



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 22nd November 2012

Subject: POSITION STATEMENT - APPLICATION 12/03459/FU – MULTI-LEVEL DEVELOPMENT UP TO 17 STOREYS WITH 625 RESIDENTIAL APARTMENTS, COMMERCIAL UNITS (CLASS A1 TO A5, B1, D1 AND D2), CAR PARKING, ASSOCIATED ACCESS, ENGINEERING WORKS, LANDSCAPE AND PUBLIC AMENITY SPACE ON LAND AT WHITEHALL ROAD AND GLOBE ROAD, LEEDS, LS12

APPLICANT

Globe Road Ltd

DATE VALID

17/8/12

TARGET DATE

22/2/13

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 to provide feedback on the questions posed at section 11.0 of this report.

1.0 INTRODUCTION:

- 1.1 This application is brought to Plans Panel as it is a significant major application for primarily residential development in the City Centre. This report is a Position Statement to update Members on the progress of the submitted planning application and to request further comment, with a view to making a recommendation at the December Plans Panel.
- 1.2 625 apartments, ancillary commercial units and public open space are proposed at Whitehall Road and Globe Road. The site has the benefit of extant planning permissions for over 800 apartments. Plans Panel City Centre received a pre-application presentation for this major development on 12th April 2012. Members raised a number of points, as discussed in section 5.0 below, and the scheme has been developed in response to those points.

2.0 PROPOSAL:

- 2.1 The proposed scheme is for 625 residential units, ground floor commercial units, associated parking and landscaping across a development of up to 17 storeys. The scheme includes a mix of 195 one bed apartments, 8 one bed duplexes, 337 two bed, 19 two bed duplexes and 65 three bed apartments and 1 three bed duplex. The different apartment sizes are spread across the site. The duplex units are located on the ground floor and help create 'mews streets'. There would be small commercial units on the ground floor of buildings fronting Whitehall Road and the building on the land adjacent to the canal. 439 parking spaces will be provided under or adjacent to individual buildings and in a three storey car park that runs along the boundary of the site adjacent to the railway lines.
- 2.2 Three buildings of 10 storeys are located on Whitehall Road and three buildings of eight storeys on Globe Road. Behind these buildings that front the main roads, the scale of the buildings steps down to six and then four storeys. On the separate piece of land to the east of Globe Road and adjacent to the canal is a 17 storey building. The 3 storey car park along the southern/railway boundary adjoins the adjacent residential buildings.
- 2.3 The car park and 4-10 storey residential buildings in the main part of the site bounded by Whitehall Road, Globe Road and the railway are in red brick and have a common design approach of a brickwork frame with defined base, middle and top with punched and recessed window openings. The common design unites the buildings but differing designs to the balconies provide some distinction. The 17 storey building located on the parcel of land between Globe Road and the canal has a similar design approach but is proposed to be finished in a black brick. The car park elevations will incorporate a growing 'green' wall of climbing plants.
- 2.4 Vehicular access is from both Whitehall Road and Globe Road. The proposed level of parking would provide a space for every 3 bed unit, a space for 65% of the 2 bed units and for 55% of the 1 bed units.
- 2.5 An area of public open space is located within the centre of the site primarily accessed from Globe Road. A smaller area of public open space will also be located adjacent to the canal. The total public open space equates to less than 10% of the site area. Open space for residents is provided in communal courtyards on top of single storey car park decks within the site and on the roof of the three storey car park.
- 2.6 The adopted Holbeck Urban Village Revised Planning Framework identifies a possible bridge link across the canal adjacent to the proposed 17 storey building. This bridge would help link Holbeck Urban Village and other communities to the city centre and train station in particular. The developer sees this bridge link as being integral to the success of their scheme and is keen to assist in the delivery of this bridge. A landing point for the bridge has been reserved in the site and officers will be discussing the delivery of the bridge with the developer.
- 2.7 The application is supported by the following documents:
- Planning Statement.
 - Design and Access Statement.
 - Transport Assessment.
 - Travel Plan.
 - Sustainability Statement.

- Energy Demand Statement.
- Wind Assessment.
- Daylight and sunlight Report.
- Drainage Assessment.
- Flood Risk assessment including Sequential and Exception Test.
- Contamination Report.
- Habitat Survey.
- Acoustics Report.
- S106 Heads of Terms.
- Financial Viability Appraisal.

