

CITY PLANS PANEL

THURSDAY, 26TH NOVEMBER, 2015

PRESENT: Councillor J McKenna in the Chair

Councillors P Gruen, R Procter,
D Blackburn, S Hamilton, G Latty,
T Leadley, N Walshaw, M Ingham,
C Campbell, A Khan, K Ritchie and
E Taylor

65 Chair's opening remarks

The Chair welcomed everyone to the meeting and asked Members and Officers to introduce themselves

66 Late Items

There were no formal late items, however in respect of the pre-application presentation relating to the Granary Wharf car park, additional information setting out the proposals was tabled to the Panel (minute 72 refers)

67 Declarations of Disclosable Pecuniary Interests

There were no declarations of disclosable pecuniary interests

68 Minutes

RESOLVED - That the minutes of the City Plans Panel meeting held on 5th November 2015 be approved

69 Matters arising from the minutes

With reference to minute 63 of the City Plans Panel meeting held on 5th November 2015 relating to application 14/012110/OT – update on the appeal relating to the refusal of planning permission on a PAS site at East Scholes, LS15, the Head of Planning Services advised that, in accordance with the wishes of the Panel expressed at that meeting, a letter had been sent to Barratt Homes reiterating the Council's wish to work with them on more acceptable sites and asking them to withdraw the appeal on the East Scholes site. A written response to that request had been received which indicated the developer did wish to work with the Council and confirmation was received on 25th November that Barratt Homes had formally withdrawn the appeal on the East Scholes site. A similar approach had been made to Miller Homes, the appellants in the Breary Lane Bramhope and Leeds Road Collingham

appeals, and that a meeting was to take place on 27th November, with Officers hoping the outcome of that meeting would be as positive

The decision by Barratt Homes was welcomed by the Panel and the need for developers to work with communities was stressed

70 Application 14/06534/OT - Outline application for mixed use redevelopment including A1, A3, A4 and A5 uses, offices (B1), residential (C2), medical centre (D1), college (D1), student residential accommodation, multi-storey car park, basement car parking, access and open space - Land at Quarry Hill St Peters Street LS2

Further to minute 112 of the City Plans Panel meeting held on 22nd January 2015, where Panel considered a position statement on a mixed use development at Quarry Hill, the Panel considered a further report setting out the formal application

Photographs, including an historic image of Quarry Hill flats, graphics and plans, including a sun path diagram were displayed at the meeting. A Members site visit had taken place earlier in the day

Officers presented the report which sought outline approval for a major mixed use scheme and provided information on the context of the site in relation to existing and proposed development, including Victoria Gate which was well under way

Details of the scheme were outlined, with these including vehicular and pedestrian access; scale and massing of the blocks; car parking provision; landscaping treatment; levels of open space and the range of uses proposed for the different buildings on the site. The flexibility of the scheme was stressed with some blocks being designated different possible uses, e.g. office or college use

The receipt of a letter of support from West Yorkshire Playhouse was reported and read out to Members

Members were also informed that in terms of the footbridge over the A64(M), the applicant had agreed to fund the works to £50,000, with this to be included in the S106 agreement

Members discussed the application and in response to questions from the Panel additional information was provided in respect of:

- the location of the closest bus stops on York Road. These were highlighted to Members
- the proximity of the site to the Cultural Quarter of Leeds and whether the development added to this. Members were informed that the proposed mix of uses in the application were acceptable for the site, however if a different, more cultural use came forward for part of the site, subject to the view of Panel, this in general terms could be acceptable
- the height of the buildings and whether a wind analysis had been undertaken. The Principal Planning Officer advised that the detailed design of the proposals including building entrances, public seating areas and landscape arrangements would need to be informed by further wind testing at the Reserved Matters stage. However, the Council's independent wind consultants had confirmed that the submitted wind

study demonstrated that the proposals, subject to detailed design, would achieve an acceptable wind environment

- local employment and the need for those wards closest to the site, which included Burmantofts and Richmond Hill, to benefit from the jobs being created through the scheme. The Deputy Area Planning Manager outlined the established process of securing local employment, through the Council's Jobs and Skills team
- possible flooding issues. The Panel was advised that a flood risk assessment and drainage strategy had been assessed and that technical conditions were included on the outline application to address these issues
- concerns about the phasing of the proposals and the need to ensure the other uses around the site were not impacted upon
- car parking provision. Members were informed that as part of an existing agreement, the developer, Caddick, was required to provide 500 public car parking spaces on the Quarry Hill site. However, if the car park at Victoria Gate was completed first and it could be demonstrated that there were sufficient public parking spaces to serve the area, the public car park on Quarry Hill might not come forward. It was stressed that in addition, there would be up to 600 private parking spaces to serve the development

