



PLANS PANEL (CITY CENTRE)

**Meeting to be held in Civic Hall, Leeds on
Thursday, 5th November, 2009
at 1.30 pm**

MEMBERSHIP

Councillors

T Hanley
J McKenna
E Nash

M Hamilton
(Chair)
J Monaghan

Mrs R Feldman
G Latty

D Blackburn

A G E N D A

Item No	Ward	Item Not Open		Page No
1			<p>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</p> <p>To consider any appeals in accordance with Procedure Rule 25 of the Access to Information Rules (in the event of an Appeal the press and public will be excluded)</p> <p>(*In accordance with Procedure Rule 25, written notice of an appeal must be received by the Chief Democratic Services Officer at least 24 hours before the meeting)</p>	
2			<p>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF THE PRESS AND PUBLIC</p> <p>1 To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.</p> <p>2 To consider whether or not to accept the officers recommendation in respect of the above information.</p> <p>3 If so, to formally pass the following resolution:-</p> <p>RESOLVED – That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:-</p>	

Item No	Ward	Item Not Open		Page No
3			<p>LATE ITEMS</p> <p>To identify items which have been admitted to the agenda by the Chair for consideration</p> <p>(The special circumstances shall be specified in the minutes)</p>	
4			<p>DECLARATIONS OF INTEREST</p> <p>To declare any personal/prejudicial interests for the purpose of Section 81(3) of the Local Government Act 2000 and paragraphs 8 to 12 of the Members Code of Conduct</p>	
5			<p>APOLOGIES FOR ABSENCE</p>	
6			<p>MINUTES</p> <p>To approve the minutes of the Plans Panel City Centre meeting held on 8th October 2009</p> <p>(minutes attached)</p>	7 - 12
7	City and Hunslet;		<p>APPLICATION 06/04610/OT - OUTLINE APPLICATION FOR THE FORMER YORKSHIRE CHEMICALS SITE KIRKSTALL ROAD AND LAND OFF WELLINGTON ROAD LEEDS - POSITION STATEMENT</p> <p>To consider a report of the Chief Planning Officer setting out the current position on an outline application to lay out access roads, erect mixed use development with residential business, retail, leisure and community uses with car parking, public open space, riverside walkway and nature corridor</p> <p>(report attached. Please note that the A3 colour plans to accompany the report are separate from the agenda)</p>	13 - 30

Item No	Ward	Item Not Open		Page No
8	City and Hunslet;		<p>APPLICATIONS 09/00882/LI /09/00883/FU AND 09/0884/CA - TEMPLE WORKS MARSHALL STREET HOLBECK LS10 - POSITION STATEMENT</p> <p>To consider a report of the Chief Planning Officer setting out the current position on an application for alterations, demolition and temporary change of use to a multi-purpose performance and events venue</p> <p>(report attached)</p>	31 - 44
9	City and Hunslet;		<p>APPLICATION 09/03829/OT - OUTLINE APPLICATION AT 10 - 11 SWEET STREET HOLBECK LS10 - POSITION STATEMENT</p> <p>To consider a report of the Chief Planning Officer setting out the current position on an application to erect B1 offices in two blocks, health and fitness centre plus a 596 multi-storey car park</p> <p>(report attached)</p>	45 - 54
10	City and Hunslet;		<p>APPLICATION 09/00027/FU - 55 BOAR LANE LS1 - APPEAL DECISION</p> <p>To consider a report of the Chief Planning Officer on an appeal decision following refusal under delegated powers for the removal of condition 1 of application 08/04790/FU – discontinue use on the 6th November 2009</p> <p>(report attached)</p>	55 - 58

Item No	Ward	Item Not Open		Page No
11	All Wards;		<p>BRIEFING PRESENTATION ON LEEDS DEVELOPMENT FRAMEWORK CORE STRATEGY PREFERRED APPROACH</p> <p>To consider a report of the Chief Planning Officer on the content of the Core Strategy Preferred Approach and to receive a presentation on this from Officers as part of the consultation process</p> <p>(report attached)</p>	59 - 64
12			<p>DATE AND TIME OF NEXT MEETING</p> <p>Thursday 3rd December 2009 at 1.30pm in the Civic Hall, Leeds</p>	

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To:
Plans Panel City Centre Members
and appropriate Ward Members

Chief Executive's Department
Governance Services
4th Floor West
Civic Hall
Leeds LS1 1UR

Contact: Angela Bloor
Tel: 0113 247 4754
Fax: 0113 395 1599
angela.bloor@leeds.gov.uk
Your reference:
Our reference: ccpp/sitevisit/
28th October 2009

Dear Councillor

PLANS PANEL CITY CENTRE – THURSDAY 5TH NOVEMBER 2009

Prior to the meeting on Thursday 5th November 2009 there will be a site visit, and I set out below the details:

Depart Civic Hall Ante Chamber at **10.00am** by bus to Temple Works to assist Members' understanding of the proposals for this Grade 1 Listed Building.

Return on foot via Granary Wharf to see the scheme which is nearing completion and the new artwork enhancement to Neville Street, to return to the Civic Hall at 12.00 noon approximately.

Please could you let Rob Buchan know (2478170) if you will be attending the site visits and assemble in the Ante Chamber at **9.55am**.

Following agenda item 11 there will be a pre-application presentation relating to a proposed major mixed use development at the 'City One' site, land bounded by Sweet Street, Meadow Road, Jack Lane and Bowling Green Terrace, and I attach a copy of the report to this letter.

Yours sincerely

Angela M Bloor
Governance Officer



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Report of the Chief Planning Officer

PLANS PANEL CITY CENTRE

Date: 5th November 2009

Subject: PRE-APPLICATION PREAPP/09/00006 – Proposed major mixed use development at the ‘City One’ site, land bounded by Sweet Street, Meadow Road, Jack Lane and Bowling Green Terrace

Electoral Wards Affected:

City and Hunslet



Ward Members consulted
(referred to in report)

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:

This site has had a previous outline approval for a major mixed use scheme under application reference 20/517/04/FU, approved 19/9/06. The approved scheme included a number of buildings around 8-10 storeys and a tower up to around 35 storeys. The scheme would have provided 450 flats, 53,000m² of offices, 350 hotel rooms, 1550 car parking spaces (inclusive of 550 public spaces in a multi-storey car park (MSCP)), a fitness club and ancillary retail units and restaurants. This outline approval expired on 19/9/09.

Planning application 20/476/02/OT also granted outline planning permission for a 22 storey hotel and casino, offices, A1, A3 and multi-storey car park for Jan Fletcher Properties Ltd.

More recently the site was also considered as a potential location for the Council's arena.

Following the arena site being allocated to Clay Pit Lane, the developers, Montpellier Estates, recommenced discussions with officers regarding the potential for a major mixed use scheme on this site. Since the previous approval the site has increased in size to include the former LA Bowl site.

The outline proposals are presented to Panel to allow Members to comment on the evolving scheme and raise any issues prior to the intended submission of an outline application later in the year.

2.0 SITE AND SURROUNDINGS:

The site lies within the southern part of the City Centre, immediately west of Meadow Road, which is the main distributor to the City Centre from the M621.

The area has been predominantly commercial in the past but much of the site is now cleared. Past and present uses include a bowling alley, car dealership, retail car parts outlet and repair garage and associated open parking areas.

There is a large electricity sub-station within the site, and industrial units to the west. Small, low industrial units lie to the south across Jack Lane. To the north, across Sweet Street is the City Walk development consisting of offices, Bewleys Hotel and residential units, rising to 10 storeys, a cleared site providing surface car parking but with approval for an 8 storey office block and the 'Mint' development consisting of 8 storeys of offices. Planning application 09/03829/OT is currently under consideration and proposes a multi-storey car park and two office blocks of 6 storeys in height on the site to the immediate west of 'City One'.

The site rises from Sweet Street southwards towards Jack Lane.

The eastern portion of the site lies within a Prestige Development Area. The site is outside Holbeck Urban Village with the boundary being Sweet Street to the north of the site.

There are gas pipelines running along the northern and southern edges of the site and flood zones 2 and 3 extend into the northeast portion of the site.

3.0 HISTORY OF NEGOTIATIONS

Following the selection of the Brunswick site for the arena development, pre-applications discussions recommenced regarding an amended major mixed use scheme.

An urban design analysis has taken place to determine a number of design objectives for the site. These objectives have been agreed with officers and have assisted the development of the scheme to date.

4.0 PROPOSAL

The outline scheme comprises of 10 buildings providing office, residential and leisure (primarily hotel) accommodation, a MSCP and ancillary retail units. To provide flexibility, parameters for the proposed buildings heights are provided. Officers have discussed the scale of the buildings at length to ensure the scheme respects existing developments along the northern side of Sweet Street (that in turn reflect the Holbeck Urban Village Revised Planning Framework). There is a tall building within the part of the site designated as a PDA with a parameter up to 40 storeys. As the scheme is in outline only details regarding form and design are not known at this stage.

A large area of public open space is located in the middle of the site that is intended to provide a 'green heart' to the development. To the west of this space on the western boundary are the residential blocks. The MSCP is located to the south of this open space with three office buildings fronting Meadow Road. There is a further

office block and the hotel development at the northern end of the site on the Sweet Street frontage.

Due to the location of the gas pipelines along Sweet Street and Jack Lane frontages the buildings are set back from the site boundaries. The scheme also allows for the delivery of a cycle lane running north-south within the site (as previously requested by Members when considering the previous outline approval).

There are vehicle access and egress points on Sweet Street, Bowling Green Terrace and Jack Lane. These routes will also allow for an enhancement to the pedestrian linkages with the communities south of the development in Holbeck and Beeston Hill.

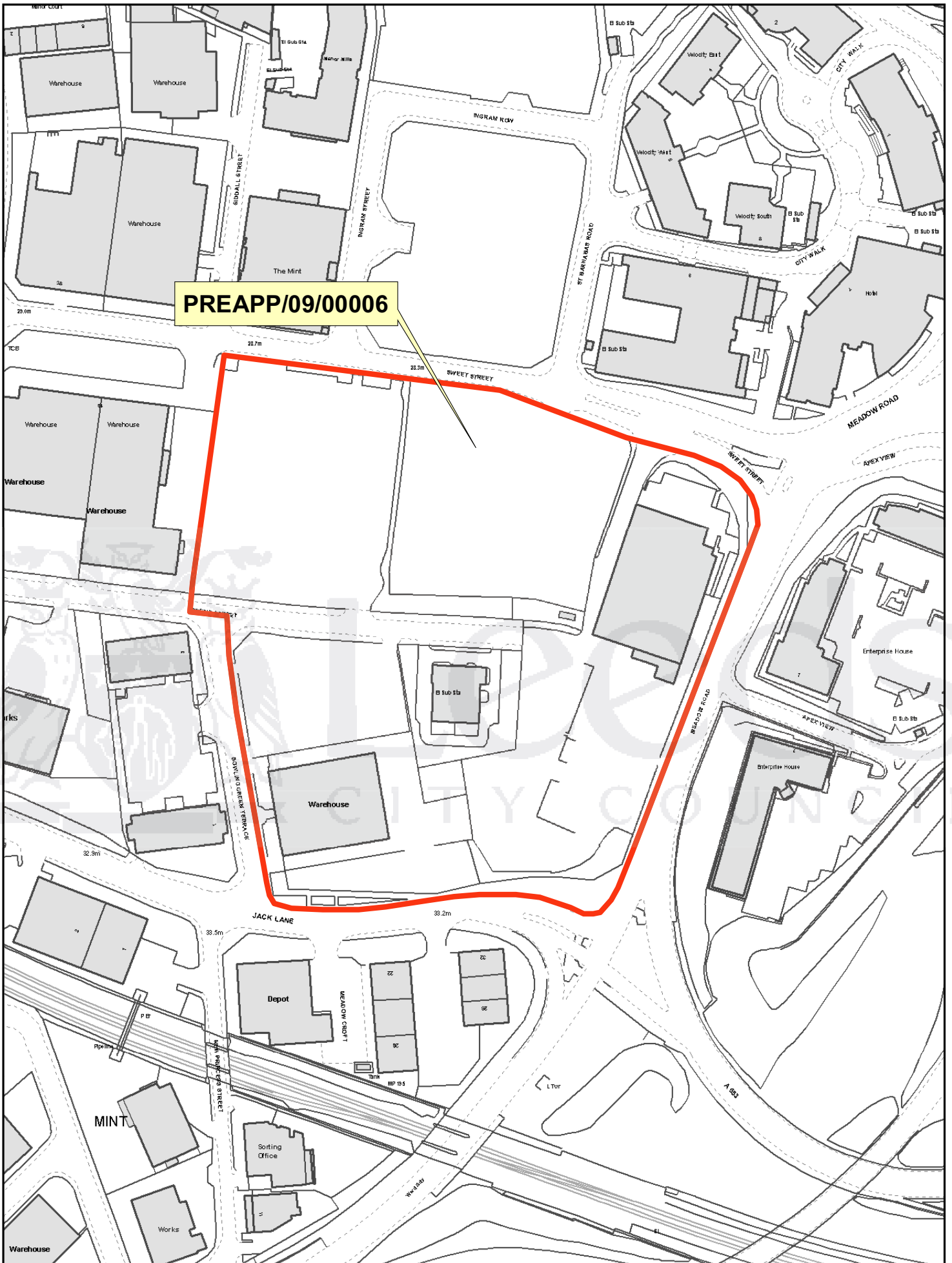
5.0 ISSUES

Members are asked to consider the following matters:

- i. Is the layout and building parameters acceptable?
- ii. Is there sufficient public open space?

Background Papers:

Previous application file 20/517/04/OT.



