



Leeds
CITY COUNCIL

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Report of the Chief Planning Officer

PLANS PANEL CITY CENTRE

Date: 24th November 2011

Subject: APPLICATION 11/03759/RM – 29 STOREY BLOCK OF 194 FLATS AND USE OF 2 RAILWAY ARCHES FOR COMMERCIAL PURPOSES AT THE FORMER DONCASTER MONKBRIDGE SITE, WHITEHALL ROAD, LEEDS.

AND

APPLICATION 11/03758/LI – LISTED BUILDING APPLICATION TO CARRY OUT ALTERATIONS, REPAIRS AND RESTORATION TO DISUSED RAILWAY VIADUCT TO FORM NEW PUBLIC REALM AND LINKS TO ADJOINING RESIDENTIAL DEVELOPMENT AT THE DISUSED RAILWAY VIADUCT, FORMER DONCASTER MONKBRIDGE SITE, WHITEHALL ROAD, LEEDS.

APPLICANT

Lend Lease

DATE VALID

11/03759/FU – 19/9/11

11/03758/LI – 5/9/11

TARGET DATE

11/03759/FU – 19/12/11

11/03758/LI – 31/10/11

Electoral Wards Affected:

City and Hunslet

No

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATIONS:

11/03759/FU - GRANT PERMISSION subject to the condition specified below

- i. Standard condition requiring development to be built in accordance with the approved plans.

Reasons for approval: The application is considered to comply with policies GP5, GP11, GP12, BD2, BD4, BD5, T2, T24, A4, SA9, SP8, CC9, N12, N13, and N17 of the UDP Review, as well as guidance contained within the City Centre Urban Design Strategy (September 2000), Leeds Residential Design Guide – Neighbourhoods for Living (December 2003), Building for Tomorrow Today – Sustainable Design and Construction (August 2011), Tall Buildings Design Guide (April 2010), Leeds Waterfront Strategy (July 2006), PPS1, 'General Policies and Guidance', PPS4 'Planning for Sustainable Economic Growth', PPG13 'Transport', PPG15 Planning and the Historic Environment and, having regard to all other material considerations.

11/03758/LI – GRANT LISTED BUILDING CONSENT subject to the conditions listed in full at appendix A below.

1.0 INTRODUCTION:

- 1.1 Application 11/03759/RM is brought to Panel as it is a major reserved matters application that forms part of a significant outline development (application reference 06/02880/OT) that was presented to Panel on 26/4/07 (and ultimately approved 7/9/07). Listed building application 11/03758/LI is an associated application for works to the listed viaduct within the site and is therefore also presented to Panel for completeness.
- 1.2 Application 06/02880/OT related to the development of the former Doncaster Monkbridge Works site on Whitehall Road for a major mixed use development of primarily office and residential buildings up to 33 storeys in height, ancillary active/leisure uses and the associated parking and landscaping (including a pocket park between the river and canal).
- 1.3 The first phase of the office element, comprising an eight storey office building, and the pocket park have been constructed along with the access roads for all office phases. The first phase of the residential component and second phase of the office development have already had reserved matters approved.

2.0 PROPOSAL:

- 2.1 **11/03759/RM:** Reserved matters approval is sought for the appearance, landscaping and scale of a 29 storey block of 194 flats and use of two railway arches for commercial purposes plus the associated works to the viaduct. The principle of the development, siting and means of access has been agreed at outline stage. A detailed design code approved at outline stage also identified the scale of the proposal and many of the design principles.
- 2.2 The proposed building is the third of four residential buildings approved to the north of the viaduct under the outline consent. The four buildings gradually increase in scale from east to west and the two buildings to the east of 16 and 23 storeys have already received reserved matters approval.

