



Leeds
CITY COUNCIL

Originator: C. Briggs

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Report of the Chief Planning Officer

PLANS PANEL CITY CENTRE

Date: 4 March 2010

Subject: APPLICATION 09/04625/FU ADDITION OF NEW SOUTHERN ENTRANCE WITH ACCESS WALKWAY AND NEW FOOTBRIDGES TO RAILWAY STATION AT LEEDS CITY STATION, NEW STATION STREET, LEEDS 1.

APPLICANT

Network Rail (Infrastructure)
Ltd.

DATE VALID

27 October 2009

TARGET DATE

22 December 2009

Electoral Wards Affected:

City and Hunslet

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

DEFER and DELEGATE approval to the Chief Planning Officer subject to the conditions specified and in order to resolve the following detailed matters:

- 1. Detailed highways matters including pedestrian improvements**
- 2. Resolution of management plan by negotiation with British Waterways**
- 3. Formal removal of holding objection by Environment Agency on updated Flood Risk Assessment.**

Conditions

- 1) The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Imposed pursuant to the provisions of Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

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

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

- 3) No building works shall take place until details and samples of all external materials, including a mock up of the large to smaller format tiles junctions and glass to cladding junctions, have been submitted to and approved in writing by the Local Planning Authority. Such materials shall be made available on site prior to the commencement of their use, for the inspection of the Local Planning Authority who shall be notified in writing of their availability. The building works shall be constructed from the materials thereby approved.

In the interests of visual amenity, the character and appearance of the conservation area, and the setting of the nearby listed building.

- 4) No building operations shall be commenced until full 1:20/1:10 details of the following have been submitted to and approved in writing by the Local Planning Authority:
 - a) Details of the glass balustrade to cladding to deck/ bridge detail.
 - b) Details of the leading edge and return of the canopy.
 - c) Details of the glazed slots in the west elevation.
 - d) Details of the roof light to cladding junction.
 - e) Details of the cladding panel formats and junctions between different sizes.
 - f) Details of glazing systems.

The works shall be carried out in accordance with the details thereby approved, and retained as such thereafter.

In the interests of visual amenity, the character and appearance of the conservation area, and the setting of the nearby listed building.

- 5) No building works shall take place until details and samples of all surfacing materials have been submitted to and approved in writing by the Local Planning Authority. Such materials shall be made available on site prior to the commencement of their use, for the inspection of the Local Planning Authority who shall be notified in writing of their availability. The surfacing works shall be constructed from the materials thereby approved and retained as such thereafter.

In the interests of visual amenity, the character and appearance of the conservation area, and the setting of the nearby listed building.

- 6) No lighting fitment shall be installed on the site in such a way that the source of light is directly visible from nearby residential properties.

In the interests of residential amenity.

- 7) Prior to the commencement of development, a scheme for the protection and enhancement of biodiversity shall be submitted to and agreed in writing by the Local Planning Authority. The scheme shall be based on the recommendations in the Aecom Ecological Assessment dated 29 April 2009, the Aecom Bat Survey report dated July 2009 and the Aecom Ecology Report Addendum dated December 2009. The scheme shall include a timetable for implementation and it shall thereafter be implemented in accordance with the agreed timetable.

In the interests of the enhancement and protection of biodiversity and the waterway.

- 8) Prior to the commencement of development, full construction details of the foundations /supporting structures on the river bed shall be submitted to and approved in writing by the Local Planning Authority. Works shall be carried out in accordance with the approved details and retained as such thereafter.

In order to ensure that there will be no detrimental impact on the bed or banks of the River Aire and any associated water infrastructure.

- 9) Prior to the commencement of development, full construction details of the bridge span where it lands on the side of the navigation should be submitted to and approved in writing by the Local Planning Authority. Works shall be carried out in accordance with the approved details and retained as such thereafter.

In order to ensure that there will be no detrimental impact on the bed or banks of the River Aire and any associated water infrastructure.

- 10) Prior to the commencement of development, full details of appropriate mitigation measures to prevent the pollution of the waterway during construction of the approved development shall be submitted to and approved in writing by the Local Planning Authority. Works shall be carried out in accordance with the approved measures.

In order to prevent the contamination of the waterway and ground water from wind blow, seepage or spillage at the site.

- 11) Prior to the commencement of development, full details of surface water drainage, arrangements including means of discharging into the watercourse should be submitted to and approved in writing by the Local Planning Authority. Works shall be carried out in accordance with the approved details and retained as such thereafter.

In order to prevent damage to the waterway structure, protect water quality and make an assessment of the increased volume of water entering the watercourse.

- 12) No development shall take place until details of measures to be taken to suppress dust have been submitted to and approved in writing by the Local Planning Authority.

In the interests of amenity.

- 13) No development shall take place until a plan showing satisfactory details of provision to be made for the storage, parking, loading and unloading of contractors' plant, equipment and materials, and the parking of vehicles of the workforce, within the site, have been submitted to and approved in writing by the Local Planning Authority. Such facilities shall be provided for the duration of site works.

