



PLANS PANEL (CITY CENTRE)

Meeting to be held in Civic Hall, Leeds on
Thursday, 3rd December, 2009
at 1.30 pm

There are no site visits prior to this meeting

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 5th November 2009</p> <p>(minutes attached)</p>	7 - 14
7	City and Hunslet;		<p>APPLICATIONS 08/05307/FU AND 08/05309/CA - 14-28 THE CALLS LS2</p> <p>To consider a report of the Chief Planning Officer on an application for alterations and extension to form offices and A3/A4 bar restaurant development and erection of a 5 storey office block with basement car parking and public landscaped area, together with a Conservation Area application for demolition of the Mission Hut and 28 The Calls</p> <p>(report attached)</p>	15 - 32

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8	Hyde Park and Woodhouse;		<p>APPLICATION 09/04615/RM - ARCHIVE BUILDING WESTERN CAMPUS UNIVERSITY OF LEEDS MOORLAND ROAD LS2</p> <p>To consider a report of the Chief Planning Officer on a Reserved Matters application for a three storey university archive building with exhibition, conference space and associated offices</p> <p>(report attached)</p>	33 - 40
9			<p>DATE AND TIME OF NEXT MEETING</p> <p>Thursday 7th January 2010 at 1.30pm</p>	



To:
Plans Panel City Centre 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/
25th November 2009

Dear Councillor

PLANS PANEL CITY CENTRE – THURSDAY 3RD DECEMBER 2009 – PRE-APPLICATION PRESENTATION

Following consideration of agenda item 8, there will be a pre-application presentation in respect of block C of the outline consent for a mixed use development on land bounded by Marshall Street, Water Lane, Bath Road and Union Place and I attach a copy of the relevant report to this letter.

Yours sincerely

Angela M Bloor
Governance Officer



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Report of the Chief Planning Officer

PLANS PANEL CENTRAL

Date: 3rd December 2009

Subject: Pre-application presentation of reserved matters for block C of the outline consent for a mixed use development on land bounded by Marshall Street, Water Lane, Bath Road and Union Place (application ref: 20/380/04/OT)

Electoral Wards Affected:

City & Hunslet

No 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:

The site has an extant outline consent (granted in June 2005) for a mixture of office, residential, hotel and ancillary retail and leisure uses to be delivered in 5 building "blocks". The site is in multiple ownership and includes Council owned land in its south-western quadrant. Recently Plans Panel agreed reserved design and landscaping details for block A (fronting Marshall Street) but the development has not moved forward due to the current financial climate (application ref: 08/03828/RM).

The developer has now submitted a bid to the Homes and Communities Agency (HCA) for 'Kickstart' funding for block C of the outline consent (sited on Council owned land and adjacent to Bath Road) to enable the scheme to be commenced much sooner than it would have been, given the current continuing market difficulties. The Bid has been shortlisted through the Regional HCA panel but a final decision on its acceptance has yet to be made (expected in December 2009).

2.0 PROPOSAL:

The developer whilst complying with the scale, height and layout of the outline consent is now proposing larger homes and fewer units than that indicated at the outline stage. The proposed residential units would be aimed at a mix of tenures and income groups to include affordable homes, rent to home buy, home buy direct and homes for market sale and rent.

The proposal is for 55 residential units with about 15,000ft² of flexible ground floor active/workspace uses (these could be designed as several small units or a few larger ones). The Key aspects of the proposals to note are as follows:

- The residential units are all 2 and 3 bedroom units and mainly in two storey/duplex form with 6 single floor flats.
- Sizes range from 860 sq.ft for a two bed flat to 1200 sq.ft for the largest town house.
- There are 6 two bedroom units and 49 three bedroom units
- Some of the 3 bed units have the potential for a 4th bedroom/home working space.
- The residential units are flexibly designed to provide a variety of layout.
- The design aims to utilise roof spaces for gardens and terraces.
- There is provision of an upper storey Courtyard with undercroft car parking
- The ground floor commercial units have flexibility to adapt to changing circumstances.

Basement parking as indicated at the outline stage is now not considered to be viable. Instead 36 parking spaces are proposed at ground level with a communal courtyard space above. The car park would be enclosed by the commercial units to the west and east with discreet access and egress proposed from the south and north respectively. In addition there will be limited on street parking provision as agreed at the outline stage.

The design of the elevations has yet to be developed fully. The developer is keen to achieve design variety which is of modern appearance but respects the unique local conservation area context and listed buildings. This is likely to be achieved by adopting a variety of elevational treatments particularly to the inner face/courtyard side of the block whilst utilising more of a traditional brick finish to the external faces of the block . The developer will be asked to present their latest thinking on this for Panel comment.

3.0 SITE AND SURROUNDINGS:

The site for the block C reserved matters proposal is currently a cleared, open scrubland area , which is located adjacent to the walled curtilage of Marshall's Mill on its eastern side, a vacant Victorian printing works to the north, is bounded by Bath Road to the west, and has further open scrubland to the south.

The larger site, the subject of the outline consent, is 2.1 hectares (5.2 acres) in size. It includes a number of buildings mostly fronting Water Lane and Marshall Street and an area of open land bounded by Bath Road and Union Place. The buildings are in office use and a number are listed including the Grade II* Marshall's Mill which lies in the south-east corner of the site. There is also a listed wall (forming the western boundary of the Marshall's Mill complex) that runs north/south through the site, roughly dividing it in 2 halves.

Apart from the open land to the south-west corner (which includes block C), the larger site lies within the Holbeck Conservation Area, which reflects the area's heritage of outstanding historic buildings associated with the cradle of the industrial revolution in Leeds. The Round Foundry complex lies to the east, across Marshall Street, containing a number of grade II and II* listed buildings. The vacant Temple Works (grade 1 listed) lies adjacent to Marshall Mills to the south. A disused railway viaduct lies to the west, and Tower Works (grade II and II* listed buildings and towers) lies to the north across Water Lane.

The surrounding area and parts of the site comprise significant areas of cleared and vacant land, which is one of the main reasons for its inclusion in the Unitary Development Plan designated "Holbeck Urban Village Strategic Housing and Mixed Use Area" (Proposal site 31A) which promotes focused regeneration for the area to provide a mixed sustainable community of employment, residential, community and leisure uses. The Holbeck Urban Village Planning Framework was adopted in February 2006 and seeks to guide the form and design principles for new development in the area, with particular emphasis on the provision of a distinct high quality public realm and buildings which respect and enhance the character and setting of the listed buildings.

4.0 HISTORY OF NEGOTIATIONS:

Preliminary studies of the emerging scheme/design concept for Block C have been discussed briefly with Council Officers representing the Council land interests and from Planning Services. The Planning advice has been that subject to compliance with the outline consent for scale, maximum heights and siting that the detailed design and changes to the parking arrangements can be considered and determined pursuant to the reserved matters and relevant planning conditions on the outline consent.

The developer is keen to progress the reserved matters application in view of the timescales for the HCA funding bid process.

The developer has stated that the scheme for block C has been presented to the City Council Regeneration and Housing teams and is supported.

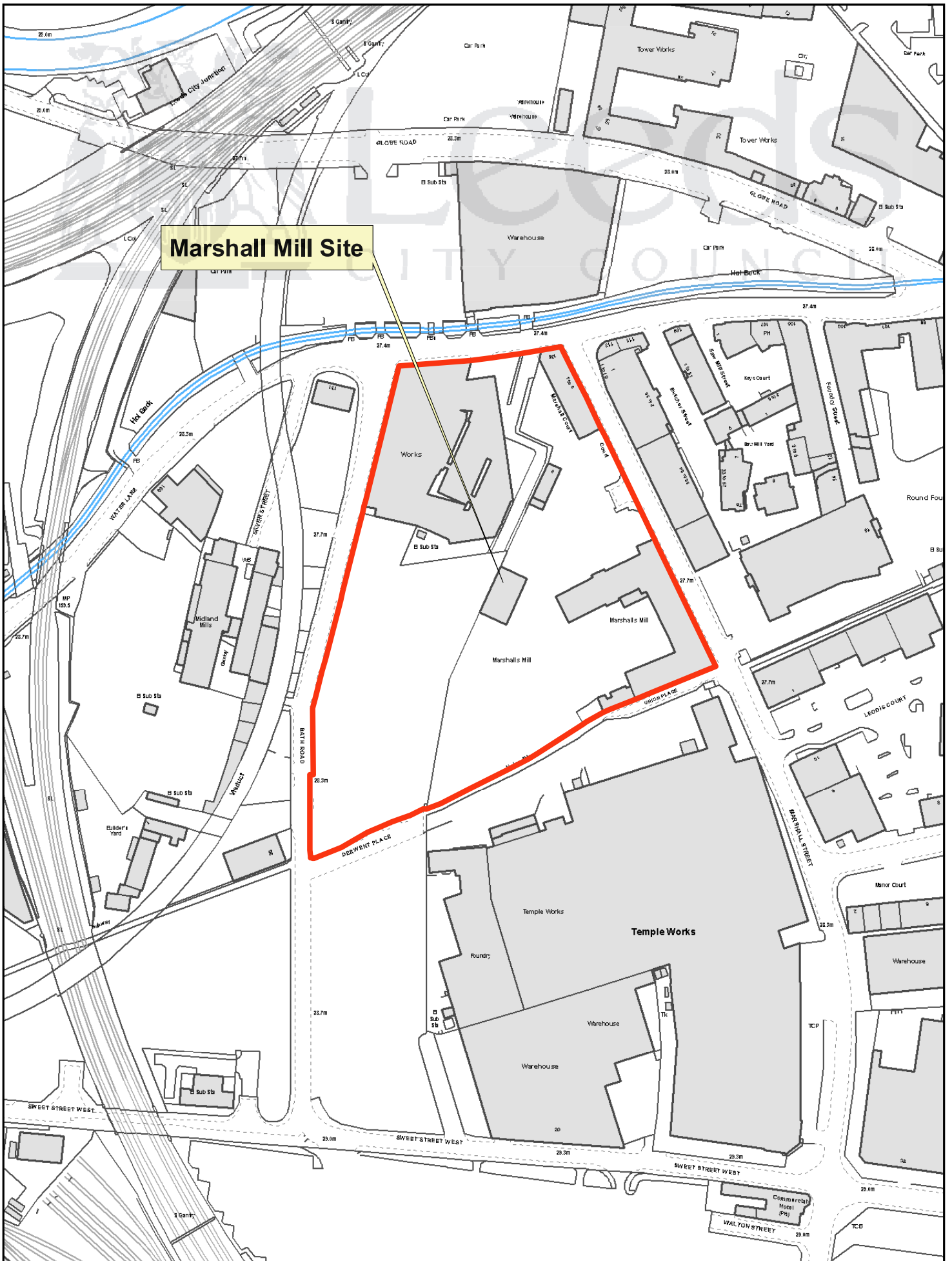
5.0 MAIN ISSUES

Members are asked to consider the following matters in particular:

- i. Is the emerging design in respect of the appearance of the block considered acceptable?
- ii. Is the revised approach to car parking considered acceptable?

