



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 7th July 2016

Subject: PREAPP/16/00221 Pre-application presentation for Reserved Matters for office building and multi-storey car park, pursuant to outline permission 13/02619/OT (Outline permission for 3 office buildings, multi-storey car park and pavilion unit, with ground floor food, drink and gym uses and public realm) at Whitehall Riverside, Whitehall Road, LS1.

Applicant: Town Centre Securities

Electoral Wards Affected:

City and Hunslet

Yes

Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: This report is brought to Panel for information. The Developer will be asked to present the emerging 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 first phase of development of the Whitehall Riverside site. Outline planning permission for the scheme was approved in principle by Members at Panel in October 2013, and permission was granted following the completion of the legal agreement. The approved scheme consists of 3 office buildings, multi-storey car park and pavilion unit, with ground floor food, drink and gym uses and landscaped public realm.

1.2 The first office building (phase one) and a multi-storey car park (phase two) are now being brought forward, with the remaining two office buildings, a pavilion unit, and their associated landscaping, in later phases. The permission was in outline only, however it was supported by an indicative scheme and phasing plan. The outline permission conditions control the maximum building heights, footprints and

floorspace, means of access, and level and types of car parking as shown on the indicative scheme proposals.

- 1.3 Therefore, as the proposals are in line with the parameters set out previously, the main considerations for the reserved matters applications are the architectural treatment of the two buildings and the landscape design of the public realm. Members will be asked to comment on the emerging scheme.

2.0 Site and Surroundings:

- 2.1 The Whitehall Riverside site takes in most of the south side of Whitehall Road in the City Centre West End, with an area of approximately 1.73 hectares. The site is in close proximity to a number of large redevelopment sites, some partially built out in the early 2000s, including the Whitehall Quay scheme (including the Novotel hotel), the West Point residential scheme (former Royal Mail building to the north east), No. 1 Whitehall Riverside (immediately to the south), the 16 storey residential and office block at the western end of the Whitehall Riverside site known as 2 Riverside Way, and the Riverside West residential/office scheme, adjacent to the Grade II listed Monk Bridge. The Whitehall Riverside site lies in flood risk zone 3a (i) and (ii) and the designated City Centre. A new nine storey hotel building, sited opposite the junction of Northern Street and Whitehall Road, approved at Plans Panel 1 August 2013 (13/01872/FU), is currently under construction. The building will be clad in black and natural finished aluminium panels, with deeply recessed and raked windows, arranged in vertical slots along each elevation.

- 2.2 On the opposite side of Whitehall Road lies the Wellington Place site. A number of reserved matters approvals have been granted pursuant to the outline planning permission for a mixed use multi-level development with offices, residential, hotel, shops, financial and professional services, restaurants and cafes, drinking establishments, hot food takeaways, cultural and community uses, basement car parking, associated landscaping and public space. Part of the site is in use as temporary car parking, with a number of other temporary uses. Along Whitehall Road, Office Building No. 6 has been completed and is now occupied, and Office Building No. 5 (at the corner of Northern Street) is under construction and nearing completion. The buildings are seven storeys in height fronting the road, and are a mixture of Portland stone cladding and glazing.

3.0 Proposal

- 3.1 The proposal will be submitted as a Reserved Matters application for an office building, a multi-storey car park, landscaping, and vehicular circulation for this first phase, pursuant to the outline permission. The outline approval set out a series of plans indicating the footprints of the buildings, the heights of each building, routes through the scheme, linkages to surrounding routes and hard and soft landscaped public open space areas. The proposed footprints and heights of the buildings, and the landscaping scheme for these phases, are in accordance with that approved on the parameters plans at outline stage.