In the interests of the free and safe use of the highway.

- 14) Unless otherwise agreed in writing by the Local Planning Authority, no building operations shall take place before 0730 hours on weekdays and 0900 hours on Saturdays nor after 1900 hours on weekdays and 1800 hours on Saturdays. There shall be no operations at all on Sunday or Bank Holidays or Christmas Day or Good Friday.

In the interests of residential amenity of occupants of nearby property.

- 15) No development shall take place until details of the installation and/or erection of any extract ventilation system, flue pipes, or other excrescences proposed to be located on the roof or sides of the building, including details of their siting, design and external appearance have been submitted to and approved in writing by the Local Planning Authority. Any mechanical plant shall be positioned so as to be inaudible at the face of the nearest residential units. The development shall not be occupied until the works approved in accordance with this condition have been completed. Such works shall thereafter be retained.

In the interests of amenity and visual amenity.

- 16) Prior to the first use of the station southern access, details of a management plan for the collection of litter from the area marked on drawing number ... shall be submitted to and approved in writing by the Local Planning Authority. The plan may from time-to-time be updated and implemented thereafter, unless otherwise agreed in writing.

In the interests of amenity and the character of the surrounding area.

- 17) Prior to the commencement of development, details of facilities to be provided for the parking of cycles which belong to members of the public shall be submitted to and approved in writing by the Local Planning Authority. The details shall include the method of securing the cycles and their location within the site. The approved facilities shall then be provided on site prior to the building being brought into use and thereafter retained on site.

In order to meet the aims of the Transport Policy as incorporated in the Leeds Unitary Development Plan.

- 18) Prior to the commencement of works, details of arrangements for the provision of the following off-site highways works as identified on drawing no. shall be submitted to and approved in writing by the Local Planning Authority:
- i. Dropped kerbs at appropriate locations to ease mobility impaired transit from Neville Street to the entrance
 - ii. Re-painting of double yellow lines along the entrance and lay-by in particular
 - iii. Re-surfacing of pavement on Little Neville Street where required
 - iv. Removal of steel gates over arch entrance to Dark Neville Street (non-dedication plate or lockable bollards to be provided)
 - v. Improvements to footway/lighting CCTV along Dark Neville Street as far as the arch exit to Little Neville Street
 - vi. Pedestrian signage of the southern access from agreed routes

In the interests of community safety, visual amenity and vehicular and pedestrian safety.

- 19) Prior to the commencement of internal fit-out works, details of internal surfaces and finishes shall be submitted to and approved in writing by the Local Planning Authority. Works shall be carried out in accordance with the approved details and retained as such thereafter.

In the interests of visual amenity.

Reasons for approval: The application is considered to comply with the Regional Spatial Strategy for Yorkshire and the Humber 2008, Leeds Unitary Development Plan Review 2006 policies GP5 BD2 BD3 BD4 BD5 BD6 N12 N13 N19 CC3 CC5 CC31 T1 T2 T9 T10 and A4, Leeds Waterfront Strategy, Leeds City Centre Urban Design Strategy, Leeds Street Design Guide, Neighbourhoods for Living, Holbeck Urban Village Revised Planning Statement and, as well as guidance contained within PPS1, PPS4, PPS9, PPG13, PPG15, PPS23, PPG24, PPS25 and, having regard to all other material considerations, is considered acceptable.

1.0 INTRODUCTION:

1.1 This application is brought to Plans Panel as the proposal would result in an important piece of infrastructure, vital to improving connectivity to the south of the City Centre, the Waterfront and Holbeck Urban Village. There has been a desire to create a new southern access to the station for a number of years, and there is now potential for funding to be made available from the Department for Transport (DfT) for this to be delivered by Network Rail in partnership with Metro (WYPTE). Pre-application discussions commenced in 2008, leading to a presentation by Network Rail, Metro and Bauman Lyons Architects to Plans Panel (City Centre) on 13 August 2009.

2.0 PROPOSAL:

2.1 Network Rail is working in partnership with Metro (WYPTE) to deliver a scheme to build a new station entrance to the south side of Leeds Station. The aim of the project is to provide better public transport connectivity from Leeds Station to the south side of the City Centre, which has been experiencing commercial and residential growth in recent years. The main aims of the southern access from Network Rail and Metro's perspective are:

- (a) to improve access to Leeds City Centre, in all directions
- (b) to minimise pedestrian journey times accessing Leeds City Station to/from the south
- (c) to meet existing and future passenger flow requirements to the south of Leeds station
- (d) to ensure current passenger flows within the station are maintained or improved
- (e) to ensure Network Rail's operational performance at the station is maintained or improved
- (f) develop a design that meets all statutory and operational requirements, which would complement the surrounding area

2.2 The proposal for full planning permission is to widen the existing station western footbridge and provide escalators, stairs and lifts to a partial deck over the River Aire. The deck will then provide access to either side of the river for passengers to move south eastwards via Little Neville Street or south west via Granary Wharf and the Holbeck Urban Village area. This would be enclosed in a 'hood' rising from the southern elevation of the arches, rising back to a peak where it meets the junction with the existing roof-form and end of the western bridge.