PREAPP/09/00006

CITY CENTRE PANEL



Scale 1/ 2000

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Plans Panel (City Centre)

Thursday, 8th October, 2009

PRESENT: Councillor M Hamilton in the Chair

Councillors D Blackburn, Mrs R Feldman,
T Hanley, G Latty, J McKenna and
J Monaghan

30 Chair's opening remarks

The Chair welcomed everyone to the meeting and asked Members and Officers to introduce themselves

31 Declarations of Interest

The following Members declared personal/prejudicial interests for the purpose of Section 81(3) of the Local Government Act 2000 and paragraphs 8 to 12 of the Members Code of Conduct

Application 09/03060/FU – The Orange Zone Car Park University of Leeds – Councillor Hamilton declared a personal and prejudicial interest in this item through his being employed by Leeds University who were the applicants (minute 34 refers)

Application 09/03060/FU – The Orange Zone Car Park University of Leeds – Councillor Hanley and Councillor Monaghan declared personal interests as members of Leeds Civic Trust which had been consulted on the proposals (minute 34 refers)

Draft Kirkgate Planning, Restoration and Regeneration Statement – Councillor Hanley and Councillor Monaghan declared personal interests as members of Leeds Civic Trust which had been involved in discussions on the draft Statement (minute 35 refers)

32 Apologies for Absence

Apologies for absence were received from Councillor Nash

33 Minutes

RESOLVED - That the minutes of the Plans Panel City Centre meeting held on 10th September 2009 be approved

34 Application 09/03060/FU - 10 storey car park with associated management suite and ancillary (Class D1/cycle hire and workshop) space and landscaping - The Orange Zone Car Park University of Leeds Off Vernon Road Woodhouse LS2

Having declared a personal and prejudicial interest in this matter, Councillor Hamilton withdrew from the meeting

Councillor Latty was proposed and seconded to chair this item

Councillor Latty in the Chair

Further to minute 27 of the Plans Panel City Centre meeting held on 10th September 2009 where Panel received a position statement on proposals for a multi-storey car park off Vernon Road LS2, Members considered the formal application Plans, photographs, drawings, sample materials and graphics were displayed at the meeting

Officers presented the report which sought permission for a 10 storey car park for use during the day by staff, tenants and visitors to the University, with associated management suite, ancillary (D1) use and landscaping

Members were informed that the concerns raised at the previous meeting regarding the odour of the proposed glass-reinforced plastic (GRP) cladding had been considered with Officers stating that after a few weeks in the open that any residual odour would dissipate

Regarding noise vibration caused by wind, tests were being undertaken but it was felt that the gaps around the panels would deflect wind so vibration should not be an issue

A recessive colour, ie grey, had been selected for the external cladding with this being lined with a green/blue colour to provide contrast and visual interest

The top level of cladding around the roof level had been amended and would now be aligned in the same direction but to signify the top of the building the panels would not have ventilation holes

Members were informed of an amendment to the report in respect of an 5m easement between the building and the retaining wall of the Inner Ring Road. This would not be part of the S106 agreement as it came under different legislation, but an informative would be put on the planning permission, should this be obtained

Members commented on the following matters:

- the shade of grey to be used on the panels, as two samples had been provided
- the phasing of the construction of the car park and the adjacent Innovation Building
- the lift overrun, concerns at the proposed treatment of this, with suggestions that this either be hidden or made a feature of
- the design of the elevations and disappointment that the banding used to emphasise floor levels was not also used to define the parapet
- that the lift overrun should be of the same colour as the ground floor entrance in order for it to appear as a tower behind the main cladding and that the parapet of the building should have detailing as per the bottom of the cladding
- whether some additional design features could be considered for each corner of the building

Officers provided the following responses:

- that the lighter grey panel would be used although this would be further lightened by the use of yellow pigment in the manufacturing process
- regarding the phasing of the development, the car park would commence first, but there would be a period when the construction of the car park and Innovation Centre would overlap. Temporary car parking would be provided for a short period on areas of public realm

- that Members' comments regarding the parapet and lift overrun would be taken on board and that this area could be enlivened

RESOLVED - To approve the application in principle and defer and delegate final approval to the Chief Planning Officer subject to the conditions set out in the submitted report (and any others which he might consider appropriate); further discussions regarding the parapet detailing and lift overrun; the inclusion of an informative on the planning permission in respect of a 5 metre easement between the building and retaining wall of the Inner Ring Road and completion of a legal agreement within 3 months from the date of resolution unless otherwise agreed in writing by the Chief Planning Officer, to include the following obligations:

- employment and training of local people
- agreement to off site public realm works to the Parkinson Entrance to the campus and land at the end of Hillary Place
- public access areas
- the identification of an area of land upon which a future public footpath across Leeds Ring Road could be landed
- on street car parking and traffic management measures

35 Draft Kirkgate Planning, Restoration and Regeneration Statement - Officer presentation

Councillor Hamilton rejoined the meeting and resumed the chair

Plans, photographs and graphics were displayed at the meeting. A Members site visit had taken place to the Kirkgate area earlier in the day

The Panel considered a report of the Chief Planning Officer on the draft Kirkgate Planning, Restoration and Regeneration Statement, a copy of which was appended to the report

Officers presented the Statement and informed Members that proposals for this strategically crucial point within the City Centre had been debated for many years and that a strategy had been drawn up to guide future development in an appropriate manner and to try and obtain Heritage Lottery funding for the area

The main objectives of the document were:

- conservation and restoration of the First White Cloth Hall
- the refurbishment of Kirkgate
- some enabling development at the rear

Permeability would be enhanced through the opening up of Crown Court and Pine Court

Regarding future development, the Council's Conservation Officer stated that it was important that an even and uncluttered horizon was maintained and that if new development was allowed up to the ridge line of Waterloo House, this would not impact on views

Whilst on site, a picture of Louis Grimshaw's painting of Kirkgate was shown and Members were informed that the intention of the Draft Kirkgate Planning Statement was to bring back some of the charm to this area as depicted in the painting

Officers explained that the draft Statement had been consulted upon and bringing it before Plans Panel City Centre was the final part of that process, with a view to the final version being adopted by Planning Board as a material consideration for Development Control purposes

Draft minutes to be approved at the meeting
to be held on Thursday, 5th November, 2009

Regarding the application for Heritage Lottery funding, Members were informed that this could be provided for repairs and public realm, but demolition /reconstruction could not be grant aided, which would mean that the rebuilding of the First White Cloth Hall would have to be funded by a developer

Members commented on the following matters:

- that the properties used to be imposing terraces and the possibility of converting these back to family housing
- that many of the rooms would be small and whilst these properties could be converted to homes for single people, they may not be suitable for families
- support for the document but concerns at the demolition of the oversailing section of building at Pine Court
- that Highways Officers should examine the vehicular access arrangements and find a way to provide the necessary servicing without demolishing Pine Court and that the arch at Pine Court should be retained in some form
- that a service access used to exist through Chancellor's Court and that this should be considered
- that the retail units should be retained as small, individual shops rather than having one large retailer dominating the street
- the economic viability of small units and whether these could be sustained
- the improvements which had been made to the opposite side of the street and the new businesses this had attracted
- the need for the area to be enhanced, but that this must be done sympathetically and the character of the street should be retained
- the acceptance of the need for enabling development and that the proposed height ie level with the ridge line of Waterloo House was acceptable
- whether the varying roof heights which currently existed could be aligned, with different views on this being put forward
- that Kirkgate was a Gateway site and the possibility of obtaining other sources of funding because of this
- that the retail area was not as vibrant as it could be and the possibility of changing the nature of the area, through its development which could lead to consideration of different uses
- that the nearby Corn Exchange was attracting new retailers and helping to revitalise the area, which the regeneration of Kirkgate would expand, however concerns existed as to whether the vision for the area would be achieved
- that a presentation relating to the refurbishment of the First White Cloth Hall had been made to Panel some years ago but had not resulted in an application coming forward and concerns whether the majority landowner would be able to develop the site
- the proximity of the Eastgate and Harewood Quarter to Kirkgate and the possibility of that development acting as a catalyst for the redevelopment of Kirkgate
- the importance of these schemes to promote Leeds and attract people to the city as the recession ended

Officers provided the following responses

- regarding use, Kirkgate was part of the Prime Shopping Quarter and a secondary frontage so at least 50% of the street had to be retail use in accordance with policy. However there was the opportunity for alternative uses to be considered and if there were issues around viability and developer interest, these matters would be brought to Panel for consideration
- regarding Pine Court, the issues raised would need further consideration when applications for development began to come forward, however the Panel's Highway's representative stated that a two way route on Crown Street could be problematic due to the limited width available to provide turning
- that the fabric of Pine Court was not known and that as the First White Cloth Hall would need reconstruction, then a similar approach might be possible to Pine Court

The Head of Planning Services who as in attendance, acknowledged the comments of Members regarding the different economic landscape which now existed, but stated that the possibility of Heritage Lottery funding being made available to commence some restoration work could help bring forward the development of this historic area

Members were informed that all the comments made throughout the consultation period would be taken into account and a final version of the Statement would be presented to Planning Board, with a report on progress being submitted to Panel next year once the outcome of the Lottery bid was known

RESOLVED - To note the report, the presentation and the comments now made

36 Date and time of next meeting

Thursday 5th November 2009 at 1.30pm in the Civic Hall, Leeds

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Originator: Paul Kendall

Tel: 0113 2478196

Report of the Chief Planning Officer

PLANS PANEL CITY CENTRE

Date: 5th NOVEMBER 2009

Subject: POSITION STATEMENT FOR APPLICATION 06/04610/OT – Layout access roads and erect mixed use development, with residential, business, retail, leisure and community uses, with car parking, public open spaces, riverside walkway and nature corridor – Kirkstall Rd and land off Wellington Rd

APPLICANT

Gladedale

DATE VALID

28th July 2006

TARGET DATE

10th November 2006

Electoral Wards Affected:

City and Hunslet

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION : Members are requested to note the contents of this position statement and are invited to comment in relation to the key issues which are highlighted in the report.

BACKGROUND:

This is an outline application which was submitted in July 2006 and was considered by Members during a series of Panel meetings and workshop sessions in 2007. At that time the applicant was working together with the owners of the adjoining sites to the west who were seeking to submit their own applications for similarly large scale mixed use schemes and Members expressed their support for this approach. However, more recently, the likelihood of these other schemes coming forward in their original forms has diminished and the current application remains the only one to have been formally submitted.

The applicant now wishes to progress this to the point of determination and has undertaken further negotiations with officers in the light of different market conditions and more refined design considerations. In the light of this, officers consider that, due to the length of time since it was last presented to Members, it is appropriate to inform Members of how the scheme has progressed.

The applicant wishes to move forward with bringing this scheme in line with current Central and Local Government policy and submit a package of revisions to the current application including plans and a revised suite of documentation which will be referred to below.

The scheme will also need to be readvertised and the applicant has also agreed to undertake a new community consultation exercise.

SITE AND SURROUNDINGS:

The site is located to the south of Kirkstall Road and comprises the former Yorkshire Chemicals PLC site along with the island immediately to the south of this and lying between the River Aire and the Leeds-Liverpool Canal. The total site area is 5.3 hectares. The buildings have now been totally demolished and therefore the site is cleared and vacant.

RELEVANT PLANNING HISTORY:

At City Centre Plans Panel on 1st March 2007 Members received a presentation from the developer's team regarding the progress made on the application. For information the minutes and resolution of this are reproduced below:

Members welcomed the progress which had been made and commented on the following:

- the extent of the improvements to the canal and whether British Waterways supported the proposals
- the design of the living bridge and the need to ensure this was not designed as a 'block'
- concerns that the proposals may be over intensive
- that the proposals should include a level of Affordable Housing at 15%

RESOLVED –

- (i) To note the report, the presentation and the comments now made
- (ii) That a series of workshops involving Members, Officers and the applicants be set up to explore the proposals further in respect of detail, heights, materials prior to the determination of the application

As a consequence, and in accordance with resolution (ii) above, there then followed 2 no. Member workshops in April and September of 2007. These considered not only the application site itself but the sites further to the west. As a result of these a letter was sent to Members and the applicant setting out the position of the Local Planning Authority and this is appended to this report for information.

There then followed a site visit and Panel presentation in Dec 2007 specifically to consider the design of the Living Bridge. In order to avoid the reproduction of a lengthy Panel resolution on the Living Bridge, Members are advised that this aspect of the scheme has now been removed.

CURRENT PROPOSAL:

The current application is for a scheme which is very similar in terms of the plan form to that which Members were considering in 2007 with one notable exception, the removal of the Living Bridge which has now been replaced with a pedestrian and cycle bridge.

The mix of uses has stayed much the same since the previous presentation, however, with the exception of the offices and car park at the Kirkstall Rd end of the site, all other building heights have been reduced.

In summary, the new scheme comprises the following:

Kirkstall Rd Riverside

- Vehicular access is to be taken from a central point on the Kirkstall Rd frontage with 2no. nine storey office buildings to either side fronting the main road (25,000 sqm). These are positioned a distance from the curb which would allow the generation of the 'boulevard' type of street character which is referred to in the relevant planning framework which is referred to in more detail below.
- The main access road intersects the secondary east/west running spine road at a 'T' junction, giving vehicular access to basements beneath 3 of the buildings. It also enables connection to the neighbouring sites when this is required in the future. Initially, however, the road would be set out with turning heads on the boundaries to enable vehicles to be able to turn and exit the site in forward gear.
- 3 further buildings continue the grid pattern between the spine road and the River Aire; the 2 fronting the river being primarily residential and having a maximum height of 10 storeys reducing to between 6 and 8 storeys fronting the river. The other building is more central to the site and is a 9 storey car park.
- Car parking will be located in single level basement areas under the office buildings and the eastern residential building. The remainder will be within the multi-storey car park. Controls over the use of this car park remain to be finalised and are likely to be controlled as part of the s106 agreement.
- All of the buildings are located in such a way that they would not prejudice the erection of buildings on the neighbouring sites, particularly to the west where there is a future development site. To the east there is a considerable area of open space and 2 no. retail units, one a retail warehouse and the other a much smaller stand alone unit.
- The Public Open Space area has been retained in the same position, as previously proposed, next to the river in the south eastern corner of the site. The main area of space measures approximately 75m north to south and 65m west to east . This is linked to the main site access road by a 20m wide tree lined pedestrian boulevard ensuring that the north/south access route is strong and legible.
- The west/east route along the riverbank is also continuous with site levels being adjusted to ensure that the gradients are kept to an absolute minimum (less than 1:20). It is proposed that levels across the entire site are adjusted as part of the flood alleviation scheme with the height of the river wall set above the 1:200 year plus climate change flood level.
- The wing of the residential building which runs along the eastern boundary has been extended southwards to a point 25m from the river. This is in order to create some visual containment to the open space area, however, a double height opening has been introduced halfway along it at ground floor level to maintain pedestrian permeability to the existing area of open space on the adjacent site to the east.
- All of the buildings will have a mix of uses at ground level and also at first floor level in some cases, which include small scale retail, community health, offices, bars and restaurants and these will help to animate the pedestrian routes through the site. Most of the bars and restaurants are to be oriented towards the large areas of public open

space which means they will be able to take advantage of the river views and southerly aspect.

The Island

- The open space area will act as a springing point for a new pedestrian and cycle bridge crossing the River Aire landing on The Island site where it would lead to another large area of Public Open Space approx. 70m x 50m. This space would be enclosed on 3 sides by 7/8 storey buildings and the pedestrian route would lead through to the Canalside towpath close to the listed Oddy's Lock and lock keepers cottage. This is the identified route for cycles and pedestrians and ensures full permeability both to and through the site.
- The buildings along the eastern edge of the site are set away from the common boundary and are divided in to 2 buildings which would allow access through to any future redevelopment of the neighbouring site and ensure that such a proposal would not be prejudiced.
- Residential buildings then occupy the remainder of the site and reduce in scale to the west in three blocks from 8 storeys down to 5 storeys, terminating in a proposed series of 3/4 storey terraced town houses. Between these buildings are the scheme's only private areas of amenity space, necessary due to the fact that residential uses are taken to ground level here and are therefore more vulnerable. These areas will still provide visual amenity value and will contain substantial areas of hard and soft landscaping.
- The final building is located at a point where the river and the canal converge to a point where they are only 30m apart adjacent the listed Spring Gardens Lock. This is a further residential building with ground floor café restaurant unit rising from 2 to 9 storeys in height which will act as an end stop to the development before the waterside nature area commences. The footprint of this building converges to respect the building lines of the layout to the east.
- The nature area is the very thin tongue of land which is located between the River Aire and Leeds Liverpool canal. For much of it's length it is set on a steep slope which makes it difficult to access and very difficult to use for anything other than as the natural wildlife habitat proposed
- The Island site benefits from a totally pedestrianised environment as all vehicles (except for emergency and service) are taken in to a basement at the south-eastern corner of the site off the Wellington Road Industrial Estate access road

POLICY BACKGROUND:

The area is allocated immediately outside the City Centre with the boundary running along the eastern edge of the site. The area is therefore unallocated in the UDP which assumes that the existing use will continue. As previously explained, none of the buildings remain on the site and the location of the chemical works was considered to be a blight on the area when it existed. The future development of the land is impacted upon by a raft of national, regional and local planning policies:

National Guidance

PPG3 Housing - Advocates the use of previously developed land within urban areas for residential use and this leads to a more sustainable form of development, and reduces reliance on the private motor vehicle.

