



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 26 JUNE 2014

Subject: PREAPP/13/01135 – Proposals to demolish the existing building and to erect a new residential development at St Peters House, Kirkgate, Leeds, LS2 7DJ.

Electoral Wards Affected:

City & Hunslet

Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

For Members to note the content of the report and presentation and to provide any comments on the proposals.

1.0 INTRODUCTION:

1.1 The Developers have requested to present this scheme for the redevelopment of St Peters House. It is advised by the Developers that due to significant structural difficulties the previously approved scheme (under planning references 09/03230/FU and 13/00819/FU) would be unviable to bring forward. This previously approved scheme involved the partial demolition of St Peters House, with the remainder refurbished and extended to create new residential units over ground floor offices.

2.0 PROPOSAL:

2.1 The proposal is for the full demolition of St Peters House and the erection of a residential block of a similar scale, orientation and footprint on the site. The block would provide 14 residential dwellings set out as seven 1 bedroomed, six 2 bedroomed and one 3 bedroomed apartments, with ground floor offices.

3.0 SITE AND SURROUNDINGS:

- 3.1 The site is a City Centre location set within the Riverside Area, as defined by Leeds Unitary Development Plan Review 2006. Although this proposal affects one building only, a total of three buildings exist on the wider site, St Peters Hall and St Peters House, which are non listed red brick Victorian/Edwardian 4 storey buildings and Chantrell House a non listed red brick 1980s 3-storey office block. St Peters Hall and House provide limited residential (2 flats) and Minster related office accommodation, but for the most part are vacant and in a state of disrepair. The site also includes part of the landscaped church grounds and the parking area accessed off Maude Street to the east of Chantrell House.
- 3.2 The site is within the boundary of the City Centre Conservation Area, adjacent to the Grade I listed St Peters (Leeds Minster) and its Grade II boundary wall (to the north). To the south the site fronts onto The Calls and to the east is Maude Street. Both streets are characterised by former warehousing buildings fronting the back edge of the footpath of heights varying around 3 to 5 storeys. Adjacent to the site to the east and also fronting The Calls is the 3 storey residential development, Chantrell Court.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 Approval was granted for a change of use including refurbishment and extensions to St Peters House and St Peters Hall, to form offices and 18 flats and erect part 3 part 4 storey block comprising office and 32 flats, with car parking, on 27 Jun 2012, planning reference 09/03230/FU.
- 4.2 Approval was granted for a Conservation Area application to demolish the existing offices at Chantrell House on 27 Jun 2012, planning reference 09/03280/CA.
- 4.3 Approval was granted for a Listed Building Application for alterations for replacement gate in boundary wall on 27 Jun 2012, planning reference 09/03397/LI.
- 4.4 Approval was granted for a change of use including refurbishment and extensions to 2 church buildings with 2 flats, to form offices and 14 flats and erect 5 storey block comprising office and 21 flats, with car parking - Variation of conditions 21, 33 and 37 of previous approval 09/03230/FU relating to floor levels, windows and approved plans on 8 July 2013, planning reference 13/00819/FU.

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 The proposal has been subject to detailed preapplication discussions with Officers to consider the proposed uses, the design and materials, scale and massing, and the heritage rich context.
- 5.2 Ward Members were consulted on 30 May 2014. No responses have been received to date.

6.0 POLICY BACKGROUND:

6.1 National Planning Policy Framework (NPPF)

The National Planning Policy Framework 2012 (NPPF) was adopted in March 2012 and sets out the Government's planning policies and how they expect them to be applied.

Paragraph 6 of the NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development and paragraph 14 goes on to state that there should be a presumption in favour of sustainable development.

Paragraph 17 of the NPPF sets out the Core Planning Principles for plan making and decision taking. The 4th principle listed states that planning should always seek high quality design and a good standard of amenity for all existing and future occupants of land and buildings.