Background Papers:

Application files: ref 20/380/04/OT and 08/03828/RM



CITY CENTRE PANEL

Scale 1/ 2000

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Plans Panel (City Centre)

Thursday, 5th November, 2009

PRESENT: Councillor M Hamilton in the Chair

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

37 Chair's opening remarks

The Chair informed everyone that this was Rob Buchan's last meeting as he would retire the following day from the Authority after 37 years

Councillor Hamilton paid tribute to Rob's work and referred to some of the major schemes which he had been closely involved with, particularly Millennium Square, Broadcasting Place, The Bond Street Centre, Granary Wharf and Clarence Dock

The first Chair of Plans Panel City Centre, Amanda Carter, who attended for the presentation thanked Rob for the help he had given her during her time as the Chair and referred to the difference Rob had made to the city during his time with the Authority

Alderman Elizabeth Minkin, a former Planning Chair and member of Plans Panel City Centre also attended for the presentation and thanked Rob for the support he had provided to her over the years and stated that he should feel proud of his achievements in the city

In responding, Rob Buchan thanked Members and paid tribute to the way in which Plans Panel City Centre worked and stated that, at the insistence of Members, several schemes which had been brought before Panel had been revised by developers resulting in a better outcome and ensuring that standards had been driven up

The Chair then presented Rob Buchan with a range of gifts from the Panel

Following the presentation, the Chair asked Members and Officers to introduce themselves for the benefit of the members of the public who were attending the meeting

38 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 09/00883/FU – Temple Works Position Statement – Councillors Hanley and Monaghan declared personal interests as members of the Leeds Civic Trust which had commented on the proposals (minute 42 refers)

Application 09/03829/OT – 10-11 Sweet Street Holbeck Position Statement – Councillors Hanley and Monaghan declared personal interests as members of Leeds Civic Trust which had commented on the proposals (minute 43 refers)

39 Apologies for Absence

Apologies for absence were received from Councillor Nash and the Chair welcomed Councillor Taggart who was substituting for Councillor Nash

40 Minutes

RESOLVED - That the minutes of the Plans Panel City Centre meeting held on 8th October 2009 be approved

41 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 Road and land off Wellington Road - Position statement

Plans, photographs, graphics and artist's impressions were displayed at the meeting

The Panel had previously received a formal presentation on the scheme at the meeting held on 6th December 2006 (minute 87 refers) and several workshops involving Members had taken place on the scheme in 2007, particularly on the proposals for a living bridge, which had now been removed from the proposed development

Officers presented a position statement setting out the progress on the scheme for a mixed use development on the former Yorkshire Chemicals site on Kirkstall Road/Wellington Road

Members were informed that whilst the mix of uses had remained much the same since the scheme was last presented, there had been an overall reduction in the heights of the buildings, with the exception of the offices and car park at the Kirkstall Road end of the site

The north/south and east/west routes through the site would remain and a pedestrian bridge was now being proposed across the river, linking the two sites. The potential for another bridge from the adjacent site to the Island was highlighted

A considerable amount of open space was being provided in the scheme together with some private amenity space for residents

On the Kirkstall Road/Riverside site, vehicular access would be from a central point on the Kirkstall Road frontage, with car parking being located in single level basement areas under the office buildings and the eastern residential building. A multi-storey car park was also being proposed on this site

On the Island site, vehicular access would be taken from the south-eastern corner of the site along one service access route, with no parking being provided in the private residential space

With the exception of the two buildings fronting Kirkstall Road, there would be residential accommodation sited on the upper floors of the buildings, with the Island site providing further residential units, including town houses with outbuildings

Whilst the formal application would be in outline, it was likely that some design details would be envisaged, ie glazing to the ground floor buildings, to secure active frontages

The applicant would be required to update a range of documents ahead of submitting a formal application and another consultation process would be required; Legal Services Section were also considering if the application required re-advertising as a departure from the Development Plan

Members commented on the following matters:

- the scale of the proposals and uncertainty regarding the height and massing of the large residential block adjacent to the town houses on the Island site and that further design detailing was required
- the car parking for the residential units on the Island site and concerns that no disabled parking was being provided directly outside the town houses
- the massing of the buildings, with some Members raising concerns that these were too bulky
- the living bridge, with mixed views about the deletion of this feature from the scheme
- the latest otter survey and the need for reassurances that the proposals took this survey into account
- concerns at the underground parking, particularly due to the high risk of flooding on this site
- why the proposals might constitute a departure from the Development Plan
- the level of affordable housing being provided on the site
- the need to provide links to Armley and under the Inner Ring Road (IRR) to the city centre
- the need for the towpath and Island road to be separate
- the need for quality design, materials and construction and regret that the opportunity for an iconic building in this area had been lost through the deletion of the living bridge
- that the replacement pedestrian bridge must be of good quality and design
- concerns were expressed that the newly extended eastern residential limb was located between the existing and proposed green spaces rather than allowing them to be joined and should be redesigned and reconfigured, recognising that the neighbouring existing greenspace was in a different ownership

Officers provided the following responses:

- that the tall residential block on the Island site was smaller than in the previous scheme, although the Civic Architect, Mr Thorp, stated that further consideration could be given to this building. It would then be a balanced judgement between either a reduction in height to reflect the town houses, or be designed to be more reflective of its island context
- that some vehicular access to the town houses, particularly for people with disabilities could be considered
- that the otter survey would need to be updated by the applicant
- in relation to flooding, that there was an obligation under the Strategic Flood Risk Assessment to satisfy the Environment Agency (EA) on the proposals and if the EA remained unhappy, the scheme could be called in by the Secretary of State
- that safety measures would be included in the design details of the underground car park
- that Officers were considering whether the application was a Departure from the Development Plan as the office and commercial elements were not in the city centre. However the Kirkstall Road Renaissance

Area Planning Framework did envisage a mix of uses and underground car park for the site

- that the applicant had agreed to affordable housing provision of 15%
- regarding linking the site to the wider area, that a Green Travel Plan would be included and would provide for a cycle, bus and walking study which would show the links from the site to the city centre, and that further consideration would be given to establishing links to Armley and the city centre under the IRR
- that as the living bridge was not required by policy and as it was an aspiration of the applicant, then its loss could not be objected to
- that discussions would take place with the applicant on the need for better links both visually and management wise between the existing and new open space

RESOLVED - To note the position statement and the comments now made

42 Position statement of 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 enhance areas to enable public access and emergency use; 09/00884/CA for demolition of 1953 wing to Temple Works

Plans and photographs were displayed at the meeting. A site visit for Panel Members had taken place earlier in the day

Officers presented the report which sought a three year temporary permission for use of this key Grade I Listed Building to provide a professionally managed venue for avant garde music, art and performance; a home for local arts communities together with education provision and work experience

Temple Works, which was modelled on the Temple of Horus at Edfu was currently being repaired along its Marshall Street frontage following a partial collapse of its roof structure in December 2008. These repair works were separate to the proposals being considered

Members were informed that the mill space would be the main performance area and that equipment required for performances ie heating, lighting would be demountable and would not be fixed to the fabric of the building. Some minor alterations would be needed to help provide suitable public access and emergency exits

The principle of the proposed use was acceptable to Officers in terms of the regeneration of Holbeck Urban Village (HUV)

Revenue from the project would come from ancillary uses, eg bars, filming, conferences etc and the nature of these would be tightly controlled by condition. Whilst the numbers of attendees would be limited to 1500, conditions regarding noise/disturbance would be included and that for major events a 10pm finish time would be proposed to assist with crowd disbursement

The proposals also included the demolition of the 1953 extension and although there was no proposal for the redevelopment of the site as was normally required by adopted policy, the area was required for emergency escape purposes from the proposed use of Temple Works. The area would also be temporarily landscaped with the details to be controlled by planning condition

A financial viability assessment on the proposals had been submitted and had been considered by the Local Authority. The information submitted indicated there

was insufficient profitability to fund a S106 public transport contribution and Officers were of the view that this could be waived due to the scheme bringing an exceptional Listed Building back into use

Regarding highways issues, comments were awaited on this, however limited, ie 51 car parking spaces were being provided and the site was in a highly sustainable location being situated 10 minutes walk from the railway station and City Square

An objection to the proposals had been received from Northern Gas Networks (NGN) as the site was close to a major hazard gas pipeline and due to the increased numbers on site, NGN was of the view this presented an increase in societal risk. The Central Area Planning Manager informed Members that a similar objection had been raised by NGN on a site in Sweet Street. Whilst the objection should be noted, it was the comments of the HSE which were the deciding factor in this respect and as stated in the report before Members, the HSE did not advise against granting planning permission on safety grounds

Members discussed the following matters:

- that the proposals were imaginative and would provide a use for this important building
- that such a venue in Leeds would be welcome and could be as successful as Temple Bar in Dublin
- that the 10.00pm closing time might be too restrictive and that some flexibility should be provided up to 11.00pm, particularly as there was little residential accommodation in the area
- the possibility of re-grassing the roof
- concerns at the waiving of the public transport contribution but an acceptance of the need to do so in this particular case
- the condition of the mill building; the fact that it was not weatherproof and the possibility of some internal restoration being included, particularly to the columns and the clock
- the need for the temporary landscaping scheme to include trees along the Marshall Street frontage and where possible, on the site of the 1953 building
- whether a three year temporary planning permission allowed the applicant sufficient time