A detailed discussion took place on the car parking provision with concerns being raised relating to:

- the level of disabled parking being provided
- the level of short stay car parking spaces being guaranteed for West Yorkshire Playhouse after 6.00pm, but that events and matinee performances took place at the theatre
- concerns that the cost of parking to attend WYPH would increase
- whether sufficient car parking was being provided for the uses on the site
- the possibility that the 500 public parking spaces on Quarry Hill could not be delivered
- the existence of coal on the site; the possibility that this would require removal and the implications of this on car parking provision during any removal works

The issue of the phasing of the development was raised and the Chair invited representatives of the developer to provide information on this

The applicant's agent addressed the Panel; responded to Members' queries and comments and provided information which included:

- that the development was a market-led proposal and that active discussions were taking place with possible providers regarding the multi-storey car park and the college
- that the development was a 10 year scheme and it was not yet possible to indicate which phase would come first. Reference

was made to the timescales set out in proposed conditions 2 and 3, with Members being informed that the applicant would not let those timescales slip

- that if a multi-storey car park was not required, an alternative use, possibly a cultural use could be considered and that if it was required, it would need to be fitted into the phasing of the development
- that the site had an active car park use and this would continue, with a condition being proposed to deal with the temporary landscaping on areas which were not proceeding. The Design Team Manager suggested that Members would benefit from seeing the landscaping proposals being tied into the phasing plan to ensure elements of the site which were not being developed did not appear as a building site throughout the life of the build. The Deputy Area Planning Manager referred to the success of the Wellington Place development where plots which were not coming forward for development in the early stages of the scheme were utilised for a range of temporary landscaping and uses
- that the Quarry Hill Stakeholders Group met regularly to consider how the whole of the development on Quarry Hill would come forward, including the schemes which already had planning consent to ensure there was joined-up thinking to the approach being taken for the site
- an indication of how the site would be progressed, from the initial engineering works, to securing tenants/providers for the uses to working up a phasing plan based on those confirmed uses and that there was a real proposition of early building taking place on the site, although the need for flexibility was stated

The Chair thanked the applicant's agent for the information he had Provided

The Panel continued to discuss the application, with the main issues being raised relating to:

- the need for greater clarity on the timescales for the development and greater commitment on the part of the developer, particularly in view of a scheme for the site originally being presented in 2005
- the impact on WYPH of a 10 year building programme for the site
- that a clear phasing programme was required and that currently there was a lack of certainty that a development for the whole of the site would be achieved
- the levels of sunlight across the site, with concerns that much of the north-facing blocks would remain in the shade for much of the day and that consideration should be given to re-orientating the buildings towards the sun
- car parking provision on this scheme; that a multi-storey car park was felt to be integral to the scheme and that it was not

likely that the John Lewis car park would have spare capacity and that there did not seem to be an incentive to commence work on the site until the John Lewis car park had been completed. The Deputy Area Planning Manager advised that the existing level of public car parking would be maintained but if it could be demonstrated that demand for public car parking was not there, Caddick could be relinquished from the existing agreement. The Panel's legal adviser confirmed that the existing agreement safeguarded the Council's position regarding delivery of a multi-storey car park and that it would be for Panel to consider if this should be varied as a result of assessments on the capacity of the John Lewis car park once it was operational

On this specific issue, the Chair invited another of the developer's representatives to address Panel, with Members being informed that much work had been undertaken on the development agreement and that the multi-storey car park would be delivered as the first phase, subject to supply and demand

The Chief Planning Officer informed Members that an outline permission would give certainty and be beneficial in moving the scheme on. There was also the possibility of tightening up some of the conditions regarding maintenance of car parking. In terms of phasing, an amendment to the wording of condition 1 was suggested, whereby the wording of this condition was preceded by the phrase ' Within six months of the grant of planning consent'

The Panel considered how to proceed

Whilst welcoming the suggestion of revised wording, concerns remained about aspects of the scheme and the uncertainty regarding the phasing of the development; the car parking and how this worked with the John Lewis car park. It was accepted that there were no concerns regarding the proposed uses for the site; the massing or the masterplan. It was also confirmed that if outline consent was granted, the Reserved Matters application for each phase would be presented to Panel

RESOLVED - To note the Panel's general satisfaction with the form of development but that a further report be presented in due course on the application to include the phasing plan, with details of the temporary landscaping proposals and how they related to the phasing, together with evidence of the developer's commitment to early delivery of this scheme in writing

Following consideration of this matter, Councillor Khan left the meeting

71 Application 15/04604/RM - Reserved matters application for the erection of residential development on land at Station House Station Road Methley LS26

