
Report of the Chief Planning Officer

PLANS PANEL CITY CENTRE

Date: 12th NOVEMBER 2010

Subject: ALTERATIONS AND EXTENSIONS, WOODHOUSE LANE MULTI STOREY CAR PARK, LEEDS (10/03773/LA).

Electoral Wards Affected:

City and Hunslet, Hyde Park and Woodhouse

☐ No

Ward Members consulted

Specific Implications For:

Equality and Diversity

☒ Y

Community Cohesion

☐

Narrowing the Gap

☐

RECOMMENDATION: Grant permission subject to the conditions identified at Appendix 1 of this report and any others which the Chief Planning Officer might consider appropriate.

1.0 INTRODUCTION

- 1.1 Members will be aware that the arena development does not provide new parking facilities other than spaces for disabled people. As such, the agreed parking strategy for the arena is based upon the utilisation of existing city centre car parks. Woodhouse Lane multi-storey car park (WLMSCP) would be the main arena car park. This application is brought to Plans Panel due to the relationship with the arena development and due to the public familiarity with the existing building.
- 1.2 The proposed improvement and maintenance works are necessary to increase the life of the building by a further 25 years and also to safely accommodate the intensive vehicle and pedestrian movements at the beginning and end of arena events.
- 1.3 In order to complete both the improvement and maintenance works prior to the opening of the arena work is scheduled to start on site in April 2011. Although the

phasing of the works have yet to be determined the car park will remain operational during the works, albeit to a reduced extent.

2.0 SITE AND SURROUNDINGS

- 2.1 WLMSCP was constructed between 1968-1970. The building comprises 18 levels accessed by internal ramps ascending half a storey at a time. It has a current capacity of 1276 spaces. The building is constructed in concrete with dark grey ribbed cladding panels. Cobbled stair towers are situated on the southern, western and northern elevations. Three lifts on the west elevation provide pedestrian access to odd-numbered car park levels from access points on level 1 and 5. There are vehicular entrances at levels 1 and 7, and vehicular exits at levels 1, 7, 8 and 12 (via an external ramp).
- 2.2 Woodhouse Lane to the west of the car park rises towards the north. WLMSCP was constructed in the Inner Ring Road cutting and the northern end of the building spans over the Inner Ring Road. The building is surrounded by major highway infrastructure. Student accommodation is located to the north, including the new Broadcasting Tower. Leeds Met City Campus is situated to the west beyond the Dry Dock public house. Buildings to the south are primarily in educational use or used for student accommodation. Queen Square Conservation Area is situated beyond Queen Square Court to the south.

3.0 PROPOSALS

- 3.1 It is proposed to remove the existing stair tower on the southern elevation. It would be replaced by a larger access core in a similar location incorporating stairs and two lifts. One of the lifts would stop at even-numbered floors and one would stop at odd-numbered levels. The core would be clad in grey brickwork with powder-coated aluminium framed glazing panels.
- 3.2 A pedestrian bridge would span from level 3 over the existing level 1 vehicular entry/egress point in order to improve pedestrian safety. A ramp or staircase would take pedestrians down to ground level immediately north of the existing subway. Pedestrians would not be able to access level 1 of the new core. Pedestrians would be discouraged from using the existing route to level 1 beneath the vehicular bridge by a combination of physical barriers, signage and additional planting on the southern side of the bridge.
- 3.3 An extension to the external exit ramp on level 12 is proposed to ease traffic manoeuvres in this location. Unlike the existing ramp the ramp extension will be self-supporting. The level 8 exit will be closed to remove conflict with vehicles leaving from level 12.
- 3.4 The existing car park has been studied and anticipated vehicle movements carefully modelled. Within the car park the existing entry barrier system will be replaced by a pay and display system to prevent long queues forming within the car park at the end of events. The CCTV system will be upgraded.
- 3.5 12 disabled persons car parking spaces will be marked out to replace the existing 4. Additionally, pedestrian routes in the car park will be painted. External signage will form the subject of a separate application.

