

CITY PLANS PANEL

THURSDAY, 18TH MAY, 2017

PRESENT: Councillor J McKenna in the Chair

Councillors P Gruen, R Procter,
D Blackburn, G Latty, T Leadley,
N Walshaw, C Campbell, A Khan,
A Garthwaite, J Heselwood, C Macniven
and S McKenna

A Member site visit was held in the morning in connection with the following proposals: Application Nos 16/07714/FU & 16/07734/LI Former Doncaster Monkbridge Site and other redevelopment sites along Whitehall Road and PREAPP 17/00098 – Sweet Street, Holbeck and was attended by the following Councillors: J McKenna, C Campbell, D Blackburn, S McKenna, P Gruen, A Garthwaite, C Macniven and T Leadley.

168 Appeals Against Refusal of Inspection of Documents

There were no appeals against the refusal of inspection of documents

169 Exempt Information - Possible Exclusion of Press and Public

There were no items identified where it was considered necessary to exclude the press or public from the meeting due to the nature of the business to be considered.

170 Late Items

There were no late items of business.

171 Declarations of Disclosable Pecuniary Interests

Councillor J Heselwood declared a disclosable pecuniary interest in Agenda Item No. 10 Pre Application Presentation for amendments to approved Leeds City College Building (Application No.16/05468/FU) on land at Quarry Hill, Leeds. Councillor Heselwood informed the Panel that she was employed by the college. During consideration of the item she withdrew from the meeting and took no part in the discussion or voting thereon (Minutes No. 177 refers)

172 Apologies for Absence

Apologies for absence were received from Councillors B Selby

Councillors: S McKenna was in attendance as a substitute

173 Minutes of the Previous Meeting

Final Minutes approved at the meeting
held on Thursday, 29th June, 2017

With reference to Minute No.164 and the reference to affordable housing provision. Councillor Leadley requested that the minute be amended to read as follows;

Affordable housing provision at 5%, the applicant was willing to consider a number of options for on-site delivery for this Private Rented Sector scheme including provision through a Social Registered Landlord or alternatively the possibility of on-site management directly by the operator.

RESOLVED – That, with the inclusion of the above, the minutes of the previous meeting held on 27th April 2017 were accepted as a true and correct record.

174 Matters Arising

Regeneration Proposals for the Whitehall Road area, Leeds 1 – With reference to Minute No.164 of the previous meeting and the suggestion by the Chief Planning Officer for Members to visit the Whitehall Road area to be informed of the wider regeneration proposals for the area.

The Chair reported that at the site visit earlier today Members did take the opportunity to visit the Whitehall Road area. Members were briefed on a number of exciting proposals, Members found the visit useful and informative.

The Chair, on behalf of Members expressed their thanks and appreciation to Daljit Singh, Team Leader and Paul Kendall, Principal Planner, Central Area Team for their work in setting up the visit.

175 Application No. 16/07938/OT: Variation of conditions 4, 23, 24, 25, 26, 27 and 28 of permission 15/06583/OT relating to the retail floorspace mix and associated matters at land between Barrowby Lane and Manston Lane, Thorpe Park, Leeds, LS15 8ZB

With reference to the meeting of 17th December 2015 and the decision to approve the application (15/06583/OT) subject to the satisfactory outcome of the additional sequential/impact assessment information. The Chief Planning Officer now submitted a report which set out details of a variation of conditions 4, 23, 24, 26, 27 and 28 of that permission, relating to the retail floorspace mix and associated matters at land between Barrowby Lane and Manston Lane, Thorp Park, Leeds, LS15 8ZB

Site photographs and plans were displayed and referred to throughout the discussion on the application.

The Chief Planning Officer together with the applicant's representatives addressed the Panel, speaking in detail about the proposal and highlighted the following:

- The application sought to vary the retail conditions of the most recent outline permission (the 'cinema permission' ref: 15/02217/OT) to respond positively to occupier interest and requirements. In particular, the ability to attract Marks and Spencer's (M&S) to Thorpe Park from its current location in Cross Gates was a key requirement in terms of securing other retailers to the site and at present Condition 26 of the cinema permission currently prevents this from happening, as it seeks to ensure that retailers, who have occupied units over 500 sq.m Gross External Area (GEA) in Cross Gates, Garforth or Rothwell Town Centres, within the preceding six months, do not occupy floorspace within the Thorpe Park development.
- This application also sought an increase in the retail GEA within the approved layout from 18,000 sqm to 21,499 sqm. At the time of the earlier outline proposals assessments and assumptions had to be made about anticipated retail occupiers. Occupiers were now clearer as tenancy agreements with occupiers were signed, and as occupiers sign agreements their front and back of house floorspace requirements were also becoming clearer. This has led the applicant to seek to an increase in the GEA, which largely related to back of house operations, such as storage. The application also proposes a modest increase in net sales floorspace from 12,800 sqm to 13,099 sqm (an increase of 299 sqm).
- The variation sought were set out in paragraphs 2.3 – 2.9 of the submitted report
- All proposals were within the existing form and footprint
- The impact of the new proposals was less than the consented scheme
- No third party representations or objections had been received
- Ward Members had been consulted

Member's questions raised the following issues:

- Referring to the history of negotiations, Members queried if the application had been adequately publicised
- Was there a new planning permission required for the proposed Manston Lane Link Road (MLLR)

In responding to the issues raised, the applicant's representatives confirmed that the application had been publicised and that there was a need to renew the planning permission required for the proposed (MLLR) but only the East – West section.

In offering comments, Members raised the following issues:

- There was concern expressed about the level of car parking, were 911 spaces adequate

- The proposed height of MLLR in some locations was a concern to a small number of neighbouring residents with visual amenity being destroyed
- Concern was expressed about the loss of the Marks and Spencer Store at Crossgates, it was suggested that this was a flagship retailer and other businesses in the area would be affected.
- Referring to the retail impact assessment Members took the view that Crossgates should not be worse off as a result of this development, losing Marks and Spencer could not simply be dealt through the results of a survey, there may be a need to review the “Local Centre Support Contribution” of £60,000

In responding to the issues raised, the Chief Planning Officer/ applicant’s representatives confirmed that monitoring and management arrangements for the car parking would be put in place, referring to the MLLR it was stated there was a need for a refresh of the consent for the East – West section of the MLLR and the applicant was willing to work with the individual property owners affected by the proposal, the retail impact assessment demonstrated the impact on Crossgates had actually reduced relative to the approved consent, however, a commitment was provided that if a specific town centre initiative was identified that was in excess of the current pot of £60,000, then this could be considered and funded.

In summing up the Chair said this was an exciting proposal and Members were supportive of the variations to the planning consent.

RESOLVED – That the application be approved in principle and referred to the Secretary of State for the Department of Communities and Local Government as a Departure from the Statutory Development Plan and for consultation under the Town and Country Planning (Consultation) (England) Direction 2009, and delegate approval to the Chief Planning Officer subject to the suggested conditions and with an additional condition requiring the application must also cap the A1 convenience to 4,000sqm GFA as previously advised on the grounds of traffic impact (and others which he may consider appropriate) and following the completion of a deed of variation to the existing Section 106 Agreement so it’s obligations apply equally to this varied permission (as set out in Appendix 1 of the submitted report) should the Secretary of State decide not to call the application in for determination

- 176 Application Nos:16/07714/FU and 16/07734/LI - Hybrid planning application for the restoration and reuse of Monk Bridge viaduct for A1, A2, A3, A4, A5 and D1 uses (up to 4380 sqm); erection of three blocks of 307 apartments (storey heights between 11-13), creation of open space, landscaping and car parking; outline application for two blocks of residential developments 13-21 storeys and Listed Building Application for the repair and refurbishment of viaduct for A1, A2, A3, A4, A5 and D1 uses and connections to associated residential buildings, open space, landscaping and parking areas at Doncaster Monk Bridge Whitehall Road, Lower Wortley Leeds LS12 1BE**

The Chief Planning Officer submitted a report which set out details of a hybrid planning application for the restoration and reuse of Monk Bridge viaduct for A1, A2, A3, A4, A5 and D1 uses (up to 4380 sqm); erection of three blocks of 307 apartments (storey heights between 11-13), creation of open space, landscaping and car parking; outline application for two blocks of residential developments 13-21 storeys and listed building application for the repair and refurbishment of viaduct for A1, A2, A3, A4, A5 and D1 uses and connections to associated residential buildings, open space, landscaping and parking areas at Doncaster Monk Bridge Whitehall Road, Lower Wortley Leeds, LS12 1BE

Site photographs and plans were displayed and referred to throughout the discussion on the application.