3.0 SITE AND SURROUNDINGS:

- 3.1 The application site is almost 2.26 hectares and is currently in use as an unauthorised long stay commuter car park, one of those refused at the March 15th 2012 Panel. The part of the site to the north east of Globe Road houses a temporary building that formerly acted as a marketing suite but now provides office accommodation.
- 3.2 The site lies within the south-western edge of the defined Leeds City Centre. It is bounded by Whitehall Road to the west, by the railway line and viaduct to the south and Globe Road and the river and canal to the north. Most of the site is separated from the river/canal by Globe Road but a small portion abuts the canal side.
- 3.3 The site is within the City Centre but otherwise is unallocated within the UDPR, with the exception of the part of the site to the north east of Globe Road which forms part of Holbeck Urban Village.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 Application 20/499/04/FU proposed a multi level predominantly residential development up to 31 storeys with 833 flats, commercial units, car parking and landscaping; this was approved 22nd September 2005 after being agreed at Panel 28th April 2005. A subsequent extension of time application, 10/01670/EXT, was approved 17th November 2010.
- 4.2 Application 07/00018/FU amended 20/499/04/FU by increasing the height of the tallest element to 33 storeys; this was approved 25th April 2007. A subsequent extension of time application, 10/01666/EXT was approved 18th November 2010.

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 As can be seen above, the site benefits from a history of planning approval for large scale residential developments. Officers commenced discussions with the developer on a revised scheme in July 2011. A number of meetings took place with planning, design and highways officers to develop the layout, scale, massing and general aspirations for the site. The scheme was presented to Plans Panel City Centre on 12/4/12. The minutes of this meeting are attached to this report at Appendix 1 and the issues raised by Members are discussed in more detail in the appraisal section below.

6.0 PUBLIC/LOCAL RESPONSE:

- 6.1 Ward members were notified of the application on 21/8/12, no comments have been received.
- 6.2 Site notices were posted 31/8/12 and an advert was placed in the Yorkshire Evening Post 13/9/12.
- 6.3 Leeds Civic Trust state they have had the benefit of a presentation from the developer, elements are supported but many of the issues raised at the presentation have not been addressed. The Trust believe the scheme has many benefits including its overall concept, the public space, green wall to the car park plus the mix of apartment sizes. Comments are made regarding the potential overshadowing of the canal, light and wind to the courtyards and need to ensure the bridge is attractive and responsive to desire lines. The Trust feel the tower is too dark and 'stumpy' and would benefit from a lighter and more slender appearance, the buildings are 'monolithic' and should include more variation, the buildings have a significant impact on some of the key views and some of the CGIs are not accurate. Overall, the Trust would like to support the scheme but feel they must object as they believe the design has significant flaws.

7.0 CONSULTATION RESPONSES:

- 7.1 Statutory:
- 7.2 Highways: No objection to the principle of the development, the development impact on the local network is acceptable, subject to off-site highway works and the parking numbers and access locations are appropriate.
- 7.3 Highways Agency: There will be no adverse impact on the Strategic Highway Network and the revised travel plan is acceptable.
- 7.4 Environment Agency: No objection subject to the development being carried out in accordance with the Flood Risk Assessment.
- 7.5 Non-statutory:
- 7.6 Licensing: Premises licences would be required for the A3-A5 uses.
- 7.7 Streetscene Services: The collection arrangements appear acceptable.
- 7.8 West Yorkshire Archaeological Advisory Service: No objection subject to a condition requiring archaeological recording.
- 7.9 Natural England: The proposal does not affect any statutorily protected sites or landscapes. Further bat surveys were requested (and have been carried out) and biodiversity enhancement and mitigation should be provided.
- 7.10 Network Rail: No objection.
- 7.11 Flood risk Management: No objection subject to conditions.
- 7.11 Yorkshire Water: No objection subject to conditions.
- 7.12 Leeds Bradford International Airport: No objection provided any lighting is positioned to avoid causing glare or dazzle to pilots.

- 7.13 Travelwise: The revised travel plan is largely acceptable subject to further minor changes.
- 7.14 Metro: Following confirmation that 'super shelters' on Whitehall Road are delivered via the planning approval on the former Doncaster Monkbridge site on the northern side of Whitehall Road, there is no objection in principle provided a public transport contribution is provided.
- 7.15 Public Transport Contribution Officer: A contribution of £137,142 should be sought.
- 7.16 Children's Services: The 66 three bed apartments would generate a contribution to primary and secondary education provision of £314,412.
- 7.17 Contaminated Land Team: No objection subject to conditions.
- 7.18 Wind Consultant: The Wind assessment only considers buildings up to 12 storeys, not the 17 storeys proposed therefore further studies are sought. Mitigation will be required in the windiest areas highlighted in the assessment.
- 7.19 Police Architectural Liaison Officer: Secured By Design principles should be adopted and controls should be in place to ensure unauthorised access is prevented into buildings and parking areas.
- 7.20 Affordable Housing Officer: 5% affordable units (31 units) should be delivered and spread across the site.
- 7.21 Canal and River Trust: No objection.