- 2.3 A total of 194 flats are proposed, 23 studios, 58 one bed, 94 two bed and 19 three bed. 154 secure cycle spaces are provided on the ground and first floors and a large bin store is provided on the ground floor. The main entrance foyer is located on the northern side of the building at ground level whilst a ramp located to the south of the building provides level access up to the first floor entrance and onto the viaduct spur. Stepped access is also provided onto the viaduct spur. Car parking will be provided in a multi-storey car park located under the fourth residential building to the west, this car park does not form part of the current reserved matters application. This car park is intended to serve all four residential buildings approved at the outline stage.
- 2.4 The building is tall and slender with an almost diamond shaped footprint. There are balconies incorporated within the diamond footprint up to level 18. The roof slopes up from east to west to reflect the increasing scale of the other buildings on the site, as the roof cuts back terraces are provided to the penthouse flats.
- 2.5 As stated in the design code approved at outline stage, and as agreed for the first two residential buildings, this building will be finished in a white ceramic/porcelain composite cladding system that will provide a high level of reflectivity and create a strong verticality. There will be an insulated standing seam roof, glazed balconies with stainless steel handrails and aluminium framed glazing. The ramp and steps will be constructed in brickwork with a glazed balustrade to the ramp.
- 2.6 The building is designed to meet Code for Sustainable Homes Level 4. As with the other residential buildings approved under the outline consent, this building will be powered by a centralised energy centre located in the multi-storey car park that would be delivered to the west of this building and underneath the fourth residential tower. The energy centre will accommodate various renewable technologies and house the buildings water storage tanks and electrical services.
- 2.7 The reserved matters application also covers works to part of the viaduct including arches 13-18. Arches 14 and 17 will be converted to commercial uses (retail, leisure, workshop or studio pod) whilst all other arches will be repaired and refurbished and provide pedestrian routes through. Full details of the design of the shop fronts to the commercial units are required by condition attached to the outline consent.
- 2.8 Hard and soft landscaping is introduced at ground level, onto the adjacent section of the viaduct and the viaduct spur. These works include the creation of public open space areas, pedestrian routes, vehicular routes and a nature reserve. New paving is introduced that includes feature paving highlighting pedestrian routes and entrances to the building plus seating, trees grassed areas and LED lighting strips.
- 2.9 **11/03758/LI:** Listed building consent is sought for the repair and restoration of the grade II listed viaduct. The proposal essentially seeks to repair the main section of the viaduct top, to allow this area to be used as a walkway, nature reserve and an area of publicly accessible landscaping. The repairs include replacing missing stone balustrades and a missing section of the stone parapet with stone to match.
- 2.10 The proposal also seeks to demolish several in-filled brick sections within some of the viaduct arches located towards the western end. It is also proposed to demolish a brick retaining wall which is located at the western end of the viaduct. These areas of infill are not original and their removal will allow the ground level of the residential element of the site to be re-graded and provide a new access ramp and

stairs up to the viaduct. Where large sections of the original balustrade are missing, new glass and stainless steel balustrades will be introduced.

- 2.11 Bridge links will be provided from the viaduct to the first two residential buildings. These will be lightweight structures constructed in prefabricated steelwork sprayed white with glass and brushed stainless steel balustrades.
- 2.12 It is also proposed to clean the main elevations of the viaduct using a water/ steam system.
- 2.13 The repaired viaduct will provide publicly accessible open space, commercial space within the arches and form part of a pedestrian link from Armley Gyratory along the viaduct and onto the MEPC site to the east of the river and canal.

3.0 SITE AND SURROUNDINGS:

- 3.1 The site is located to the southwest of the commercial core of the city centre, within the defined city centre boundary. The reserved matters application site forms part of a much larger development site to either side of the disused viaduct and adjacent to the River Aire and Leeds Liverpool Canal. The reserved matters application site is immediately adjacent to the grade II listed viaduct and canal whilst the listed building application relates to the viaduct.
- 3.2 Within the larger site of the approved outline application, one office building has been constructed fronting Whitehall Road and landscaping works have been carried out around this building and on land between the canal and river. The access roads to all plots south of the viaduct have also been constructed. The existing office building has recently received its first tenants.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 06/02880/OT: Outline consent was granted on 10/9/07 (after a panel resolution on 26/4/07) for a major mixed use development that included five office buildings to the south of the viaduct, four residential towers to the north of the viaduct, a mix of leisure and retail uses within the viaduct arches and a pocket park on land between the canal and river. The principle of development, means of access and siting of the buildings were agreed and a detailed design code set the design principles and scale of the buildings. Standard conditions were added to this outline consent requiring materials, landscaping, contamination and detailed noise issues to be agreed. A condition was also added that requires a travel plan for each phase of development to be submitted prior to the commencement of works on that phase. A Section 106 agreement secured the public transport and other contributions plus the public access requirements. The first office building and the pocket park have been constructed but the residential development has not commenced.
- 4.2 07/04583/RM: Reserved matters were approved for the first phase of the residential development on 25/8/08. The first phase comprises a 16 storey block of 103 flats and a 23 storey block of 166 flats and the associated landscaping.
- 4.3 07/06133/LI: Listed building consent was granted on 5/9/08 for the repair and/restoration of the listed viaduct. This consent expired on 5/9/2011. The current listed building consent application proposes exactly the same repair and restoration works.