2.3 Due to the layout of the existing station and the operational requirements of Network Rail the only place that a new access point can be created is at the southern end of the western bridge which currently crosses all of the platforms. This has the following advantages:

- (a) it gives access down on to each platform from a single level
- (b) it has the space available to create a ticket office and barrier area - necessary as Leeds is not an open station.

- 2.4 Externally this position relates to a location over the River Aire where it emerges between Watermans Place (Granary Wharf) and the Blue residential developments from the area known as the Dark Arches. This comprises three main brick arches with a smaller fourth arch at the western end.
- 2.5 This area would sit above the River Aire and therefore a new deck over the river has to be created. This can only be supported by new structures within the river and as the Environment Agency and British Waterways would not permit anything to be constructed which may impede the flow of the river, the supports have to be constructed in line with the existing stone arch supports. This restricts the width of the entire structure to that of the central of the three main arches which is approximately 10m in width.
- 2.6 The Environment Agency have also directed that the new deck shall be no lower than 29.1m AOD to comply with the Leeds Flood Alleviation Scheme which is currently under consultation. This would be 1.5m higher than the existing metal bridge walkway and road which crosses the river within the Dark Arches and therefore there has to be a means of overcoming this level difference. This is currently indicated as steps, ramps and a platform lift.
- 2.7 Once this level is reached the vertical height between the ground level deck and the bridge which crosses the platforms has to be negotiated, a height of approximately 12m.
- 2.8 There is a requirement for 3 methods of changing levels:
- (a) escalators – expected to be the most popular method given the experience of the existing station use
 - (b) lift – necessary for non-ambulant, people with pushchairs and large luggage/objects etc.
 - (c) stairs - not the primary method but necessary for anybody not wishing to use either of the mechanical means above and required in the event of fire.
- 2.9 The escalator location has to be central to the structure because in order to gain the necessary height in the shortest distance it must pass under the centre of the arch where the headroom is at it's greatest. Both the escalators and the main lifts require pits to accommodate operating plant. The lift requires a 1.4m deep pit and can only be located over one of the new extended support structures. The escalator requires a 0.9m pit at its lower end but this can be located in the deck over the river
- 2.10 This set of requirements and constraints has posed a considerable design challenge for the applicant and their architects. In response to these they have produced the following solution:
- (a) To extend the 2 existing stone arch supports to the south within the river but in line with the flow of the river. This approach has been discussed with the Environment Agency and British Waterways and they consider it to be an acceptable approach in principle.

- (b) To create the deck between these 2 new supports at a level to comply with EA Flood Alleviation requirements. (1:200 year flood level + climate change + freeboard)
- (c) To access this platform from the road and bridge within the existing dark arches via a series of walkways, ramps and a platform lift.
- (d) To construct, on top of the deck, a building containing the escalators, lift and staircase accounting for the requirements set out above. One of the drivers for the design is that the building has to join the existing curved station roof, in itself a complex piece of geometry, with overall size kept to a minimum. This has produced a distinctive and modern curved form.
- (e) The sides would be clad in metal shingles which would allow the form of the structure to be curved. There would be vertical slots to allow natural lighting in to the deeper areas of the floor plate and to express the lift position. The southern end of the structure will be the most visible and this will contain a wholly glazed elevation allowing vision into and out from the structure to/from the south.
- (f) A maintenance deck would extend around the southern edge of the building, which would not be publicly accessible.

2.11 The southern access building would be a minimum of 8.6m from the Blue development at the edge of the eastern lift shaft. The building then cuts back to the west, with the lift forming a feature glazed slot facing south. The flank of the building is then some 11.1m away from the northernmost two bays of flat living rooms and bedrooms in the Blue development, up to the 6th floor when the top of the curved form recedes away to the west. Ten flats would be most affected.

2.12 The building would be at its nearest some 12.6m from the Watermans Place residential units to the west. This would be for the single northernmost bay of flats up to the 6th floor when the top of the curved form recedes away to the east. Therefore, five flats would be most affected at Watermans Place, with views from the living room and both bedrooms of each flat.

2.13 The application submission is supported by the following information:

- (a) plan, elevation and section drawings;
- (b) planning, design and access statement;
- (c) flood risk assessment;
- (d) ecology report (with supplementary report on bats);
- (e) transport assessment;
- (f) statement of community involvement;
- (g) daylight indicators report;
- (h) and computer generated visual interpretations.

2.14 If planning permission were to be granted, the next steps for the applicants would be to obtain Programme Entry Status from the DfT. This would indicate the DfT's intention to provide funding towards the construction of the scheme. Planning permission would be required before Network Rail and Metro could submit for Conditional Approval before the end of March 2010. If obtained, this would be a firm commitment to funding, subject to a number of specified conditions being met, generally that there would not be changes to the expected costs, scheme design or risks after procurement. Full approval for funding would be sought once the tender price for the final stage of design and construction has been agreed.