4.0 POLICY

4.1 Unitary Development Plan (Review) 2006

- SA8 To ensure that all sections of the community have safe and easy access to facilities by maintaining and enhancing provision in appropriate locations.
- GP5 Development proposals should resolve detailed planning considerations including access and design and should avoid danger to health or life, highway congestion and should maximise highway safety.
- N12 Identifies fundamental priorities for urban design, including the need to take account of the needs of people with disabilities and restricted mobility.
- N13 Design of all new buildings needs to be of a high quality.
- T2 New development should not materially add to problems of safety, environment or efficiency on the highway network.
- T5 Satisfactory safe and secure access and provision for pedestrians will be required in new development.
- T6 Requires satisfactory access and provision for disabled people and those with mobility problems.
- A4 Requires the design of safe and secure environments, including consideration of access arrangements.

Objective vii of the city centre chapter is to improve safe and secure access for all to and within the city centre.

- BD2 The design of new buildings should complement and, where possible, enhance existing skylines and landmarks.
- BD3 All new buildings open to the public should provide suitable access for disabled people.
- BD4 All mechanical plant, lifts and other equipment should normally be contained within the envelope of the building.
- BD6 All alterations should respect the scale, form, detailing and materials of the existing building.

Planning Policy Statement 1 – Delivering Sustainable Development
Planning Policy Guidance note 13 - Transport

5.0 STATUTORY CONSULTATIONS

Highways (28.10.10)

Arup have submitted a report which assesses the aisle capacity of the car park. Aisles and exists will be over-capacity at capacity arena events leading to some queuing. However, some queuing is to be expected at these infrequent events. During typical arena events one aisle is expected to be over-capacity. This issue should be considered as part of the car park management strategy that needs to be submitted to discharge condition 31 of the outline arena planning permission to ensure users are not discouraged from using the car park.

A full signage scheme is required for pedestrians and car drivers.

(Condition 27 of the outline arena application requires the submission of proposals for pedestrian accessibility and direction to the arena, including the improvement of routes and the erection of signage, including from WLMSCP).

6.0 NON STATUTORY CONSULTATIONS

6.1 Access (22.10.10)

The external ramp and stair, dropped kerbs and tactile paving will comply with the latest guidance. Due to restricted headroom the addition of a pedestrian ramp on level 1 adjacent to the vehicular access point would cause problems for some people.

The level of disabled persons parking provision is far higher than existing and the spaces are designed in accordance with the latest guidance. If possible, level access should be provided from the parking areas to new lift core. If this is not achievable an automatic door on level 7 would be a solution.

The proposed plans represent a significant improvement on the existing arrangements in terms of access for disabled people.

Response: The level 1 pedestrian ramp will be designed to minimise access concerns taking advantage of existing changes of level. An automatic door is provided on level 7.

7.0 PUBLIC RESPONSE

Site notices were erected around the site on 17th September 2010 and the proposals were advertised in Leeds Weekly News on 30th September 2010. No representations have been received.

8.0 MAIN ISSUES

8.1 The principal issues to be considered are:

- Impact on visual amenity
- The parking strategy
- Access and equality issues
- Conclusion

9.0 APPRAISAL

9.1 Impact on visual amenity

9.1.1 The car park is a significant sized structure, visible from a number of directions, and viewed by a large number of people on a daily basis. The existing neutral grey structure is relatively unobtrusive for a building of this size. The proposed external alterations are limited to the south end of the building and utilise materials and colours which respect the character of the building. In particular, the new stair and lift core is a disciplined and contextual intervention on the southern elevation. The proposed pedestrian ramp is tucked away alongside existing ramps and bridges and would not have a significant visual impact. The extension to the vehicular ramp on the eastern elevation is simply designed to respect the existing building.