- 3.2 The phase one Reserved Matters proposal would relate to an 8 storey office building identified as No. 2 Whitehall Riverside, which would face both the riverside and Whitehall Road, occupying the full depth of the site. It would consist of up to 18 400 square metres B1 office space with 900 square metres B1 office/A3 café uses at ground floor. It would feature a large glazed atrium space, which would give views through the building from the east and west from the public realm. This building would have a basement car park accessed from the western service access

road, with a drop-off facility at the eastern access road. The maximum proposed height of the building would be approximately 39m. The building would have an angled facade and be located between 8m and 16m from the riverbank. It would be located some 37m from its neighbour at No.1 Whitehall Riverside, with a new tree-lined greenspace formed between the two buildings. Based on a maximum B1 office floorspace of 18 400 square metres plus 900 square metres of ground floor restaurant/café use, a maximum of 114 parking spaces would support this building – with 66 spaces in the basement, and a further 48 allocated for its sole use in the proposed multi-storey car park. 900 square metres of flexible ground floor B1 office/A3 café use were approved at ground floor in order to present active uses to the riverside. The architectural treatment for the office building would consist of an aluminium projecting framework around full height glazing, louvred bands around each floor level to accommodate ventilation systems, gold anodised aluminium vertical bands, clear glazed ground floor treatment with gold anodised aluminium fascia, and a framed louvred parapet. The building would be designed to BREEAM Excellent standard, generate at least 10% low or zero carbon energy on-site, and feature a rooftop garden.

3.3 In phase two, a 10 storey multi-storey car park would face Whitehall Road, and be accessed from the western service road. The approved outline specified that it would provide the maximum parking standard allocation for car parking for all the buildings on the site (173 spaces), plus public short stay car parking (351 spaces). The car park would be sited between 11m and 12m from building No.3. The maximum proposed height would be approximately 30m. The ground floor of the building would feature active frontages with flexible A3 café/B1 office/D2 gym space up to 800 square metres. The architectural treatment for the multi-storey car park would consist of aluminium framing around large double height void, which are infilled with timber louvres. The ground floor would be glazed, with a bronze coloured aluminium fascia. The roof of the multi-storey car park would feature solar PV panels. The detailed reserved matters proposal for the car park would provide 512 spaces including 486 standard bays, split 173 for operational parking for all phases of the development and 339 short stay spaces. Included in this total parking figure there would be 13 disabled bays and 13 electric vehicle charging bays (some of these will be both). In addition there are 2 car club bays. Prior to the completion of the whole three building scheme, the management of the surplus spaces intended for the remaining two office buildings will need to be discussed and agreed with the applicant in accordance with the Parking SPD.

3.4 In terms of public realm, this Reserved Matters proposal would include a greened frontage to Whitehall Road to complement the boulevard concept on the northern side at Wellington Place, offer three principal north-south pedestrian routes linking Whitehall Road to the riverside walkway and provide one of the two larger soft landscaped garden areas at the eastern end of the site facing the riverside. In accordance with the approved parameters, the application proposal would provide a wide landscaped permanent riverside walkway, and it is considered that the proposal would enhance the visual amenity and biodiversity opportunity along the waterfront. Landscaped pedestrian routes are proposed between all the buildings, with two service routes providing limited access to buildings. Hard surfacing would be a mix of natural stone setts, natural stone slabs, tarmac road surfaces to heavily trafficked vehicular routes, and bonded gravel to the riverside walkway. Sustainable drainage systems would be integrated into the landscape design, including a water garden, surface run-off retention systems and swales. The hierarchy of soft landscaping would feature tree planting to the Whitehall Road frontage and to the raised lawns facing riverside, drainage swales and ornamental planting, and river edge riparian planting.

3.5 The issue of wind conditions and safety were assessed as part of the outline application and it was established, after an independent peer review of the submitted desk top wind report, that the wind environment would be suitable for the desired uses. A pre-commencement condition is attached to the outline permission which requires details of each building to be subject to a wind tunnel test to ensure that there would be no areas where the wind would cause distress or safety issues.