Plans, photographs, drawings and graphics were displayed at the meeting. A Members site visit had taken place earlier in the day

Officers presented the report which sought determination of the Reserved Matters application to be deferred and delegated to the Chief

Planning Officer subject to conditions and the resolution of outstanding matters as set out in the report before Panel

City Plans Panel had previously considered the outline application on this Protected Area of Search (PAS) site, with a key element of the justification for bringing the site forward at this time being the financial contribution to be made to the delivery of flood defences to the north of the village

The Reserved Matters proposals were outlined with Members being informed that a revised layout plan had recently been submitted, with 219 dwellings proposed for the site, comprising predominantly two storey dwellings, but with some two and a half and three storey properties in the centre of the site. Affordable housing of 12.7% - which equated to 27 dwellings - would be located across the site

Details of the housing mix across the site were provided, with Members being informed that three of the 3 bed dwellings were to be swapped for three 4 bed dwellings. In terms of the 3 bed properties, these could be utilised as a 2 bed dwelling with a study. On the issue of space standards, Members were informed that limited weight could be given to the National Space Standards as the Council had not yet gone through a formal process to adopt them

Designs of house types were outlined with Members being informed that the materials would comprise brick of a colour appropriate to Methley, artstone and possibly a darker coloured roof tile than was shown on the graphic

In terms of outstanding matters, Officers were continuing to work with the applicant on a small area in the south west corner of the site and that a revised layout which had been submitted had been sent to Highways for checking and to Yorkshire Water for confirmation they were satisfied with the revised layout

The Panel discussed the application, with the main issues being raised relating to:

- car parking. Members were informed that the scheme provided two parking spaces per dwelling which met Highways car parking requirements. Concerns continued to be raised about the level of car parking in what would be a car dominant development and how visitor parking would be accommodated,
- bin storage, with details of the siting of this being provided for the different types of dwelling on the site
- housing mix; that the local community had expressed the desire for bungalows to be included but none were proposed. Members were informed this request had been taken back to the applicant but had been advised that bungalows did not work for the applicant in terms of viability
- the number of two bed properties in the scheme and whether these could be increased to ensure mixed communities were created. Officers confirmed that this request could be taken back to the applicant. The Head of Planning Services stated that the applicant's view was that where there were two bedrooms and a small third room, these dwellings could be utilised as a two bedroom property. Concerns continued to be raised about the housing mix and the size of some of the units,

with the view being made that permission was being sought for - in this case - three bed dwellings – a design type which was not fit for purpose. The Chief Planning Officer advised that the current situation of two adequate sized bedrooms and one smaller room had existed for decades, but with the introduction of new space standards; once these were adopted, the size of new dwellings would need to be in line with these standards. In terms of housing mix, there was a long-term vision and that whilst there was a desire to see a mix across all sites, the policy stated that on larger sites, adjustments should be considered to meet local housing needs. The importance of adopting the national space standards in Leeds was stressed by Panel

- the revisions to the house numbers being provided, with circa 180 units being proposed at outline stage and whether the objections relating to impacts on nursery and school places had been fully taken into account in view of there now being 219 dwellings proposed. The Panel was advised that the submission of a transport assessment had shown that higher numbers of dwellings could be accommodated on site and that primary and secondary education contributions would come through the Community Infrastructure Levy (CIL). Concerns were also raised that Panel had indicated that on major housing applications, information on education provision would be provided
- the lack of reference to the Leeds Standard and that consideration should be given to this. The Head of Planning Services agreed to have this discussion with the applicant and provide feedback through the Chair

The Panel considered how to proceed

RESOLVED - To defer and delegate the application to the Chief Planning Officer for approval, subject to the conditions set out in the submitted report and the resolution of the outstanding matters relating to the south-west corner of the site; checking of the layout by Highways, including the parking layout; confirmation that Yorkshire Water was satisfied with the revised layout plan and further discussions on the housing mix and standard, and in consultation with Ward Members

Under Council Procedure Rule 16.4. Councillor R Procter required it to be recorded that she voted against this matter

Under Council Procedure Rule 16.4, Councillor G Latty required it to be recorded that he abstained from voting on this matter

Following consideration of this matter, Councillor Gruen left the meeting

72 Preapp/15/00277 - Proposal for a mixed use development comprising three blocks of residential apartments with ground floor commercial and office units, car parking and a landscape scheme at Granary Wharf Car Park, Wharf Approach Holbeck - Pre-application presentation

Plans, graphics, photographs and drawings were displayed at the meeting. A Members site visit had taken place earlier in the day