Officers provided the following comments:

- regarding hours of use it would be possible to control this by condition to allow some late night use if pre-agreed by the Local Planning Authority
- that the applicant's approach to the mill building was about making it structurally sound and bringing it back into use, rather than undertaking major repairs, including re-grassing the roof which would be costly. Little money would be made from this scheme which was being undertaken to improve the marketability of the owners' other sites in the area
- that Members' requests for tree planting would be considered on the cleared 1953 site but that it might be impractical to provide trees to the Marshall Street frontage due to potential conflict with the coach drop off area

- that any planning permission could state that the three year period would commence from first occupation. Members were happy to accept this

In view of the general support for the scheme, the Chair suggested that the applications could be deferred and delegated to the Chief Planning Officer for approval

RESOLVED - That the applications be deferred and delegated to the Chief Planning Officer for approval, subject to referral of application 09/00882/LI to the Secretary of State for Communities and Local Government for determination and subject to such conditions as considered appropriate by the Chief Planning Officer but to include those relating to the temporary 3 year period to commence on first occupation, provision of a landscaping scheme to the cleared 1953 site to include tree planting if possible and the operating hours to allow some late night use, up to 11.00pm by written agreement and subject to the resolution of traffic issues and comments on the viability case, and to bring the application back for final determination by Panel in the event that any of these issues cannot be agreed

43 Application 09/03829/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 LS10 - Position Statement

Plans, photographs, precedent images and graphics were displayed at the meeting. Panel Members had viewed the site from a coach when on a visit to Temple Works

Officers presented the report which concerned proposals for an outline application for offices, health and fitness centre and a multi-storey car park on a brownfield site at 10-11 Sweet Street Holbeck

Members were informed that a phased approach would be taken to the development, with phase one providing the gym and multi-storey car park

The scale of the office buildings at five storeys plus a plant room followed the themes established in the HUV Framework Document and was appropriate for the area

8 floors of car parking would be provided and that the use of this would be for on-site uses to the UDP (Review 2006) maximum, with approximately 100 spaces being allocated to the office use, with the remainder either being short stay parking or provision for developments within Holbeck Urban Village which did not provide on-site parking; this being controlled by a S106 agreement

A pricing structure to discourage other long stay car parking was being considered as was a later opening time for the car park ie after 9.30am

Landscaping would be provided and this would need to address the practicalities of the location of a high pressure gas main which ran under part of the site

Members were informed that a letter from the Leeds Civic Trust had been received and that the comments would be set out in the formal report to be submitted in due course

Members commented on the following matters:

- the loss of employment land in the areas of Beeston and Holbeck and the need for local labour and training to be provided to serve these new uses

- that the areas of public open space were welcome as was the green roof shown on the images presented to Members and whether this feature could be extended to the other blocks
- the need to tie down the design of the green frontage; whilst accepting there would be limitations due to the high pressure gas main, some greenery needed to be included whilst ensuring this would not fracture the gas pipe
- the car park, with the following mixed views on this aspect being expressed:
 - concerns at its proposed size and that for Holbeck Urban - Village to work it should not require a large car park
 - support for the car park if used only for local businesses
 - that there was a need for some parking in this area
 - that the proposals for the car park were acceptable

Officers provided the following comments:

- that a condition to specify the provision of local employment and training initiatives would be included in the S106 agreement, although as the scheme was for offices this could not be tied down to manufacturing uses
- that the opportunity for further green roofs could be considered
- that Northern Gas Networks had acknowledged the presence of trees in the proposals, although it may be that these would need to be in tree pits to protect the pipeline
- regarding the car park, to note the concerns but that the amount of long stay parking would be limited and would be tied into other developments

RESOLVED - To note the report and the comments now made

44 Appeal decision - Application 09/00027/FU - 55 Boar Lane LS1 - discontinue use on the 6th November 2009

Members considered a report of the Chief Planning Officer setting out an appeal decision relating to the use of 55 Boar Lane as an Amusement Centre with Café. The applicant requested the removal of Condition 1 of application 08/04790/FU which stipulated that this use should cease on 6th November 2009

Whilst Officers had robustly defended the Council's position at the hearing, the Inspector was of the view that this use which had been in operation for nearly 5 years had not resulted in harm to the attractiveness of the frontage for retailing or the Prime Shopping Quarter

The appeal was allowed in a letter dated 23rd September 2009, subject to conditions

45 Briefing presentation on Leeds Development Framework Core Strategy Preferred Approach

Members considered a report of the Chief Planning Officer on the Core Strategy Preferred Approach and received a presentation from Officers on this

Members were informed that the Local Development Framework (LDF) would replace the Unitary Development Plan in due course. The Core Strategy was an

overarching plan and was a spatial and land use planning framework for the next 15/20 years but with a much longer term impact

Officers were now at the point of consulting on the preferred approach and each of the three Plans Panels were being briefed as part of this process

The five themes of the Core Strategy were outlined:

- Green infrastructure – this was different to Green Belt and emerged out of work done by Natural England and was about defining areas that form a network of multifunctional green spaces
- Sustainable communities – which covered place making, design and conservation. Members were informed of a new policy in Leeds which required developments of 1,000 sqm or 10 or more dwellings to meet BREEAM standards or the Code for Sustainable Homes in order to provide higher standards of housing and good quality homes
- Managing the needs of a growing city – this highlighted potential areas of economic and housing growth
- Managing environmental resources – this would set out how the Council intended to meet the Government requirements of managing climate change and in respect of city centre developments, as well as covering flood risk policies and increased tree planting there was the expectation that developments with a roof area of more than 0.25ha would include some green roof provision
- A well connected city – this would set out strategic priorities for investment in infrastructure, ie public transport to improve radial routes and to consider more orbital type improvements to take traffic away from centres and communities. The need for better accessibility and improved pedestrian and cycle facilities would be part of this section

In terms of public consultation on the Core Strategy Preferred Approach, events were taking place in libraries and shopping centres

Members commented on the following matters:

- that in terms of transport, particularly rail, there had not been any new stations provided for 20 years and that this situation was unlikely to improve so long as a development-funded approach to this continued
- that more stations could not be put in place unless there was the park and ride facilities to accompany them
- the need for Leeds to be at the leading edge of green issues and that challenging targets should be set
- that more detailed information was needed to enable Members to comment fully. Members were informed that the report and accompanying document would be considered at the Area Committees and sessions were being arranged to give Members a more in depth briefing

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

46 Date and time of next meeting

Thursday 3rd December 2009 at 1.30pm in the Civic Hall, Leeds



Originator: Natalie Fleming

Tel: 2478000

Report of the Chief Planning Officer

PLANS PANEL CITY CENTRE

Date: 3rd December 2009

Subject: Applications 08/05307/FU - Alterations and extension to form offices and A3/A4 bar restaurant development and erection of 5 storey office block with basement car parking and public landscaped area 14-28 The Calls; and 08/05309/CA - Conservation Area application for demolition of the Mission Hut and 28 The Calls, Leeds

APPLICANT

Bracken Ltd and CDP Ltd

DATE VALID

14 November 2008

TARGET DATE

13 February 2009

Electoral Wards Affected:

City & Hunslet

No

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

Application 08/05307/FU : DEFER and DELEGATE approval to the Chief Planning Officer subject to there being no representations received which raise new issues, and subject to the conditions specified (and any others which he might consider appropriate) and the 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; index linked public transport contribution of £225,373; travel plan and monitoring fee £4000; car club trial membership £7625; accessibility to public areas; employment and training initiatives, monitoring fee.

Application 08/05309/CA – GRANT CONSENT subject to the conditions specified.

Application 08/05307/FU Conditions

- 1 3 Year Time Limit
- 2 Notification of Commencement
- 3 Details of levels including Ordnance Survey Data
- 4 Details of phasing including demolition and construction.

- 5 Archaeological recording.
- 6 Retention/restoration of existing street and building signs.
- 7 1:20 details.
- 8 Details of walling, roofing and facing materials.
- 9 Sample panel of all external facing materials.
- 10 Details and samples of surfacing materials.
- 11 Details of contractor's storage and parking.
- 12 No external storage of plant or materials during construction.
- 13 Details of methods to control dirt, dust and noise during construction.
- 14 Details of methods to prevent mud, dirt on the public highway.
- 15 Hours of construction.
- 16 No construction on Sunday's, Bank Holidays, Good Friday or Christmas Day.
- 17 Details of cycle parking.
- 18 Details of disabled parking.
- 19 Parking areas to be laid out and drained.
- 20 Details of hard and soft landscaping including lighting, decorative grilles, gates and riverbank.
- 21 Implementation of landscaping scheme.
- 22 Details of boundary treatment.
- 23 Details of method and disposal of refuse.
- 24 No external storage of refuse.
- 25 Contaminated land arrangements.
- 26 Separate system of foul and surface water.
- 27 Details of foul and surface water drainage.
- 28 Provision of oil interceptor.
- 29 No building within 3m of sewer.
- 30 Development completed in accordance with approved flood risk assessment.
- 31 Piling and foundation design.
- 32 Floor levels no lower than 26.7AOD.
- 33 No structures with 3.0m of the top of bank or watercourse along the boundary of the site.
- 34 Details of extract ventilation.
- 35 Details of air conditioning.
- 36 Details of flue pipes, extract ventilation or other excrescences to be located to the side or roof of the building.
- 37 Provision of a grease trap.
- 38 Noise attenuation of the A3/A4 use.
- 39 Opening hours of the A3/A4 use – 0800-0100 hours Monday to Saturday, 1000-0000 hours Sunday.
- 40 External A3/A4 areas not to be used after 2230 - management details to be submitted.
- 41 Delivery hours.
- 42 Removal of permitted development right to A1.
- 43 Green Travel Plan
- 44 Disabled Access.
- 45 Details of Lighting Scheme.
- 46 Provision of Public Art.
- 47 No external music.
- 48 Reinstatement and restoration of site should development for any reason cease.
- 49 Sustainability Report.