9.2 The parking strategy

9.2.1 The proposed works are largely dictated by the need to safely accommodate the intensive vehicle and pedestrian movements at the beginning and end of arena events. The replacement of the barrier system with a pay and display arrangement, although not requiring planning permission, will ensure that traffic is free to enter and leave the car park swiftly at the beginning and end of events thereby reducing potential congestion on the highway network. Similarly, customers will be more likely to use the car park in future if long delays within the car park are avoided. A limited amount of queuing within the car park is predicted during capacity arena events and this should be considered further when the car park management strategy is submitted in response to condition 31 of the outline arena planning permission.

9.2.2 Footpath improvements and signage to and from the car park is required as a condition of the outline arena planning permission. The proposed changes to the operation of the car park will necessitate new pedestrian and vehicular signage throughout the building.

9.3 Access and equality issues

9.3.1 The Council has a general duty under s71 of the Race Relations Act 1976 to have regard to the need to eliminate unlawful discrimination and to promote equality of opportunity and good relations between persons of different groups. The Equality Act 2010 requires public bodies to have due regard to eliminate discrimination and to advance equality of opportunity. Unitary Development Plan Review policies SA8, N12, T6 and A4 requires the design of safe and secure environments for all sections of the community, including consideration of access arrangements.

9.3.2 Although disabled persons parking provision within WLMSCP did not count towards the overall disabled persons parking provision for the arena the current proposals include the laying out of an additional 12 spaces within the car park. The spaces are designed in accordance with the latest guidance and are located in accessible and visible locations on level 1 and level 7.

9.3.3 The provision of a new lift tower at the southern end of the building providing access to every floor is a significant benefit to access in the building. The new external bridge and ramp removes the existing conflict between pedestrians and vehicles at level 1 and accords with the latest guidance.

9.3.4 Improvements to routes between the car park and the arena will be delivered in response to the requirements of the outline permission rather than the current application for alterations to the car park.

9.4 Conclusion

9.4.1 The Strategic Plan sets out the city's key priorities. These include:

- to facilitate the delivery of major cultural schemes of international importance
- to facilitate the delivery of major developments in the city centre to enhance the economy and support local employment
- to improve the quality and sustainability of the built and natural environment

- 9.4.2 It is apparent that the proposed enhancements to WLMSCP are necessary to facilitate the delivery of the arena and the development therefore helps in the delivery of the Strategic Plan. At the same time, the works have been designed to be sensitive to the character and appearance of the existing structure. Further, the scheme provides significant improvements on the existing access arrangements especially for disabled people. The proposal accords with the Development Plan and is therefore recommended for approval.

10.0 RECOMMENDATION

- 10.1 Members are asked to approve the application subject to the conditions and reasons set out in Appendix 1.

Background papers:

Application file 10/03773/LA

Certificate of ownership:

Signed by the agent on behalf of Leeds City Council

APPENDIX 1 – SUGGESTED CONDITIONS AND REASONS FOR APPROVAL

1 The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Imposed pursuant to the provisions of Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2 The development hereby permitted shall be carried out in accordance with the approved plans listed in the Plans Schedule.

For the avoidance of doubt and in the interests of proper planning.

3 Details and samples of all external facing and surfacing materials, including to the proposed level 1 pedestrian barrier, shall be submitted to and approved in writing by the Local Planning Authority prior to the relevant element of development being commenced. The development shall be constructed in accordance with the details thereby approved.

In the interests of visual amenity.

4 Any necessary making good of the existing external structure shall be carried out to match exactly that existing in terms of colour, texture, profile, dimension and scale.

In the interests of visual amenity.

5 No development shall take place until a plan showing satisfactory details of provision to be made for the storage, parking, loading and unloading of contractors' plant, equipment and materials, and the parking of vehicles of the workforce, within the site, have been submitted to and approved in writing by the Local Planning Authority. Such facilities shall be provided for the duration of site works.

In the interests of the free and safe use of the highway.

6 No works, including demolition, shall begin at the site until full details of the methods to be employed to prevent mud, grit and dirt being carried onto the public highway from the development hereby approved, have been submitted for the approval in writing of the Local Planning Authority. The methods thereby approved shall be implemented at the commencement of work on site, and shall be thereafter be retained and employed until completion of works on site.