3.0 SITE AND SURROUNDINGS:

- 3.1 The site is located in the area between the Watermans Place and the Blue residential buildings to the south of the existing railway viaduct, above the River Aire. Both Blue and Watermans Place have residential units with primary living space windows and balconies looking out over the river at this point, with commercial uses at ground floor level. The Watermans Place building is constructed further away from both the river wall and the railway viaduct than Blue.
- 3.2 The application site lies within Zone 3a (ii) high probability and 3b functional floodplain.
- 3.3 The site lies within the designated City Centre, Riverside Quarter, Holbeck Urban Village, and the Central Area - Canal Wharf Conservation Area.
- 3.4 The site lies within the setting of the Grade II listed Leeds-Liverpool Canal Wharf, basin lock, cranes and docks, Victoria Bridge and Grade II* listed River Lock and retaining walls, and No. 27 Canal Wharf warehouse building.

4.0 RELEVANT PLANNING HISTORY:

None.

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 Pre-application discussions commenced in 2008, leading to a presentation by Network Rail, Metro and Bauman Lyons Architects to Plans Panel (City Centre) 13 August 2009. Members made the following comments (*applicants' response in italics*):

- (a) Require full information/support on the position of the southern access and why this site was preferred over Sovereign Street

The station southern access is located over the River Aire in the proposed location for the following operational reasons:

- i. It makes journey time savings from the largest number of platforms across the station, particularly from the busiest peak commuter platforms, which are located at the western end of the station. This gives the applicant its business case to its funders.*
- ii. Locating the southern access at Sovereign Street would not give any journey time savings for passengers to/from southwest of City Centre/Holbeck Urban Village. Therefore, the applicants would be unable to substantiate a business case to its funders.*
- iii. Due to the station layout and operational requirements for health and safety, the Sovereign Street options are double the cost of the River Aire option, and therefore the funding case would collapse. Platform 16 is too narrow to accommodate all southern access bound passengers as well as its Transpennine westbound service, especially at peak times with passengers boarding, alighting and moving in different directions along the platform. Therefore further infrastructure would have to be delivered as well as the access link itself, resulting in the cost outweighing the benefit in journey time saving for south City Centre-bound passengers;*

iv. *In order to operate an access at Sovereign Street, bridge links either above Platform 16 running east-west or across platforms 8-16 north-south, would require a massive investment and disruption to the operation of those live platforms and services. The construction of a DDA compliant eastern bridge would effectively be a duplication of the existing western bridge – and this investment would not deliver the journey time savings needed from all platforms*

- (b) Explore the practicalities and limitations of both locations, as proposed and at Sovereign Street, be set out including technical, logistical and safety elements

Please see above paragraphs.

- (c) the relationship to the Blue and Granary Wharf developments and the impact of proposals on the amenity of their residents.

Please see Appraisal section of this report - 10.4 Amenity of nearby residents

- (d) Security issues relating to the streets leading into the scheme and pedestrian access safety including upgrading of connecting streets

Little Neville Street would feature re-surfaced pavements, new dropped kerbs, and CCTV. Exact details of these measures would be controlled by conditions. Dark Neville Street would also be improved to create a more pedestrian- friendly and safe environment.

- (e) Highways issues, including traffic generation, likely numbers and how these would be accommodated together with pick up/drop off points. Does it solve problems which occur on other parts of the station?

Detailed Highways matters are dealt with in the Appraisal section of this report at section 10.3 below. The southern access is envisaged as a pedestrian entrance only, and therefore has not been designed, due to its constrained site, with a view to easing vehicular congestion around other parts of the station. It is forecast that the southern access would indirectly reduce pedestrian congestion at peak times by diverting passengers away from other entrances.

- (f) The internal quality of the spaces.

Details of internal finishes would be conditioned as part of any planning approval, as whilst the space will generally be functional, consisting of landings, escalators, steps and lifts, due to the high level of glazing, this would be visible externally

6.0 PUBLIC/LOCAL RESPONSE:

6.1 Network Rail have undertaken an extensive consultation exercise. No comments from local residents have been received by the Local Planning Authority in connection with this planning application. The consultation exercise included:

(a) Letter drop to all Blue apartments inviting them to a presentation and consultation event in their building on 5 August 2009, detailing dates and times of 5 public consultation events at the railway station, and providing contact details and website.

(b) Separate letter to all Blue residents via building management company detailing the dates and times of 5 public consultation events at the railway station

- (c) Letter and leaflet distribution to residents, businesses, and others with potential interest within 250m radius to south of station
- (d) Dedicated web-page on Metro website
- (e) Posters displayed around Leeds station
- (f) Presentation to Plans Panel (City Centre) 13 August 2009
- (g) Local media coverage
- (h) Presentations to interested organisations such as Holbeck Urban Village Developer Forum, and Isis Waterside Regeneration.