Paragraph 17 of the NPPF sets out the Core Planning Principles for plan making and decision taking. The 10th principle listed states that planning should conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations.

Paragraph 60 of the NPPF states that planning policies and decisions should not attempt to impose architectural styles or particular tastes, and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. It is however, proper to seek to promote or reinforce local distinctiveness.

Paragraph 126 states that it is desirable to sustain and enhance the significance of heritage assets and that new development should make a positive contribution to local character and distinctiveness.

6.2 **Development Plan**

6.3 Leeds Unitary Development Plan Review 2006 (UDPR)

The UDPR includes policies requiring that matters such as good urban design principles, sustainability, flood risk, highways and transportation issues, public realm, landscaping, and access for all are addressed through the planning application process. The application site lies within the designated City Centre as well as being within the defined Riverside Area.

Relevant policies include:

Policy A4 (access for all)

Policy ARC6 (Conditions required with regard to preservation of archaeological Details by record)

Policy BD2 (design and siting of new buildings)

Policy BD3 (accessibility in new buildings)

Policy BD4 (All mechanical plant)

Policy BD5 (All new buildings)

Policy CC3 (Maintaining the identity and distinctive character of the city centre)

Policy CC5 (Development in the City Centre Conservation Area)

Policy CC8 (New buildings to respect the spatial character of existing buildings and streets outside the Prestige Development Areas)

Policy CC28 (Development within the Riverside Area)

Policy GP5 (all planning considerations)

Policy GP7 (planning obligations)

Policy H7 (new housing encouraged in City Centre)

Policy N12 (Urban building design)

Policy N13 (Design of all new buildings)

Policy N17 (All listed buildings)

Policy N18A (Level of contribution of building to be demolished in a conservation

area)

Policy N18B (Requirement for detailed plans for redevelopment of buildings to be demolished in conservation area)

Policy N19 (New buildings and extensions within or adjacent to a conservation area)

Policy N23 (Space around new buildings)

Policy N51 (design of new development should where possible enhance existing wildlife habitats and provide new areas for wildlife)

Policy T5 (Provision to cyclists)

Policy T24 (Parking provision)

6.4 Leeds Natural Resources and Waste DPD 2013

The Natural Resources and Waste Local Plan was adopted by Leeds City Council on 16th January 2013. The Natural Resources and Waste Development Plan Document (Local Plan) is part of the Local Development Framework. The plan sets out where land is needed to enable the City to manage resources, like minerals, energy, waste and water over the next 15 years, and identifies specific actions which will help use natural resources in a more efficient way. Policies regarding coal recovery and drainage will be relevant to this proposal.

6.6 Emerging Policy

6.7 The Core Strategy sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. On 26th April 2013 the Council submitted the Publication Draft Core Strategy to the Secretary of State for examination and the examination took place in October 2013.

6.8 As the Council has submitted the Publication Draft Core Strategy for independent examination some weight can now be attached to the document and its contents recognising that the weight to be attached may be limited by outstanding representations which have been made.

The most relevant policies include:

6.9 Spatial Policy 1: Location of Development states that;

(i) The majority of new development should be concentrated within urban areas taking advantage of existing services, high levels of accessibility and priorities for urban regeneration and an appropriate balance of brownfield and greenfield land.

6.10 Policy P10: Design states that:

New development for buildings and spaces, and alterations to existing, should be based on a thorough contextual analysis to provide good design appropriate to its scale and function.

New development will be expected to deliver high quality innovative design that has evolved, where appropriate, through community consultation and which respects and enhances the variety of existing landscapes, streets, spaces and buildings according to the particular local distinctiveness and wider setting of the place, contributing positively towards place making and quality of life and be accessible to all.