The Chief Planning Officer together with the applicant's representatives addressed the Panel, speaking in detail about the proposal and highlighted the following:

- The site measures approximately 1.7 hectares and contains the Grade II listed former railway viaduct along the southern boundary with the land to the north being cleared.
- The site is located to the southwest of the commercial core of the city centre but within the defined city centre boundary. The Leeds Liverpool Canal is to the east of the site with the railway line to the west. There is a mix of residential, commercial and industrial activities in the surrounding area.
- The viaduct was constructed in 1846 for the Leeds and Thirsk Railway Company. The viaduct has not been in use since the 1960s when the former Wellington train station closed and was subsequently demolished.
- The access roads to the commercial plots south of the viaduct have also been constructed and connected to Whitehall Road, one of the main distributor roads serving Leeds City Centre.
- The proposed development is for up to 607 apartments in five buildings. The three western buildings (A,B and C) will provide 307 apartments intended to be made available to the Private Rented Sector (PRS) with the other two buildings (D and E) providing up to 300 units for open market sale. The 307 PRS units are applied for in full along with the commercial elements mainly contained within the railway arches with outline permission being sought for the open market dwellings.
- Buildings A,B and C would be between 12 and 14 storeys in height. The 307 dwellings sought via full application are 150 x 1 bedroom, 141 x 2 bedroom and 16 x 3 bedroom apartments.
- Buildings D and E are proposed in outline with maximum heights and footprint to be agreed at this stage. Building E is closet to the canal and is proposed to range in height between 18 and 21 storeys, with Building D ranging in height between 12 and 14 storeys.

- The listed viaduct would be repaired and would be enhanced to provide a new elevated landscaped public park that would connect to the Wellington Place development to the east.
- 56 car parking spaces beneath blocks A,B and C were proposed
- In respect of an update on the wind impact assessment, the evidence submitted to date demonstrated that there was unlikely to be any wind safety issues arising from the development, however, the Council's wind consultant had advised that further clarification be provided of the wind mitigation measures required to ensure a comfortable wind environment for the intended uses and that the wind impact for each phase of the development is also clarified .
- In respect of the update on the highway matters, the only outstanding issues related to the need to achieve a 3m wide and attractive pedestrian connection through the development site to the existing footbridge over Wellington Bridge Street; the need for further clarification and resolution of the servicing arrangements for the commercial uses and pedestrian access to the undercroft entrances to the residential blocks; and the highway request to provide an enhanced crossing for cyclists across Whitehall Road ("Toucan crossing")
- It was suggested that if Panel were supportive of the overall proposals then the resolution of the remaining detailed wind impact and highway matters be delegated to the Chief Planning Officer to determine

In response to Members questions, the following were discussed:

- Further clarification around the use and layout of the undercroft area to the buildings
- Would all residential tenants have access to communal facilities
- Further clarification was required around the affordable housing provision
- How would the development be phased

In providing a response to the above questions the Chief Planning Officer/ applicants representatives said: all tenants would have access to communal facilities, affordable housing provision would be 5% of the total number of units as detailed at paragraph 9.30 of the submitted report and phase 1 of the development would include the development of blocks A,B and C and the refurbishment of the viaduct including provision of public spaces and the commercial units

In offering comment Members provided the following:

- The approach to Affordable Housing provision was a sensible one
- One Member expressed concern about the roof design over the public open space area
- Overall Members were supportive of the proposal commenting that it was an exciting design and an exceptional development

In summing up the Chair said all Members were supportive and impressed with the proposed development suggesting that the Design Team had produced a really good scheme.

RESOLVED –

- (i) That application 16/07714/FU be deferred and delegated to the Chief Planning Officer for approval of the full details and the future reserved matters application; for resolution of the outstanding highway issues and wind mitigation matters and subject to the conditions as specified in the submitted report (and any other which he may consider appropriate) and following the completion of a Section 106 Agreement to include the following obligations:

In respect of Affordable Housing:

- To provide a 3 month window to discuss with the Local Planning Authority the cost of the viaduct works balanced against cost of the provision of the Social Rented element of the Affordable Housing provision.
- If justified, to accept 5% on site affordable housing provision at intermediate rental levels only to be managed directly by the PRS provider as detailed in paragraph 9.33 of the submitted report
- To provide the agreed Affordable Housing requirement for the whole development within the first phase.
- Tenants occupying the affordable units to have the same access rights (to space and equipment) as other tenants

In addition to the above, to provide:

- £129,064 Sustainable Travel Fund
- £20,000 car club trial
- £5,035 Travel Plan Monitoring fee
- Access to public open space areas
- Access to route through to Inner Ring Road footbridge
- Employment and Training for Local People

In the event where the Section 106 Agreement having not been completed with 3 months of the resolution to grant planning permission, the final determination of the application be delegated to the Chief Planning Officer.

