
Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 21 June 2018

Subject: PREAPPLICATION - Amendment to determined applications 16/06877/FU and 16/06878/LI for the partial demolition of 17 Wellington Street and total demolition of 49 Aire Street, to extend and change the use of the existing building to form a 54 bed boutique hotel (Use Class C1) with a new basement for back of house areas and a ground floor reception and restaurant with bar (Use Class A3/A4) at 17 Wellington Street, Leeds, LS1 4DL

APPLICANT Hallborough Properties Ltd - Mr S Drane

Electoral Wards Affected:

Hunslet & Riverside

☐ Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity ☐

Community Cohesion ☐

Narrowing the Gap ☐

RECOMMENDATION: This report is brought to Plans Panel for information. The Developer will present the details of the proposed changes to the previously approved scheme to allow Members to consider and comment on the proposals at this stage.

1.0 INTRODUCTION:

- 1.1 Members will recall granting consent at City Plans Panel on 27 April 2017 for demolitions and an extension of the host listed building at 17 Wellington Street to allow it to be brought into use as a residential scheme with a ground floor restaurant. The Applicant has been in discussions with potential operators and has received interest from a boutique hotel provider. As such the proposals to change the use and reconfigure the previous approved scheme are brought back to Plans Panel for Member's view at this emerging stage for this major investment in an important heritage asset which is located in a key location within the City Centre

2.0 PROPOSAL

- 2.1 The previous consented development sought to provide 26 apartments, a ground floor and lower ground floor level A3 restaurant, an internal bin store at the ground

floor level and basement cycle storage, laundry area and gymnasium for residents under planning references 16/06877/FU and 16/06878/LI.

2.2 The proposal now put forward would result in a fresh application which would amend the consented scheme in the following manner:

1. Reduced level of demolitions to the existing building at 17 Wellington Street with the retention of the west wing of the building apart from breaking through sections of brick work to the wing's east facing wall.
2. The use of the existing listed building and its new extension as a 54 bed boutique hotel with formerly approved residential use falling away.
3. The creation of an enlarged basement to house a staff room, restaurant toilets, a kitchen area, a bin store and service lift
4. The reconfiguration of the ground floor to allow the existing west wing detailed stone doorway to become an entrance to the restaurant, rather than to a bin store as was previously proposed.
5. Minor changes to the window arrangement in the south facing façade of the new build extension to accommodate the requirements of the hotel use.

3.0 SITE AND SURROUNDINGS:

3.1 The site is located between Wellington Street and Aire Street in Leeds City Centre and comprises two properties, 17 Wellington Street, as the principal building facing Wellington Street and to the rear an annexe building, 49 Aire Street. 17 Wellington Street is a 6 storey L shaped former warehouse converted for office use in the late 1980's and 49 Aire Street, is a small detached three storey property in the south eastern corner of the site. 17 Wellington Street is a Grade II listed building and is within the boundary of the City Centre Conservation Area. To the east is an open triangular shaped site which is currently in use as a surface car park, but on which a 14 storey building, known as City Square House, is proposed. Wellington Street is characterised by a number of red brick, stone and terracotta historic buildings of 4 to 6 storeys (with 19, 21 to 23, 34, 38 and 52 Wellington Street and the Majestic building all being Grade II Listed Buildings) with more contemporary taller buildings sited further to the west along the street. Aire Street has a mix of 4 to 6 storey historic former warehouse buildings set between the taller Princes Exchange and other taller contemporary office and hotel buildings.

4.0 RELEVANT PLANNING HISTORY:

4.1 Planning permission and listed building consent was granted for the partial demolition of 17 Wellington Street and total demolition of 49 Aire Street, change of use and seven storey extension with a new basement to remaining building to form restaurant and cafe use (A3) on ground and first floor and 26 apartments on 5 June 2017, application references 16/06877/FU and 16/06878/LI.

5.0 HISTORY OF NEGOTIATIONS:

5.1 The amendments have been the subject of discussions between the Developers, their Architects, and Local Authority Officers since 2 November 2017.