Application 08/05309/CA Conditions

1. Time limit for commencement of development.
2. No demolition until contract signed for redevelopment.

Reasons for approval:

Application 08/05307/FU

The application is considered to comply with policies GP5, N12, N13, N19, T2, T5, T6, A4, CC3, CC5 and CC28 of the UDP Review; RSS policies YH4, YH7, E2, E3 and ENV5 as well as guidance contained within Leeds – City Centre Urban Design Strategy; PPS1, PPG15 and PPG25 and having regard to all other material considerations, as such the application is recommended for approval.

Application 08/05309/CA

The application is considered to comply with policies N18A and N18B of the UDP Review and PPG15 and having regard to all other material considerations, as such the application is recommended for approval.

1.0 INTRODUCTION:

- 1.1 This is a large riverside site that has permission for a mixed use residential, office and A3 development of a similar scale to the current proposal approved in April 2007 (Ref: 20/262/03/FU).
- 1.2 Members may recall this proposal was first presented to them in December 2007 at pre-application stage. A planning application was submitted in November 2008 and revisions to the scheme were presented to Plans Panel as part of a Position Statement on 18th June 2009. Members made the following comments:
 - Concern over the perceived boring design and the finish of the materials proposed as Panel did not regard these as exciting or of sufficient quality for this landmark site.
 - Accepted the heights and massing of the buildings, as these remained similar to the December 2007 scheme.
 - Commented on the window treatments. Members were particularly unhappy with the horizontal ribbon windows to the office building which were out of keeping with other buildings on the waterfront which had a more vertical emphasis; and the louvre windows on the mixed use element.
 - Concern over the eastern overhang to the office building which was felt to block views from the city centre into the development and across the river.
 - Unsympathetic and harsh design on the riverside which did not relate to existing architecturally important buildings.
 - Concern regarding protective railings along the riverside walkway and need to ensure existing railings are maintained and new ones are suitable and appropriate.
 - Discussed concerns regarding the desire for a 24 hour city and problems associated with 24 hour public access, especially to those areas adjacent to residential properties. Panel did acknowledge that use of the walkways could discourage some aspects of anti-social behaviour. Members also commented that due to residential areas around, any bars or restaurant uses should be restricted in terms of hours of operation.
 - Concern that sections of the walkway on the river appeared to be narrower.

- Noted that reinstatement of the stone plinth to the lower level of the two buildings would be beneficial in terms of design improvement and relationship to other buildings on the riverside.
- The Panel expressed the view that this location could support a simple form of development, similar to this, but echoed the views of the Civic Trust about the quality of the revised scheme.
- It was also noted that Panel broadly supported the height and massing of the revised scheme and the proposed heads of terms of the associated Section 106 Agreement.

1.3 Since that time the design team have held a series of workshops with officers to address concerns raised culminating in the recent submission of revised proposals.

2.0 PROPOSAL:

2.1 The scheme includes approximately 57000 sq feet of B1 office accommodation and 17000 sq feet of A3/A4 use in two blocks with underground car parking spaces for 52 cars, and secure cycle and motorcycle provision. This is achieved through a combination of refurbishment of 20 to 24 The Calls and the construction of 2 distinctive new build blocks. The scheme is formed by the following elements:

- Demolition of 18 and 28 The Calls and The Mission Hut. Physical gaps are created at both points to allow river views from The Calls and from the Corn Exchange and encourage public access into a large area of public realm.
- 20 to 24 The Calls is a three/four storey, red brick former warehouse. This building is proposed to be retained as part of the proposed scheme. The former warehouse building will be refurbished as A3/A4 at ground and first floor levels with offices above.
- Two contemporary blocks situated towards the east and west fringes of the site.
- The west block (Warehouse Hill Building) occupies the site of 18 The Calls and projects at a right angle along the front of 2 to 12 The Calls. The building would be 5 storeys over the lower ground parking area. The building form follows the natural bend in the river. The building, which sits on a stone plinth, has a vertical emphasis expressed through windows and (red) brick piers. The top floor is cut back from the southern elevation and continues in a straight plane. The roof form is clearly defined and is covered by a copper roof which wraps over an elevated eastward extension of the building. The block incorporates a projecting element that projects over the riverside walkway as an extension of the principal element running through to The Calls. The ground and first floor of the building would be set back on a splay from The Calls to create a double height void. This part of the building would be constructed in a dark brick with fenestration set in deep reveals. Lower levels would utilise expansive areas of glazing.
- The east block (Atkinson Building) is proposed on the site of 28 The Calls and projects southwards towards the river. The building would be 4 storeys in height fronting The Calls and utilises the fall in levels to form a lower level closer to the river. The lower two levels would be primarily glazed sitting on a stone plinth. Upper levels would be largely faced in dark brick other than for the river facing elevation which would be glazed. Etched glazing would be utilised in eastward facing A3/A4 elevations to obscure views. Vertical aluminium louvers are proposed within the office windows above. A lower link would abut 32 The Calls over a 3-4 metre wide route providing pedestrian access from The Calls to the lower terrace.

- Basement car parking for 52 cars, including 3 disabled spaces, 12 cycle parking spaces and 4 motorcycle parking spaces. The car parking is accessed from Riverside Court. Basement includes storage, shower and changing facilities for cyclists.
- A “Very Good” BREEAM rating will be achieved for the buildings through location and travel considerations, selection of materials, solar orientation, high levels of thermal insulation and selection of maximum energy efficiency mechanical and electrical installations, together with including a system of water heater solar collectors at roof level and other devices to minimise energy consumption.
- Creation of a street level terrace and large area of public realm primarily located along the southern side of 20-24 The Calls. The terrace at lower level forms an extension to the ground floor of 20-24. Steps and a lift from the terrace link the areas and lead down to the open riverside area and a new riverside walkway. Public areas and walkways would be appropriately lit. Bollards are currently proposed along the river edge.

2.2 The application is supported by the following documents:

1. Design and Access Statement (revised November 2009).
2. Planning Statement.
3. Flood Risk Assessment.
4. Travel Plan.
5. Sustainable Development Design Proposals
6. Bat survey
7. Sunlight Study
8. Justification for the demolition of 28 The Calls
9. Statement of Community Involvement
10. Land Contamination Report.
11. Transport Assessment.

2.3 Section 106

The Section 106 Agreement will include the following:

- Index linked public transport contribution of £225,373, including £50,000 - £60,000 for the provision of a controlled pedestrian crossing on The Calls.
- Travel Plans with monitoring fee of £4000. Reference to the provision of Leeds City Council Car Club parking spaces and free trial membership package of £7265 for the development.
- Public access to public realm.
- Standard employment and training initiatives.
- £600 monitoring fee for clauses that require admin/management/monitoring.

3.0 SITE AND SURROUNDINGS:

3.1 The application site is located within the City Centre Conservation Area and within the Riverside Area as identified in the UDP Review 2006. The site contains a number of buildings originally built to serve trade on the river.

3.2 The existing buildings fronting The Calls are of traditional design and appearance, with the rear elevations onto the riverside being functional and plain in appearance. The open wharf previously housed a storage shed and has been used for car

parking for offices at 2 to 12 The Calls. There is no public access to the site at present.

- 3.3 In recent years the neighbouring site was occupied by Thistle Hotels, as its administrative centre and storage facility. The site was vacated by Thistle Hotels in 2002. Application 07/01174/FU secured refurbishment of 2 to 12 The Calls to be used as offices. The refurbishment of 2 to 12 The Calls is complete and the building is now occupied.
- 3.4 A number of buildings have been neglected, appearing rundown and adversely affect the appearance of the area and the character and appearance of the City Centre Conservation Area. In particular, 18 The Calls has been derelict for a number of years, and is in a precarious state, supported by scaffolding. There is an extant consent for its demolition.
- 3.5 28 The Calls is a small warehouse building, possibly the earliest surviving building on The Calls. However, it has been significantly altered in the 20th Century including rendering of the original brick skin both to the front and rear elevations and alterations of window openings. Internally the structure has again been drastically altered and only the original roof trusses and beams survive.
- 3.6 The Mission Hut is a stone built former Chapel building used by the Leeds canal and waterfront workers in the 19th and early 20th Century. The building has fallen into disrepair and has no viable function at present. 18 and 28 The Calls and The Mission Hut are proposed to be demolished as part of the proposed scheme.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 Application 20/262/03/FU was approved in April 2007 for redevelopment of the site to provide 74 apartments, offices and A3 bar and restaurant uses. This scheme was similar in scale to the current proposal involving the demolition of 14-16 The Calls, 18 The Calls and The Mission Hut.
- 4.2 20/261/03/CA: Conservation area application to demolish storage buildings (14 to 16 The Calls and The Mission Hut
Approved: 03.01.2006. This consent is extant until 03.01.2011.
- 4.3 20/591/01/LI: Listed building application to demolish building at 18 The Calls
Approved 28.12.05. This consent is extant until 28.12.2010.
- 4.4 A study of the hours of use of A3 and A4 premises in the locality has been submitted. This shows a wide variation in closing times from 12 midnight Monday to Thursday at Aire Bar, 32 The Calls to 5am Friday to Sunday at The Oracle, Brewery Wharf.

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 The site benefits from an extant permission for a multi storey mixed use development approved in 2007 (20/262/03/FU). The proposal was agreed at Panel on 18 August 2005.
- 5.2 In December 2007 Members received a pre-application presentation regarding the scheme presented today. Members commented that the heights of the proposed new build element related to heights of existing buildings in the vicinity; considered

the flood protection proposals; reviewed the relationship between the west building and 2 to 12 The Calls; and raised concerns that noise issues could arise from the A3 uses. Members also commented that the proposed route to the east of the eastern building needed to be of sufficient width to provide suitable public access and to justify removal of 28 The Calls.