- (ii) That application 16/07734/LI be approved subject to the conditions specified in the submitted report

177 Pre-application presentation for amendments to approved Leeds City College building (application reference 16/05468/FU), on land at Quarry Hill, Leeds

With reference to the meeting of 17th November 2016 and the decision to approve the application subject to the satisfactory resolution of outstanding matters and conditions (Ref No.16/05468/FU). The Chief Planning Officer submitted a report which sought the views of Members on a series of amendments to the overall scale and design of the buildings.

Site photographs and plans were displayed and referred to throughout the discussion of the application.

The Chief Planning Officer together with the applicant's representatives addressed the Panel, speaking in detail about the revised proposal and highlighted the following:

The proposed amendments to the approved scheme were summarised as follows:

Phase 1

- A reduction in floor to floor levels from 4.1m to 3.6m and omission of levels 7 and 10 to the 2no. higher blocks on Eastgate (5 storeys to a maximum of 8 storeys, rather than 10 storeys);
- Re-allocation of space removed from levels 7 and 10 to the courtyard terrace on level 02;
- Reduction of parapet heights from 3000mm to 1500mm at lowest point to the 3no. blocks on Eastgate;
- Removal of perforated anodised aluminium and replacement with frameless glazing with fritted/etched imagery on glass. This would create a similar effect to the aluminium with the potential to tie in with college branding;
- Reduction in the width of the fins from 450mm to 300mm in single colour in the bronze spectrum;
- Changes to the internal courtyard elevation modified to even out the proportion of glazing (50%) to cladding (50%). The cladding is proposed as a flat panel rainscreen aluminium system in a gold/bronze colour (lighter than bronze fins); and
- The changes have a minor impact on the approved floor area for Phase 1 which increases from 15,480m² to 15,609m².
- Disabled access would be provided from Eastgate

Phase 2

- Phase 2 had been revised accordingly, and the overall height reduced, to enable the development to read as a family of buildings. The building height had been amended from 8 and 11 storeys (approved) to 8 and 10 storeys. The taller block on Eastgate has been reduced in height by 10.1m and the 8 storey block reduced by 3.5m.
- This reduces the overall floor area approved for Phase 1 from 10,000m² to 9,419m².

It was suggested that the combination of changes to Phase 1 and 2 reduced the overall scale of the buildings in relation to the wider Quarry Hill site, including the Caddick Developments site immediately to the east

In response to Members questions the following issues were raised:

- Would the reduction in floor space be sufficient to sustain the future development of the college
- Had the vehicle egress and exit issues been satisfactorily addressed
- Was funding in place for Phase 2 of the development
- Was progress being made on proposals for public realm to tie in with the adjacent Caddick and West Yorkshire Play House developments

In providing a response to the above questions the Chief Planning Officer/ applicants representatives said: the reduction in floor space was still sufficient to sustain the future development of the college, vehicle movements to and from the site had been calculated and this issue was now considered resolved, Funding for Phase 2 of the development was being sought, but this phase was currently at the outline stage, in terms of proposals for public realm to tie in with adjacent developments, it was reported that there was a design concept for the Quarry Hill cluster connection, it was on track, but as yet, was not fully funded.

In offering comments Members raised the following issues:

- Some Members took the view that the new scheme still delivered a high quality design, the reduction in height exposed buildings behind, which was a positive feature; the design was less over-whelming but met the needs of the college.
- Other Members expressed disappointment at the new design suggesting it was inferior, bland, a cut price development in a prime part of the city.

In drawing the discussion to a conclusion Members provided the following feedback;

- It was the view of the majority of Members that the resultant building design, whilst lower in scale remained acceptable.
- The proposed reduction in height of the phase 2 building was acceptable
- To accept that the subsequent application under Section 73 of the Act for revisions to the building be determined under powers delegated to the Chief Planning Officer, this applying only to Phase 1 of the development.

In summing up the Chair said that although the buildings were lower in scale it still delivered a quality design and met the needs of the college.