PPS6 Planning for Town Centres - Advocates appropriate development e.g. offices, hotels retailing and leisure, within existing centres and this includes, developing a wide range of attractions, amenities, creating an attractive environment, ensuring good levels of access. A mix of uses within sites and the provision of housing are also supported. (Note – the site is not within an allocated centre but just on the edge)

PPG13 Transport - This promotes accessibility to jobs, shopping, leisure and services, and to reduce the need to travel by car. Development is also supported close to existing transport routes.

PPS25 Flood Risk – Sets out the requirement to ensure that uses sensitive to flooding are not located in high flood risk areas and the carrying out of a sequential test on sites prior to the consideration of detailed methods to mitigate the effects of flooding.

Regional Planning Guidance (Regional Spatial Strategy RSS)

This is contained within RSS for Yorkshire, Humberside and the Regions and the main purpose of this is to provide a strategy within which local authority development plans and local transport plans can be prepared. It makes it clear that the main focus for business, cultural, social, leisure and retailing activities will be existing city centres and that business is a major generator of travel demand and this provides further weight for its provision within existing centres.

Local Policy

The most relevant Unitary Development Plan (UDP) policies are:

GP5 Development proposal should resolve detailed planning considerations including access, drainage, contamination, stability, landscaping and design. Proposals should seek to avoid problems of environmental intrusion, loss of amenity, pollution, danger to health or life and highway congestion, promote energy conservation and the prevention of crime.

H11 Housing developments throughout the district will normally be required to provide an appropriate proportion of affordable housing.

T2 New development will not be permitted unless adequately serviced by road access, public transport and cycle access.

T5 Safe and secure access for pedestrians/cyclists.

T6 Satisfactory access for disabled people and persons with mobility problems.

BD2 The design and siting of new buildings should complement and where possible enhance existing vistas skylines and landmarks.

BD5 New buildings should be designed with consideration given to both their own amenity and that of their surroundings. This should include useable space, privacy and satisfactory penetration of daylight and sunlight.

B12 Development to respect fundamentals of urban design, linked and appropriate spaces and retain best of the old fabric.

N8 & N9 Seek the provision of green corridors which improve connectivity to the surrounding countryside and improve access, recreation, nature conservation and visual amenity

LT6B The City Council will seek, where appropriate, to secure footpath access and public rights of way along both banks of the river having regard to public safety and nature conservation interests.

BD15 Works of public art will be encouraged in all new development.

SPD – Biodiversity and Waterfront Development : Objectives are to: identify and safeguard existing habitats; provide ecological design guidance on waterfront developments; provide guidance on the conservation of protected and important species; identify opportunities for habitat enhancement, creation and restoration; encourage appropriate long term habitat management. It requires development to be set back from river banks.

SPD - Public Transport Improvements and Developer Contributions To ensure that developers take full account of ensuring access to their site by means other than the private motor vehicle.

SPD – Sustainable Design and Construction Advocates the use of a range of measures to ensure that the best possible practices are used to ensure a sustainable environment is created.

Waterfront Strategy : This advocates public access to the waterfront as well as its laying out with landscape treatment, which seeks to soften the bank edge. In addition, open space oriented towards the river, uses which take advantage of the amenity offered by the river and the protection of any wildlife habitats are also advocated.

Kirkstall Rd Renaissance Area Planning Framework : (KRRAPF) has now been adopted as Informal Guidance for planning purposes. It aims to promote the regeneration of the area in a manner which will establish a real sense of place and guide developers in formulating proposals for the re-development of land. It serves to develop the principles of the UDP and broader renaissance initiatives. This is underpinned by a need to ensure that a consistent approach is taken to all development in the area.

The framework area is split in to a series of character areas. The area between the River and the Kirkstall Rd is within the 'Kirkstall Road Riverside' and the area between the river and the canal is within an area called 'The Island'. Within these two areas the framework advocates that the buildings are laid out in a 'flexible configuration on a grid based block pattern. Development sites/blocks and building envelopes will be determined by the requirement for public realm and safe and attractive pedestrian movement'. New buildings must contribute to the formation of these objectives by resolving:

- Appropriate height, scale and massing
- Siting and orientation
- Landscape settings
- Emphasis of corners
- Locating entrances on public access streets/paths
- Facilitating pedestrian access through the area and avoid potential conflict with traffic.

There is a requirement to create a boulevard along the A65 Kirkstall Rd corridor which will be achieved in conjunction with works associated with the Quality Bus Initiative (QBI) and is considered to be a fundamental part of the future growth of this area.

Heights are set out on a plan but broadly envisage 8 storeys at the north-eastern corner of the Bankside site and reducing towards the river. The Island should be the 'greenest' of the areas covered by the framework with the western end to be preserved as a wildlife habitat. A link across the river is also indicated as is public access to the river banks. Building heights are proposed as 2-4 storeys.

Quality Bus Initiative : The A65 QBI is in the final stages of detailed design, with Full Approval being sought in November 2009 giving a provisional start on site in early 2010. The scheme proposals have been amended to give a robust solution that will work without any proposed amendments associated with adjacent development. It does not, however, exclude further alteration to Kirkstall Road to accommodate future development access, as and when each of the development sites comes forward.

CONSULTATIONS:

The formal consultation process for the revised scheme can only take place once the package of plans and supporting documentation has been submitted. The appraisal section below refers to each of the areas in turn and the position reached at this stage in respect of each of the subject areas. The full set of consultation responses will be reported to Members when the scheme is brought before them for determination.

MAIN ISSUES:

The principle of the proposed uses

The scheme layout and building heights

The consideration of all other matters relevant to this site on which the full consultation process will be undertaken.

The carrying out of further community consultation

Section 106 legal agreement heads of terms

APPRAISAL:

Uses. This site is not within the city centre but just on its edge. It is national, regional and local policy that commercial uses are located within the defined centres. A substantial amount of the floor space proposed is residential and this is acceptable in terms of land use policy. Clearly an important aspect of this area is the potential to regenerate a very large area of riverside and if there are proposed to be a considerable number of residents and an environment which is to be supportive and inclusive to the scheme and the wider community it must also provide a mix of uses.

In addition, the Kirkstall Rd corridor provides an environment which, even after the improvements, will provide an environment which, due to the adverse amenity aspect, would be unsuitable for residential accommodation. Therefore, the office uses provide a buffer for the residential uses to the south and the ground floor commercial elements provide life and activity and would animate the extensive open space areas proposed. In this respect then the location of uses is considered to strike the correct balance between regeneration, attractiveness, place making and appealing to the wider community. These uses and the creation of a mixed use environment are objectives set out in the KRAAPF. The objectives of this document set out the requirements of any redevelopment proposal at a local level and must be given due weight. For this reason an element of commercial use on the site is considered to be appropriate.

The residential accommodation being provided is in a range of sizes and types and whilst it is accepted that most of these are in the form of apartments, the inclusion of family housing with gardens is welcomed as a positive step. The aim is to provide a wider range of accommodation types, which will encourage people to remain closer to the city centre for longer, is fully supported. The applicant has agreed to provide the levels of Affordable Housing set out in the Supplementary Planning Guidance.

Scheme layout and building heights: The grid-like layout plan on the northern part of the site has been accepted previously and is advocated in the framework document. It also works very well in terms of providing both north/south and east/west access routes as well as links to neighbouring sites and along the river. The heights of the buildings sets up a strong frontage to Kirkstall Rd whilst still allowing a better pedestrian environment along this major arterial route to be created. The mass of the scheme then reduces in scale towards the river and this approach is supported by the KRAAPF, although the proposed buildings are taller than those set out in the planning framework.

The intensity of the development and the amount of developed footprint has been reduced considerably by the removal of the living bridge and the buildings which flanked it. This results in the bridge itself becoming the focal point of the open space areas which sit on either side of the river. It also means that the view along the river from the Inner Ring Road bridge to the east would be unfettered except for the new bridge and this is considered to be a considerable improvement over the previous scheme.

The provision of publicly accessible open space on the site is considerable and accounts for over a third of the total site area even when the nature area is excluded. The main areas of space are adjacent the river which is considered to be the best location and in line with policy requirements and in the case of the space to the north of the river will contribute to a sizeable riverside area when added to the open space on the adjacent site to the east.

On The Island site the building layouts respond to the large area of open space and provide river and canal frontages as well as visual permeability between them. The narrowing of the island is responded to by a change in building type to much smaller footprints terminating in an end stop which ties northern and southern sides together. The reduction in building heights which corresponds to this reduction in footprint size and increasing distance from the city centre is considered to be appropriate as is the use of the taller building which responds to the converging building lines as an end stop.

To conclude, the simple and clear logic of the scheme has been retained and improved by the removal of the living bridge. The reduction in scale is welcomed and is considered to result in a more successful scheme which is less intensive in terms of height and total area of built footprint. All, of the above factors will contribute to the creation of a scheme which will have a real sense of place with a river crossing point and bridge as it's focus.

Other matters : Officers have been in constructive negotiations with the applicant and agent on a range of matters. In all cases the applicants have demonstrated their willingness to accommodate the raft of relevant policy requirements and also to enter into a S106 agreement where this is considered necessary. In respect of the supporting documentation, the production of this is dependant on Members comments on this progress report. Clearly if there are major concerns over certain issues these can be addressed in subsequent negotiations and accommodated within the emerging documentation. However, at this time, both the applicant and officers consider that they can progress no further without receiving the comments of Members which will then help to move forward the consideration of this important site.

The position reached in respect of each of the relevant matters is set out below:

- Highways : The applicant is to submit a full Transport Assessment and Travel Plan and has agreed the scope of these with officers. The primary requirements of this exercise have been identified as being:
 1. To provide a suitable layout for Kirkstall Road and the road network and parking levels within the site.
 2. To provide a travel plan for a stand alone site that will deliver the required modal split.
 3. Fund an appropriate level of off site highway improvements to mitigate for the development traffic associated with the site
 4. Uphold the objectives of the Travel Plan and associated documents through the provision of it's primary objectives including: a travel plan coordinator; incentives for the use of public transport (Metro cards etc); off site works to improve cycle and walk facilities; car club facilities etc.

- Metro : Certain matters need to be provided in the scheme (bus stops, Real Time Information, metro cards etc). This needs to be considered in the round, with the other public transport requirements assessed as part of the QBI, and a package of measures compiled for a complete picture of how the site will be accessible by public transport.
- Flood Risk : Since the original considerations of this scheme the Strategic Flood Risk Assessment has been put in to place and Central Government has produced PPS25 and the associated advice note. This requires a sequential test and exceptions test approach to be applied to this site as it is within Zones 3a(i) and 3a(ii) and therefore exhibits a high probability of flooding. Works to this are on going and will also form part of the consultations regarding drainage of the site.
- Contaminated Land : All buildings have now been removed and this has enabled further exploratory works to be undertaken. Revised reports have already been submitted and a dialogue commenced with the relevant officers. Any issues of contamination will be dealt with by the scheme and therefore the site will be developed in a safe and controlled manner.
- Education : The site contains family housing and this will require a contribution to be made towards local educational infrastructure. The applicant has been made aware of this requirement. The amount of contribution would be directly related to the number of family dwellings proposed and would then be included in the Section 106 Agreement.
- HSE : The Hazardous Substance Consent for the site needs to be handed back to LCC contaminated land team and then HSE need to be told that this has happened. This would also be included in any S106.
- British Waterways : British Waterways issued a consultation response to the original scheme setting out their design, environmental and operational criteria for a successful development. The consultation response from BW needs to be considered and a response to the various points which it raises compiled.
- Sustainability Statement : A statement will be submitted setting out the principles on which the final scheme would be developed demonstrating it's alignment with PPS1 and the associated climate change supplement and draft SPD10. This should demonstrate how the proposals would achieve a reduction in CO2 emissions; the expected BREEAM and Code for Sustainable Homes ratings for new buildings; how the use of zero emission energy sources can be incorporated; the use of sustainable construction materials and sustainable urban drainage methods.

Community Consultation : The scope of the original consultation carried out was limited. The scheme has now changed from the original submission and the applicant has agreed to an additional community consultation exercise. The outcomes and responses of these will be included within a Statement of Community of Involvement which will be submitted as part of the revised package.

S 106 : In the light of the above, the potential S106 heads of terms which will need to be covered in the final scheme is set out below:

- 1 Affordable Housing
- 2 QBI Contribution
- 3 Provision of a Travel Plan Coordinator

- 4 Public Transport Improvements
- 5 Off Site Highways Mitigation Package including Trigger Points
- 6 24hr Public Access Areas and linkages to other public routes
- 7 Maintenance Package for Public Areas
- 8 Flood Alleviation Contribution/Works
- 9 Riverbank Enhancement for the Additional Nature Area
- 10 Public Car Parking Tariff Controls
- 11 Provision of Bridge Links
- 12 Local Employment Initiatives
- 13 Education contribution
- 14 Public Art Provision

CONCLUSION:

This report is being brought at this stage so that issues can be identified and addressed as the revisions to this application are progressed. Members views on the identified issues would therefore be helpful at this stage in order to guide this process.

BACKGROUND PAPERS

Kirkstall Rd Renaissance Area Planning Framework - January 2006

Letter, 2nd October 2007 relating to 4th September Member workshop.

The Leonardo Building
2 Rossington Street
LEEDS
LS2 8HD

Contact: Phil Crabtree
Tel: 0113 247 8187
Fax: 0113 247 7748
Email: phil.crabtree@leeds.gov.uk

2 October, 2007

Dear Colleague

KIRKSTALL VALLEY WORKSHOP 4 SEPTEMBER 2007

Thank for your attendance and participation in the recent workshop with Officers and Members. Members greatly appreciated the work undertaken by yourselves to ensure the success of this meeting, which we hope with the continued discussions will form an exemplar of how to assess and progress such large scale developments within the City aiming at a positive outcome. I hope that you also found the workshop of benefit and I would like to summarise the issues raised by Members which need to be addressed in order to progress your respective proposals.

I would like to apologise for the delay in forwarding this letter to you.

1. There is a need to assess and address how the developments along Kirkstall Road will benefit the surrounding Wards in all aspects, but specifically in social and economic terms. How do you intend to ensure that appropriate and attractive physical and linkages are provided to the surrounding areas and that people from these areas will be both attracted to and welcomed within the development for employment, recreation and social activity?
2. How will you create a high quality commercial and residential environment which will prove fully socially inclusive of the surrounding areas? Visitors from the surrounding areas must be made to feel comfortable/at home in the area.

There is a need for a detailed assessment of the provision of linkages into the site for pedestrians and cyclists.

There is a need to look at Armley gyratory which acts as a major barrier to the connectivity in the area.

3. The relationship of the development to Kirkstall Road is a primary issue. The need for an active frontage with wide pedestrian areas, possibly pull off areas for vehicles in a boulevard format needs greater consideration.

Whilst there is a necessity to consider the traffic flows along Kirkstall Road and the requirement of the Quality Bus Initiative the developers must address this frontage to ensure a traffic engineered solution does not override the need for a quality pedestrian environment. Kirkstall road must “come alive”.

It will be important with any scheme to produce illustrative views along Kirkstall Road of the environment that will be created.