5.3 As noted above the scheme was presented to Panel in June 2009 in the form of a Position Statement. The minutes are reproduced in detail within paragraph 1.2. A series of workshops commenced shortly after the June meeting with a view to addressing concerns raised. In July Leeds Civic Trust commented on emerging proposals. The Trust indicated that whilst the overall massing was not inappropriate the solution may be the introduction of some verticality or greater solidity in the elevations, particularly that facing the river.

5.4 In response to the comments of Members and other stakeholders, including the Civic Trust, further workshops involving the Civic Architect have been held during summer and autumn 2009. Issues have been addressed by the applicant and design team to create a stronger architectural expression and an expression that is more contextual in the following ways:

- Opening up the views of the River Aire from The Calls by altering the form and extent of the Warehouse Hill Building's overhang and removing the columns.
- Improving the relationship and connection with The Calls by reorganising the entrance arrangement to the Warehouse Hill building.
- Improving the openness of the public space by remodelling the arrangement of space within the Atkinson Building.
- Improving the visual link from the eastern "contemplative space" close to 32 The Calls and reducing the perceived risk of anti-social behaviour.
- Reducing the impact upon occupiers within 32 The Calls by adjusting the footprint of the Atkinson Building whilst at the same time increasing the width of the public route.
- Transformation of the architectural expression of the Warehouse Hill Building introducing vertical emphasis to the frontage facing the river; the introduction of a stone plinth to provide a strong base to the building and the clear definition of the roof form expressed by a floating façade of copper.

6.0 PUBLIC/LOCAL RESPONSE:

6.1 Site notices were displayed on 19 November 2008 and on 6 May 2009 in relation to the revised plans. An advertisement was printed in Leeds Weekly News on 27 November 2008. Representations have been received from local residents and the Leeds Apartment Residents Association, the Aire Bar and Leeds Civic Trust. The application has recently been readvertised following the receipt of revised plans.

6.2 Leeds Civic Trust - Letter of 22 May 2009:

6.2.1 The overall form and content of the scheme has not changed and we do not have any significant issues with this. The key factor that has changed is in the materials; we do not believe that simply re-skinning a building designed for stone and granite with brick is the answer. The principal building now looks like an ugly 1960s multi-storey car park on the riverbank. The 'unfinished' flat roof and the horizontally of the glazing would jar with the historic buildings in the area while not being a contrasting crisp modern design. The Trust provided a number of suggestions on how the principal building could be improved:

- Adopting a wedge roof, perhaps reflecting the shape of phase one restored buildings. This would allow some plant to be located higher at the west end and the building height at the east to be lowered.
 - Introducing some verticality into the elevations, particularly facing the river.
 - Welcome commitment to quality landscaping. Selection and maintenance of trees crucial to the character of the space.
 - The stone pyramid could be a draw for skateboarders and would not be relaxing to site on. Raised grassed area would be more appropriate.
 - Within principal space is a missed opportunity to provide for children. This would be an ideal location for a family pub with some outdoor play facilities.
- 6.2.2 Concerns regarding design quality were reiterated in a letter of 14th July (see paragraph 5.3).
- 6.2.3 Officers intend to provide a verbal update to Panel of the Trust's comments on the revised proposals received on 19th November.
- 6.3 Local Residents comments up to June 2009:
- 6.3.1 18 letters of objection and two petitions were submitted in response to the original proposals:
1. Poor Design including the following observations:
 - Historical buildings run linearly to the river - the new blocks will be at right angles blocking views of the river and of no 32 The Calls.
 - The 2nd proposed building is much bulkier than in the previously approved application.
 - The pyramid is a wasted opportunity to create soft landscaping in this area.
 - The buildings are ugly, bland and insipid. "Its appearance is akin to a World War II coastal defence bunker and contributes nothing whatsoever to the visual amenity of area..."
 2. Loss of View from 32 The Calls.
 3. Loss of light and privacy to apartments of 32 The Calls.
 4. Public Safety particularly regarding access to the east of the proposal
 - Public access areas are fraught with potential dangers.
 - Public access areas have potential for anti social behaviour after dark. Should not be 24 hr access.
 5. Concern regarding proposed A3 units including:
 - Late night entertainment and alcohol consumption and its effect upon the residential amenity of 32 The Calls. A 3am licence is not acceptable. States that Aire Bar, Oracle etc have late licences until 1am but outside areas must be vacated by 10.30pm.
 - Use of outdoor terraces should have a restriction i.e. until 10.30 pm.
- 6.3.2 A letter has been received supporting the demolition of the Mission Hut and redevelopment of the site.

- 6.3.3 Residents have been renotified regarding the recent revisions to the scheme. Officers intend to provide a verbal update to Panel of any additional or revised comments received.

7.0 CONSULTATIONS RESPONSES:

Statutory:

7.1 Highways:

Car parking, motorcycle parking and cycle parking is acceptable. Traffic controlled pedestrian crossing on The Calls in the vicinity of Crown Street is required, to provide for a safe route between the proposed development and the city centre. Conditions regarding travel plans and off-site highway works are recommended.

7.2 Environment Agency:

No objections subject to conditions.

7.3 Yorkshire Water:

No objections in principle to the site layout details.

7.4 British Waterways:

Welcome the proposed development, an improvement to the previously approved scheme. A further improvement would be by removing the gated access on the west boundary. Glazed frontages to the commercial ground floor properties are welcomed; however, the façade of the ground floor car parking offers a relatively dead frontage. Waterside barriers like railings should only be used where there is a high-perceived risk of falling into the water or where there is restricted space along the waterside.

Non-statutory:

7.5 Transport Policy:

A framework Travel Plan is required for all the office units and a finalised Travel Plan for the bar/restaurant uses.

7.6 Contaminated Land Team:

Do not require any additional soil sampling to be undertaken, unless any visual and or olfactory contamination is encountered during the additional geotechnical investigations. The site investigation so far has encountered no significant contamination.

7.7 Access:

At least 3 car parking spaces should be designated as disabled car parking spaces. Level access should be maintained from the disabled person's parking space(s) to the principal entrance(s) or in this case, the lift core, and the designated disabled persons parking space should be located as close as possible to the principal entrance, to minimise its users travelling distance.

7.8 Land Drainage:

A Flood Risk Assessment was completed for this site with recommendation for flood defences in line with the Environment Agency's proposal for flood defence in the area. Standard Land Drainage conditions should be applied.

7.9 Public Transport Contribution:

A contribution towards the cost of providing strategic public transport has been calculated in accordance with the Supplementary Planning Document. In this case a contribution of £225,373 should be sought.

7.10 Neighbourhoods and Housing:

There is potential for disturbance to residential accommodation from proposed bar/restaurants, particularly from outside areas. In addition, cooking odours have the potential to affect nearby occupants unless properly controlled. The submission of an additional noise report and conditions are recommended.

7.11 City Services:

No objections.

7.12 Metro:

Metro welcomes development and the restrictive approach to parking for the site. In order to prevent excessive private vehicle use at the site, the measures contained within the travel plan must be enforced.

7.13 Police Architectural Liaison Officer:

Due to the site's location, security is a key element in the design process. Access control, controlled riverside access, lighting and landscaping should be taken into account.

7.14 West Yorkshire Archaeology Advisory Service:

WYAAS recommend that archaeological evaluation by means of trial trenching be undertaken along the street frontage once any proposed demolitions have taken place together with an appropriate degree of archaeological investigation and recording as necessary, with the nature and extent of this investigation to be based on the results of the evaluation. WYAAS further recommend that archaeological work in the form of an archaeological watching brief during construction works be undertaken in the southern portion of the site.

8.0 PLANNING POLICIES:

8.1 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.

YH4 Regional cities

- A Regional cities should be the prime focus for ...leisure...and cultural facilities in the region.
- B Regional cities will be transformed into attractive and safe places by developing a strong sense of place with a high quality of public realm and buildings within a clear framework of routes and spaces (2).

YH7 Location of development

This identifies the need for a sequential approach giving first priority to the re-use of previously developed land and buildings and making effective use of existing transport infrastructure and capacity.

E2 Town centres and major facilities

- A The centres of Regional Cities ...should be the focus for leisure, entertainment, arts, culture, tourism across the region.
- B Development, environmental enhancements and accessibility improvements should take place to create a distinctive, attractive and vibrant sense of place and identity for each centre.

E3 Land and premises for economic development.

Plans and investment decisions should make use of appropriately located previously developed land.

ENV 5 Maximise improvements to energy efficiency and increases in renewable energy capacity.

- A Reduce greenhouse gas emissions, improve energy efficiency and maximise the efficient use of power sources.
- B Maximise renewable energy capacity by (3) promoting greater use of decentralised and renewable or low carbon energy; for developments of more than 1000m² at least 10% of energy secured from decentralised and renewable or low-carbon sources.

8.2 Unitary Development Plan Review

The site is located in the City Centre Conservation Area and the Riverside Proposals Area as defined by the Leeds City Council Unitary Development Plan Review 2006. In the Riverside Area no predominant land use is sought (CC28). The Warehouse Hill proposal area (27a) statement indicates that the site provides a major opportunity to combine new building and public space with conservation of adjoining buildings. A significant element of leisure and tourism uses is particularly suitable. Further, leisure uses are encouraged to spill out into the public space part of the area.

- GP5 All planning considerations
- GP11 & 12 Sustainable Design
- BD4 Mechanical plant should be contained within the building
- BD5 Ensure a satisfactory level of amenity for occupants and surroundings.
- BD6 All extensions and alterations should respect the scale and form of the host building.