7000 leaflets were handed out in the station over the 5 consultation days, and the website was viewed by 400 people.

215 people gave feedback, either by tear-off slip, email address or website. 96% (206) of respondents supported the southern access. Only 9 replies did not.

37 respondents were positive about the design of the proposal to 19 negative comments.

7 comments were received suggesting alternative locations to the application proposal.

The feedback on the consultation quoted in the Statement of Community Involvement submitted only raised one comment regarding privacy of the residential units as a result of the glazed southern façade. It is considered that due to the location/orientation of the glazing on the proposed building that overlooking and privacy issues would not arise, as discussed in the Appraisal section of this report below.

Due to the timing of the pre-application consultation carried out by Network Rail and Metro, and the submission date of the application in October 2009, residents at Watermans Place have not been written to by the applicants. Watermans Place is being occupied now following its completion in October 2009.

6.2 (a) Site Notice of application for planning permission which affects the setting of a listed building and the character of a conservation area under Article 8 of the Town and Country Planning (General Development Procedure) 1995 and Planning (Listed Buildings & Conservation Areas) Act 1990 posted 11 November 2009 - expiry 2 December 2010.

(b) Press Notice of application for planning permission which affects the setting of a listed building and the character of a conservation area under Article 8 of the Town and Country Planning (General Development Procedure) 1995 and Planning (Listed Buildings & Conservation Areas) Act 1990 published in Leeds Weekly News 12 November 2009 - expiry 3 December 2010

6.3 4 letters/e-mails of comment on the planning application have been received from the following organisations. No residents of Watermans Place or Blue apartments have responded to this planning application.

(a) Isis Waterside Regeneration

- i. Isis supports in principle the proposal for a southern access, but feels that a number of details need resolving in relation to the Granary Wharf development, in particular pedestrian movement, safety and the burden of public access into a mainline railway station landing on [*publicly accessible*]

private land. There would be legal matters to resolve between Isis and Network Rail, and complications of other legal obligations with City Inns and British Waterways;

Officers are of the view that as landowners Isis and British Waterways can control management and maintenance issues far more effectively and closely through their own land agreements with Network Rail in allowing the construction of the southern access.

- ii. Consideration needs to be given to the tens of thousands of pedestrian and cyclists that may pass through the Granary Wharf development at peak times as a result of the proposal and this may lead to potential conflict with existing residents and users;

It is considered that the public realm at Granary Wharf is of a sufficient high standard to cope with the 600-800 anticipated extra visitors at peak times as a result of the station southern access. It is also considered that this should be a detailed consideration for agreement between Isis and Network Rail, and therefore give Isis the reassurances it needs regarding maintenance of its public realm.

- iii. Isis have no record of being served notice as landowner under this planning application.

Network Rail have confirmed that they served notice to Isis at their Manchester office at the time of the planning application submission.

- iv. Isis have recommended a number of conditions and section 106 obligations, relating to the following detailed matters:

- construction storage, plant, parking, hours of operation, dust, mud etc
- external materials
- detailed working drawings of access to Dark Neville Street
- details of footpaths
- noise containment from structure
- lighting, CCTV, security and surface treatments
- enhanced hard and soft landscaping and public art
- signage
- management of emergency vehicles using Granary Wharf to get to southern access

Matters relating to construction and the mitigation of any negative impacts would be controlled by condition, and more appropriately the relevant environmental protection and health and safety legislation. Matters relating to detailed highways issues, surfacing, CCTV, signage and lighting would be controlled by Local Planning Authority by the conditions recommended, but not in direct consultation with Isis – Isis would need to agree these matters separately with Network Rail as the landowner. Network Rail and Metro have responded that they do not intend to submit proposals regarding the public realm wider than the immediate landing points on the Granary Wharf side via their discussions with Isis. It is considered by Officers that this is a matter for Isis, City Inn and British Waterways to negotiate as part of their land agreement, and not something appropriate to Local Planning Authority control in this case.

(b) City Inn Hotels Limited, Granary Wharf

- i. City Inn welcomes the principle of the proposal, however has concerns regarding the management and maintenance of the Granary Wharf public realm. They are of the view that this should be covered by a Section 106 agreement.

Officers are of the view that as landowners Isis and British Waterways can control management and maintenance issues far more effectively and closely through their own land agreements with Network Rail in allowing the construction of the access. A condition would be placed on any planning permission requiring the monitoring of litter at the southern access, and where necessary enhanced collections be made by Network Rail staff, across an area to be agreed, at such time that an enhanced maintenance regime is proven to be required over and above that provided by Isis/Granary Wharf/British Waterways at present.

- ii. City Inn is not of the view that the choice of colour of the copper alloy material is appropriate to the character of the arches, the Granary Wharf development or the Blue development;

Officers are of the view that the proposed material is of an appropriate contrast to the copper material on the balconies at Watermans Place, the brickwork of the Arches and Watermans Place, and the varied palette of Blue, to create a striking and dynamic feature marking the station entrance. The colour of the material complements its sculptural form, and the architects have advised that the golden colour would patinate to a softer matt finish within two years.