The proposals must retain any buildings of character along Kirkstall Road including the noted building with the “Bull” motif and we would also prefer to retain the owl building.

John Thorp will be looking further into the possibilities of enhancement of this frontage and it will be necessary to have further discussions with John and his team to resolve this issue.

4. The river must be treated as the back bone running through the area such that development is subservient to it rather than actually constraining and containing it. As such, its environs must be kept as a living corridor and should not be contained by structural banks. I suggest you consider further the advice for this area given in the Waterfront Strategy and the bio-diversity supplementary planning document. Both banks need to be softened in terms of their treatment.
5. The general siting and layout for the development was welcomed as it was felt this generally followed the principles of the Kirkstall Valley Renaissance Framework and was well thought out in terms of connectivity within the site with the emphasis on the clear green corridors from Kirkstall Road down to the river.

Similarly, Members did not express any major concerns with the principle of buildings which are taller than the guidelines contained in the brief, subject to assurances that the quality of design and materials must be of the highest standards possible creating buildings which are exemplars of their type and that appropriate guidelines could be created (see below) .

However concerns were raised which need to be addressed:-

Further work would be required to ensure that the courtyards and public areas enclosed within the developments were of a scale (related to building mass) which ensured they were pleasant, sunlit and fit for purpose. Members have noted a recent nearby appeal decision which focussed very much on the substandard quality of such spaces.

”The Living Bridge” was of major concern with the general view that its bulkyness and massing caused an undesirable wall and barrier across the river, both physically and visually. Members suggested a further Workshop on this specific issue.

The main concern however related to the general density of the development in terms of its implications re traffic generation in the area.

It is acknowledged that Kirkstall Road already operates to capacity and whilst the Quality Bus Initiative may have implications for this, there are general concern that the traffic generation of a further 6 million square foot of development simply cannot be accommodated on the Kirkstall Road or within the area.

It is therefore imperative that the developers liaise together and work with Highways Officers to assess the implications of the regeneration works to ascertain what needs to be done to ensure the traffic generation issues are resolved. This is seen as the most fundamental issue which effectively could restrain all significant developments in the area and needs to be resolved at the earliest opportunity. We will need to be satisfied that there is sufficient on site parking.

6. Members did not appear to have any major concerns regarding the proposed mix of uses but currently, based on the advice contained in PPS6, there will be the need to justify the office, retail, and employment content as the site lies outside the City Centre boundary.

A view was clearly expressed that the site must provide the requirement of SPG5 with regards to affordable housing: 15% on site with a range of units appropriate to the housing mix and a 60/40 split of sub market and social housing. However, it may be possible to consider a split between on site and commuted sum by negotiation.

It was noted that developers accept that A1 retailing must be to a level that meets local convenience needs only and that a retail impact assessment may be required to ascertain the impact on existing facilities in the area.

7. A further issue referred to is that of flood risk. You will be aware of the advice given in PPS25 and the whole site lies within flood risk zones 2 and 3. There will therefore be the need to address a sequential test relating to alternative sites within the area which might lie within zone 1. Once this issue is addressed there would be the need for exception tests and also the need to sequentially consider development with the site itself such that the vulnerability of uses are related to the risk of flooding. A full Flood Risk Assessment will be required.

I hope you agree the above points accurately address the discussions at the Workshop and that you are suitably encouraged to continue with this joint approach to this exciting regeneration project.

The above list is in no manner exhaustive as to the elements that need to be addressed, but it is intended to give you some degree of guidance as to how to proceed further in your negotiations and work associated with the site.

I understand Rob Buchan is already in discussions about a further Workshop with Members regarding the Living Bridge and that work is progressing on a joint approach to the highway implications which is noted as being fundamental.

I look forward to receiving your further support with regards to this approach to dealing with the Kirkstall Road and I would suggest that once the above issues have been addressed further in your negotiations it may be worthwhile to consider a further Workshop with both Officers and Members.

Yours sincerely

A handwritten signature in black ink, appearing to read 'P. Crabtree', with a large, sweeping flourish at the end.

Phil Crabtree
Chief Planning Officer

KEY

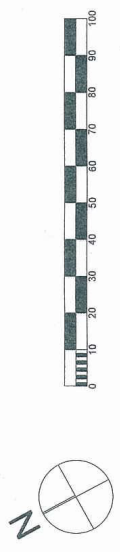
	Corporate Office
	Hybrid Business Use
	Residential - Apartments
	Residential - Family Housing
	Retail - Convenience
	Retail - Other
	Leisure - A3 Use
	Community Health Centre
	Car Parking

SOCIAL INFRASTRUCTURE

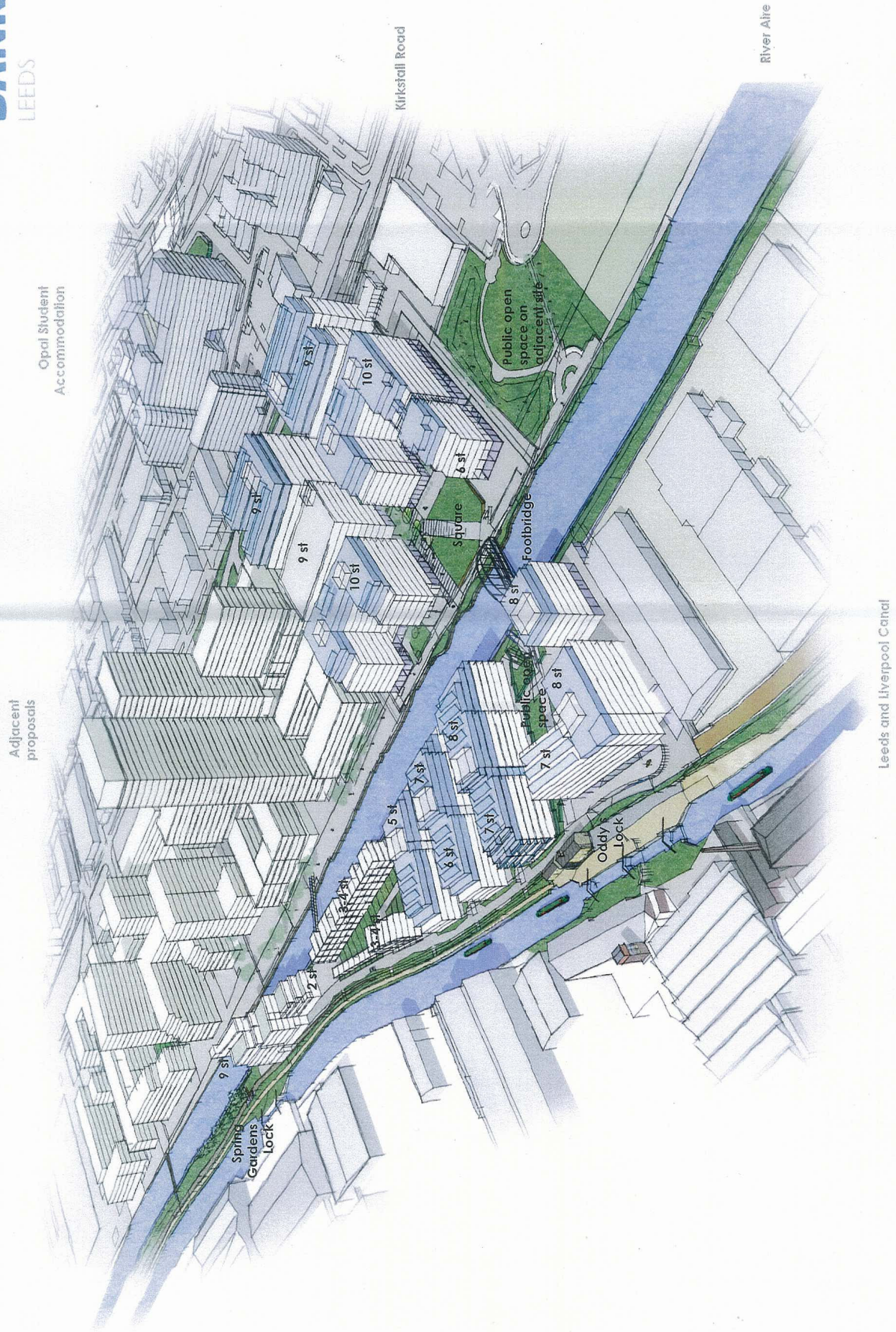
RESIDENTIAL EMPLOYMENT



B Review of revised landscape context 28/04/19 100
 A Layout and site planning documents 13/04/19 100
 100% 100%
 project:
 location:
 client:
 drawing no: 101
 drawing title: 101
 revision: B
 drawing date: 31 July 2019
 scale: 1:200
 sheet: 1 of 1
 drawing type: LPT
 drawing scale: 100%
 drawing no: 101
 drawing title: 101
 revision: B



06/04610/0T (A)



Adjacent proposals

Opal Student Accommodation

Kirkstall Road

River Aire

Spring Gardens Lock

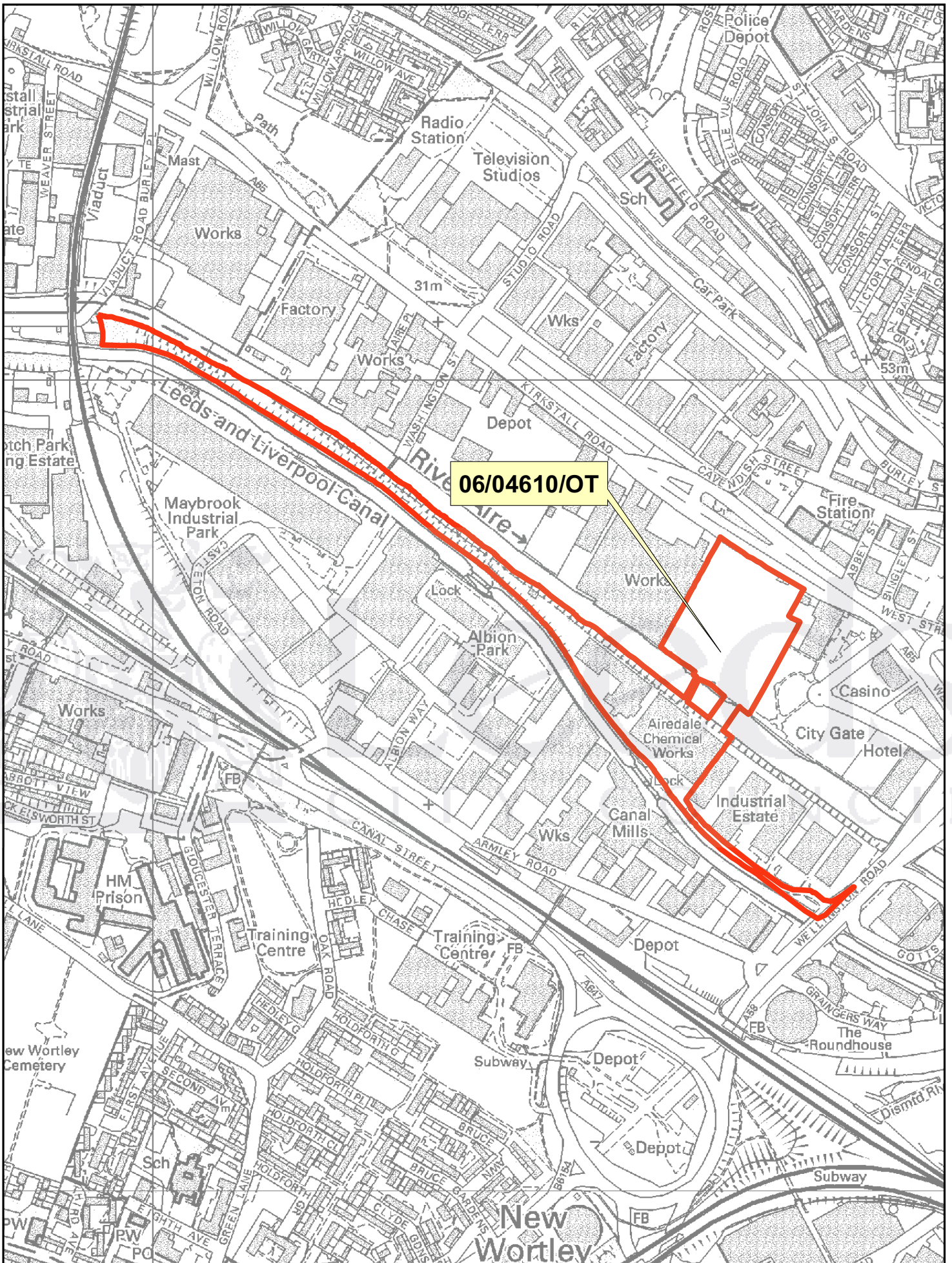
Oddy Lock

Square

Footbridge

Leeds and Liverpool Canal

06/04610/0T (B)



CITY CENTRE PANEL



Scale 1/ 6000

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Originator: Dajit Singh

Tel: 2478010

Report of the Chief Planning Officer

PLANS PANEL CITY CENTRE

Date: 5th November 2009

Subject: Position Statement for 3 related applications: 09/00883/FU for a temporary (3 year) change of use of Temple Works, Marshall Street, Holbeck to a multi-purpose performance, exhibition and events venue; 09/00882/LI for alterations to entrance areas to enable public access and emergency egress for the proposed temporary use; 09/00884/CA for demolition of the 1953 wing to Temple Works

APPLICANT

SJS Propt Management Ltd.

DATE VALID

09/00883/FU – 7/8/09
09/00884/CA – 26/3/09
09/00882/LI – 24/4/2009

TARGET DATE

The 3 applications are the subject of a planning performance agreement with a projected target date of 31/3/2010.

Electoral Wards Affected:

City and Hunslet

yes

Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

Members are requested to note the contents of the report and are invited to comment in relation to the key issues of the principle of the proposed use, the impact on the listed building character, the impact on the amenities of the area, the traffic implications and the Section 106 financial viability case.

1.0 INTRODUCTION:

The applications relate to a significant site within the Holbeck Urban Village Planning Framework Area. This area was the cradle of the industrial revolution in Leeds which has resulted in a legacy of outstanding industrial heritage. Temple Works is a nationally important grade I listed building and at 1.2ha in area has a significant impact on Marshall Street. The site has been vacant for some time.

2.0 PROPOSAL:

Application ref 09/00883/FU

This is a full application for the temporary (3-year) use of the main (c. 8,000m²) open plan mill space for a wide range of temporary performances, exhibitions and other events. The intention is to provide a major cultural destination and home for the local arts communities. It would be a professionally managed venue for avant garde music, art and performance. It would not cater for mainstream art. There would be no disco, raves and it will not be a nightclub. The venue will also provide an internship programme of education and work experience in curating, arts production and media technology. The space will be available for free for members of the cultural communities but revenue would be generated through events such as private hire for clubs, film shoots, charities, conferences and ancillary bar activities.

The proposed events listed in the management strategy are:

- art exhibitions
- educational use (by schools and colleges)
- ancillary bar use
- private hire (degree shows, arts and corporate hire)
- film club
- theatrical and musical performances
- conferences and conventions
- film and photo shoots
- seasonal markets
- “pop-up” retail and bars

These events could run concurrently and would range in duration from 1 day to 3 weeks depending on the nature of the activity. The earliest start time would be 10am and the latest finish would be 11pm. The management strategy is to allow the building to be occupied by up to a maximum of 1500 people at any one time.