- 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
- N16 Extensions to listed buildings should relate sensitively to the original buildings. In all aspects of their design, location, mass and materials, they should be subservient to the original building.
- N17 Wherever possible, existing detailing and all features, including internal features, which contribute to the character of the listed building should be preserved, repaired or if missing replaced. To the extent that the original plan form is intact, that plan should be preserved where it contributes to the special character and appearance of the building.
- N18a Presumption against demolition of buildings or parts of buildings in the Conservation Area that make a positive contribution to the character and appearance of the Conservation Area.
- N18b Consent for demolition in Conservation Areas will not be given unless detailed plans for the redevelopment of the site have been approved. Such permission will be subject to a condition that demolition shall not take place until a contract for the approved scheme of redevelopment has been let.
- N19 All new buildings and extensions within or adjacent to conservation areas should preserve or enhance the character or appearance of the area
- CC3 The identity and distinctive character of the city centre will be maintained by: a) Protecting the building fabric and style b) Encouraging good innovative design and c) Upgrading the environment where necessary.
- CC5 Development in the City Centre Conservation Area.
- CC28 In the Riverside Area a range of land uses is encouraged to ensure vitality throughout the day.
- T2 Development shall be; a) be served adequately by existing or programmed highways or by improvements to the highway network; and b) Adequately served by public transport c) Adequate cycle facilities.
- T5 Satisfactory provision for pedestrians and cyclists.
- T6 Satisfactory access and provision for disabled people and other people with mobility problems will be required within highway and paving schemes, and within new development.
- 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

8.3 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. It is considered that the proposals would meet these objectives as described in the Appraisal section below.

Leeds Waterfront Strategy 2002 (Review 2006)

Guides the regeneration of Leeds Waterfront through use, links and appropriate environmental enhancement.

National Planning Guidance

PPS1 Delivering Sustainable Development
PPG13 Transport
PPG15 Planning and the Historic Environment
PPS25 Planning and Flood Risk

9.0 MAIN ISSUES

Principle of the development
Design
Residential amenity
Demolition of 28 The Calls
Highways
Section 106

10.0 APPRAISAL

10.1 Principle of the Development

Applications must be determined in accordance with the development plan unless material considerations indicate otherwise.

The site is located within the city centre and constitutes previously developed land which is largely vacant and inefficiently used. The site is subject to a previous approval for a multi-level mixed use development of residential, office and leisure development with basement parking that remains extant until 2010. The principle of the uses and general scale of the development have therefore been previously established.

The Riverside proposals area (CC28) and related Warehouse Hill statement seek a range of uses to ensure vitality throughout the day; to create a significant publicly accessible riverside space; and to encourage leisure uses to spill out into the public space. The proposed leisure and office uses are entirely in accordance with these objectives. The scale of the current proposal largely reflects the scale of the previous permission, albeit in a different form to that previously approved, whilst bringing forward a more extensive area of public space. The proposals are in accordance with the Unitary Development Plan (Review). RSS policies emphasise the role of Leeds as the regional centre (YH4), recognising the role of the city in delivering employment and leisure uses in sustainable locations (YH7). The scheme accords with those priorities. The development is therefore in accordance with the development plan.

10.2 Design

Following comments made in response to the scheme considered in June the architectural expression of the scheme has been fundamentally reviewed and significantly improved. Section 5.4 above summarises the key changes to design.

The form of the western Warehouse Hill Building has been strengthened creating a contemporary but contextual response to the location. The use of a stone plinth creates quality and a suitable base for the building, whilst integrating well with the public space to the east. Verticality has been successfully introduced into the building to provide references back to the traditional warehouse vernacular. The top

floor has been addressed through positioning and materials. The use of patinated copper cladding which wraps over onto the east elevation adds quality.

Visual connections to the site and the river have been improved in two ways. Elevated eastern projections to the Warehouse Hill Building have been cut back and pillars removed to improve visibility and create a cleaner, simplified, form. The frontage of the building has also been rearranged to encourage movement into the site.

At the eastern end of the site elements of the Atkinson Building have been rearranged so as to create a stronger presence on the riverside and to better address the public space.

10.3 Residential amenity

Subtle but important changes have been made to the Atkinson Building to help address concerns regarding the direct impact of the building on occupiers of 32 The Calls. The main building has been pulled away from the boundary (from 2.2m to 2.9m) and reduced in projection beyond the rear elevation of 32 The Calls (from 14.8m to 13.2m). Whilst reducing the physical presence of the building the corresponding increased width of the pedestrian route should help to reduce the perceived risk of anti-social behaviour.

The landscape proposals for the “contemplative space” at the eastern periphery of the site will ensure that it cannot accommodate any outdoor bar furniture, thereby reducing the potential for noise disturbance from this location.

It is intended to limit the hours of use of the A3/A4 uses to 0100 hours Monday to Saturday and midnight hours on Sundays. Consistent with the Aire Bar the use of the external area would not be permitted after 2230 hours. The building would need to have appropriate noise and odour mitigation installed before commercial use commenced.

10.4 Demolition of 28 the Calls (Atkinson Building)

It is suggested that 28 The Calls is a building with late 18th/early 19th century origins. It is probably the earliest building surviving on The Calls and is of interest as the last surviving small warehouse building served from the river. However, it is greatly altered externally and, as an unlisted building, it is the external appearance that the building is judged on. The original brick skin has been rendered and the window openings have been altered, taking on a classical *palazzo* guise. The rear of the building has also been rendered but without the architraves and string courses that mark the front elevation. It has lost its original appearance and the new appearance has neither group value nor makes a strong contribution to the Conservation Area in its own right. The contribution of 28 The Calls to the conservation area is neutral to slightly positive.

Information on the viability of retention and the argument in favour of demolition to allow access to the riverside and circulation through the new public space has been provided. It is not possible to adapt or reuse the building without major reconstruction, which is un-economic, and would change the building form yet further. However, in cases where existing buildings make no or a slight contribution to a conservation area PPG15 advises that we should set aside the usual presumption in favour of retention and consider the merits of the replacement

building. The design of the replacement building has been considered at length and the opinion of the Local Planning Authority is that it will be a high quality infill which will enliven The Calls frontage and also provide opportunity for a public access route into the site.

The demolition of The Mission Hut and 14-16 The Calls have been previously agreed through earlier consents and their removal formed part of the previously agreed scheme. Their removal continues to be justified by the benefits of the current proposals.

10.5 Highways

The principle of the recently refurbished 2 to 12 The Calls offices and the proposed office/A3 uses sharing car parking at basement level is acceptable. Cycle and motorcycle parking is accepted. A traffic controlled pedestrian crossing on The Calls in the vicinity of Crown Street will be delivered which will provide a safe route between the proposed development, and the city centre and assist with wider connectivity in the area.

10.6 Section 106

The Section 106 Agreement will include the following:

- Public transport contribution of £225,373 for the whole development including £30-40,000 for the provision of the controlled pedestrian crossing on The Calls.
- Travel Plans with monitoring fee of £4000. Reference to the provision of Leeds City Council Car Club parking spaces and free trial membership package of £7265 for the development.
- Standard employment and training initiatives.
- Accessibility to public areas.
- £600 monitoring fee for clauses that require admin/management/monitoring.

11.0 **CONCLUSION**

11.1 Through the viability study and the quality of the proposed scheme the applicant has provided suitable justification for the demolition of existing buildings within the site whilst retaining and refurbishing 20-24 The Calls. Consequently, subject to an appropriate condition regarding the implementation of the redevelopment scheme, the Conservation Area application (reference 08/05309/CA) is recommended for approval.

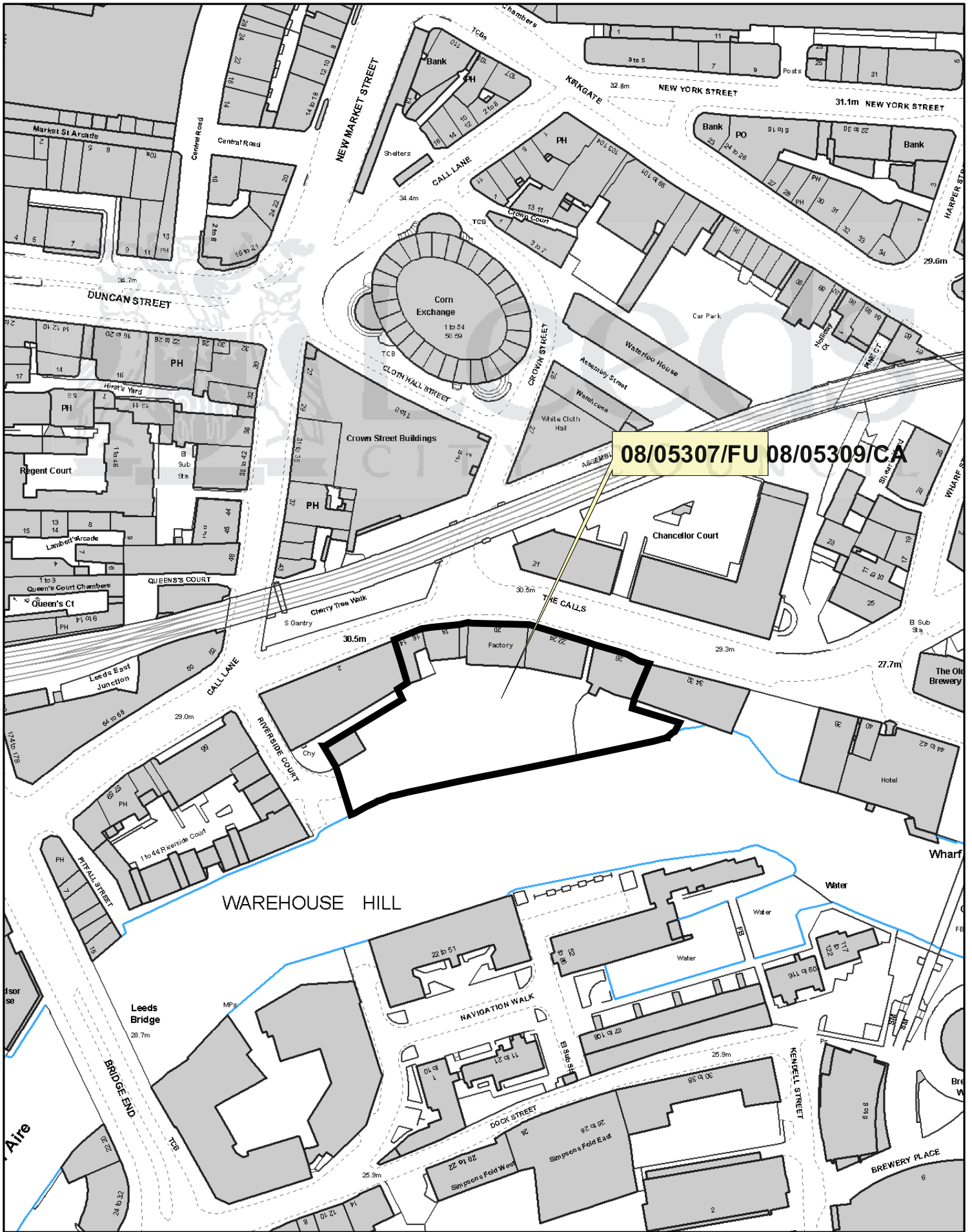
11.2 The proposed development will have an impact upon occupiers of nearby properties. However, an extant scheme would have a similar effect if implemented. Conditions would be imposed to control and mitigate the impact. The scheme now entails quality architecture and public realm, and would bring forward an efficient and sustainable use of previously developed land in a highly accessible city centre location. Further, the proposed mix of uses is entirely appropriate and would contribute to the vitality and viability of the local area and the regional role of the city centre. As such, these considerations outweigh the concerns regarding the potential impact on amenity. As a result the application is recommended for approval subject to appropriate conditions and the completion of a Section 106 agreement.