8.0 PLANNING POLICIES:

- 8.1 Development Plan Policies
- 8.2 Regional Spatial Strategy (RSS): 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 whole site is located within the City Centre and the parcel of land adjacent to the canal is within Holbeck Urban Village. The Leeds Liverpool Canal is adjacent to this parcel of land and is a Site of Ecological or Geological Importance (SEGI).
 - 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.
 - T5: Satisfactory provision for pedestrians and cyclists.
 - T6: Satisfactory disabled access.
 - 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.
CC4: High quality design and appropriate scale at city centre gateway locations.
CC10: Sites over 0.5ha require 20% public open space.
LD1: Landscape proposals should allow sufficient space around buildings to retain existing trees in healthy condition & allow new trees to grow to maturity.
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.
N25: Boundaries should be appropriate to the character of the area.
N50: Development will not be permitted that would seriously harm a SEGI.

- 8.4 Relevant Supplementary Planning Guidance.
- 8.5 Tall Buildings Design Guide (Adopted April 2010): This Supplementary Planning Document (SPD) provides guidance as to where tall buildings should and should not be built. The document highlights the importance of design and urban design and seeks to protect the best elements already established within the city.
- 8.6 Public Transport Improvements and Developer Contributions (2008): Developments that have a significant local travel impact will be subject to a requirement for paying a contribution towards public transport improvements.
- 8.7 Holbeck Urban Village Revised Planning Framework (2006) (HUVVRF): The HUVVRF seeks delivery of a footbridge over the canal landing on the parcel of land where the 17 storey tower is proposed.
- 8.8 Neighbourhoods for Living – A Guide for Residential Design in Leeds (2003): This SPD provides guidance regarding the themes and principles of residential design; the character and essence of Leeds and the submission requirements and analysis based process.
- 8.9 Building for Tomorrow Today – Sustainable Design and Construction (2011): Sustainability criteria is set out including a requirement to meet BREEAM standards.
- 8.10 National Planning Guidance
- 8.11 The National Planning Policy Framework (NPPF) came into force on 27th March 2012. The NPPF states that unless material considerations indicate otherwise development proposals which accord with the Development Plan should be approved. The framework, which includes guidance regarding building a strong, competitive economy, ensuring the vitality of town centres, promoting sustainable transport, and conserving the historic environment, is a material consideration.
- 8.12 Emerging Policy
- 8.13 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 7th November 2012 Executive Board approved the proposed pre-submission changes to the Publication Draft of the Leeds Development Framework Core Strategy. Executive Board also resolved to recommend that Council approve the Publication Draft Core Strategy and the sustainability report for the purposes of submission to the Secretary of State for independent examination pursuant to Section 20 of the Planning and Compulsory Purchase Act 2004.

8.14 Core Strategy Policy CC1B outlines the planned growth within the City Centre, including residential, office and retail growth.

9.0 MAIN ISSUES

- Principle of development and history of the site.
- Urban design.
- Private amenity space, public open space and provision of the bridge.
- Highways.
- Section 106 and viability.

10.0 APPRAISAL

10.1 Principle of development and history of the site

10.2 The site benefits from previous and extant planning permissions for large scale residential developments with multiple buildings up to 33 storeys in heights. The site is within the UDPR defined City Centre with only the small parcel of land adjacent to the canal having an additional designation as being within Holbeck Urban Village. Due to the policy background and history of residential approvals on the site the principle of residential development is supported.

10.3 The commercial uses proposed along Whitehall Road and in the ground floor of the tower would be ancillary to the residential development and would not have a significant impact on the vitality or viability of more centrally located areas and uses. The commercial uses would provide much needed activity to important frontages and help support the proposed community.

10.4 At the pre-application presentation Members did express a concern that a number of flats were already vacant in the city centre. It is understood that whereas apartment sales in the city centre may be low, the rental market is very strong and there is a demand for new apartments. The applicant, Taylor Wimpey, will be fully aware of market forces and will develop the scheme accordingly and any current vacancies, or not, is not considered material in the determination of this planning application. As highlighted above, the application is compliant with policy and has a history of residential approvals.