- iii. Internal finishes to the southern access would also be important to ensuring an appropriate design quality;

Details of internal finishes would be conditioned as part of any planning approval, as whilst the space will generally be functional, consisting of landings, escalators, steps and lifts, due to the high level of glazing, this would be visible externally

- iv. City Inn are of the view that the application does not address the major impact that the flow of pedestrians generated by the southern access through Granary Wharf will have on the quality of the public realm, namely treatment of the immediate vicinity of the western landing point, the lighting arrangements in this area, proposals for enhancing surfacing through Granary Wharf, detailed measures such as signs barriers and litter bins, treatment of the river edge, any offers of public art or planting;

Network Rail and Metro have responded that they do not intend to submit proposals to enhance the public realm wider than the immediate landing points on the Granary Wharf side. It is considered by Officers that this is a matter for Isis, City Inn and British Waterways to negotiate as part of their land agreement, and not something appropriate to Local Planning Authority control in this case.

- v. City Inn would like to be involved in details of management of construction traffic, protection from noise and dust, pedestrian segregation, timing of building works, routes for construction traffic.

These matters would be conditioned as far as possible, and where appropriate would be controlled under the relevant environmental protection and health and safety legislation.

- (c) Sustrans
 - ii. Concern regarding lack of cycle storage provision proposed at the southern access to the station.

Officers are of the view that adequate cycle provision is made at Leeds City Station in a number of locations including the new Cycle Point, which will provide approximately 300 spaces . A review of cycle facilities station-wide is a separate issue to the provision of the southern access, and will be the subject of on-going monitoring. However the applicants have offered to provide a very limited number of cycle stands within the area of the southern access. Details of this would be provided by condition.

- (d) Leeds Cycling Action Group
 - a. Concern regarding lack of cycle storage provision proposed at the southern access to the station

Officers are of the view that adequate cycle provision is made at Leeds City Station in a number of locations including the new Cycle Point, which will provide approximately 300 spaces . A review of cycle facilities station-wide is a separate issue to the provision of the southern access, and will be the subject of on-going monitoring. However the applicants have offered to provide a very limited number of cycle stands within the area of the southern access. Details of this would be provided by condition.

7.0 CONSULTATIONS RESPONSES:

7.1 Statutory:

- (a) Leeds City Council Highways Development Services
 - No objection subject to provision of the following works:
 - i. Dropped kerbs at appropriate locations to ease mobility impaired transit from Neville Street to the entrance
 - ii. Re-painting of double yellow lines along the entrance and lay-by in particular
 - iii. Re-surfacing of pavement on Little Neville Street where required
 - iv. Removal of steel gates over arch entrance to Dark Neville Street (non-dedication plate or lockable bollards to be provided)
 - v. Improvements to footway/lighting CCTV along Dark Neville Street as far as the arch exit to Little Neville Street
 - vi. Pedestrian signage of the southern access from agreed routes

- (b) Environment Agency
 - i. Initial objection dated 23 December 2009 on grounds of unsatisfactory Flood Risk Assessment . Network Rail submitted revised FRA on 5 February 2010. Updated comment received from Environment Agency on 9 February 2010 stating that the revised FRA was acceptable. The Local Planning Authority is awaiting formal confirmation of recommended conditions.

(c) British Waterways

- i. No objection subject to conditions regarding foundation details, bridge span, surface water drainage, pollution mitigation measures during construction, and subject to Section 106 obligations to cover towpath improvements in the west of the station and additional litter clearance from pedestrian routes and the waterspace.

The recommended conditions have been applied, however it is considered that the towpath improvements requested are not appropriate given the forecasted pedestrian flows to the south and south east of the station. It is considered that any increase in pedestrian flows from the canal towpath to the west as a result of the southern access would be very small, and the section where British Waterways is seeking improvement would be some 200m away from the southern access, beyond the Granary Wharf development.

(d) Yorkshire Water – No comment

(e) Natural England – No objection

(f) Network Rail – No comment as applicant.

7.2 Non-statutory:

(a) Leeds City Council Land Drainage – no objection

(b) Leeds City Council Environmental Protection

No objection subject to conditions regarding the following

- i. Control of nuisance and hours/days of operation during construction works
- ii. Details of mechanical plant including the limitation of any additional plant/machinery noise.