Background Papers:

Application Files 08/05307/FU and 08/05309/CA

Historic Files: 20/262/03/FU, 20/261/03/CA, 07/01174/FU, 08/01340/FU & 08/00353/FU

Certificate of ownership – signed on behalf of applicants.



CITY CENTRE PANEL



Scale 1/1500

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Originator: Daljit Singh

Tel: 247 8010

Report of the Chief Planning Officer

PLANS PANEL CENTRAL

Date: 3rd December 2009

Subject: APPLICATION 09/04615/RM- Reserved matters application for an archive building with associated landscaping.

APPLICANT	DATE VALID	TARGET DATE
The University of Leeds	29/10/2009	28/1/2010

<p>Electoral Wards Affected:</p> <p>HYDE PARK AND WOODHOUSE</p> <p><input type="checkbox"/> NO (Vard Members consulted referred to in report)</p>
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<p>Specific Implications For:</p> <p>Equality and Diversity <input type="checkbox"/></p> <p>Community Cohesion <input type="checkbox"/></p> <p>Narrowing the Gap <input type="checkbox"/></p>
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RECOMMENDATION:

Defer and delegate approval to the Chief Planning Officer subject to resolving the detailed consultation responses and detailed matters raised in section 10- Appraisal

Reasons for approval: The application is considered to comply with the following policies in the adopted Unitary Development Plan (Review 2006) (UDP) and, having regard to all other material considerations, as such the application is recommended for approval:

- GP11 and GP12: Sustainable design principles
- N12: seeks to achieve fundamental urban design objectives.
- N13: seeks to achieve a high standard of building design.
- N15, N16, N17: seeks to preserve the character of listed buildings
- N19: seeks to preserve the character and appearance of the conservation area
- BD2: seeks to ensure that the design of new buildings complement and where possible enhance existing vistas, skylines and landmarks.
- BD3: seeks to ensure that all new buildings provide disabled access
- BD4: seeks to minimise the impact of plant and machinery.
- BD5: seeks to ensure a satisfactory level of amenity for occupants and surroundings.
- T7: promotes new and improved cycle routes

T5: seeks to ensure satisfactory and secure access and provision for pedestrians and cyclists.

T6: seeks to ensure satisfactory access for disabled users.

T24: seeks parking provision in accordance with guidelines in Appendix 9 of the UDP.

1.0 INTRODUCTION:

Members agreed full details at the 13th August 2009 Plans Panel (Central) for a new School of Law and outline details for the siting and maximum heights for an archive store and a further educational use building to be erected on the Leeds University Western Campus site. The consent was granted on 26th October 2009 following completion of a Section 106 agreement.

As part of the consent a design code has been agreed for the outline proposals to guide the development of reserved matters details relating to the appearance, access and landscaping of the buildings.

Members had requested that the reserved matters application be presented to Plans Panel for determination. Although the consultation period will not expire until 26/11/2009 (and some consultation responses are still outstanding), the applicant is committed to a tight construction schedule and is keen for the matters to be determined in December if possible, hence the reason for an early report to Plans Panel.

2.0 PROPOSAL:

The proposal relates to the reserved matters of appearance, access and landscaping for the Archive Store. The building would be sited within the southern edge of the green space, adjacent to the bank of trees fronting Woodsley Road. The building would provide 2600 m² of floorspace and would be no greater in height than the proposed School of Law. This is all as agreed under the outline consent.

The building would provide 2 upper floors for generally open plan storage of University books and Marks and Spencers' Archive material consisting of textile and photographic material as well as paper documents. These floors will have restricted access and will operate as document retrieval areas. The ground floor would be publically accessible with access from the northern side and would provide open plan space for reception, reading, exhibition and conference purposes. There would also be ancillary office and meeting rooms, internal plant and loading areas, kitchens, toilets and stairs and a single lift core.

The external design comprises a ground floor base finished in white brick to match the brick to the School of Law, interspersed with a high level horizontal band of glazing and vertical strips of glazing, particularly a large central section to the northern elevation. This responds to the need for greater amounts of natural light and the public access requirements at this level. The upper floors would be clad in pre-formed stainless steel "pleated" sheeting with a highly reflective bronze appearance. This would have a honeycomb backing which will be bonded to the metal frame of the building. There would be no windows to the upper two floors in order to protect the valuable archive material from variances in internal temperature and damage from direct sunlight.

The building would have a flat roof set behind a parapet detail, an external roof top plant area measuring 10.5m long x 6.5m deep x 2m high and enclosed in a louvre screen and roof edge guard rails.

The ground floor of the building would also incorporate "extended" walls with built in seating areas to its western and eastern sides. These serve to screen existing and proposed plant

and would also help to relate the building to, and define the edge for the proposed landscaping enhancements.

The landscaped works propose to provide an enhanced campus green space and create clear pedestrian access routes from Moorland Road and Clarendon Road (north and east respectively) and from across the campus green. The works include relocation of the central service road to the south side creating an opportunity to provide a unified central space. The green space will be re-graded to provide a gentle 1:30 gradient from north to south. A double row of trees is proposed to the perimeter of the greenspace and a diagonal pedestrian route is proposed between the Woodsley Road entrance and the School of Law. It is also proposed to provide an area of more formal hard landscaping with seating and soft planted areas to the front (northern side) of the archive store. Indicative locations have also been shown for cycle stands, 3 disabled car parking spaces and a space for a rental car. A service area for delivery vehicles would be provided to the eastern side of the archive store with access off the existing entrance from Clarendon Road.

The proposals are anticipated to achieve a BREEAM rating of “excellent” due to elements such as the passive solar design and high levels of insulation for the building, measures to conserve water, maximise waste recycling, enhance the ecology of the site and measures to promote more sustainable modes of travel.

3.0 SITE AND SURROUNDINGS:

The site forms part of the former Leeds Grammar School site, which is now occupied by the Leeds University and known as the western campus. It is bounded by Moorland, Belle Vue, Woodsley and Clarendon Roads. The site levels drop generally from north to south, reflecting the surrounding topography of this part of the city, and significantly in the south-west corner due to the built up level of the campus green.

The western campus comprises the former Grammar School buildings on its northern side, an ancillary gymnasium and lecture theatre building and surface car park to its western side, the modern innovation hub and business school buildings fronting Clarendon Road, a central open green space with pedestrian and vehicle routes through it and a belt of mature trees along the Woodsley Road boundary and around its south west corner. The application site boundary excludes the former Grammar School buildings and more recent developments along Clarendon Road but includes the rest of the western campus.

The site is characterised by high stone walls to the majority of its frontages. These and the original Grammar school buildings are grade II listed and the site lies within the Woodhouse - Moorlands Conservation area. It is also immediately adjacent to the University Precinct conservation area to the eastern side of Clarendon Road. The green space is identified as a protected playing pitch in the Unitary Development Plan (UDP) due to its former use as school playing fields.

The immediate surroundings to the west, south and east are characterised by predominantly Victorian housing stock in a mixture of commercial, institutional and residential uses. To the north is the open park land of Woodhouse Moor. Also a University sports centre is located immediately adjacent to the south-west corner of the site, but due to the significant level changes, its roof is at a similar level to the campus green.

4.0 RELEVANT PLANNING HISTORY:

1. Outline and full planning permission was granted for the erection of 3 university buildings with ancillary green space enhancements in October 2009. Work has now commenced on the first building for the new school of law (ref: 09/02237/OT).

2. Planning permission was granted in April 1999 for the erection of a detached 3 storey “innovation hub” building to the Clarendon Road (eastern) frontage, just to the south of the former grammar school building. This has been implemented (ref: 26/458/98/FU).
3. Planning permission was granted for a 4-storey business school to the south-eastern corner of the site in June 2006. This has been implemented. (ref 06/02083/FU).
4. Planning permission was granted in June 2005 for the erection of a 3 storey building with basement car parking on the site of the proposed law school building approved under the October consent above (ref 26/740/04/RE).

5.0 HISTORY OF NEGOTIATIONS:

The outline proposals for the archive store, agreed by Plans Panel in August 2009, had been the subject of extensive pre-application discussions with Council Officers, a presentation to the planning sub-group of the North West Area committee on 11/2/09, a community consultation event organised by the applicant on 13/3/09 and a pre-application presentation to Plans Panel on 26/3/09.

Since then the applicant has had one meeting with Council Officers to discuss the reserved matters details for the archive store, when officers indicated their support for the emerging details.

6.0 PUBLIC/LOCAL RESPONSE:

None

7.0 CONSULTATIONS RESPONSES:

Statutory:

Yorkshire water: No drainage details have been submitted for the building. Response: This matter is controlled by a condition on the outline consent.

Non-statutory:

Travelwise Team: A shower facility must be provided for cyclists within the building. It is not acceptable to rely on facilities within the adjoining sports centre as suggested by the applicant. The details of cycle and motorcycle parking need to be considered now as part of the landscape and building design. How will the agreed travel plan initiatives for the site be delivered for the proposed M&S staff indicated to be working in the building. Response: These matters have been raised with the applicant.