Proposals will be supported where they accord with the following key principles;

(i) The size, scale and layout of the development is appropriate to its location and respects the character and quality of the external spaces and the wider locality,

(ii) The development protects the visual and general amenity of the area including useable space, privacy, noise, air quality and satisfactory penetration of daylight and sunlight,

(iii) The development protects and enhance the district's historic assets in particular

existing natural site features, historically and locally important buildings, skylines and views,

(iv) Cycle, waste and recycling storage are integral to the development,

(v) The development creates a safe and secure environment that reduce the opportunities for crime without compromising community cohesion,

(vi) The development is accessible to all users.

6.11 Policy P11: Conservation states that development proposals will be expected to demonstrate a full understanding of historic assets affected. Heritage statements assessing the significance of assets, the impact of proposals and mitigation measures will be required to be submitted by developers to accompany development proposals.

6.12 Policy EN1: Climate Change – Carbon Dioxide Reduction states that; All developments of over 1,000 square metres of floorspace whether new-build or conversion, will be required to:

(i) Reduce total predicted carbon dioxide emissions to achieve 20% less than the Building Regulations Target Emission Rate until 2016 when all development should

Be zero carbon; and,

(ii) Provide a minimum of 10% of the predicted energy needs of the development from low carbon energy.

Carbon dioxide reductions achieved in meeting criteria (i) will contribute to meeting criteria (ii).

7.0 PROPOSALS:

7.1 The Developer has undertaken structural investigations into the existing building to understand what would be required to bring forward the residential and office scheme approved under planning application references 09/03230/FU and 13/00819/FU. As a result they have concluded that to partially demolish the building and rebuild it, with a new section connected to the retained element, would present significant structural and construction difficulties. The Developer advises that the costs of doing such works would result in the scheme being unviable to implement. However the Developer has stated that they remain committed to bringing some form of the scheme forward for this site. To allow them to do so it is now proposed to demolish the existing building in its entirety and replace it with a new building.

7.2 What are Members' thoughts on the principle of demolition of the existing building and its replacement with a new building?

7.3 The new building would be of a similar massing and position to that of the existing building. Due to the opportunity to create simpler internal floor layouts, the proposed number of residential units would increase from the previously approved (under planning applications 09/03230/FU and 13/00819/FU) 6 units to 14 units. These would be a mix of one, two and three bedroom apartments as detailed above in paragraph 4.4 above.

7.4 The new build block would be of a contemporary design which would be chosen to compliment rather than compete with the nearby heritage assets within this part of the City Centre Conservation Area. Care will be taken in detailing the proportions of windows, door openings and other elevational elements and the materials would be a simply palette of red brick, high level metal cladding or tiling, and wood.

7.5 What are Members' thoughts on the initial design concepts for the new building in respect of its massing, positioning, appearance and materials within the heritage rich context?

7.6 The proposal approved under the consented applications 09/03230/FU and 13/00819/FU carries the following Section 106 requirements:
The agreement of publicly accessible areas within the landscaped scheme
Provision of onsite affordable housing units in Chantrell House
An agreement to undertake a list of repair and maintenance works to St Peters (Leeds Parish Church) within an agreed period
Car club membership contribution of £4100.00
The provision of two replacement trees within the site or the churchyard.
Employment and training opportunities for local people

The currently proposed scheme would need to reflect these requirements and a further legal agreement would need to be drawn up accordingly.

7.7 Do Members have any comments to make regarding the S106 Legal Agreement requirements?

7.8 Do Members consider that any subsequent application for the proposals can be delegated to Officers for determination?

8.0 ISSUES:

For clarity the above key issues Members are asked to consider and provide feedback are as follows:

1. What are Members' thoughts on the principle of demolition of the existing building and its replacement with a new building?

2. What are Members' thoughts on the initial design concepts for the new building in respect of its massing, positioning, appearance and materials within the heritage rich context?