The North Range (former Works Canteen) would be used for ‘backstage’ purposes (bin storage, staff cycle parking/showers and lockers, workshops, prop shop, kitchens/toilets, rehearsal space, meeting rooms and offices) and the North Wing (former Offices) would be used as a private members bar, for special art installations, corporate events and administrative support functions.

The northern service yard will provide 51 car parking spaces, including 5 spaces for the mobility impaired (positioned near the proposed entrance to the building), as well as 25 ‘Sheffield’ cycle stands for visitors (again positioned near the entrance to the building). Access to the car park will be from Marshall Street and egress to Derwent Place. The car park will be available for use only by staff and patrons of events in Temple Works.

The yard will also provide for servicing of the events taking place in the building, utilising the existing service access from Derwent Place. An area has also been identified for the location of temporary “portakabin” style chemical toilet facilities to serve large events.

A drop-off area for coaches is proposed on the southern side of the building, off Marshall Street. This facility would be available only for use by coaches transporting visitors to events in Temple Works.

Application ref 09/00882/LI

This is a listed building consent application relating to proposed alterations to entrance and exit areas to enable the proposed public use of the building.

It is proposed that pedestrian access to the site will be via the existing gate from Marshall Street and access to the building will be via the existing main entrance known as the 'boiler house' sited adjacent to the northern service yard. This forms an entrance hall which is roof lit and of the same general form and shape as the typical bay in the Mill building. A new glazed entrance screen would be fixed within the existing opening that is currently boarded up. The new screen would comprise a grey coloured aluminium frame and would contain two pairs of glazed double doors. A de-mountable timber and scaffold construction access ramp and stairs would be provided to deal with a 0.5m level change within the entrance hall.

An escape strategy for the building has been formulated utilising existing escape doors onto the northern yard, onto Marshall Street and existing openings in the southern side (to be revealed by the proposed demolition of the 1953 wing). To the north and eastern side the only changes proposed are to refurbish existing door mechanisms and upgrade ironmongery where necessary. The existing roller shuttered openings to the south side would be provided with new doors within the same openings with appropriate ironmongery. Galvanised steel guard rails would be provided outside the northern side escape routes to deal with level changes between these areas and the northern yard. Similarly guard rails would be provided to the south side of the building to deal with the level change between the floor slab of the demolished 1953 building and the adjoining site area. One of these exits would also need a temporary platform constructed in scaffolding to deal with a 0.5m level change.

Application ref 09/00884/CA

This is an application for conservation area consent to demolish the 1953 building, adjoining the south side of Temple Works, down to the existing ground floor slab. Where the building's beams and roof slabs have been set into the fabric of Temple Works and it proves difficult to remove them without damaging the fabric of the older building, these elements will be cut off close to the Temple works exposed southern wall and left in situ. The existing voids created by interconnecting ducts and pipe runs between the two buildings will be infilled and cement rendered to match the rest of the wall to be exposed.

The applications have been supported by the following reports:

- Design and Access Statement
- Financial Viability Evidence
- Noise Impact Assessment
- Transport Statement
- Flood Risk Assessment and Drainage Strategy
- Ecological Appraisal
- Travel Plan
- Sustainability Statement
- Geotechnical and Environmental Assessment
- Services Appraisal
- Heritage Statements
- Fire strategy
- Structural Report
- Photographic Report
- Use Management Strategy

3.0 SITE AND SURROUNDINGS:

Temple Works was built as an innovative flax mill between 1838 and 1841, part of John Marshalls' complex of textile mills and associated buildings in this part of Leeds. These operations made a significant contribution in the early 19th century to the industrialisation of textile production in the United Kingdom.

Temple Works provides a single expanse of approximately 8,000 sq.m of floor space below a large flat roof containing 65 conical shaped roof lights, each one sitting in the centre of brick vaults supported by cast iron columns. The roof was originally covered by soil and grass and reputedly grazed by sheep. The open plan floor space sits on a half basement which provided a service zone through which steam-generated, belt-driven power and hot water could be passed through openings to the processing floor above. Externally the principal elevation to Marshall Street is finished in grit stone and designed to resemble the Egyptian Temple of Horus at Edfu (giving the site its name).

The site was last used as a warehouse and ancillary offices but has been vacant for several years. In December 2008 the Mill suffered a partial catastrophic collapse to its roof structure along the Marshall Street frontage, with resultant damage to the adjacent wall and the floor below. This area is currently being supported by extensive internal scaffolding.

The Temple Works site is grade I listed due to its historic, technological and architectural significance.

The site also contains the former office buildings, works canteen, workshops and loading bays adjoining the north side of the Mill. The offices (the North Wing) are of three storeys (including the basement), but only the first floor is lit from the front. They also resemble an Egyptian temple and face Marshall Street. The front elevation has windows recessed behind columns with lotus leaf capitols enriched with papyrus decoration. The works canteen area (the north range) is also three storeys high and is characterized at ground floor level by the run of former loading bays and the former works entrance hall adjoining the north yard.

To the south side is the 1953 building, constructed as an extension to the older Mill. This building is a two-storey, flat roofed, brown brick building with large rectangular window panels. At the Sweet Street/Marshall Street corner it rises to three storeys.

To the west and south-west, the site is adjoined by the former steeping and reeling sheds and a former school building (now occupied by an archive store and chromium plating works which are in separate ownership and outside the application boundary).

The site is located within the designated Holbeck Conservation area which also includes the listed buildings of Marshalls Mills and the Round Foundry complexes further to the north of the site. To the east (on the opposite of Marshall Street) is a mixture of modern industrial premises. To the south of Sweet Street is the Commercial Pub (a two storey Victorian building located at the junction with Marshall Street) and the large cleared site of the former Reality Offices and warehouses (also in the applicant's ownership, but not forming part of the above applications).

The area particularly to the west and south of the application sites has been in decline for some time and is in need of focused regeneration.

4.0 RELEVANT PLANNING HISTORY:

1. The provision of scaffolding support and the repair of the damaged roof and front wall, following its collapse in December 2008, are works which are being carried out in close consultation with English Heritage and the Council's Conservation Officers. It had been agreed that these emergency works would not require listed building consent.

2. A listed building application to provide structural strengthening to Temple Works in the form of additional internal steel cable ties was approved in July 2009 (ref 09/00881/LI).
3. The management archive site immediately to the south-west of the site and fronting Sweet Street gained Panel agreement in principle for a mixed residential and office proposal in July 2008 subject to completion of a Section 106 legal agreement. The legal agreement is soon to be completed and planning permission issued. (application ref 08/00195/OT)
4. Outline planning permission was granted in March 2005 for a major mixed use residential, office and ancillary commercial uses development of the Marshalls Mill car park site and adjoining Council land to the north and north-west of the application site. The consent has not been implemented but is still extant. (application ref: 20/380/04/OT)
5. Outline planning permission was granted for a major mixed use office, residential and ancillary community and retail uses development on the applicant's land to the south of Sweet Street in August 2007. This has not been implemented but is still extant. (ref 20/304/05/OT)

5.0 HISTORY OF NEGOTIATIONS:

The applicant approached the Council in 2008 for informal discussions, with a view to discussing their aspirations and strategy for a cultural retail use for Temple Works. The applicant was advised that the demolition of the 1953 wing would need to be linked to and justified by the proposals for Temple Works, that the transport strategy and implications would need to be addressed in consultation with the Highways Agency and that a retail use which had potential to undermine the viability of the Council's designated retail areas would not be acceptable. The applicant was invited to enter into formal pre-application discussions to resolve these and other planning issues but chose not to.

Subsequently in March 2009 the applicant submitted 5 separate applications relating to the temporary use of Temple Works. These include the applications the subject of this report, the application for structural strengthening works (approved in July 2009) and an application for use of the cleared 1953 site as a car park. The application for the car park and the temporary use of the Mill were considered invalid due to lack of supporting information relating to a noise assessment, a travel plan, a draft Section 106 Heads of Terms for public transport contributions and lack of clarity on the parking strategy. Following further correspondence and meetings the applicant agreed to enter into a Planning Performance Agreement and submitted the outstanding information, a management strategy and a financial viability case for the temporary use application in August 2009 and clarified their parking strategy, so that the proposals for use of the 1953 site as a car park was withdrawn.

6.0 PUBLIC/LOCAL RESPONSE:

4 letters of objection have been received from local residents including the chair of the Round Foundry Residents Association on the following grounds (summarised):

- There would be noise disturbance from musical performances
- There would be increased traffic, car parking problems and noise in the area
- There would be increased litter on the streets due to patrons and street vendors attracted to the area
- There would be a loss of security due to the increased number of pedestrians in the area and alcohol fuelled unruly crowd behaviour
- The proposed uses are too vague as stated

- Loading and unloading (during the early morning and late at night) before and after events would result in noise disturbance
- The proposal would adversely affect property values

The following suggestions have been made to amend the proposals:

- Events should be of a defined cultural nature and should take place during the daytime only
- Heavy Goods vehicles should only be allowed to the site during restricted day time hours and not at weekends
- The events should finish earlier to allow visitors to disperse before 11pm
- The events should be assessed for the first few occasions and noise limiters used if necessary to keep noise to acceptable standards.

Response: The alleged loss of property values is not a planning matter. The applicant has clarified how the separate uses and associated service activity would be managed to ensure there is no undue disturbance to existing amenities. These aspects can be controlled by appropriate planning conditions. See section 3 of the Appraisal below.

Leeds Civic Trust: Supports the proposed temporary uses and encourages continued work towards a more permanent restoration and use of the building. The application for demolition of the 1953 wing should be withdrawn since it is not tied to a redevelopment of the site which would enhance the conservation area. Response: See section 2 of the Appraisal below

7.0 CONSULTATIONS RESPONSES:

Statutory:

Yorkshire Water: Does not wish to comment

Victorian Society: No objection

English Heritage: Support the proposal

Yorkshire Forward: The proposed use is broadly supported and will help with the overall regeneration of Holbeck Urban Village as well as bring this important building back into use. However clarification is sought for the nature and frequency of the retail activity which should only be occasional and ancillary to the main performance and events use of the building. There is also concern about the proposed “pop-up” and “private members” bars. These again should be ancillary to the main cultural use and should not be stand alone facilities or result in the premises becoming a regular nightclub venue. Planning conditions need to be attached to control the nature and extent of uses in this respect.

Natural England: The Leeds City Council ecologist (nature conservation officer) should be consulted on the proposed mitigation measures for the loss of a bat roost.

Response: This has been done (see below)

Environment Agency: No objection subject to a condition controlling finished floor levels.

Health and Safety Executive: Does not advise against the granting of planning permission on safety grounds but since the site is close to a major hazard pipeline the council should consider consulting the pipeline operator. Response: This has been done and a reply is awaited.

Highways Agency: The travel plan does not go far enough to mitigate the likely impact of the development traffic, particularly its commitment to adopting clear travel plan measures and targets. Response: See section 4 of the Appraisal

Non-statutory:

Conservation Officer: The Conservation Officer welcomes this scheme to bring Temple Works back into use. It is seen as a useful first step towards finding a sustainable future for this significant listed building which, together with its separately Grade II* listed gatehouse, appears in both the Council's Buildings at Risk Register and in the Heritage at Risk 2009 report published by English Heritage.

Contaminated Land Officer: Request standard conditions to deal with unexpected site contamination and to ensure soils imported to the site are suitable for use.

Mains Drainage: No objection to use of the existing drainage system for the temporary use. The Environment Agency should be consulted on the need for an oil interceptor for the north yard parking and servicing use. An informative should be attached to the decision notice informing the applicant that a drainage study including sustainable drainage measures will be required for a longer term use of the site, should a further application be submitted in the future to continue the use.

Nature Conservation Officer: The method statement for bat mitigation measures is acceptable and its implementation should be controlled by a planning condition.

Disabled Access Officer: No objections subject to provision of acceptable disabled car parking and glazing manifestations to meet BS8300:2009.

Entertainment Licensing: A premises Licence would be required under the Licensing Act 2003 for the regulated entertainment and sale of alcohol

Landscape Officer: The site of the demolished 1953 building should have a landscape treatment to improve the appearance of the site. Response: The applicant has agreed to this in principle and the details will be controlled by planning condition.

Environmental Protection Team: The proposed controls on music and plant noise levels emanating from the premises are considered acceptable and should be controlled by planning condition. However more details are needed on controlling potential noise from people queuing or leaving the premises and on the nature of the roof top sound and light shows. Conditions are requested to control the bin storage details, delivery hours and the venue opening hours. Response: See section 3 of the Appraisal below

Sustainability Officer: As an existing structure and historic building it is not expected that the energy efficiency standards required for development in the Holbeck Urban village Planning framework Area would be met in full. However further information is sought on details of the recycling of waste from events and the plans to monitor and manage the heating, cooling and ventilations requirements for the building. Response: The applicant is preparing further information on this for consideration

West Yorkshire Archaeology Advisory Service: The applicant should substantiate that the existing floor structure is capable of bearing a moving load of the size indicated by the proposed maximum capacity use, with particular consideration given to the rhythmic or co-ordinated movement and vibration associated with music and dance events. The demolition of the 1953 wing and minor alterations to facilitate access to the building have potential to reveal evidence for the construction and development of the Mill. Therefore an architectural recording condition is requested on any planning consent. Response: See section 2 of the Appraisal below

Police Architectural Liaison Officer: Car crime and prostitution are prevalent in the area. The car park should be lit to BS5489 standards and secured outside the hours of use. A CCTV system should be provided for the premises, the undercroft areas of the building should be adequately secured to prevent illicit use and access to the roof should be limited to those with a legitimate need. Response: The applicant has clarified that the parking area would be gated and managed by security staff. The doors to undercroft areas would also be locked when not in use as will access to the roof area. It is also considered that the use of the site would help to reduce car crime and prostitution by increasing activity in the area and therefore passive surveillance. It is therefore considered that a CCTV and lighting system is not necessary.

Public Transport Officer: The proposal generates a strategic public transport contribution of £44,333

Highways Officer: Has raised queries and concerns with aspects of the Transport statement and Travel Plan:

- The northern yard parking area is considered to have inadequate capacity to cater for general visitors to events
- Some of the larger events will require identified car parking rather than rely on available on-street parking
- The coach drop-off area needs to provide a safe route for pedestrians and the routing of coaches to the major road network needs to be demonstrated
- A taxi rank should be provided to meet the likely demand for taxis
- The estimated traffic generation figures are questioned in terms of the assumptions about previous traffic numbers for use of the site as a warehouse, the level of car use for certain events such as evening performances and retail orientated events, the fact that concurrent events and uses could be taking place on the site
- Following re-examination of the likely traffic generation some junction testing may be necessary to confirm the adequacy of the existing highway network
- The travel plan fails to address how people coming to events would be influenced to use more sustainable modes of transport

Response: See section 4 of the Appraisal below.

Travel Plan Officer: The travel plan lacks information on travel plan measures and services available in Leeds. Given the lack of bus services to the area consideration should be given to alternative measures such as the provision of a shuttle bus and signage from Leeds Rail Station. The travel plan does not propose targets and lacks commitment to measures to be adopted.

Response: See section 4 of the Appraisal below.

8.0 PLANNING POLICIES:

National Planning Guidance

PPS1 General Policies and Principles

PPG13 Transport

PPG15 Planning and the Historic Environment

PPS25 Flood Risk

Leeds Unitary Development Plan –Review 2006 (UDP) Policies

UDP Designation: Holbeck Urban Village Strategic Housing and Mixed Use site (planning proposal area 31A); Holbeck Conservation Area

GP5: Proposals should resolve detailed planning considerations.