Disabled Access Officer : Has raised a number of objections or a need for clarification in relation to the following:

- The disabled parking and access to them within the proposed temporary car park area must meet the latest British Standard design guidance (BS 8300: 2009)
- Shared cycle and pedestrian routes are objected to. There should be separation by use of a kerb to ensure pedestrians, and in particular disabled users, feel safe and confident to use the proposed routes.
- Details are required of the design of areas where pedestrian routes cross the vehicle access routes and the access to car parking spaces to ensure use of appropriate dropped kerb and tactile paving designs
- The design of the proposed steps to the adjacent sports centre must meet the latest British Standard design guidance and how will level access be provided to the sports centre.
- The design of the entrances and approaches in respect of any level changes
- The gaps between the proposed planters should be a minimum of 1800mm

- The external bollards, seating, and manifestations to the glazed elevations should be designed to the latest British Standard design guidance.

Response: These matters have been raised with the applicant

Highways Officer: Has sought clarification on the design of the exit and entrance barriers to enable cyclists to pass, the details of cycle and motorcycle parking provision, the location of the proposed bins stores, and how the travel plan arrangements would apply to M&S staff within the building. Has also stated that the submitted construction logistics plan needs further consideration in respect of the details of temporary pedestrian access and the position of hoardings on Belle Vue Road as well as the agreement of the Council's Street Works Manager. Response: These matters have been raised with the applicant. However some - the design of the vehicle entrance barriers and the construction logistics plan - are matters controlled by separate conditions on the outline consent and he reserved matters application can be determined separate to the resolution of these queries.

8.0 PLANNING POLICIES:

National planning guidance

PPS1 *Delivering Sustainable Development*

PPG13 *Transport*

PPG15 *Planning and the Historic Environment*

Adopted Unitary Development Plan (Review 2006) (UDP)

The site is identified as a protected playing pitch in the UDP and lies within the Moorlands Conservation Area and adjacent to the University Precinct Conservation Area.

The most relevant policies in the UDP are:

GP11 and GP12: Sustainable design principles

N12: seeks to achieve fundamental urban design objectives.

N13: seeks to achieve a high standard of building design.

N15, N16, N17: seeks to preserve the character of listed buildings

N19: seeks to preserve the character and appearance of the conservation area

BD2: seeks to ensure that the design of new buildings complement and where possible enhance existing vistas, skylines and landmarks.

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9.0 MAIN ISSUES

1. Design and Access

2. Landscaping

10.0 APPRAISAL

1. Design and Access

The design approach and access arrangements to the archive store is considered to reflect the principles established by the design code at the outline application stage. The palette of materials reflects those agreed for the School of Law in terms of the brickwork and glazing

elements and the “bronze” appearance of the upper floor metal cladding resonates with the copper sheeting used on the School of Law. All pedestrian access would be from the campus green with a choice of routes from the north and east and would connect in to the existing highway network. Service vehicles would utilise the existing Clarendon Road and Moorland Road access and exits respectively and would be routed around the campus green. This will help to create the character of a family of collegiate style buildings arranged around a central green space.

It is also considered that the pleated and highly reflective appearance of the upper floor metal cladding to the archive store will provide visual interest, although for functional reasons there are no windows to these areas. Two preformed metal panels will be used and arranged on the building so that the direction of the pleats changes along the façade. The architect has stated that the design of the metal cladding is considered to be an interpretation of the materials stored inside the building i.e. book pages, pleated fabrics and the highly reflective nature of the photographic material.

The metal cladding to the upper floors will also be set forward by 600mm from the ground floor frontage. This aspect, along with the change in approach to finishing materials and fenestrations between the ground and upper floors, would provide a clear base to the building. The change in vertical plane is also considered to provide further visual interest.

The architect has been requested to provide long distance views of the likely impact of the proposed roof top plant from the pedestrian approaches to the north and the east of the site and to clarify the design of the proposed roof top guard rails. Subject to the acceptability of these aspects and the detailed matters raised by the consultees above it is considered that the proposed design and access is acceptable.

2. Landscaping

The proposed landscaping scope showing the relocation of the central service and access road, the provision of a central greenspace with perimeter tree planting and the creation of a hard landscaped outdoor space to the archive store all accords with the masterplan agreed at outline stage.

It is considered that these changes along with the provision of seating areas and the levelling out of the greenspace will make the space much more useable as an outdoor space for relaxation and leisure as well as providing more visual interest.

In August 2009 Members questioned the need for a diagonal footpath link across the campus green when a perimeter route would also be available. It is considered that the proposed link would help to deal with pedestrians wanting to travel through the site and help to connect this public space with the wider pedestrian network. It is considered that due to the large scale of the space the pedestrian link would not unduly intrude into the green grassed character of the space.

The applicant in their submission has begun to detail some of the landscaped submission with a view to the design of the seating areas, the use of stainless steel street furniture (indicated for bollards, cycle racks, handrails and bins), the use of concrete paving for the diagonal footpath across the campus green, the use of a “silver granite” concrete block paving for the perimeter access road and the use of natural granite blocks to the frontage to the Archive Store. They have also indicated 5 Italian alders to the eastern side of the building to help screen the proposed delivery area and have indicated use of tree species such as “amelanchia” to the archive frontage to ensure clear views from the ground floor to the campus green. Although agreement of such detailed matters is welcomed at an early stage, the full details are controlled by landscaping and surface material conditions on the outline consent and need to be submitted in full so that the overall landscape design can be

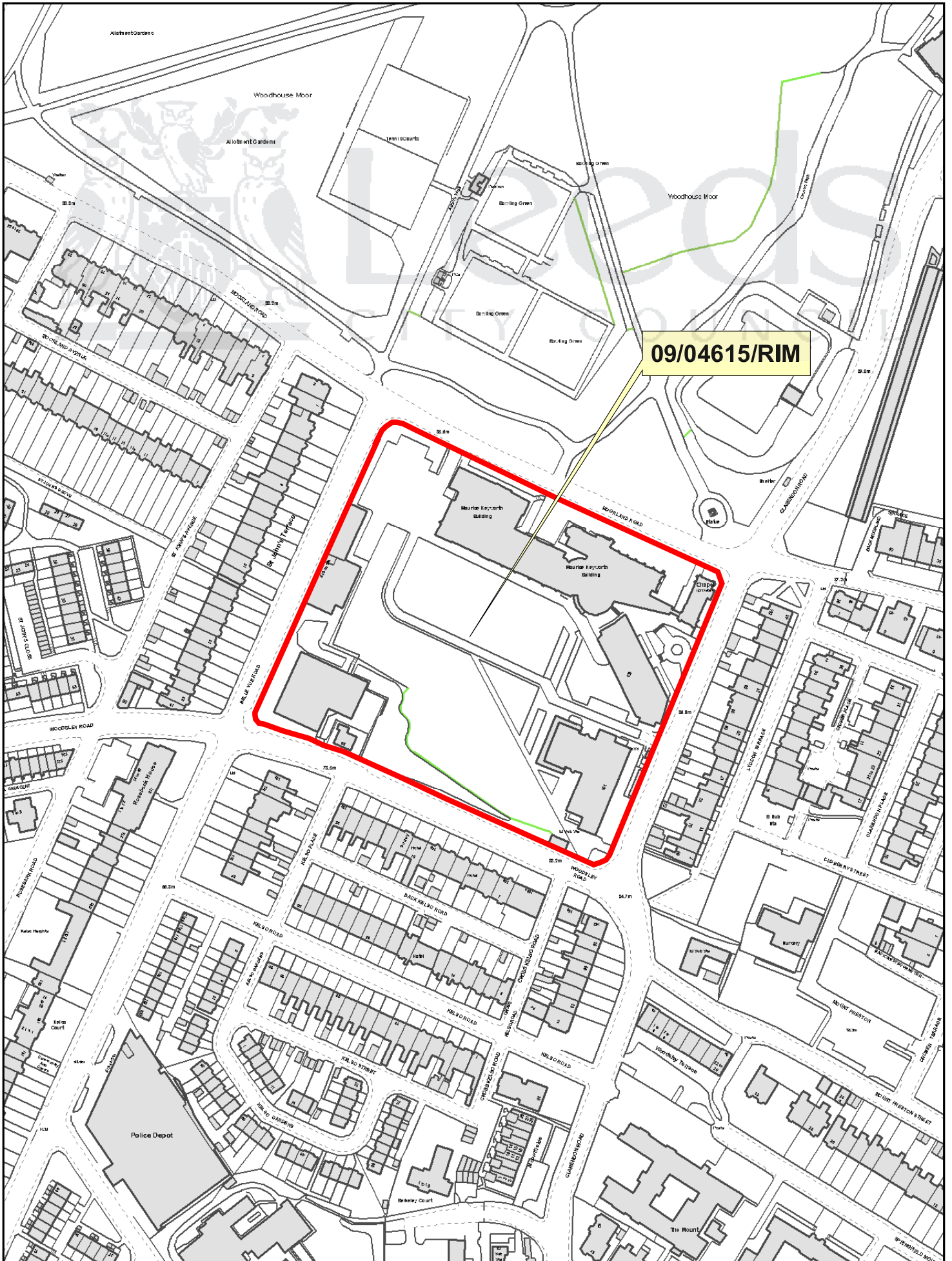
considered together. Also the details need to resolve practical disabled and travel issues as indicated by the consultation responses above. It is therefore proposed that these matters are resolved and agreed at a more detailed level prior to determination of the application or left for determination under the discharge of the relevant conditions on the outline consent.

11.0 CONCLUSION

It is considered that the proposed design, access and landscaping approach to the archive store reflects the principles established at the outline application stage and would provide an attractive and elegant building and an enhanced central green amenity space. Subject to resolution of detailed matters either at this stage or pursuant to relevant conditions on the outline consent the proposals can be supported.

Background Papers:

Application references 09/04615/RM and 09/02237/OT



CITY CENTRE PANEL

Scale 1/ 2500

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