10.5 Urban Design

10.6 The design development has been driven by the context of the site that includes busy railway lines, an urban streetscape along Whitehall Road and the curve of the canal. These features have influenced both the layout and scale of buildings on the site. Globe Road, Whitehall Road and the railway lines bound the site therefore buildings have been located on these boundaries to provide a strong urban form to the highways whilst the car park provides a buffer to the railway. At the pre-application presentation Member's were generally supportive of the layout, scale and massing.

10.7 The ten storey buildings fronting Whitehall Road directly relate to the scale of building built and approved on the former Doncaster Monkbridge site on the opposite side of Whitehall Road and reflects the general character of development approved along Whitehall Road to the east. There are three buildings along this frontage to provide appropriate breaks in the urban form and allow for appropriate

pedestrian and vehicular access. The planting and depth to the footway mirrors that provided on the opposite side of Whitehall Road and will provide a boulevard type feel to Whitehall Road. The ground floors of these buildings incorporate the active uses (A1-A5, D1 or D2) to enliven the frontage.

- 10.8 The buildings fronting Globe Road are eight storeys in height to maintain a strong urban edge again whilst the buildings reflect the gentle curve of Globe Road and the canal to soften the impact and provide an attractive crescent appearance. Duplex apartments are proposed to the lower two floors along Globe Road with a narrow landscape strip and residents' footway providing a defensible space between the apartments and public footway on Globe Road.
- 10.9 Behind the ten and eight storey buildings fronting Whitehall Road and Globe Road, the buildings reduce in height to six and four storeys to provide a more intimate series of terraces and urban squares. These lower buildings will have green roofs. Along the southern boundary to the railway line the three storey car park links into the residential buildings to provide a buffer to the railway line.
- 10.10 To the parcel of land between Globe Road and the canal a seventeen storey tower is proposed that will continue the run of tall buildings close to the river and canal from Bridgewater Place, Granary Wharf and onward to the former City Island and those proposed at the former Doncaster Monkbridge site. This tower includes provision for an active use such as a restaurant or bar at ground level that will help increase the interaction with the canal.
- 10.11 The design approach to the buildings draws on a simple and traditional approach of brickwork frames and punched openings to provide a consistent palette with infill elements such as balconies providing subtle character changes between the buildings. Each building has a clearly defined base, middle and top to ground the buildings, give order to the central element and a neat but grand finish to the upper floors.
- 10.12 Red brick is used for all building on the main part of the site and is therefore in keeping with the sites industrial past and character of Granary Wharf and Tower Works nearby and further down river. A darker black/grey brick is proposed for the tower to provide some distinction for this slightly separate element whilst still reflecting the historic use of darker brick during the areas industrial past. Metal panels and balconies in gold and a dark metal provide a highlight and light catching finish in between the brickwork frame.
- 10.13 The car park along the southern boundary is also framed in red brick with brick piers. Between the piers will be a mesh of vertical cables that will form a screen to the car park and allow climbing plants to grow up and therefore soften this façade and provide an attractive feature to the public space within the site and railway lines. This approach will ensure attractive elevations to the car park and therefore avoid the concern regarding graffiti raised by Member's at the pre-application presentation.
- 10.14 The overall design is considered to be simple but attractive and reflective of the site's historic industrial past whilst the scale of buildings respects those approved along Whitehall Road with the tower element forming part of a string of tall buildings that provide a gateway to the western edge of the city centre and the railway. It is considered the design has been developed to remove any apparent 'blocky' appearance to propose an elegant scheme as Members sought at the pre-application presentation and is considered acceptable.

10.15 Are Members supportive of the design approach?

10.16 Private amenity space, public open space and provision of the bridge

10.17 Many flats have private balconies either projecting, flush or fully enclosed to create private 'winter gardens'. The duplex apartments on some of the internal streets also have small private amenity spaces enclosed by railings or low boundary structures. Communal courtyards are provided at first floor level above car parking and enclosed by the buildings whilst the roof of the three-storey car park offers further communal amenity space for some of the residents. These communal areas are landscaped with trees, shrubs and both permanent and mobile furniture.

10.18 The main public open space on the site is in the centre of the site accessed from Globe Road and leading up to the three storey green wall to the car park. This space is a similar size to that at Queen's Square or City Square and will include a line of poplar trees, bioswale (watercourse filled with wildflowers), seating and lawns. This space is intended to be a quiet and peaceful place.