GP11, GP12: Sustainable Design.

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.

CC27: Proposal areas within the City Centre.

S1: The role of the City Centre as the regional centre will be promoted.

BC7: Use of local materials in Conservation Areas

N15, N16 and N17: listed building character

N18a and N18b: demolition in conservation areas

N19: Development within or adjoining Conservation Areas should preserve/enhance the character and appearance of the Conservation Area.

N25: Boundaries should be appropriate to the character of the area.

Supplementary Planning Guidance

The Holbeck Urban Village Planning Framework (February 2006) encourages sustainable, quality mixed use developments within the framework area. The aim is to provide a vibrant area which caters for residential and office uses and ancillary leisure and community facilities. It also recognizes that the area could be attractive to artists, sculptors and musicians because of its unique industrial character and the availability of suitable accommodation. An emphasis is placed on retaining the historic industrial heritage of the locality which gives the area its special character.

9.0 MAIN ISSUES

1. Principle Of the Use
2. Impact on the Listed Building character and the character of the conservation area
3. Impact on the general amenities of the area
4. Traffic Impact
5. Section 106 viability case

10.0 APPRAISAL

1. Principle of the Use

The UDP proposal area 31A designation allows for the provision of community, cultural, leisure and service facilities within the overall mix of uses for Holbeck Urban Village (HUV). The HUV planning framework also puts forward exhibition galleries and showrooms as possible uses for the building. The proposed temporary use of Temple Works for multi-purpose events, exhibitions and performances is therefore consistent with the Council's adopted policy.

The applicant has agreed to restrict the ancillary retail activity to a maximum of 14 days within the first year, 28 days in the second year and 42 days in the last year of use to allow for the progressive increase in intensity of use on the site envisaged in the management strategy. This can be controlled by planning condition. Also the nature of goods likely to be sold would be ancillary to the cultural thrust of the use on the site (hand-crafts, fine and plastic arts, artisan style foodstuffs and museum quality merchandise). It is considered that the infrequency and likely nature of the retail activity would ensure that it does not adversely affect the vitality of the designated Prime Shopping Quarter.

As the site is located in Flood Zones 2 and 3 the applicant is required to undertake a sequential assessment for the location of the use in accordance with PPS25. Given that the application relates to a grade I listed building in an identified regeneration area and the proposed uses are classified as "less vulnerable" in PPS25, it is considered that the sequential test requirements have been met.

2. Impact on the Listed Building character and the character of the conservation area

The stated objective of the applicant is to adopt a philosophy of minimum intervention to accommodate the proposed uses. No substantive work is proposed beyond maintenance, re-decoration and re-instatement. Any exhibitions, performances and events will be self-supporting in terms of services and installations. Events will be required to provide their own

equipment and would be supplied by site-generated power and free-standing lighting facilities with all staging provided by temporary rigs. The required infrastructure would not be fixed to the building.

The provision of public access and exit points do not require adaptation of historic fabric. The new glazed entrance screen to the north side would be an improvement on the existing boarded up opening and the temporary disabled ramp and steps within the main entrance hall would be sited within a modern concrete base and would be de-mountable. The new doors to the south elevation would be plain and unobtrusive in the context of the rendered cement finish to the exposed south wall. The hand railing and raised platforms outside some of the escape doors would be of a simple design set into the modern construction of the loading bays.

The proposal is to licence the building for up to 1500 people although the building has capacity for many more people subject to adequate fire escape provision. Also use of the premises would be tightly managed and controlled based upon experience of a similar events venue in London (The Shunt). The applicant's structural engineer has concluded that the floor loading capacity of the Mill and its roof structure and supporting columns are adequate to withstand dynamic movement and vibration noise associated with a major dance or musical performance. This has been independently assessed by the Council's structural engineer who concurs with the submitted assessment. It is therefore considered that the proposed use and access works would not have an adverse impact on the special character of the listed building.

With regard to the demolition of the 1953 wing, although there is not a proposal for re-use of the site as normally required by adopted policy, the area is required for emergency escape purposes to serve the proposed use of Temple Works. Also the building, although of a bold design, is not considered to have any significant architectural merit and is not compatible with the character of the more historic industrial buildings in the area which provide the conservation area with its special character. The applicant has also agreed to temporarily landscape the cleared site to provide an enhanced appearance to the street and the full details will be controlled by a planning condition. It is considered that on balance the loss of the 1953 wing and the re-use of Temple Works would help to regenerate the area. The demolition proposal is therefore considered acceptable.

3. Impact on the general amenities of the area

The nearest residential premises are located within the Round Foundry about 100m to the north. There is some bed and breakfast accommodation provided in the commercial pub to the south. Otherwise the surrounding uses are commercial.

As stated above the capacity of the site will be artificially restricted. Therefore internally the production of noise should be adequately contained within the structure. In any case the applicant has agreed to a standard of virtual inaudibility at the nearest noise sensitive sites. It has also been agreed that the details of any external roof top light and sound shows would be agreed with the Council in advance. These matters will be controlled by condition.

Most activities will generate much less people than the maximum of 1500 people to be allowed on site and the arrival and dispersal of these people would not cause any more disturbance than the existing character of a busy city centre location. Also the 10am start and 11pm finish times for events would help to ensure that the activity is contained within recognised "daytime" hours and does not intrude into times when residents can reasonably expect a quieter environment. For major events the applicant has stated that they would use the north yard and entrance hall to control queuing and crowds by stewards so that they do not cause disturbance on the street. The applicant has also been asked to consider

adopting an earlier finish time for major events such as conferences which have potential to discharge a lot of people onto the street at the same time, to prevent disturbance late at night. He is yet to respond.

The applicant has however confirmed there would be no external late night packing up of events and that all bin storage would be internal to the premises.

The applicant has also confirmed that there would be no on-site food preparation and no need for mechanical ventilation. Also the loading and unloading would be restricted to 8am to 6pm on Mondays to Saturdays and 9am to 6pm on Sundays and Bank Holidays.

The applicant has also provided revised information on likely increases in road traffic noise which is yet to be considered. Subject to the acceptability of this it is considered that the uses, with the above restrictions, can operate without unduly affecting the amenities of this part of the city centre. They provide an opportunity to find a suitable use for this important building and help to regenerate the area and site. Also the temporary consent would allow the Council to revisit its decision if the management of the site was found to be wanting.

4. Traffic Impact

A revised transport statement and travel plan was received as the report was being finalised for Plans Panel. The transport statement concludes that the estimated level of traffic that would be generated would vary considerably, depending upon each event, but that a material impact upon the local highway network is unlikely. The travel plan seeks to maximise use of the public transport connections to the area, encourage cycling, walking and car sharing. This information is yet to be considered by the Council's Highways and Travel Plan officers or by the Highways Agency.

5. Section 106 viability case

The proposals would generate a strategic public transport contribution of £44,333 in accordance with the adopted "Public Transport Improvements and Developer Contributions" SPD (August 2008).

The applicant has however submitted a viability case which projects that the uses would, taking into account projected expenditure and income generated, make only a surplus of about £14,000 over their 3 years of operation. This information is being considered by the Council's surveyor.

11.0 CONCLUSION

The proposals for an avant garde cultural venue have the potential to provide real interest and an impetus for not only the regeneration of this important listed building but also the area in general. The minimum changes proposed to the building's fabric to enable access would ensure retention of its unique character. The demolition of the modern 1953 wing can be justified on balance, since it allows re-use of the Temple Works and does not result in loss of a building that contributes to the special industrial character of the area.

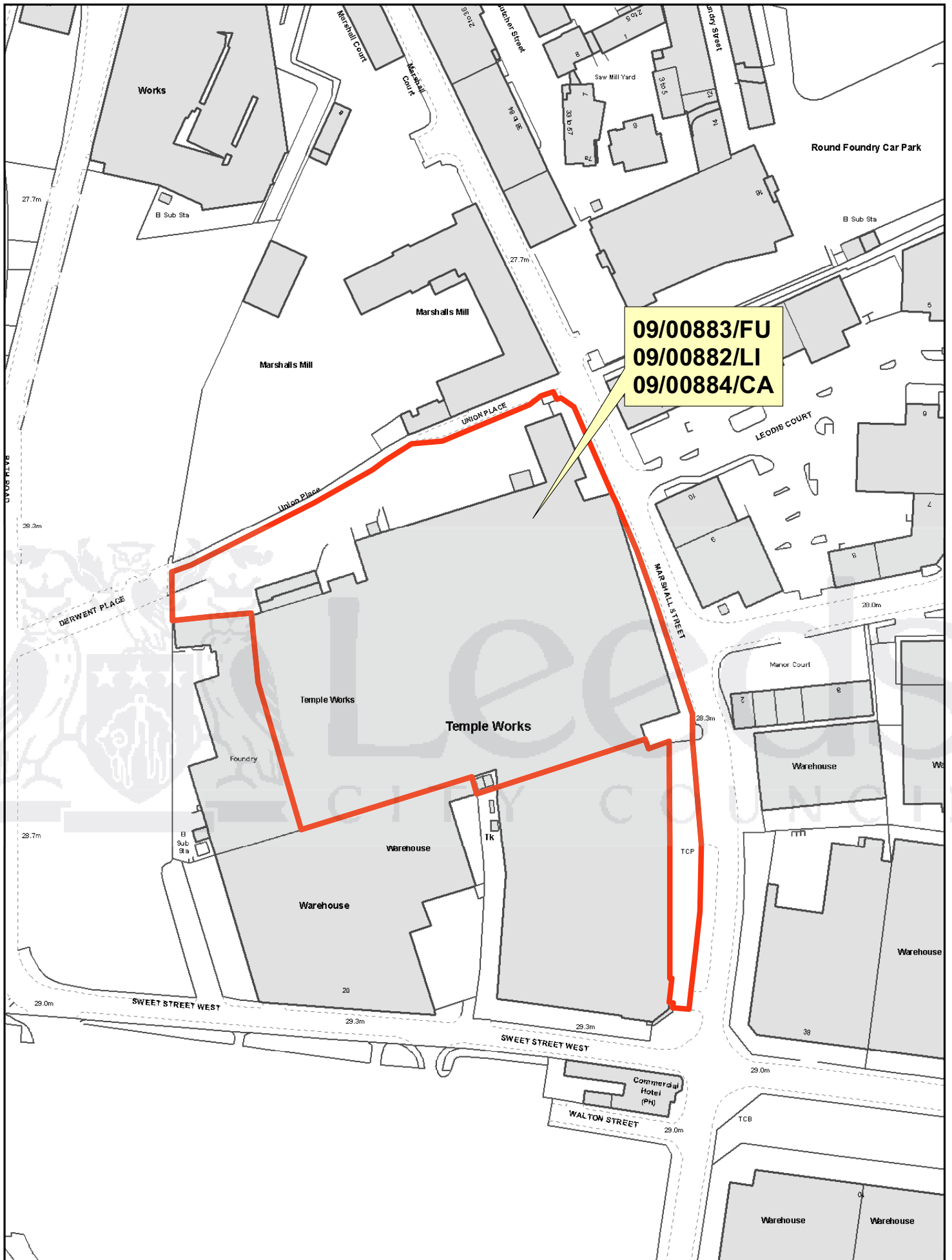
The exact nature of the uses and their operation will have to be managed and controlled tightly to ensure that there is no adverse impact on existing amenities and that the site remains primarily a cultural venue. This can be done through appropriate planning conditions whilst ensuring that they do not stifle the unique opportunity for imaginative use of Temple Works for a diverse range of cultural purposes.

Subject to acceptability of the likely traffic impact it is considered that the proposals should be supported. The temporary nature of the permission will also enable the impact of the proposals to be monitored and any issues arising out of the operation can be re-considered at the end of the 3 year period.

This report is being brought at this stage so that issues can be identified and addressed as the application is progressed. Members views on the identified issues would therefore be helpful at this stage in order to guide the process.

Background Papers:

Application references: 09/00882/LI, 09/00883/FU and 09/00884/CA



CITY CENTRE PANEL



Scale 1/ 1500

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Originator: Andrew Windress

Tel: 2478000

Report of the Chief Planning Officer

PLANS PANEL CITY CENTRE

Date: 5th November 2009

Subject: APPLICATION 9/03829/OT – OUTLINE APPLICATION TO ERECT B1 OFFICES IN TWO BLOCKS AND A HEALTH AND FITNESS CENTRE AND MULTI-STOREY CAR PARK AT 10-11 SWEET STREET, HOLBECK.

APPLICANT	DATE VALID	TARGET DATE
Ace Investments Ltd	8/9/09	8/12/09

Electoral Wards Affected:

City and Hunslet

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

POSITION STATEMENT ONLY

1.0 INTRODUCTION:

This outline application is presented to Panel as a position statement and Members are requested to provide comment.

2.0 PROPOSAL:

Outline consent is sought for two office buildings, a multi-storey car park (MSCP) and gym at 10-11 Sweet Street. Approval is sought for the principle of the development plus the access, layout and scale. Approval of the appearance and landscaping is reserved.

Approximately 10,000m² of B1 office space is proposed over two six storey buildings. There is one office block on the corner of Trent Street and Marshall Street and one slightly larger building extending along Marshall Street and returning with a frontage facing Sweet Street.

The MSCP is located in the eastern half of the site with vehicular access from Trent Street in the south and the 946m² gym in the ground floor of the northern part of the building.

Due to the location of a high pressure gas main running under the northern part of the site adjacent to Sweet Street, the buildings are set back from Sweet Street and a linear landscaped strip is introduced along that frontage. Further landscaping takes place in the centre of the site between the three buildings and along the Marshall Street frontage. A pedestrian/cycle route is introduced between the MSCP and a further strip of landscaping along the eastern boundary of the site that links Sweet Street to Trent Street.

The scheme will be phased with the MSCP/gym built as phase one with the office development constructed as phase two when a pre-let has been found.

The MSCP will provide the allocated UDP parking provision for the office and leisure elements of the scheme with the remaining spaces initially being short stay parking. However, it is proposed that parking spaces are made available to other new developments within Holbeck Urban Village (HUV) that cannot provide parking on site. Where such a development within HUV cannot provide parking on site due to constraints such as restricted access, proximity of listed buildings etc, it will be possible for spaces within the proposed MSCP to be allocated to the constrained development (in accordance with UDP standards).

The application is supported by the following documents:

- Design and Access Statement.
- Planning Statement.
- Statement of Flood Risk and Drainage Issues.
- Framework Travel Plan.
- Land Contamination Report.
- Transport Assessment.
- Bat Survey.

3.0 SITE AND SURROUNDINGS:

The application relates to 10-11 Sweet Street, a 0.94 hectare site in Holbeck with frontages onto Sweet Street, Marshall Street and Trent Street.

The site presently contains a two-storey flat roofed red brick industrial unit that accommodates a number of different occupiers. The building is set in from the site boundaries with the space around the building utilised as car parking. There are vehicular access points from Sweet Street and Trent Street.

A high pressure gas main and an intermediate pressure gas main are under the northern part of the site whilst a sewer runs under the eastern edge of the site.