4.0 History of Negotiations

4.1 Officers have had one meeting with Town Centre Securities and their professional team in May 2016. Officers were broadly supportive of the emerging design for the calm, well-ordered office building, but expressed concern regarding the initial multi-storey car park design. The car park design featured a diagonal grid treatment and officers did not consider that this would complement the new offices at No.2 or the emerging streetscene along Whitehall Road/Wellington Place. The applicant responded positively to officer advice, and the façade treatment for the car park has now been amended with a well-ordered and proportioned framework, which would complement the new office building, and sit well in the emerging streetscene.

4.2 City and Hunslet Ward Councillors were consulted by email on 14 June 2016. Cllr. Nash has commented that the proposed trees should be water-loving species to complement the riverside environment.

5.0 Relevant Planning Policies

5.1 The Development Plan

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the application to be determined in accordance with the development plan unless material considerations indicate otherwise. Now that the Core Strategy has been adopted, this can now be given full weight as part of the statutory Development Plan for Leeds. For the purposes of decision making, the Development Plan for Leeds currently comprises the following documents:

1. The Leeds Core Strategy (Adopted November 2014)
2. Saved UDP Policies (2006), included as Appendix 1 of the Core Strategy
3. The Natural Resources & Waste Local Plan (NRWLP, Adopted January 2013)
4. Any Neighbourhood Plan, once Adopted

These development plan policies are supplemented by supplementary planning guidance and documents.

The introduction of the NPPF has not changed the legal requirement that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The policy guidance in Annex 1 to the NPPF is that due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF. The closer the policies in the plan to the policies in the Framework, the greater the weight they may be given.

5.2 National Planning Policy Framework (NPPF)

The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these are expected to be applied, only to the

extent that it is relevant, proportionate and necessary to do so. It identifies 12 core planning principles (para 17) which include that planning should:

- Proactively drive and support sustainable economic development to deliver homes
- Seek high quality design and a good standard of amenity for existing and future occupants.
- Conserve and enhance the natural environment
- Encourage the effective use of land by reusing land that has been previously developed (brownfield land)
- Promote mixed use developments and encourage multiple benefits from the use of land in urban areas
- Actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling and focus significant development in locations which are, or can be, made sustainable

The Government attaches great importance to the design of the built environment. Section 7 (paras 56-66) states that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. It is important that design is inclusive and of high quality. Key principles include:

- Establishing a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
- Optimising the potential of the site to accommodate development;
- Respond to local character and history;
- Reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;
- Development to be visually attractive as a result of good architecture and appropriate landscaping.

Paragraph 64 states that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

5.3 Leeds Core Strategy

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. The most relevant policies are set out in the paragraphs below:

Policy P10 requires new development to be based on a thorough contextual analysis to provide good design appropriate to its scale and function, delivering high quality innovative design and enhancing existing landscapes and spaces.

Policy P12 states that landscapes will be conserved and enhanced.

Policies T1 and T2 identify transport management and accessibility requirements for new development.

Policies EN1 and EN2 set out the sustainable construction and on-going sustainability measures for new development. In this case, BREEAM Excellent and at least 10% low or zero carbon energy generation on-site is required.

Other relevant Core Strategy policies include:

Policy EN5 Managing flood risk
Policy ID2 Planning obligations and developer contributions
Policy G1 Enhancing and extending green infrastructure
Policy G2 Creation of new tree cover
Policy G5 Open space provision in the City Centre
Policy G9 Biodiversity improvements

5.5 Leeds Unitary Development Plan Review 2006 (UDPR) Saved Policies

The site lies within the designated City Centre. Saved policies that are relevant to this scheme are:

GP5 all relevant planning considerations
BD2 new buildings
LD1 landscaping

5.6 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, e.g. 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. The policy requirements of this plan were taken in to account when determining the outline proposal.