RESOLVED –

- (i) To note the details contained in the pre-application presentation
- (ii) That following the submission of the subsequent application under Section 73 of the Act for revisions to the building, final determination of the application (Phase 1 only) be delegated to the Chief Planning Officer for approval subject to any conditions deemed necessary or required by the Chief Planning Officer
- (iii) That the developers be thanked for their attendance and presentation

178 PREAPP/17/00098 Pre-application presentation for a proposed outline residential development at Sweet Street, Holbeck, Leeds LS11 9AA

The Chief Planning Officer submitted a report which sets out details of a Pre-application proposal in respect of a proposed outline application for residential development at Sweet Street, Holbeck, Leeds, LS11 9AA.

Site photographs and plans were displayed and referred to throughout the discussion of the application.

The applicant's representative addressed the Panel, speaking in detail about the proposal and highlighted the following:

- The site was currently a vacant warehouse site in the Holbeck Urban Village area of Leeds South Bank, in the designated City Centre.
- The site was on the north side of Sweet Street at the junction with Siddall Street.
- The immediate surrounding context includes The Mint, an 8 storey office building immediately to the east, Manor Mills an 8-9 storey residential development to the north-east, a public square, a single storey telecommunications centre (with permission for office use) to the north, and a single storey warehouse to the west. Along the boundary with the site to the north is a group of approximately 25 partly self-seeded and partly planted rowan and silver birch.
- The wider context includes the 6-12 storey Dandara residential development, approved at City Plans Panel in 2015, and now under construction, to the east of The Mint. Opposite the site were single storey warehouses, and a temporary surface car park.
- The immediate surrounding area offers a wide variety of modern architectural styles and materials including red brick, light and dark brown brick, render, copper cladding, glazed balconies, and natural stone. The site lies in flood risk zone 2.
- The maximum height of the building would be 10 residential storeys, approximately 33m. The footprint would be U-shaped, fronting onto Sweet Street and Siddall Street and the new pedestrian/cycle route to the north, forming a west facing courtyard amenity space. The indicative building footprint would be set back over 8.6m from the boundary to the north, which would allow the provision of the public route and not prejudice the development of the sites to the north.

- The proposal is for a maximum of 192 dwellings in the following Combinations and sizes: 41 x 1 bed (48.5 sqm) 124 x 2 bed (71 sqm) 18 x 2 bed (74 sqm) and 9 x 2 bed (80 sqm)
- A pedestrian route was proposed along the northern edge of the site, this would be a minimum of 2.5m wide and would feature tree planting as shown on the indicative scheme. This would be added to if neighbouring sites were to come forward for redevelopment at any time in the future, in order to achieve the aspirations for enhanced connectivity within Holbeck.
- 62 car parking spaces would be provided to serve the development
- 5% Affordable Housing contribution (192 dwellings)

In response to Members questions, the following were raised:

- Could the adjacent site be included as part of the development
- Clarification was required about the ownership of the adjoining land and it's proposed future use
- The design of the building (the inverted C shape) why was this shape chosen

In responding to the issues raised, the applicant's representatives said the developers did not own the adjoining land, it was understood to be in Council ownership and its future use was unknown. Referring to the shape of the building, it was stated that this would enable the redevelopment of the adjoining site to the west in a sympathetic courtyard style scheme.

In offering comments Members raised the following issues:

- Reservations were expressed about the shape and scale of the building, there may be natural light issues for residents on the lower floors
- A desire to see space standards increased was expressed, designing apartments with no corridors may create more space
- The provision of electric charging points was requested
- The appearance of the building at street level was considered bland
- The area appeared to be "soulless" there was a lack of infrastructure in the area for future residents.

In drawing the discussion to a conclusion Members provided the following feedback;

- Members were supportive of the principal of the proposed residential use
- Further justification was required on the mix of accommodation proposed
- Reservations were expressed about the design of the building, "the inverted C shape" and scale seemed to provide overly intensive development. It was suggested by Members that perhaps the building

could be increased in height in order to achieve more space around the development.

- Members were supportive to the approach to car parking and accessibility
- Further information was required from the City Council's Asset Management Team on the ownership of the adjacent land and its possible future use

In summing up the Chair said there was general support for the scheme and if as suggested the building was to be increased in height, then a quality design would be expected.

RESOLVED –

- (i) To note the details contained in the pre-application presentation
- (ii) That the developers be thanked for their attendance and presentation

179 Date and Time of Next Meeting

RESOLVED – To note that the next meeting would take place on Thursday 29th June 2017 at 1.30pm in the Civic Hall, Leeds