5.2 Ward Members were consulted on the current proposals on 29 January 2018.

6.0 RELEVANT PLANNING POLICIES:

- 6.1 The National Planning Policy Framework 2012 (NPPF) was adopted in March 2012 and sets out the Government's planning policies and how they expect them to be applied.
- 6.2 Paragraph 6 of the NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development and paragraph 14 goes on to state that there should be a presumption in favour of sustainable development.
- 6.3 Paragraph 17 of the NPPF sets out the Core Planning Principles for plan making and decision taking. The 4th principle listed states that planning should always seek high quality design and a good standard of amenity for all existing and future occupants of land and buildings.
- 6.4 The 8th principle listed states that planning should encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value.
- 6.5 The 10th principle listed states that planning should conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations.
- 6.6 Paragraph 126 states that it is desirable to sustain and enhance the significance of heritage assets and that new development should make a positive contribution to local character and distinctiveness.
- 6.7 Paragraph 134 states where a development proposal will lead to less than ` substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.
- 6.8 The Development Plan for Leeds currently comprises the following documents:
1. The Leeds Core Strategy (Adopted November 2014)
 2. Saved Leeds Unitary Development Plan Policies (Reviewed 2006), included as Appendix 1 of the Core Strategy
 3. The Natural Resources & Waste Local Plan (NRWLP, Adopted January 2013) including revised policies Minerals 13 and 14 (Adopted September 2015).
 4. Aire Valley Leeds Area Action Plan (Adopted November 2017)
 5. Any Neighbourhood Plan, once made.
- 6.10 **Leeds Core Strategy**
- 6.11 The Core Strategy sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. Relevant Policies include:
- 6.12 Policy SP3(i) states that the importance of the city centre as an economic driver for the district and city region will be maintained and enhanced by promoting the City Centre's role as a regional capital for major new retail, leisure, hotel, culture and office development.
- 6.13 Policy P10: Design states that:
New development for buildings and spaces, and alterations to existing, should be based on a thorough contextual analysis to provide good design appropriate to its scale and function.

New development will be expected to deliver high quality innovative design that has evolved, where appropriate, through community consultation and which respects and enhances the variety of existing landscapes, streets, spaces and buildings according to the particular local distinctiveness and wider setting of the place, contributing positively towards place making and quality of life and be accessible to all.

- 6.14 Policy P11: Conservation states that development proposals will be expected to demonstrate a full understanding of historic assets affected. Heritage statements assessing the significance of assets, the impact of proposals and mitigation measures will be required to be submitted by developers to accompany development proposals.

6.15 **Leeds Unitary Development Plan Review 2006 - Retained Policies**

- 6.16 Relevant Policies include:
Policy BD2 (Design and siting of new buildings)
Policy BD5 (All new buildings and amenity)
Policy GP5 (All planning considerations)
Policy N15 (Changes of use of listed buildings)
Policy N16 (Extensions to listed buildings)
Policy N17 (All listed buildings)

6.17 **Leeds Natural Resources and Waste DPD 2013**

The Natural Resources and Waste Local Plan was adopted by Leeds City Council on 16th January 2013. The plan sets out where land is needed to enable the City to manage resources, like minerals, energy, waste and water over the next 15 years, and identifies specific actions which will help use natural resources in a more efficient way. Policies regarding land use, energy, coal recovery, drainage, and waste will be relevant to this proposal.

6.18 **Supplementary Planning Guidance**

- 6.19 Sustainable Design and Construction Supplementary Planning Document (August 2011).

7.0 KEY ISSUES

7.1 Principle of the proposed use

- 7.2 Officers consider that the proposed uses as a hotel with ground floor restaurant are appropriate city centre uses that would bring vibrancy and vitality to the host listed building, wider street scene and this part of the City Centre Conservation Area. The uses would add positively to both the day time and evening economies of the city centre in accordance with the aspirations of Core Strategy policy SP3(i). As such the principle of the change of use now proposed is supported by Officers.