8.0 PLANNING POLICIES:

8.1 Development Plan

Regional Spatial Strategy Yorkshire and the Humber 2008

Leeds Unitary Development Plan Review 2006 relevant policies include:

Policy GP5 all planning considerations

Policy BD2 design and siting of new buildings

Policy BD3 disabled access new buildings

Policy BD4 plant equipment

Policy BD5 amenity and new buildings

Policy BD6 alterations and extensions

Policy N12 priorities for urban design

Policy N13 design and new buildings

Policy N19 conservation areas and new buildings

Policy CC3 City Centre character

Policy CC5 City Centre conservation area

Policy CC31 Holbeck Urban Village

Policy T1 transport investment

Policy T2 transport provision for development

Policy T9 public transport proposals

Policy T10 local rail network improvements

Policy A4 access for all
Policy LT6B Waterways and public rights of way

8.2 **Relevant Supplementary Planning Guidance and Documents**

Leeds Waterfront Strategy
City Centre Urban Design Strategy
Street Design Guide
Neighbourhoods for Living
Holbeck Urban Village Revised Planning Statement

8.3 **National Planning Policy and Guidance**

PPS1 Delivering Sustainable Development
PPS4 Planning for Sustainable Economic Growth
PPS9 Biodiversity and Geological Conservation
PPG13 Transport
PPG15 Planning and the Historic Environment
PPS23 Planning and Pollution Control
PPG24 Noise
PPS25 Development and Flood Risk

9.0 **MAIN ISSUES**

- 9.1 Principle of development
- 9.2 Design and impact of the proposal on the character and appearance of the conservation area and the setting of nearby listed buildings
- 9.3 Highways and pedestrian issues
- 9.4 Amenity of nearby residents
- 9.5 Flood risk
- 9.6 Biodiversity

10.0 **APPRAISAL**

- 10.1 Principle of development

The provision of the southern access would make a difference for users accessing the station from the south, and help distribute better the current and future trips to and from the station. The current route from the east via the Rotunda to Neville Street and beyond to the south is heavily congested at peak periods with movements between pedestrians, taxis and buses at the eastern (New Station Street) entrance. The southern access would help to reduce congestion around the main station entrances and divert approximately 2500 users in peak periods to a more direct route to the south.

The southern access would also help to continue the regeneration and revitalisation of Holbeck Urban Village, the Waterfront and the south of the City Centre generally, with a visible and striking public transport link. In principle, the location of the southern access to the station in this location is considered acceptable.

- 10.2 Design and the impact of the proposal on the character and appearance of the conservation area and the setting of nearby listed buildings

- (a) Form

The form of the proposal is considered to be a positive and distinctive solution to the design challenges set by the requirement to fulfil a southern station access in this location. Architecturally, it still allows views of the railway arches behind, and rises

up to form a vertical circulation link into the existing station infrastructure, and join its curved segmented roof form. By curving the form as much as possible around the essential functions of the access, it reduces the size of the building, thus keeping any adverse impact on nearby residential units to a minimum. The use of glazing on the western elevation to form 'gill-like' features, to the side to mark the lifts, and across the roof adds further interest to the façade, and light into the building.

(b) Materials

The gold coloured copper/aluminium alloy shingles would patinate to a matt finish which would reflect light, but once weathered, not cause glare. The architects have stated that the material, once patinated in approximately two years, would not weather further. The shingles would be in a range of format sizes which would be able to respond to the form of the building. The gauge of the shingle will be sufficient to allow it to bend to the curved form of the structure, but remain rigid enough to retain its integrity. The folding of the sheet would be carried out on site by the contractor. 1:20 and 1:10 details would be specified by condition as recommended above for the eaves, glazed slots, facet junctions, reveals, base and edge of deck and balustrade, as would a control material sample on-site of a glazing and cladding junction. Officers are of the view that the proposed copper alloy material is of an appropriate contrast to the copper cladding on the balconies at Watermans Place, the brickwork of the Arches and Watermans Place, and the varied palette of Blue, to create a striking and dynamic feature marking the station entrance. The colour of the material complements its sculptural form, and the architects have advised that the golden colour would patinate to a softer matt finish within two years. Surfacing material details would also be required under the recommended conditions.

(c) It is therefore considered that due to its imaginative form and appearance, the proposal would enhance the character and appearance of the conservation area, the waterfront and the setting of nearby listed buildings.

10.3 Highways and pedestrian issues

(a) The southern access would divert approximately 16% of current and future station users leading to reduced walking time and reduced pedestrian congestion on Neville Street. Forecasts estimate this as approximately 17 000 passengers a day, with around 2500 during the peak hours. Approximately 600-800 of these peak commuters would cross Granary Wharf to reach the Holbeck Urban Village area, the remainder using Little Neville Street to get to the eastern riverside and beyond.

(b) Pedestrian improvements are therefore required to Little Neville Street and the Dark Arches, including enhanced surfacing, dropped kerbs, lighting and CCTV. Exact details of these would be controlled by condition or Section 278 agreement. With regard to connectivity and Granary Wharf, it is considered that the Granary Wharf scheme was designed with a view to linking the traditional city centre core to Holbeck Urban Village. The provision of the station southern access is an important part of bringing Holbeck Urban Village closer in physical and perception terms to the rest of the city centre, and will help to bring vitality and business to the spaces and ground floor commercial uses in Granary Wharf. It has always been envisaged that Granary Wharf would perform this vital role in re-connecting to the south, and it is considered that its public realm is of a high quality robust nature, equal to this function.