The surrounding area contains a mix of similar industrial units, cleared sites plus relatively recent developments including the 8 storey office development the 'Mint', Government Offices at Lateral and the Bewleys Hotel and 'City Walk' developments. The 'Commercial' public house is located to the west of the site across Marshall Street. Further north up Marshall Street is the grade I listed Temple Works whilst at the southern end of Marshall Street is the grade II listed former Holbeck Library.

The site is inside the City Centre boundary and within the area covered by the fringe city centre parking standards. The boundary of Holbeck Urban Village extends up to the opposite (northern) side of Sweet Street. The Holbeck Conservation Area extends as far as the Commercial pub to the west.

4.0 RELEVANT PLANNING HISTORY:

Planning application 06/02152/FU sought approval for a long stay commuter/shopper car park on part of the site. This application was refused on 7/11/08 as it would have undermined the Council's objectives to restrict commuter car parking in this location and because it was likely to attract more commuter vehicles in the morning peak.

5.0 HISTORY OF NEGOTIATIONS:

Since an initial pre-application enquiry was submitted in January 2008 Officers have had two pre-application meetings regarding this scheme plus written correspondence. The discussions primarily focused on the provision of a multi-storey car park on this site with officers stressing the objection to long stay car parking but an in principle acceptance of short stay car parking and the provision of parking relating to the uses on site. It was also agreed that some further contract parking for future developments within HUV would be acceptable on agreement with LCC and controlled by S106. The principles of the other uses on the site were not discussed in detail but were broadly accepted.

Following the submission of the application a number of queries were raised by LCC officers and other consultees. These issues are highlighted and discussed in detail below.

6.0 PUBLIC/LOCAL RESPONSE:

An advert was placed in the Leeds Weekly News on 17/9/09 and a site notice (major development affecting the character of a conservation area) was posted 11/9/09.

Two letters of support have been received, one from the developer considering an office scheme for the site to the north across Sweet Street and one on the behalf of the owners of the 'Mint' office development. Both letters support the introduction of the multi-storey car park and believe this will make the area more attractive to businesses considering locating in Leeds. Due to the parking restrictions placed on developments in the area, many businesses have declined to locate in the area. The current parking is either on cleared sites that are full by 8:30-9am or on-street. The multi-storey car park would provide greater security and allow visitors to other office developments to find parking spaces throughout the course of the day.

7.0 CONSULTATIONS RESPONSES:

Statutory:

Health and Safety Executive: The HSE does not advise, on safety grounds, against the granting of planning permission; the pipeline operator should be consulted.

Response: The pipeline operator, Northern Gas Network, has been consulted and no objection was raised.

Northern Gas Network: Easements to the high and intermediate pressure pipelines are 7m and 3m respectively. It appears the proposed buildings are outside the easement zones therefore there is no reason to object. Both pipelines will require protection during construction and the Northern Gas Network should be consulted regarding tree planting in this area.

Yorkshire Water: Run-off should be no greater than at present. Following the submission of a drawing highlighting the relationship of the buildings to the sewers YW are comfortable that the appropriate easements are provided.

Environment Agency: No objection subject to a condition to cover details that show the surface water run-off from the site being no greater than at present.

Highways Agency: There are issues with the Transport Assessment and Travel Plan that need to be addressed. A holding direction has been issued preventing the LPA to make a decision until the issues have been addressed.

Response: Further details of the Highways Agency concerns are discussed in the appraisal section below.

Non-statutory:

Contaminated Land Team: No objection subject to standard conditions.

Highways: Further development of the Transport assessment and Travel Plan are required before the development can be supported. Justification is required for the level of short stay parking.

Response: Further details of the highway concerns are discussed in the appraisal section below.

NGT/Public Transport: The proposal would generate a large number of trips therefore a contribution of £162,175 will be required in accordance with SPD5.

Transport Policy (Travel Wise): A detailed TP is required for the leisure use. Improvements are required to the framework TP for the office development including stricter targets relating to the level of car use, cycle facilities and car sharing. The final TPs will need to be appended to a S106 agreement that will also require a monitoring fee £5150.

Response: The applicant is amending the TP to accord with the requests made.

Mains Drainage: The submitted Statement of Flood risk and Drainage Issues does not reflect the latest modelled flooding levels and the floor levels should be raised to reflect this. A 30% reduction in surface water drainage is required and a variety of standard conditions are requested.

Response: Discussions are ongoing regarding the modelled data and an update will be provided verbally at Panel.

Metro: The principle of development of the site is supported but there are some concerns regarding the MSCP that may encourage car use. The targets within the Travel Plan need to be more specific and a public transport contribution should be sought. The applicant should be required to provide join the Travel Plan Network, a scheme that provides discounted Metrocards.

Response The pricing structure for the car park is intended to discourage long stay parking and there is no policy objection to the principle of a short stay car park (this is discussed in more detail below). A revised TP is to be submitted that will highlight further and more specific targets and will highlight the potential for joining the Travel Plan Network. As detailed above, a public transport contribution of £162,175 is required.

8.0 PLANNING POLICIES:

Development Plan

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.

UDP:

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.

LD1: 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.

N19: Development within or adjoining Conservation Areas should preserve/enhance the character and appearance of the Conservation Area.

Relevant Supplementary Planning Guidance

City Centre Urban Design Strategy September 2000: Seeks to reinforce the positive qualities of character areas, re-establish urban grain, provide enclosure to streets, create visual interest, encourage excellent design, improve pedestrian connections, develop a mixture of land uses, promote active frontages and promote sustainable development.

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.

Holbeck Urban Village Revised Planning Framework 2006: Despite being outside HUV the principles established by the HUV Framework should be closely followed. This includes the guidance regarding the scale of development along Sweet Street, materials and uses. The framework refers to heights along Sweet Street of around seven storeys but reducing in height towards Temple Works, high quality materials and the potential for a MSCP within HUV to meet the needs of new developments.

Sustainable Development Design Guide 1998: This SPG provides useful information for developers and designers in how the principles of sustainability can be put into practice, it will eventually be replaced by the Sustainable Design and Construction SPD once adopted.

National Planning Guidance

PPS1 General Policies and Principles

PPG13 Transport

9.0

MAIN ISSUES

i. Principle of the development.

- ii. Layout and scale.
- iii. Highways issues.
- iv. Sustainability/Biodiversity.
- v. Section 106.

10.0 APPRAISAL

i. Principle of the development.

This brownfield site is within the city centre boundary and area covered by the fringe city centre car parking standards. The principle of office and leisure developments with appropriate levels of parking can be accepted on this site as can the principle of some short stay car parking. The extent of short stay parking and potential for further long stay allocated parking is subject to greater scrutiny and is discussed in more detail below.

The potential for a privately funded MSCP is referenced in the HUV Framework with an area of Council owned land adjacent to the viaduct being identified. The development of this site is not expected in the short to medium term therefore the provision of a MSCP on this alternative site has been agreed in principle.

ii. Layout and Scale.

As a result of a good understanding of the site and surrounding area, a well thought out scheme development as highlighted in the design and access statement, plus the constraints placed on the development by the gas and water mains, this is a proposal that creates improved linkages through the site. The buildings are set back from Sweet Street (due to the gas main) therefore the creation of an 'avenue' along Sweet Street, as sought by the HUV framework, is facilitated by this scheme. The pedestrian and cycle route along the eastern boundary of the site ensures a north-south linkage from Siddal Street to Bowling Green Terrace is provided to assist connectivity from the city centre and HUV into the communities further south in Holbeck. The buildings are also set in from the western boundary to avoid over dominance and canyoning and allow for landscaping. A central area of public open space links well with the other landscaped areas and connecting streets beyond whilst vehicular access is from the less prominent Trent Street.

Despite being outside HUV the buildings are intended to correspond with the principles of the HUV framework with regard to the northern side of Sweet Street. The framework seeks to create a uniform height of buildings around seven storeys along Sweet Street with a reduction in height towards Temple Works. The scheme approved to the west of the application site, the former Reality site, proposed six storey office blocks on its near boundary. The proposed development seeks approval for six storey office blocks with the leisure and MSCP building reflecting this height. As highlighted above, this reflects the outline approval to the west of the site and is considered to respect the aspirations of the HUV framework. Being to the south of Sweet Street and therefore further away from the listed Temple Works it is considered that six storeys of office (or equivalent) are acceptable.

Plant room and stair cores have been incorporated into the envelope of the office buildings and will therefore form part of the overall design approach. The application is in outline only with the appearance of the buildings reserved therefore detailed design is not known at this stage. However, precedent images have been provided that identify high quality buildings with a design and use of materials considered appropriate for this area.

Full landscaping details will also be required by condition and drawings have been requested to highlight the area of landscaping to be delivered with each phase of

development, i.e. the MSCP and each office building. It has been requested that the applicant provides Yorkstone paving for the footpaths around the site to correspond with the palette of materials utilised within HUV and as agreed for the former Reality site. However, the applicant has not accepted this request as the site is outside HUV. The applicant has stated they will identify quality surfacing materials within the design code (yet to be submitted). Members will be updated on this matter at Panel with the intention to resolve the issue prior to the application being brought for determination.

iii. Highways Issues

A number of issues were raised by both LCC Highways and the Highways Agency. This included the use of incorrect parking standards for the on site uses, methodology used to identify trip generation, inaccuracy of the drawings with regard to the width of Trent Street, slightly substandard visibility splay and lack of information regarding servicing. In addition it was considered that further justification for this scale of short stay car park was required and improvements to the Travel Plan have also been sought.

The applicant has confirmed these issues will be addressed and updates will be provided verbally at Panel before being fully resolved prior to presenting the application for determination.

The control of the long stay parking is discussed in section v. below.

iv. Sustainability

A short sustainability statement was incorporated into the design and access statement that identified the principles that will be followed through the development process. Further information has been requested including details of specific targets, a site waste management plan and biodiversity enhancements.

One measure outlined is the incorporation of a green roof to the larger office block where there is no plant machinery in the roof.

The bat report found no evidence of, or potential for, bat roosts within the existing buildings. Bat and bird boxes are proposed to be located around the site.

v. Section 106

A section 106 agreement will be required to cover the £162,175 public transport contribution, travel plan and monitoring fee of £5150, off site (pavement) surfacing works, standard training and employment initiatives and a management fee of £1,800.

The section 106 will also require the submission of a car park management plan that will control the provision of short and long stay spaces. The MSCP would be constructed in the first phase with the office buildings following as phase two. As such the S106 will restrict the use of the office/leisure spaces within the MSCP as short stay only until the offices are occupied. The S106 will also restrict the use of the remaining spaces as short stay only by creating a high price for the 6-8 hour period. It is also intended that the short stay car park will be prevented from opening from 0930 to avoid more commuter vehicles in the morning rush hour. However, the applicant disputes the need for this and further discussions are taking place.

The MSCP is also intended to meet the UDP allocated parking provision for future developments in HUV that cannot provide sufficient parking on site. Throughout

HUV there are a number of development sites where it will be very difficult to provide parking in line with the UDP due to restrictions such as access and proximity of listed buildings. As identified in the HUV framework, a separate MSCP could provide the parking allocation for such developments and the MSCP that forms part of this scheme is intended to meet that need. As such the S106 will also incorporate a mechanism that allows for short stay spaces to be reallocated as contract/long stay spaces to other developments elsewhere in HUV. Such an allocation would only be on agreement with the LPA and would only be in accordance with UDP parking standards.

11.0 CONCLUSION

Members are asked to note the above position statement and provide comment on the proposals. Negotiations continue regarding the content of the design code, highway issues, off site surfacing materials, sustainability implications, drainage targets and content of the S106. Specifically, officers would appreciate confirmation that;

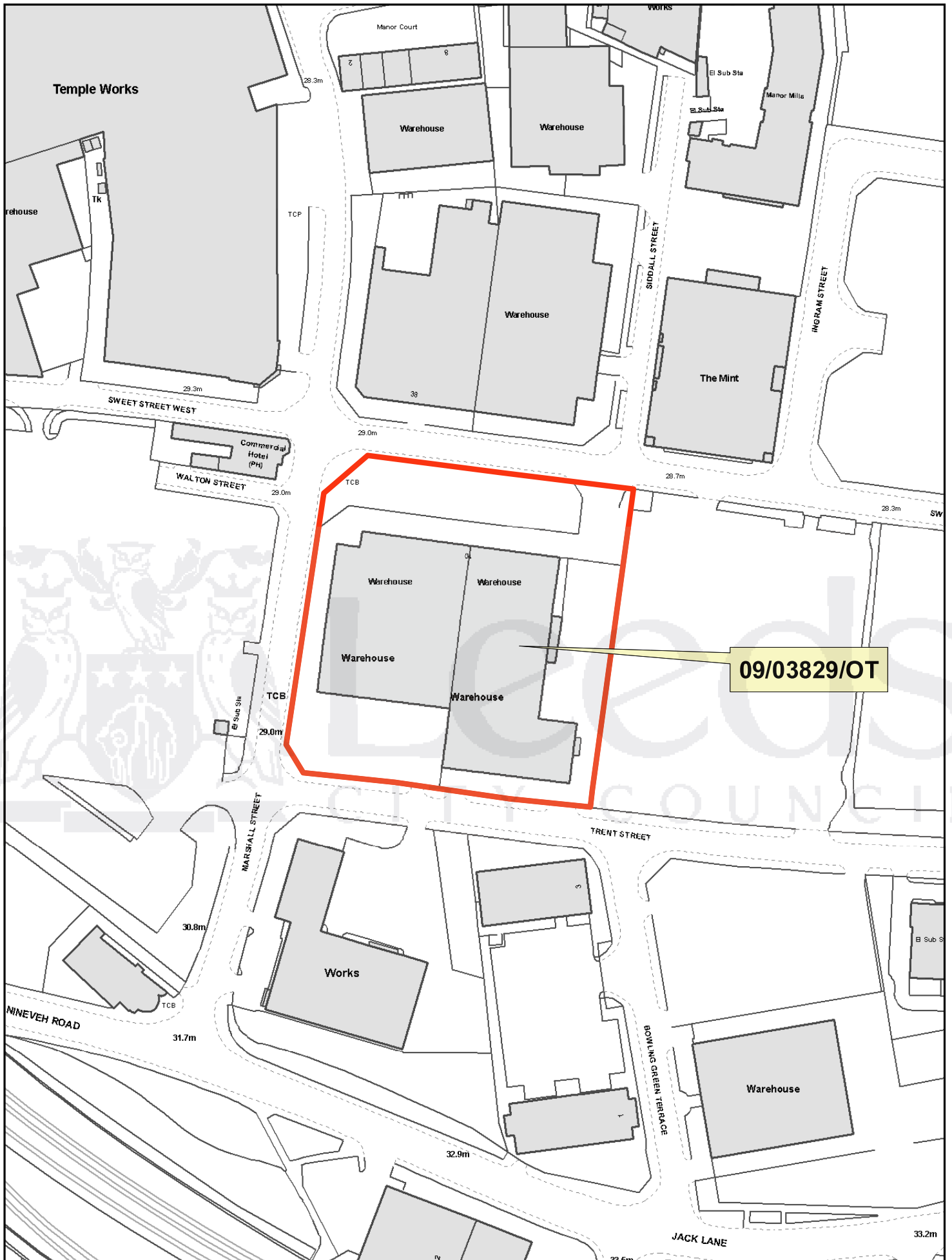
- 1) the principle of the uses are acceptable and the approach to the short stay parking and future long stay parking provision is acceptable,
- 2) the general layout and scale is acceptable,
- 3) the precedent images and other information contained within the design code is acceptable,
- 4) the two phased approach is acceptable,

It is intended to bring a formal recommendation to the December Panel, where the proposal will hopefully address all the outstanding issues and any comments made on this position statement.