4.4 06/05718/FU: At the same time as the outline application referenced above, full planning permission was granted for the first office building on the site. This building has been constructed and is occupied.

4.5 08/03199/RM: Reserved matters were approved for the pocket park phase of the development on 27/10/08. The landscaping works on this parcel of land between the river and canal have been implemented and the park recently opened.

5.0 HISTORY OF NEGOTIATIONS:

5.1 Planning and design officers met with the applicant, agent and architects in July 2011 and informally agreed that the detailed proposals were in line with the outline approval.

6.0 PUBLIC/LOCAL RESPONSE:

6.1 **11/03759/RM:** Site notices were posted 30/9/11 and an advert placed in the Leeds Weekly News 5/10/11.

6.2 Leeds Civic Trust support the proposed development and request a scheme of public art be introduced throughout the wider development site and that the detailed design should be of a high quality. *Response: A condition on the outline consent requires a scheme for public art to be agreed. Some public art, a refurbished drop hammer previously used at the site, has already been introduced adjacent to the office building on Whitehall Road. The proposed design has followed the high quality design agreed at outline stage. Further design detail and material samples are required to be agreed by condition.*

6.3 One letter of support has been received from a resident of the nearby City Island site. The local resident queries whether there will be access to the site from City Island. *Response: Access has already been provided from the City Island development through the pocket park located between the river and canal.*

6.4 **11/03758/LI:** Site notices were posted 16/9/11 and an advert placed in the Leeds Weekly News 14/9/11.

6.5 Leeds Civic Trust support the works to the viaduct but query what the intentions are to link the viaduct to Armley Gyratory to the west and the MEPC site to the east. *Response: The outline consent includes plans to provide a pedestrian connection from Armley Gyratory into the site and up and onto the viaduct, part of that pedestrian connection is included within the current listed building and reserved matters applications. A clause within the Section 106 relating to the MEPC site requires that developer to connect their site to the viaduct and therefore continue the pedestrian connection onto their site and the rest of the City Centre.*

6.6 One letter of support has been received. The letter also states the viaduct should be linked to Armley Gyratory and the MEPC site and that the viaduct should be well lit and incorporate CCTV to ensure the area is safe. *Response: As stated above, pedestrian connections are to be provided. The reserved matters application is accompanied by a statement referring to compliance with Secured By Design principles, including lighting and CCTV, full details are required by a condition attached to the outline consent.*

7.0 CONSULTATIONS RESPONSES:

- 7.1 Statutory: British Waterways:** No objection to either application.
- 7.2 Non-statutory: Highways:** Queries were raised regarding the provision of and level of information relating to cycles, motorcycles, a car club bay and bin storage. *Response: All these matters were agreed in principle at outline stage and/or further details are required by condition attached to the outline consent. The current proposals show 154 cycle parking space and a large bin store in the residential building, the Travel Plan Framework commits to providing a car club bay. There is scope for bin storage within the commercial units and motorcycle parking in the proposed multi-storey car park.*
- 7.3 Access:** Clarification of the ramp gradient should be sought. Confirmation that pedestrian routes are provided as an alternative to those adjacent to the vehicular routes was sought. Contrasting material should be provided for each step nosing. *Response: Revised plans have been provided that clearly show the ramp gradient being 1:21, an acceptable gradient. A variety of pedestrian routes are provided throughout the site and contrasting nosings will be identified on the detailed landscape plans required by conditions attached to the original outline consent.*

8.0 PLANNING POLICIES:

8.1 Development Plan

8.2 Regional Spatial Strategy: The RSS for Yorkshire and Humber was adopted in May 2008. The vision of the RSS is to create a world-class region, where the economic, environmental and social well-being of all people is advancing more rapidly and more sustainably than its competitors. Particular emphasis is placed on the Leeds City Region. There are no RSS policies of particular relevance, all issues are covered by the UDPR policies identified below.

8.3 Unitary Development Plan (Review 2006) (UDPR): The site is located within the City Centre boundary and Waterfront Strategy Area. The canal tow path and viaduct are identified as needing some improvement to the pedestrian route/public space. The canal is a Site of Ecological or Geological Interest (SEGI). Relevant UDPR policies are listed below:

GP5: Proposals should resolve detailed planning considerations.

GP11, GP12 (Sustainable Design).