10.19 A largely hard surfaced area is provided adjacent to the tower and canal that would provide a landing area for the canal bridge with a small part of this area possibly being used as an outdoor terrace by the ground floor bar/restaurant. Tree and shrub planting will also be provided.

10.20 Whereas the public open space is considered to be a significant and positive part of the scheme, it is less than 10% of the site, significantly short of the 20% sought by policy CC10. At the pre-application presentation Members accepted a shortfall in public open space on the site provided the scheme delivers the footbridge over the canal. Officers are still discussing this matter with the applicant and full details will be provided at the December Panel.

10.21 Are Member's supportive of the approach to private and public outdoor amenity space?

10.22 Highways

10.23 The scheme provides 439 parking spaces for the 625 residents, equating to 70% provision. This provision includes disabled, visitor and car club spaces. 45 motorcycle and 632 cycle parking spaces are also provided. The car parking provision is acceptable in policy terms and corresponds to other residential city centre developments. The extant scheme has an 80% provision but it is understood the current take up of parking spaces at Granary Wharf equates to only 38%. Members did have concerns regarding a potential lack of parking but as the proposal is in line with policy requirements, similar to other city centre developments, is within close proximity to the train station and good bus services, provides significant cycle parking and car club spaces (in addition to current market forces/demand), a 70% provision is considered acceptable.

10.24 The highways works associated with the scheme include the widening of Whitehall Road to accommodate an outbound cycle lane.

10.25 Are Member's supportive of the proposed car parking?

10.26 Section 106 and viability

10.27 The scheme generates the following S106 clauses/contributions:

- Affordable housing at 5% for elements implemented within two years or as per the affordable housing policy at the time of implementation.
- Public transport contribution of £137,142.
- Holbeck Urban Village public realm contribution of £491,250.
- Education contribution of £314,412.
- Travel Plan and monitoring fee of £5125.
- Car club contribution of £21,500.
- Local employment and training clause.
- Public access to public open space.

10.28 At the pre-application presentation Members raised the issue of the lack of school spaces in the locality. Children's Services have confirmed there is a high demand in the area and therefore seek the full level of contribution generated by this development, £314,412.

10.29 The developer has submitted a financial viability assessment that is being examined by colleagues in Asset Management. Officers will provide a full report on this appraisal at the December Panel.

11.0 CONCLUSION

11.1 Members are requested to consider all the matters raised within this report in order to provide officers with appropriate comments and / or advice on the proposal. Specifically, feedback is requested from Members on the following matters:

- **Are Members supportive of the design approach?**
- **Are Member's supportive of the approach to private and public outdoor amenity space?**
- **Are Member's supportive of the proposed car parking?**

12.0 BACKGROUND PAPERS

12.1 Application file 12/03459/FU and history files 20/499/04/FU, 07/00018/FU, 10/01666/EXT and 10/01670/EXT.

12.2 Certificate of Ownership signed by the agent.

APPENDIX 1 – Minutes of the 12th April 2012 Plans Panel City Centre regarding PREAPP/11/00711

The report of the Chief Planning Officer informed Members of a new major residential scheme proposed on land either side of Globe Road adjacent to the canal and Whitehall Road. The site benefited from extant permissions for a predominantly residential development of up to 33 storeys high for a total of 887 flats. Members were asked to comment on the emerging scheme.