Background Papers:

Application file 09/03829/OT

Certificate of Ownership signed of behalf of the applicant.



CITY CENTRE PANEL



Scale 1/ 1500

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Originator: Sarah McMahon

Tel: 2478171

Report of the Chief Planning Officer

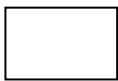
PLANS PANEL CITY CENTRE

Date: 5 NOVEMBER 2009

Subject: **APPEAL DECISION - APPLICATION REFERENCE 09/00027/FU, Removal of condition 1 of application 08/04790/FU, discontinue use on the 6th November 2009 - 55 Boar Lane, Leeds, LS1 5NS.**

Electoral Wards Affected:

City & Hunslet



Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

APPEAL BY N/A TEDDY CLARK LIMITED AGAINST THE DECISION OF THE LOCAL PLANNING AUTHORITY TO REFUSE PERMISSION FOR REMOVAL OF CONDITION 1 OF APPLICATION 08/04790/FU, DISCONTINUE USE ON THE 6TH NOVEMBER 2009, AT 55 BOAR LANE, LEEDS, LS1 5NS (Delegated decision).

1.0 KEY ISSUES

The Inspector identified the principal issue in the determination of the case as being the effect on the vitality and viability of the Prime Shopping Quarter.

2.0 SUMMARY OF COMMENT

The appeal relates to the use of the site as an Amusement Centre with Café. The submission requested the removal of Condition 1 of application 08/04790/FU. Condition 1 stipulated the discontinuation of use of 55 Boar Lane as an Amusement Centre with Café on the 6TH November 2009.

The site is a city centre location close to Leeds City Station and Interchange. This is an existing unit on the south side of the Leeds Shopping Plaza fronting Boar Lane which is currently used as an Amusement Centre and Cafe. The site is set within the Prime Shopping Quarter, as defined by Leeds Unitary Development Plan Review 2006, and has a Primary Shopping Frontage. 55 Boar Lane is close to but outside the boundary of the City Centre Conservation Area.

The Inspector stated that 'there is nothing before me to indicate that the use of these premises as an Amusement Centre for the last 4 to 5 years has resulted in any harm to the attractiveness of this frontage for retailing or the Prime Shopping Quarter'.

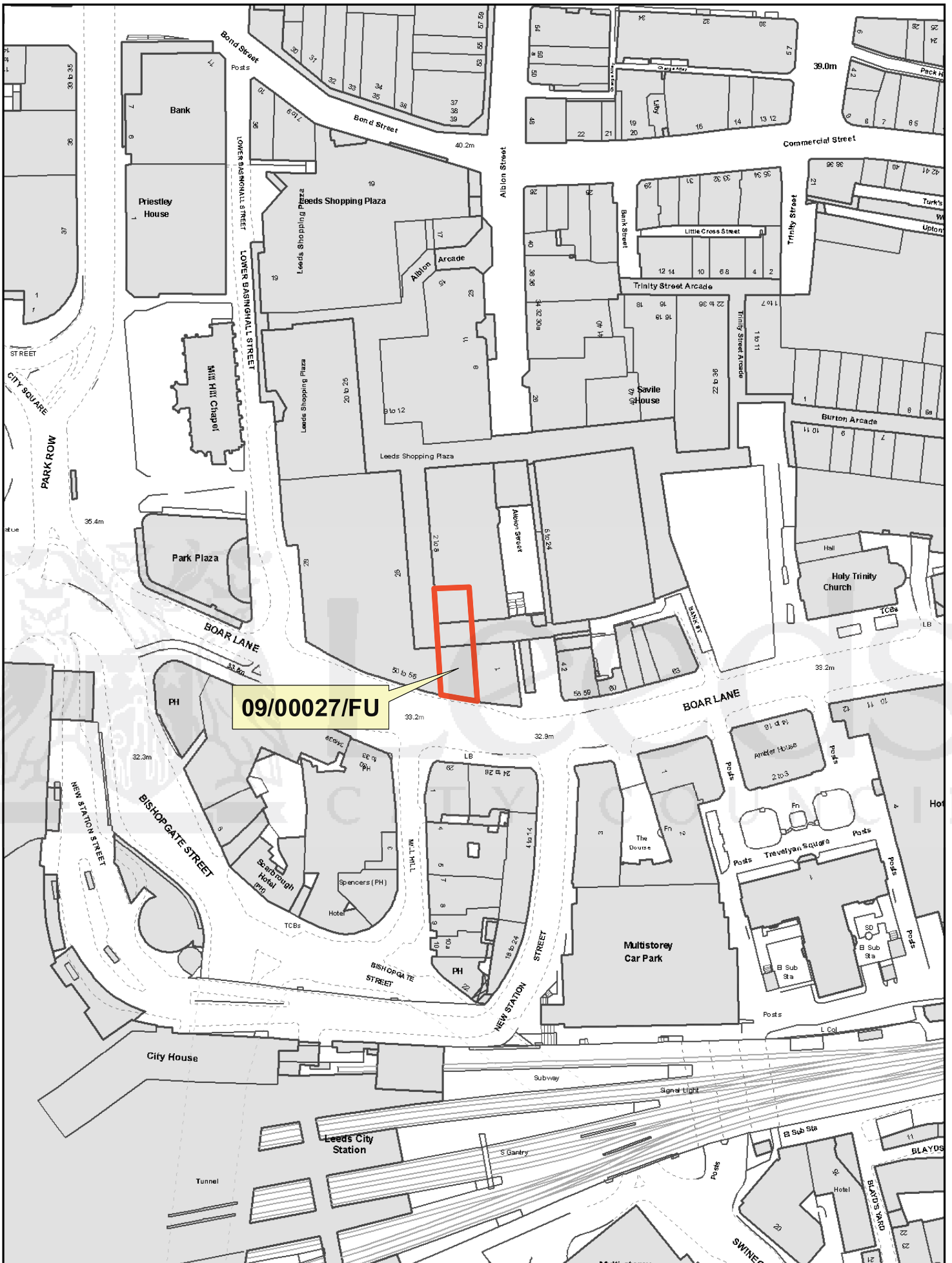
The Inspector concluded that that 'the continued use of No. 55 Boar Lane as an Amusement Centre and Café would not unacceptably affect the vitality and viability of the Prime Shopping Quarter and as such would not conflict with the objectives of development plan policy'

2.0 **DECISION**

The appeal was allowed by letter dated 23 September 2009, subject to conditions to cover the requirement for clear glazed shop front windows containing an appropriate window display, and stating that the premises shall be used only for the playing of amusement with prizes machines within categories B, C and D of the Gambling Act 2005.

3.0 **IMPLICATIONS FOR COUNCIL**

The refusal given was in line with shopping frontages policy but the Inspector noted that the unit had been in operation under temporary permissions for a number of years and there was no evidence of harm to the retail frontage. It would indicate strongly that there is the need to give greater weight to the merits of the individual case and the potential harm rather than adhere to a policy based decision, especially at the current time when attracting new A1 retail occupiers is problematic. Officers would always take this approach but in this case felt the use was inappropriate on a permanent basis in a primary frontage.



09/00027/FU

CITY CENTRE PANEL



Scale 1/ 1500

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Originator: Robin Coghlan

Tel: 247 8131

Report of the Chief Planning Officer

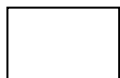
PLANS PANEL CITY CENTRE

Date: Thursday 5th November. 1.30pm

Subject: CORE STRATEGY PREFERRED APPROACH

Electoral Wards Affected:

ALL



Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

EXECUTIVE SUMMARY

1. At Development Plan Panel on 30 September 2008, Members considered the Core Strategy Preferred Approach for informal public consultation.
2. The Preferred Approach sets out a 'spatial vision', strategic objectives and a policy framework within 5 interrelated themes: Green Infrastructure, Sustainable Communities, Managing the Needs of a Growing City, Managing Environmental Resources and A Well Connected City.

RECOMMENDATION:

To receive a presentation on the content of the Core Strategy Preferred Approach and to make comments as part of the consultation process

1.0 PURPOSE

- 1.1 This report and accompanying presentation are intended to brief Members of the Plans Panel on the content of the Core Strategy Preferred Approach and provide opportunity for Members to make immediate comments. In addition, the briefing should equip Members to be able to make further considered written comments during the consultation period if they so wish.

2.0 BACKGROUND

- 2.1 The Core Strategy is the overarching and central document of the LDF process. Recently revised Government guidance (Planning Policy Statement 12: Local Spatial Planning) has reaffirmed and elevated the role of the Core Strategy, both as part of the LDF and as an element of the overall strategic planning across a local authority area (including the need to more explicitly link to the Community Strategy and Local Area Agreements).
- 2.2 In describing Core Strategies, PPS 12 (Section 4), indicates that they need to provide the following:
1. an overall vision which sets out how the area and the places within it should develop
 2. strategic objectives for the area focusing on the key issues to be addressed
 3. a delivery strategy for achieving these objectives. This should set out how much development, where, when, and how it will be delivered.
 4. a “key diagram” setting out the strategy in spatial terms
 5. clear arrangements for managing and monitoring the delivery of the strategy.

Strategic Sites

6. Core strategies may allocate strategic sites for development. These should be those sites considered central to achievement of the strategy.

Infrastructure

7. The core strategy should be supported by evidence of what physical, social and green infrastructure is needed to enable the amount of development proposed for the area, taking account of its type and distribution.

3.0 MAIN ISSUES

- 3.1 Section 2 above summarises the key requirements of government guidance, which will need to be addressed in Leeds. These key requirements will also have to be considered in the context of a wide range of policy drivers (included the Vision for Leeds and the adopted Regional Spatial Strategy – 2008), earlier periods of Core Strategy consultation, technical studies as part of the LDF evidence base e.g. Strategic Food Risk Assessment and key strategic priorities of the City Council, including urban renaissance and regeneration, climate change and economic development.

Structure

- 3.2 A key focus of the emerging Core Strategy is upon the delivery of the Vision for Leeds and related City Council priorities, as a basis to ensure that Leeds continues to develop its role as a successful European city, at the heart of the Leeds City

Region, whilst tackling key issues of deprivation and the need for continued regeneration. Consequently, an important aspect of the Core Strategy, is the need to give strategic planning and spatial expression to these priorities, as part of an integrated and comprehensive approach.

3.3 A starting point for this within the 'Preferred Approach' (Section 4., Vision for Leeds), is therefore to identify the key attributes of a 'successful and thriving city', as a basis to underpin subsequent policy approaches. These attributes are:

- A competitive economy with a skilled labour force
- A healthy and socially inclusive population
- Quality of place and environment
- Innovation and resource efficiency
- Adaptation to climate change
- Resilience to unforeseen impacts
- The delivery of physical and community infrastructure.

3.4 In taking these attributes forward as part of the Core Strategy the following spatial vision is identified, based upon the principles of sustainable development

"For Leeds to be a distinctive, competitive, inclusive and successful city, for the benefit of its communities, now and in the future."

This is then followed by a series of Spatial Objectives, set within 5 interlinked Strategic Themes, grouped as follows:

Leeds A Distinctive Place

- Green Infrastructure
- Sustainable Communities

Shaping the Future

- Managing the Needs of A Growing City
- Managing Environmental Resources
- A Well Connected City

Key Issues

3.5 A central component of the strategy is the desire to give sufficient recognition of the distinctive 'open' and built environment characteristics of the District and the need to manage opportunities for regeneration – through 'place making and 'place shaping' and the needs and phasing of longer term growth. Such objectives also need to be achieved, concurrent with the necessary levels of infrastructure and with a focus upon resilience, in managing the consequences of climate change.

3.6 A major challenge for the Core Strategy, is managing the physical consequences of a successful city. A key focus of the 'Preferred Approach', is to therefore direct the majority of future housing growth and economic development, to previously developed land within the main urban area and major settlements, in key strategic locations including the City Centre and major regeneration areas including Aire Valley Leeds.

3.7 Central to these challenges is the need for the Core Strategy to plan for the city's current and future housing needs. The current condition of the housing market and the economy (and the subsequent rate of recovery) make this especially demanding. The adopted RSS figures for housing growth were set prior to the

economic downturn and prevailing conditions. However, notwithstanding these circumstances, a requirement of the Core Strategy is that it should be in general conformity with the RSS. In seeking to reconcile these difficulties, the emerging Core Strategy sets out (contained within the Housing Challenge section of the Managing the Needs of a Growing City theme), a longer term strategy for the regeneration of the main urban area and major settlements, combined with an approach to manage land release and future phasing. This includes the primary focus upon the main urban areas and major settlements but for longer term need to be met, subject to a plan, monitor and manage approach, through selective use of Protected Areas of Search and Green Belt review, where these are consistent with the overall approach of the Core Strategy and RSS.

- 3.8 Within the context of the current policy framework, this approach is considered to be realistic and flexible in seeking to deliver regeneration and growth, within priority areas, whilst providing a longer term framework to manage future growth. It should be emphasised within this context, that it is not the role of the Core Strategy to make detailed site specific allocations for housing growth but to set out an overall strategic direction. Detailed allocations for housing and other uses including employment land and greenspace, will be considered through the preparation of a Site Allocations Development Plan Document, following the adoption of the Core Strategy. In the mean time, current Development Plan allocations, have been 'saved' under the transitional arrangements.
- 3.9 Whilst the Core Strategy Preferred Approach makes provision to meet the housing requirements of the adopted RSS, it should be acknowledge how dramatic the increase in the RSS requirement has been. The requirement for Leeds of the former RSS was 1930 dwellings p.a.; the RSS Draft (Dec 2005) proposed stepping-up figures of 2260 p.a. (2004-16) and 2950 p.a. (2016-21). If Leeds had to plan to meet the latter requirement (45,320 for 2009-26), it could do so comfortably without needing to use any PAS land or review the Green Belt.

Delivery

- 3.10 An important dimension of the Core Strategy and a developing priority of the Department of Communities and Local Government (CLG), is the need to prepare an Infrastructure Plan to support delivery. The 'Preferred Approach' makes a number of cross references to delivery but whilst detailed delivery plans for a number of regeneration areas including Aire Valley Leeds are being developed, the preparation of a specific "Infrastructure Plan" for the Core Strategy is at an early stage. The preparation of such a plan is complex (likely to incorporate the requirements and operation of the "Community Infrastructure Levy") and will in turn be influenced by the consultation response to the 'Preferred Approach', together with ongoing infrastructure planning work at a sub regional and city regional level. In taking the Infrastructure Plan forward, the City Council is currently in discussion with CLG for additional resource to support this process.

Timetable

- 3.11 The overall timetable for the preparation of the Core Strategy is as follows:
- Informal consultation on emerging 'Preferred Approach' - October – November 2009
 - Publication and Submission, Autumn 2010
 - Examination Spring 2011
 - Adoption late 2011.

Consultation

- 3.12 Within the context of the City Council's Statement of Community Involvement, a programme of consultation has been developed. This includes the creation of consultation and display material, the hosting of exhibitions and "drop-in-sessions", outreach contact with minority groups and the use of the City Council's web site. We are also notifying a wide range of stakeholders, neighbouring local authorities and Parish Councils.

4.0 RECOMMENDATION

- 4.1 To receive a presentation on the content of the Core Strategy Preferred Approach and to make comments as part of the consultation process.

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