BD2: New buildings should complement and enhance existing skylines, vistas and landmarks.

BD4: Seeks to minimise impact of plant and machinery.

BD5: Seeks to ensure a satisfactory level of amenity for occupants and surroundings.

T2: Development proposals should not create new, or exacerbate existing, highway problems.

T24: Parking to reflect detailed UDP parking guidelines.

A4: Development and refurbishment proposals should be designed to secure a safe and secure environment, including proper consideration of access arrangements.

SA9, SP8: Promote development of City Centre role and status.

N12: Fundamental priorities for urban form.

N13: Requires all new buildings to be of high quality and have regard to character and appearance of surroundings.

N17: Existing features of listed buildings should be retained, repaired or replaced if missing.

CC9: Enhancement of pedestrian routes.

Relevant Supplementary Planning Guidance

City Centre Urban Design Strategy (September 2000).

Leeds Residential Design Guide – Neighbourhoods for Living (December 2003).

Building for Tomorrow Today – Sustainable Design and Construction (August 2011).

Tall Buildings Design Guide (April 2010).

Leeds Waterfront Strategy (July 2006).

National Planning Guidance

PPS1 General Policies and Principles

PPS4 Planning for Sustainable Economic Growth

PPG13 Transport

PPS5 Planning for the Historic Environment

9.0 MAIN ISSUES

11/03759/RM: Compliance with the approved outline scheme, design code (incorporating scale, appearance and landscaping) and reserved matters already approved.

11/03758/LI: Impact on the character, appearance and integrity of the listed building.

10.0 APPRAISAL

10.1 **11/03759/RM:** Compliance with the approved outline scheme, design code and reserved matters already approved.

10.2 The outline consent approved the principle of the development, means of access and siting with scale, appearance and landscaping reserved. However, significant details were also provided within the design code, approved plans and other supporting documents regarding the scale, appearance and landscaping. Such details were considered in detail at outline stage and approved through the design code. The reserved matters now submitted is compliant with the details set out in the design code and therefore the aspirations of the scheme originally approved. The same architects and landscape architects have been used as the previously approved reserved matters relating to the first two residential buildings therefore ensuring a continuity in the design quality.

10.3 The building is up to 29 storeys and has a sloping roof that increases in height from east to west. This scale is as detailed in the approved design code that showed the four residential buildings increasing in height from east to west at 16, 23, 29 and 33 storeys high. The impact of buildings of this scale on the adjacent listed buildings and skyline of the area was fully explored and accepted at outline stage and form part of an identified 'string' of existing and proposed tall buildings in the Tall Buildings Design Guide SPD that include the tall buildings within the City Island residential development to the north.

10.4 The external appearance of the building again reflects that highlighted in the approved design code and is repeated for all four residential buildings. The design is intended to be simple and calm. This is achieved through a consistent material being used for all four buildings, a white ceramic/porcelain composite, that will be reflective but quiet and give the building a strong verticality. Balconies and terraces

are incorporated into the footprint to retain consistency and a calmness as does the regular window pattern. As with all the residential buildings on the site, the plinth has a slightly reduced footprint that allows for the incorporation of brickwork that gives the building a grounding and relationship with the listed viaduct.

- 10.5 The proposed hard and soft landscaping is considered to be of a high quality that will greatly enhance the area and assist in significantly improving connectivity through the site and to the surrounding areas. The proposals that form part of this application link into those approved for the previous reserved matters applications. Stepped and level access is provided to the viaduct spur to permit public access onto the viaduct and the space around the building and between the viaduct and spur will have seating, lighting, trees and high quality paving materials introduced. A grassed bank is added between the proposed building and approved residential building to the east. The landscaping to the viaduct is relatively limited as the existing vegetation is considered to be of high biodiversity value therefore through the introduction of a walkway this area will be used as a nature reserve.
- 10.6 Full details are required by condition, but the provision of large cycle and bin storage areas are supported.
- 10.7 There is a greater mix of apartment size in the current building than the two previously approved residential buildings. The previous approvals provided mainly one bed accommodation with some two bed. However, the current building will provide primarily two bed apartments plus 19 three bed apartments that could provide accommodation more suitable for families.
- 10.8 11/03758/LI: Impact on the character, appearance and integrity of the listed building.**
- 10.9 The proposed works exactly match those previously approved under listed building application 07/06133/LI that was approved 5/9/08 but expired on 5/9/11. There has been no material change in circumstance or planning policy since the determination of that application that would materially effect the determination of the current proposals.
- 10.10 The proposed works will repair the main section of the viaduct top, to allow this area to be used as a walkway and an area of landscaping. The repairs include replacing missing stone balustrades, and missing sections of the stone parapet with stone to match. These works will enhance the appearance and character of the viaduct and ensure the longevity of the structure.
- 10.11 Two lightweight bridge links will be introduced to the first two residential buildings that partially sit over the viaduct. These links will be constructed in steel spray painted white with a glass and steel balustrade. This will be a relatively light touch and enhance connections to the viaduct from the residential buildings and therefore increase the public use of the viaduct as a piece of open space.
- 10.12 The proposal seeks to demolish several in-filled brick sections within some of the viaduct arches plus some brick buttresses. These in-fills are not original and will restore the viaduct arches to their former appearance and improve connectivity through the two parts of the wider development site which the viaduct currently divides (the office to the south of the viaduct and residential to the north). It is also proposed to demolish a brick retaining wall which is located at the western end of the viaduct. These areas of infill are also not original and their removal will allow the ground level of the residential element of the site to be re-graded and provide a new