5.7 Relevant Supplementary Planning Documents/Guidance includes:

SPG City Centre Urban Design Strategy
SPG Leeds Waterfront Strategy
SPD Building for Tomorrow Today: Sustainable Design and Construction
SPD Street Design Guide
SPD Biodiversity and Waterfront Development
SPD Parking

6.0 Issues

6.1 Reserved Matters - Layout, Scale, Appearance

It is considered that the proposed building heights, which make provision for rooftop plant on the indicative plans, would be appropriate to the site, in the context of surrounding buildings, the outline approved parameters for the site, and the planning permissions granted and buildings constructed to the north at Wellington Place. The design and scale of the proposed buildings at 8-10 storeys is considered to be appropriate to the scale and character of neighbouring buildings and the surrounding area. It is considered that the scale responds to the existing and future context and scale of Whitehall Road as it leads away from the railway station towards the Leeds One and Taylor Wimpey Green Bank developments (Former Doncaster Monkbridge sites). The scale of existing and proposed buildings is generally around 8-10+ storeys across the Whitehall Quay, West Point, Whitehall Riverside and Wellington Place sites. It is considered that this form of development would enhance the setting of Whitehall Road and deliver the next steps in the regeneration of the West End of the City Centre. The elevations offer a simple and defined order, and the use of a restricted palette of materials of gold/bronze coloured metal cladding and glass is supported. The materials and architectural detailing would be agreed by the Local Planning Authority through the conditions specified at outline stage.

Do Members support the emerging design for the office block?

Do Members support the emerging design of the multi-storey car park?

6.2 Reserved Matter - Landscape Design

The scheme would provide significant publicly accessible hard and soft amenity spaces between the new buildings and along the waterfront. The siting of the buildings, provision of public realm, balance of hard and soft landscaping, and location of future pedestrian routes, would be appropriate to create a sense of place to the Waterfront and to Whitehall Road, and ensure good pedestrian connections linking across the site from the riverside walkway to the rest of the West End via Wellington Place to the north. It is considered that the proposal retains the key principles of the outline permission, and would create a well-connected and landscaped high quality commercial destination in the City's West End, that complements both the riverside and Whitehall Road. The routes and spaces around the building would be appropriate to the continuing regeneration of this part of the city, by providing opportunity for active frontages to the waterfront, key pedestrian routes and Whitehall Road. The scheme would also be served by sustainable urban drainage systems, which would reduce surface run off, help to manage flood risk, promote biodiversity, and create visual interest. Exact details of the tree and planting species would be determined by a planning condition attached to the outline permission.

Do Members support the emerging public realm and landscape design principles?

6.3 Reserved Matter - Access

This detailed proposal would deliver new pedestrian improvements that would link the north of the office quarter, through Wellington Place, onto the Whitehall Riverside site and the waterfront. The site lies within the city centre core parking area, and car parking provision in the multi-storey car park is in accordance with the outline permission and the maximum permitted by the Council's adopted parking standards for operational parking for the development, with the remaining balance as short-stay public car parking. The Council's current parking policies for this location would support public short-stay car parking, but restrict free-standing commuter car parking. In accordance with the outline permission, the scheme also makes provision for more sustainable means of travel, including cycle parking provision, electric vehicle parking and 2 car club spaces in the multi-storey car park. In principle, the scheme would provide appropriate servicing and delivery access for the office building, and provide appropriate access and circulation for the car park. Conditions attached to the outline approval would control the detailed management of the car park and the servicing of the buildings.

Do Members support the approach to parking, vehicular access and circulation?

7.0 Conclusion

Further to the approved outline planning permission, this reserved matters scheme presents the detailed design proposal for a significant longstanding brownfield regeneration site on the Leeds waterfront, which will be a major Grade A office location in the West End of the City Centre. Members will be advised of the details of the emerging scheme and are asked to provide responses to the following questions:

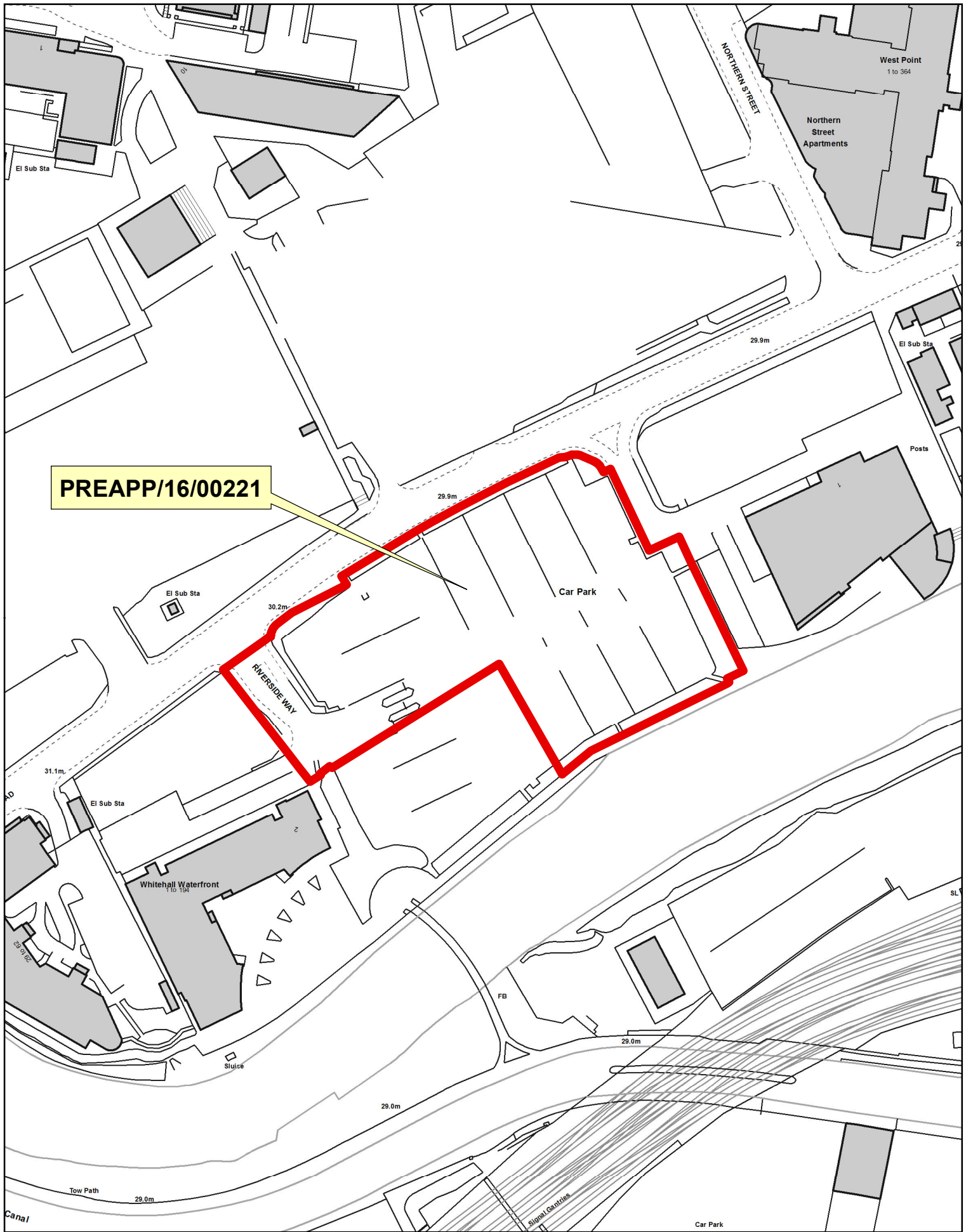
7.1 Do Members support the emerging design for the office block?

- 7.2 Do Members support the emerging design of the multi-storey car park?**
- 7.3 Do Members support the emerging public realm and landscape design?**
- 7.4 Do Members support the emerging vehicular access and circulation proposal?**

Background Papers:

Pre-application file: PREAPP/16/00221

Planning Application file: 13/02619/OT



PREAPP/16/00221

CITY PLANS PANEL

© Crown copyright and database rights 2016 Ordnance Survey 100019567

PRODUCED BY CITY DEVELOPMENT, GIS MAPPING & DATA TEAM, LEEDS CITY COUNCIL

SCALE : 1/1500