The Panel considered a report of the Chief Planning Officer setting out the emerging proposals for a mixed use development at Granary Wharf car park, which was situated within the defined boundary of Holbeck Urban Village (HUV). The Deputy Area Planning Manager informed Members that the proposals had been the subject of detailed discussions with Officers and the developer of the Tower Works site and had addressed significant heritage issues relating to the two sites. The positive response to these issues and the work undertaken with the adjacent landowners provided comfort that a co-ordinated response to the heritage of the area would be a key part of both schemes

Members then received a presentation on the proposals on behalf of the developer, with information being provided which included:

- the credentials of the developer in delivering high quality, developments in major Yorkshire cities, including Wakefield Waterfront and The Hepworth Gallery
- that the proposals had been developed as part of an integrated approach with the adjacent Tower Works site as a holistic strategy was considered to be the most appropriate method for this area
- that the extant approval from 2006 had been office use, whereas what was being proposed for this site was a residential-led scheme with a smaller element of office use with some ancillary A3 uses
- connectivity and the creation of a boulevard to the Tower Works site and beyond to the wider HUV area
- that three separate buildings were proposed, with undercroft car parking being provided under Block B
- the internal layout of the upper floors, with an apartment layout being proposed with central atriums
- generous sized 1, 2 and 3 bed apartments were to be provided
- that the setting of the Lock-Keepers cottage would be respected in the scheme and the views of the Listed Towers would be retained
- that in designing the facades of the buildings, the local vernacular had been the starting point and that inspiration had been drawn from warehousing typology in terms of banding; repeat elevations and deep brick reveals. The importance of adding interest and depth through the brickwork was highlighted. Members were advised that although the same materials would be used on all three buildings, the materials would be used differently
- that a small number of projecting balconies would be provided, with these being of a robust design with glass cheeks

The Panel discussed the proposals, with the main areas of comment relating to:

- safety and security issues across the site which featured ginnels and alleys. Members were informed that the areas would be clean, safe and well-lit and that proactive site management would be provided which would include CCTV although this would need to be integral to the design of the scheme
- the aim for the site to be seamless with the Tower Works site and in the event of there being exposed walls, how these would be treated. The developer's representative advised that in the event of the other site not proceeding, an attractive, quality brickwork elevation would be provided
- the possibility of including public art into the scheme and through it referencing the history of this area, including reference to the adjacent Leeds and Liverpool Canal
- the timetable for commencement of the works. Members were informed that the intention was to submit for full planning approval, and if this was granted it was hoped to be on site in mid 2016
- the level of car parking being provided on the site with some concerns being raised that 43 spaces was insufficient. It was noted there would be car clubs; that the site was in close proximity to the railway station and that in several major cities it was not unusual for there to be a limited amount of car parking on city centre residential schemes. Whilst this might be accepted, concerns remained that for people working in Leeds, car parking provision was required
- the need for a strategy to be developed to deal with the cars which would be displaced through the development of the site. Discussion took place on the changing attitudes to car parking provision in recent years, with it being stated that several city centre schemes had parking provision which was not fully utilised. The Chief Planning Officer stated that a car parking Supplementary Planning Document was to be brought in on the back of the Core Strategy which would take as its starting point the limiting and controlling of car parking alongside improvements to public transport including park and ride schemes, together with some re-provisioning of car parking in the City Centre. There would also be a need to consider how to deal appropriately with the end of the temporary permissions in March 2017 for car parking for up to 3500 spaces in the City Centre, particularly as some of these sites could be redeveloped and that consideration would need to be given to the redevelopment of the Carlsberg Tetley site and the recently announced Burberry development

In response to the specific points raised in the report, the following responses were provided:

- that the principle of development were considered to be appropriate to Holbeck Urban Village
- in terms of the emerging scale and massing of the proposals this was generally supported subject to detailing the appearance of the buildings fronting Water Lane which appeared 'blocky'

- on the landscaping proposals no information had yet been provided on these. The Deputy Planning Manager advised that work was ongoing to create a car free, pedestrian friendly environment with good connectivity, especially to Tower Works, with Members being satisfied on this
- that the scheme was welcomed as was the emerging high quality design

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

During consideration of this matter, Councillor Procter left the meeting

73 Chair's closing remarks

The Chair announced that this was to be the last City Plans Panel meeting for Angela Bloor, the clerk, as she was retiring from the Council. Members paid generous tributes to Angela for her hard work; professionalism; attentiveness and her humour. Her organisation behind the scenes and her detailed minutes were also commented on. The Head of Planning Services thanked Angela for her efforts and for ensuring that agendas were published on time, even on occasions when reports were submitted after her strict deadlines. Members wished her well in her retirement.

74 Date and Time of Next Meeting

Thursday 17th December 2015 at 1.30pm in the Civic Hall, Leeds