access ramp and stairs up to the viaduct. The stairs and ramp will use brickwork to reflect that to the viaduct but introduce a contemporary feel reflective of the new residential buildings by using glass and stainless steel handrails and balustrades.

- 10.13 The southern end of the viaduct has several parts of the parapet missing. Once again, it is proposed to erect glass balustrades upon these spurs. This is considered acceptable as a design solution as these balustrades are light-weight transparent additions, which will not detract from the stonework and design of the viaduct structure.
- 10.14 It is also proposed to clean the main elevations of the viaduct using a water/ steam system. This will allow the facing stone of the viaduct to blend together following demolition and the reduced dig which occurs on the northern face of the viaduct towards its western end. The exact means of this cleaning method will be conditioned as are the full finishing details of all other works.

11.0 CONCLUSION

- 11.1 11/03759/RM:** The proposed residential building and associated works is compliant with the approved outline consent that incorporated a detailed design code and the character and appearance of the first two residential buildings to have received reserved matters approval. The scheme will provide a mix of accommodation and introduce a high quality building that will assist in the regeneration of the site and assist in the reuse of the listed viaduct.
- 11.2 11/03758/LI:** The proposal matches that previously approved and is considered that the works will ensure the long term protection and use of the structure. The repairs, demolitions and new additions are sensitive to the original character will significantly enhance the appearance of the structure and allow it to relate to the proposed new buildings around it. The works will improve connectivity through the site and ultimately assist in providing connections from the communities to the west through into the City Centre.

Background Papers:

Application files 11/03759/RM and 11/03758/LI and history files 06/02880/OT and 07/06133/LI.

Certificate of Ownership signed by the agent on behalf of the applicant.

APPENDIX A: Conditions for 11/03758/LI

- 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 18 of the Planning (Listed Building and Conservation Areas) Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

- 2) All new stonework shall be constructed in natural stone to match the stonework of the existing building in stone type, colour, face dressing, coursing, bed depth and colour, and detail of jointing material.

In the interests of visual amenity and to ensure that the stonework matches the existing.

- 3) No building works shall take place until details and samples of all surfacing materials to the viaduct including the new steps, frames for the glass balustrades and surfacing the footways have been submitted to and approved in writing by the Local Planning Authority. Such materials shall be made available on site prior to the commencement of their use, for the inspection of the Local Planning Authority who shall be notified in writing of their availability. The surfacing works shall be constructed from the materials thereby approved.

In the interests of visual amenity.

- 4) No cleaning of the viaduct shall take place until a sample area of the building has been cleaned, and the measures and methods used approved in writing by the Local Planning Authority. The remainder of the building shall thereafter be cleaned in accordance with the measures and methods thereby approved.

To ensure that the most appropriate method is used to clean the building.

- 5) The development hereby permitted shall not commence until full details of the exact type of stone, size and design of the replacement parapets and uprights within the balustrades, have been submitted to, and approved in writing by the Local Planning Authority. The repair works shall then be carried out with details approved, and retained for thereafter.

To ensure the special character of the Listed Building is enhanced.

- 6) Prior to the commencement of development details full details of the mortar mix of the new and replacement stone work is to be submitted to, and approved in writing by the Local Planning Authority. The development shall then be carried out in accordance with details so approved.

To ensure the repair works respect the special character of the listed host building.