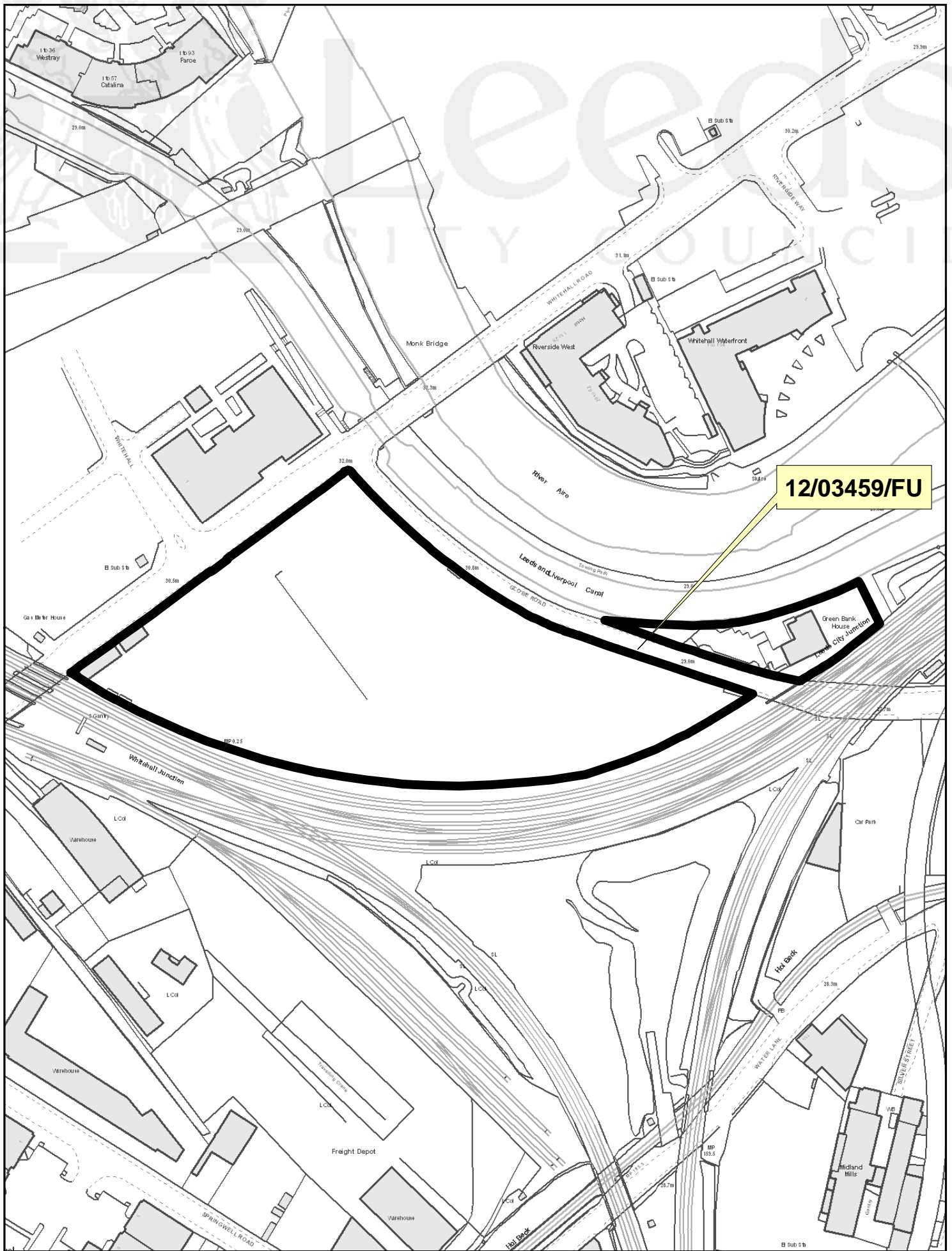
Members were reminded of the car park application that had recently been refused at the site and the previously approved scheme.

The applicant's representative addressed the meeting. It was reported that the new proposals presented a more commercially viable scheme and would be a major residential component of a regeneration area. The main frontage of the scheme would face Whitehall Road and Globe Road and Members were shown photographs of the area, drawings of the proposed scheme and a 'fly through' video of what the scheme would look like.

In response to Members comments and questions, the following issues were discussed:

- The development would include 1, 2 and 3 bedroom apartments and duplex apartments. Members expressed concern that there were already a number of vacant flats and apartments in the City Centre.
- Members expressed concern regarding the design of the blocks of buildings, that they appeared "blocky" and very similar and that the taller building lacked elegance. Members stressed this was a prominent site for people arriving in the city and should therefore be built to a high quality. It was reported that the images shown were still at an early stage of design.
- The boundary to the railway viaduct should not become a graffiti wall. It needs to provide visual interest from the railway line.
- Concern regarding the lack of school spaces in the area.
- Car parking – concern regarding the number of spaces provided.
- Members were asked to consider specific matters outlined in the report and gave the following response:
 - o With reference to the layout, scale and massing of the buildings, this was felt generally to be acceptable but concern reiterated regarding the quality of the design at this stage.
 - o Members felt the mix of properties proposed in the development to be fine.
 - o Members supported the possibility of there being less than 20% open space in return for delivering the footbridge over the canal but would like to see further discussion on this.

RESOLVED – That the report and pre-application presentation be noted.



12/03459/FU

CITY PLANS PANEL