To ensure that mud is not deposited on the road.

7 a) All existing trees, shrubs, hedges and other natural features shown on the approved plans to be retained shall be fully safeguarded during the course of the site works and building operations in accordance with the provisions of British Standard 5837:2005 (Trees in relation to Construction), or with the particulars specified in the approved plans and specifications.

b) No development shall commence until all trees, shrubs or features to be protected have been protected in accordance with the approved details, or in the absence of such details, in accordance with BS 5837:2005, and the Local Planning Authority has been notified and has approved the protection measures in writing.

c) The protective measures shall be maintained during the course of the site works, and no equipment, machinery or materials shall be stored or fires burnt within any area protected in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made including the provision of any underground services, without the prior written consent of the Local Planning Authority.

d) The protective measures shall be retained in position until all equipment, machinery or materials have been removed from the site and the site has been occupied, unless otherwise agreed in writing by the Local Planning Authority.

To ensure the protection and preservation of trees, shrubs, hedges and other natural features during construction works.

8 Prior to first operation of the car park on a pay and display basis full details of soft landscape works to the south of the level 1 access shall be submitted to and approved in writing by the Local Planning Authority. The soft landscape details shall include (a) proposed finished levels and/or contours works (b) planting plans, (c) written specifications (including cultivation and other operations associated with plant and grass establishment), (d) schedules of plants noting species, planting sizes and proposed numbers/densities, and (e) implementation programme.

To ensure the provision of amenity afforded by appropriate landscape design.

9 The soft landscape works shall be completed by no later than the end of the planting season following the substantial completion of the development. The landscape works shall be implemented to a reasonable, standard in accordance with the relevant provisions of appropriate British Standards or other recognised codes of good practice.

To ensure the provision, establishment and maintenance to a reasonable standard of landscaping in accordance with the approved proposals.

10 In this condition 'retained tree/hedge/bush' means an existing tree or other vegetation which is to be retained as shown on the approved plans and particulars. This condition shall have effect until the expiration of five years from the date the development is occupied/brought into use.

a) No retained tree/hedge/bush shall be removed, uprooted or destroyed nor shall any retained tree be pruned, topped or lopped or suffer root severance other than in accordance with the approved plans and particulars without the written approval of the Local Planning Authority. Any pruning, topping or lopping approved shall be carried out in accordance with British Standard 3998 (Recommendations for Tree Works) and in accordance with the actions recommended in any tree survey approved by this permission or agreed in writing by the Local Planning Authority.

b) If any retained tree/hedge/bush is removed without the prior written consent of the Local Planning Authority, uprooted or destroyed or dies the Local Planning Authority shall be notified. Another tree/hedge/bush shall be planted at the same place and that tree/hedge/bush shall be of such size and species, and shall be planted at such time, as may be specified in writing by the Local Planning Authority.

To ensure the continuity of amenity afforded by existing trees and vegetation and to protect existing trees from damage during site preparation and construction works in the interest of general amenity.

11 No lighting fitment shall be installed on the site in such a way that the source of light is a hazard to users of adjoining or nearby highways.

In order to safeguard the free and safe flow of vehicular traffic.

12 Prior to first operation of the car park on a pay and display basis the disabled parking facilities, including an automatic door on level 7 from the parking area into the southern lobby, and the external ramp and steps from level 3, shall be provided in accordance with standards in BS8300:2009. All dropped kerbs shall be as shown in DETR Guidance – Guidance on the use of Tactile Paving Surfaces. The facilities shall thereafter be retained unless otherwise approved in writing by the Local Planning Authority.

In order to provide appropriate access for disabled people.

13 Prior to first operation of the car park on a pay and display basis details of directional signage for pedestrians and car drivers in and around the car park, and a timetable for its installation shall be submitted to and approved in writing by the Local Planning Authority. The directional signage shall be installed in accordance with the approved details

In the interests of pedestrian convenience and highway safety.

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, the Environmental Statement, 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) and The Development Plan consisting of the Leeds Unitary Development Plan Review 2006 (UDPR).