7.3 Do Members support the principle of the uses?

7.4 Proposed demolitions and design

The current scheme proposes a much reduced level of demolition compared to the approved scheme which involved the demolition of No.49 Aire Street and the majority of rear (west) wing of the Listed 17 Wellington Street. The current proposals remain for the full demolition of No.49 Aire Street but only partial removal of some

sections of external walling to the eastern face of the west wing and rear of the main building at 17 Wellington. This would be to allow the creation of a large floor area at ground floor level for the restaurant use. This means that the main body of the listed building plus the majority of the building's rear wing are now to be retained. In addition internal removal of a contemporary stair and lift core and modern fit out partitioning as well as some changes to the internal floors are still required.

- 7.5 Officers consider that the revised level of demolitions will lead to less than substantial harm to the significance of the designated heritage asset, and as such the proposals need to be justified in accordance with the considerations of Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 which states that decision makers should give considerable importance and weight to the desirability of preserving the setting of listed buildings. Case law has held that once harm to a listed building is established, considerable weight needs to be attached to that harm. The National Planning Policy Framework (NPPF) advises that there is a presumption against the granting of planning permissions for the schemes requiring the demolition of listed buildings unless it can be demonstrated that the public benefits outweigh the harm including securing its optimum viable use.
- 7.6 Officers consider that the very minimal areas of the rear (west) wing to be demolished, and the standalone building No.49 Aire Street are of little architectural or historical significance in relation to the main body and largely retained elements of the rear wing of the Grade II listed building.
- 7.7 Officers also acknowledge that the demolitions would allow the main body and much more of the rear wing of the listed building to be brought back into use, which would be of significant benefit.
- 7.8 The scheme will largely retain its former external appearance as approved under applications 16/06877/FU and 16/06878/LI, with some minor changes to the window pattern to the south face of the new extension to allow the scheme to accommodate the hotel use. An atrium would be maintained through the eastern side of the site allowing the rear of the main body and the rear wing of the host listed building to be retained almost in their entirety, apart from some breaking through of the host building to create a large floor area for restaurant use and to connect the wing and main building to the atrium.
- 7.9 The scheme will retain the same design ethos as consented on applications 16/06877/FU and 16/06878/LI in its proposed creation of a contemporary building attached to the listed building. However, more of the most important facades and external historic features of the rear wing are now proposed to be retained. Officers considered that the development as now proposed would complement rather than compete with the host listed building and the surrounding heritage rich, but architecturally mixed setting. The amended proposal would sit comfortably within the context of the existing retained Grade II listed building (17 Wellington Street) and predominantly retained rear wing, and within the mixture of historic and contemporary buildings along Aire Street, as well as this part of the City Centre Conservation Area.
- 7.10 Whilst the proposals would result in the loss of parts of a listed building and the demolition of the standalone No.49 Aire Street (as was previously approved on applications 16/06877/FU and 16/06878/LI), the attractive historic façades of the rear (west) wing of the host listed building to Aire Street and to its east facing façade will now be retained, with some openings created in the said façade. The new block, which will be of a high quality design, will be built around the largely retained rear

(west) wing. The new build element would still utilise an appropriate brick as its principle material fronting Aire Street and would remain of a scale in keeping with the built form in the wider area. As such it considered that the proposal is likely to, on balance, enhance the character and visual amenity of this part of the City Centre Conservation Area.

7.11 Do Members support the proposed demolitions and design of the proposals?

7.12 Highway Impact

7.13 No car parking is proposed for the hotel and restaurant and bar use. Whilst this is considered acceptable in this highly sustainable location with good access to public transport and widespread on-street parking controls, discussions are still taking place with the applicants regarding the approach to servicing, deliveries and taxi-drop off and pick up requirements for the proposed uses. A verbal update will be provided on these matters at Plans Panel.