3. Do Members have any comments to make regarding the S106 Legal Agreement requirements?

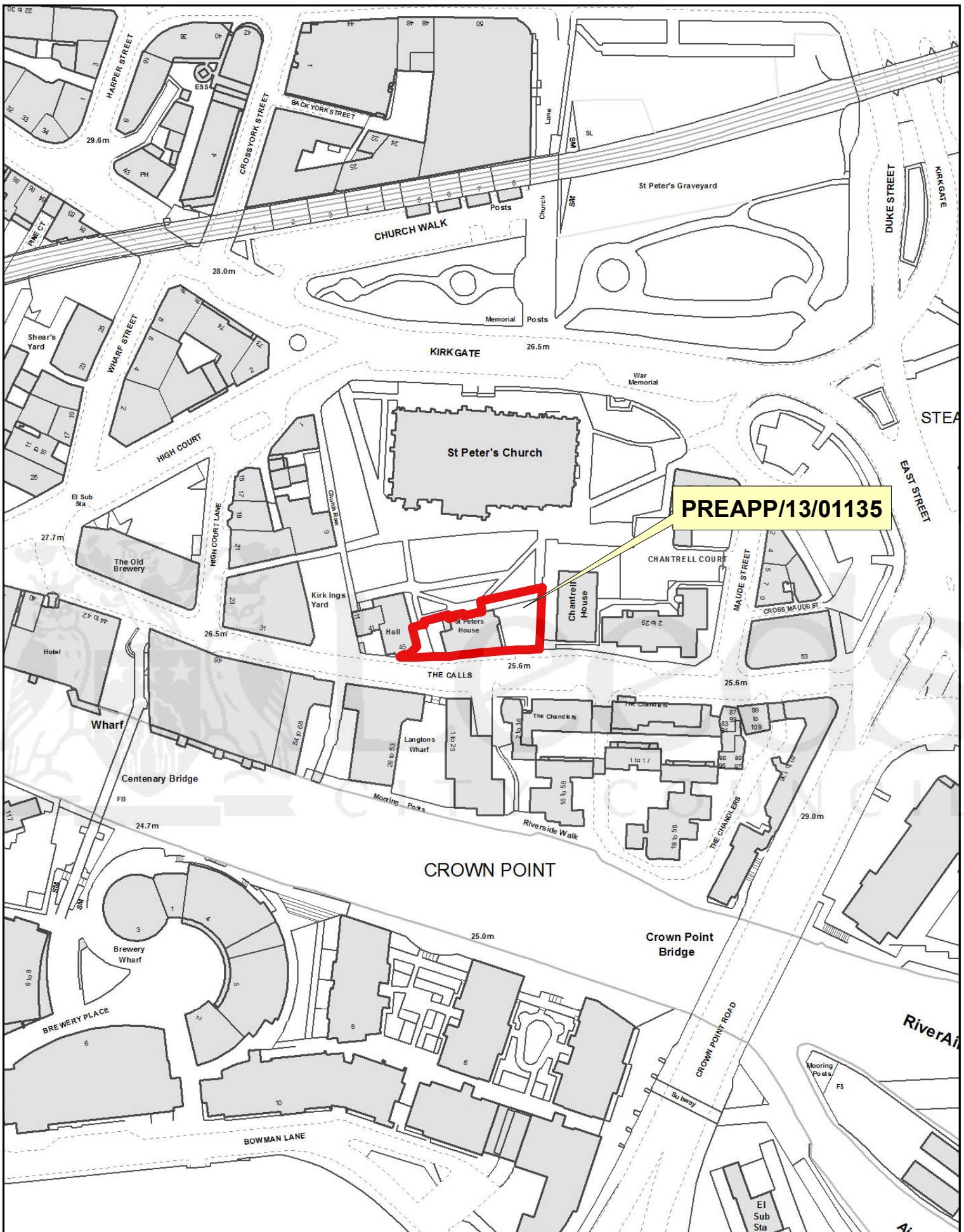
4 Do Members consider that any subsequent application for the proposals can be delegated to Officers for determination?

Background Papers:

PREAPP/13/01135

Planning Application 13/00819/FU

Planning Application 09/03230/FU



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