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

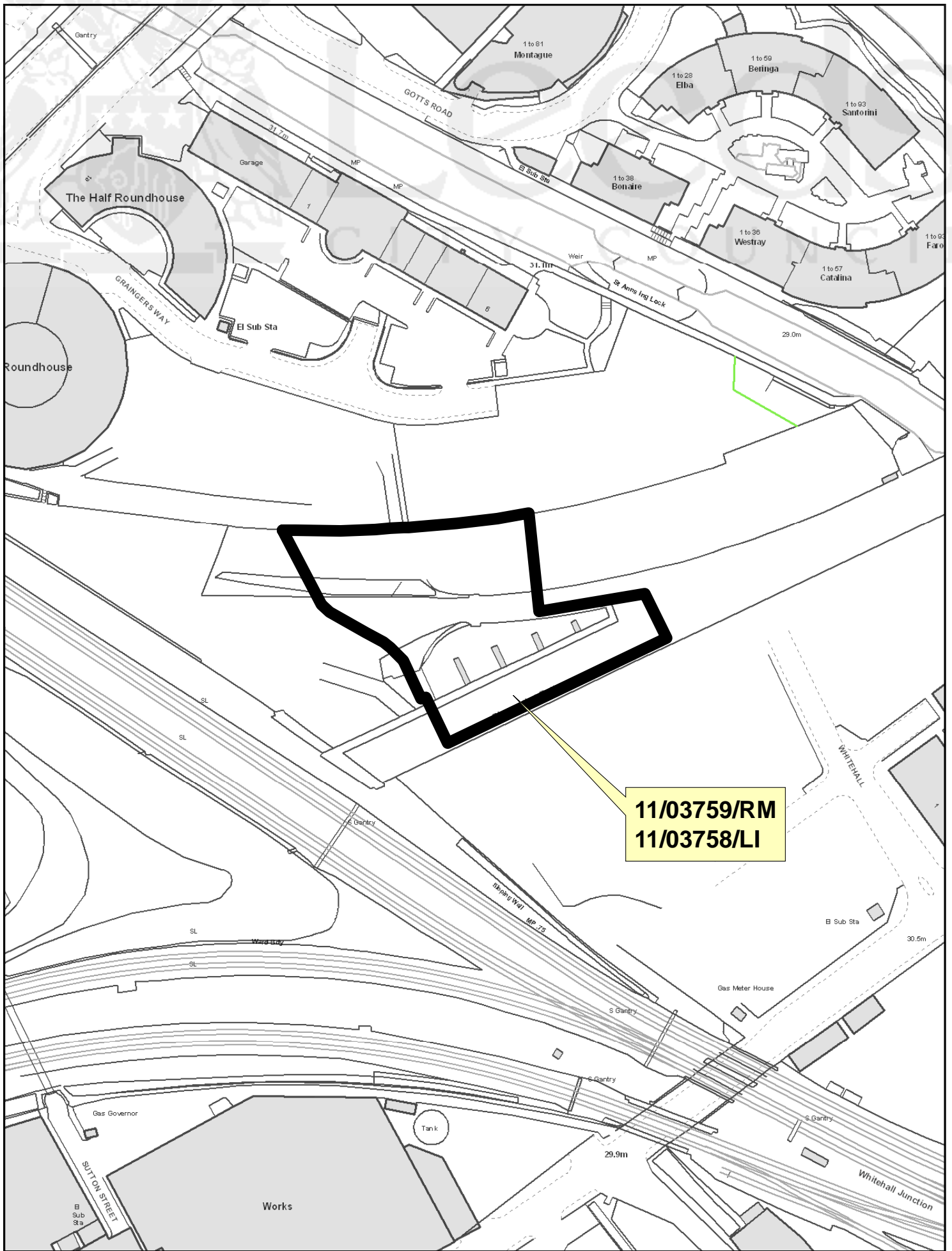
For the avoidance of doubt and in the interests of proper planning.

- 8) In granting Listed Building Consent the City Council has taken into account all material matters relating to the building's special architectural or historic interest, including those arising from the comments of any statutory and other consultees, public representations

about the application 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), the Regional Spatial Strategy 2008 (RSS) and The Development Plan consisting of The Yorkshire and Humber Plan - Regional Spatial Strategy 2008 (RSS) and the Leeds Unitary Development Plan Review 2006 (UDPR).

GP5, N17

On balance, the City Council considers the proposal would not give rise to any unjustified consequences for the special architectural or historic interest of the listed building.



CITY CENTRE PLANS PANEL