7.14 Do Members support the approach to servicing and access?

8.0 CONCLUSION

8.1 The key questions asked in the report above are as following:

8.2 Do Members support the principle of the uses?

8.3 Do Members support the proposed demolitions and design of the proposals?

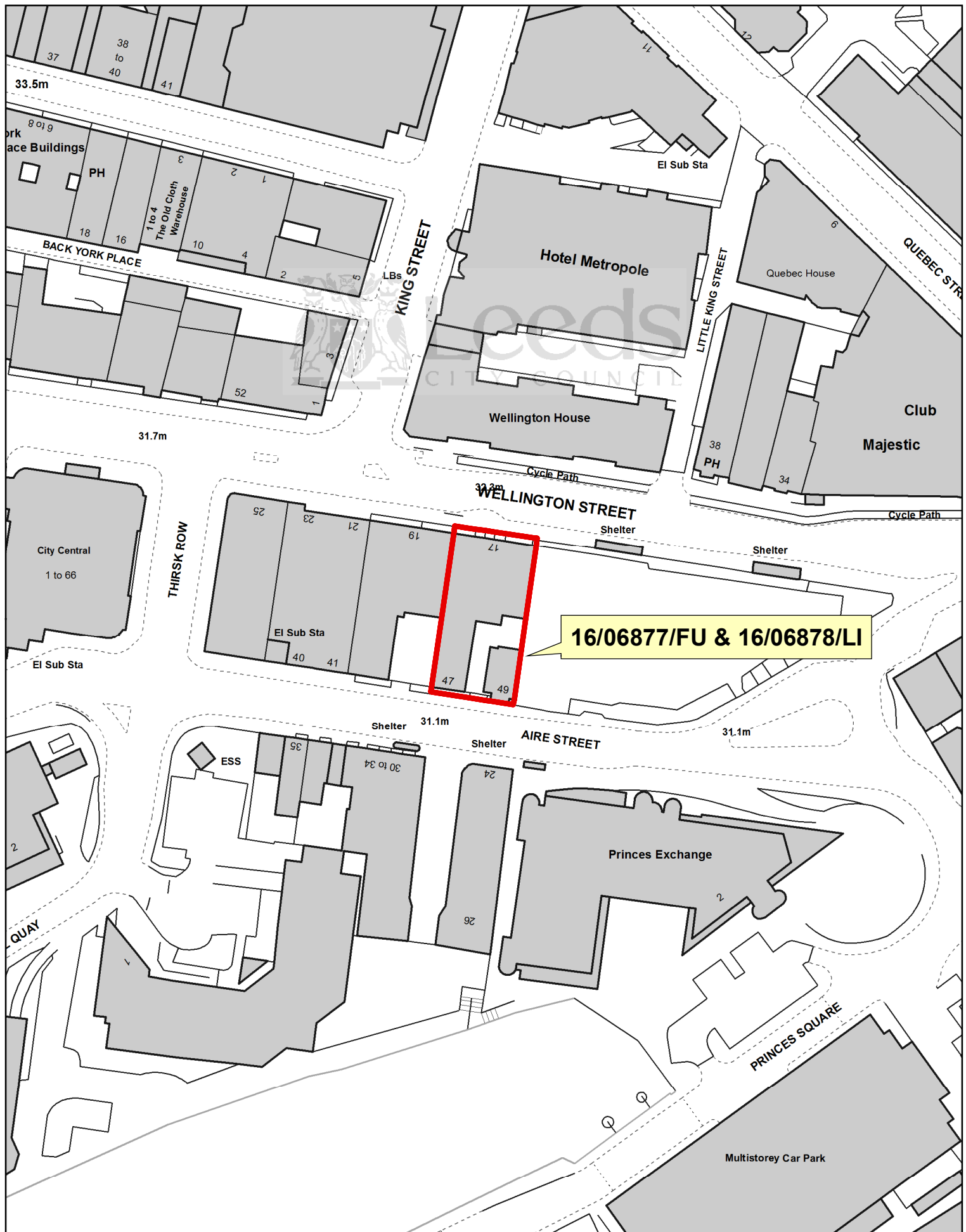
8.4 Do Members support the approach to servicing and access?

8.5 Do Members agree for the formal applications to be determined pursuant to officer delegated powers?

Background Papers:

16/06877/FU

16/068787/LI



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SCALE : 1/1000



