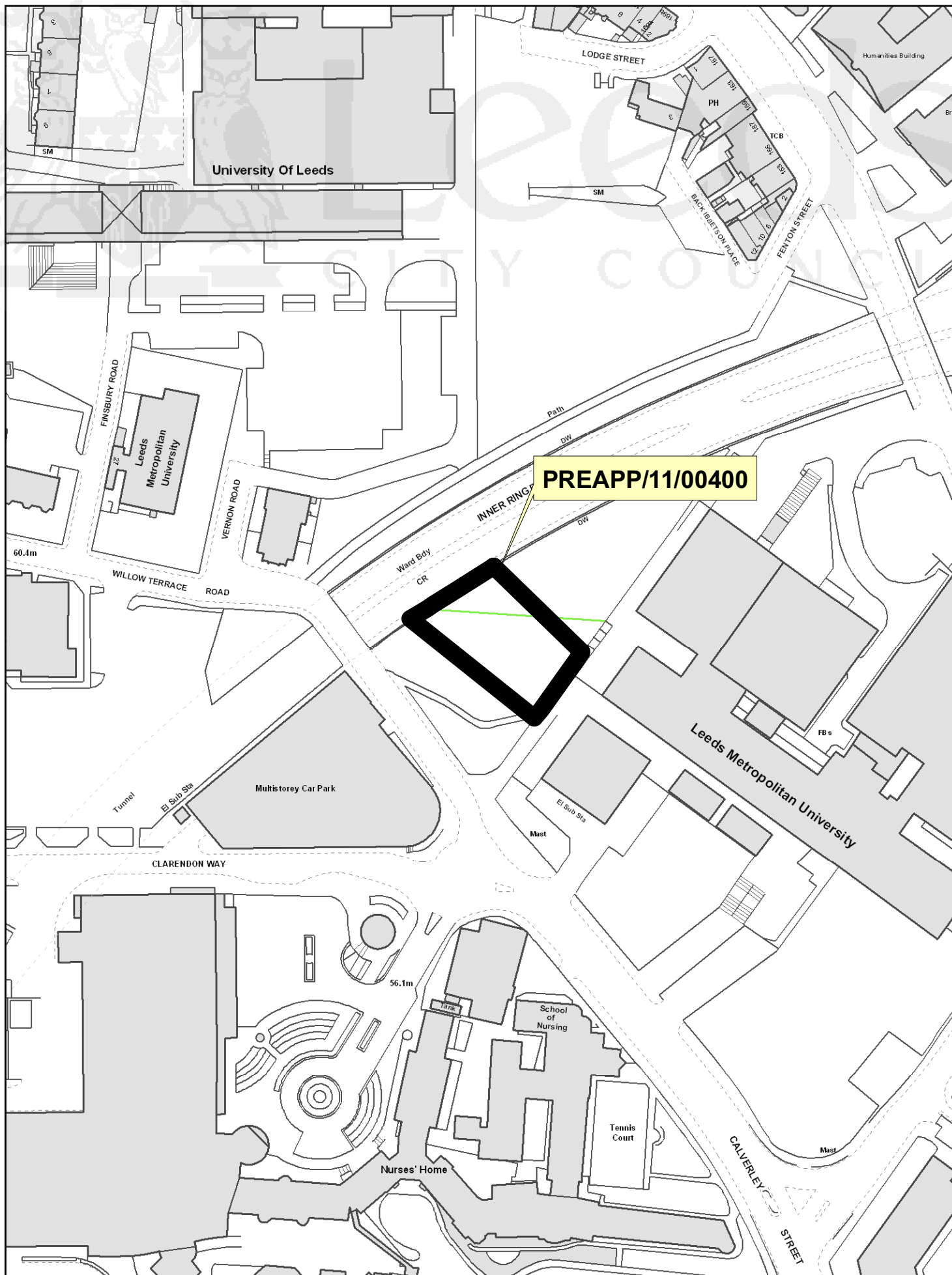
Members are asked to comment on:

- (i) The area on which development is proposed has no formal protection other than for the Tree Preservation Order. Consequently, there is no policy presumption against development on the site. Similarly, it is unnecessary to provide a direct replacement of the space in terms of site area. However, in accordance with Unitary Development Plan Review policy CC10, a minimum of 20 per cent of the developable area of the wider site should be provided as public usable space. It should also be demonstrated how the quality and accessibility to public space within the site is to be improved.
- (ii) The need for appropriate and meaningful mitigation for the removal of trees protected by the Tree Preservation Order. This could include replacement planting along the Calverley Street edge which the Unitary Development Plan Review identifies as an area for an improved pedestrian route.
- (iii) The building projects into the area previously identified as the public square to a limited degree at ground level and more so at upper levels. The position of the proposed building in relation to the scale and form of the proposed public square, the neighbouring buildings blocks F and H1, and the Inner Ring Road therefore needs to be considered.
- (iv) The Tall Buildings Design Guide SPD identifies key principles for the location and design of tall buildings. The proposed building would be visible in distant panoramic views of the city on the existing north-south spine of tall buildings. The SPD identifies the northern part of the campus as part of a larger area, following the Inner Ring Road, where there is opportunity for a string of tall buildings. At the local level, the building would be situated in a restricted tall building zone where acceptable height is determined by the visual impact of the building on the setting. In this respect views from Millennium Square alongside and over the Civic Hall are important, as are views back towards the city centre past the Parkinson Building. The scale of the building and its impact upon the skyline therefore needs to be carefully analysed.

### Background papers

PREAPP/11/00400

Planning permission 10/05541/FU



# CITY CENTRE PANEL