(c) In terms of vehicular traffic, the southern access is not intended as a vehicular drop-off. However, Little Neville Street and Dark Neville Street, would be available for

informal drop-offs. This would not be signposted as a vehicular access for the station.

- (d) Subject to the provisions set out above, it is considered that the proposal would not give rise to any adverse vehicular or pedestrian safety issues.

10.4 Amenity of nearby residents

- (a) There are no minimum distance standards by which impact on residential amenity is assessed in the City Centre, where the approach has always been for each case to be considered on its merits including consideration of factors such as internal layout, orientation and the experience of other situations in the City Centre as a guide. There are a range of variable distances between residential units within the City Centre where distances between buildings are similar to that proposed, including Brewery Wharf and Round Foundry. However, it must be stated that in most of these situations the planning proposal would be for either buildings or a set of existing buildings to be converted, so it would have been evident to potential owners/occupiers to allow them to make an informed decision over the quality of amenity. In this case a structure is proposed where residential units already exist in respect of Blue and Watermans Place.
- (b) The architects have tried to maximise the distance to the adjacent residential units in their design. The internal layout has been amended to reduce this width as far as possible and it is not considered possible to increase this width any further without prejudicing the functionality of the access building. Fitting into the operational layout of the station, together with other constraints or objectives such as flood risk, disabled access, journey time saving, residential amenity considerations, have also contributed to shaping the proposal.
- (c) There is an 11.1m gap between the structure and the units in Blue and 12.6m to Watermans Place. There are primary living space windows which would look directly out on to the flank elevation of the proposed structure. The existing gap between the two buildings is some 34m, and for parts of the day they shade each other due to their height and orientation.
- (d) In terms of assessment of sunlight, the study submitted by the architect demonstrates that there would be no direct loss of sunlight as a result of the proposal. The materials proposed would reflect light back due to its metallic nature, however the patination process would limit any harsh glare.
- (e) In terms of assessment of daylight, the submitted study acknowledges that there would be some adverse impact on daylight levels for two flats on each floor up to the 6th floor on the Blue apartments block. However the levels of daylight to these units are already compromised by Watermans Place, and the nature of having a west-facing façade. However the main issue in relation to Blue as a result of this proposal is considered to be that of visual dominance, which would affect the first two bays of flats up to the sixth floor, and would therefore mainly affect ten flats.
- (f) In this case therefore the main residential issue is considered to be that of visual dominance to the northern-most bay at Watermans Place up to the 6th floor, where the building form recedes and curves away from the neighbouring blocks. Therefore, five flats would be most affected within Watermans Place, with direct views from the living room and both bedrooms of each flat some 12.6m away.

- (g) The glazed slots on the access building face away from both residential buildings and are either angled northwards or southwards, or obliquely west and east behind the blocks. It is therefore considered that the proposed access building would not give rise to any additional overlooking or loss of privacy to existing flats.
- (h) It is considered that any additional noise and general disturbance as a result of the station access would not exceed the already high levels of background noise that exist in the area from the railway station and the arches. Watermans Place and Blue should have been constructed to meet the high standards of noise attenuation required in order to discharge the planning conditions attached to their planning permission. It is therefore considered that against an already high background noise level, the levels of additional noise should be able to be dealt with by the glazing systems fitted. A condition has been recommended that any mechanical systems fitted to the southern access would need to be inaudible against the background noise level at the face of each residential block.
- (i) It is considered on balance that the amenity of the residential units has been protected as far as possible in this location by the scheme design. There would be some visual dominance of the residential units closest to the proposed station access. However, for the operational and cost reasons given above there is no alternative practical location, and the proposed access has potential to result in considerable benefits in terms of regenerating the south side of the City Centre and promoting a more sustainable transport strategy for the City. It is therefore considered that, on balance, whilst some harm may occur in terms of visual dominance from the southern access, this would be outweighed by the wider benefits to the city.

10.5 Flood risk

- (a) The new deck of the entrance hall would be 1200mm above the surrounding river bank in order to accommodate the 1 in 20 year plus climate change flood event, and therefore be able to fit in with the proposed Leeds Flood Alleviation Scheme.
- (b) The Environment Agency have been consulted, have stated that the submitted Flood Risk Assessment is acceptable, and therefore they would have no objections to the application.
- (c) The proposal is considered as essential transport infrastructure which has to cross the area at risk. Alternative sites have been examined by the applicants, however these do not meet the operational needs of the station and therefore would not deliver the wider sustainability benefits of the provision of the southern access. The new entrance will improve commuter links from the railway station to support wider regeneration of the south of the City Centre and will also reduce passenger flow at the existing entrances. In the event of an extreme flood, the southern access would be closed, and lower risk entrances used.

10.6 Biodiversity

- (a) It is considered that subject to the condition recommended above, appropriate biodiversity protection and mitigation would be carried out as part of the proposed development.

11.0 CONCLUSION

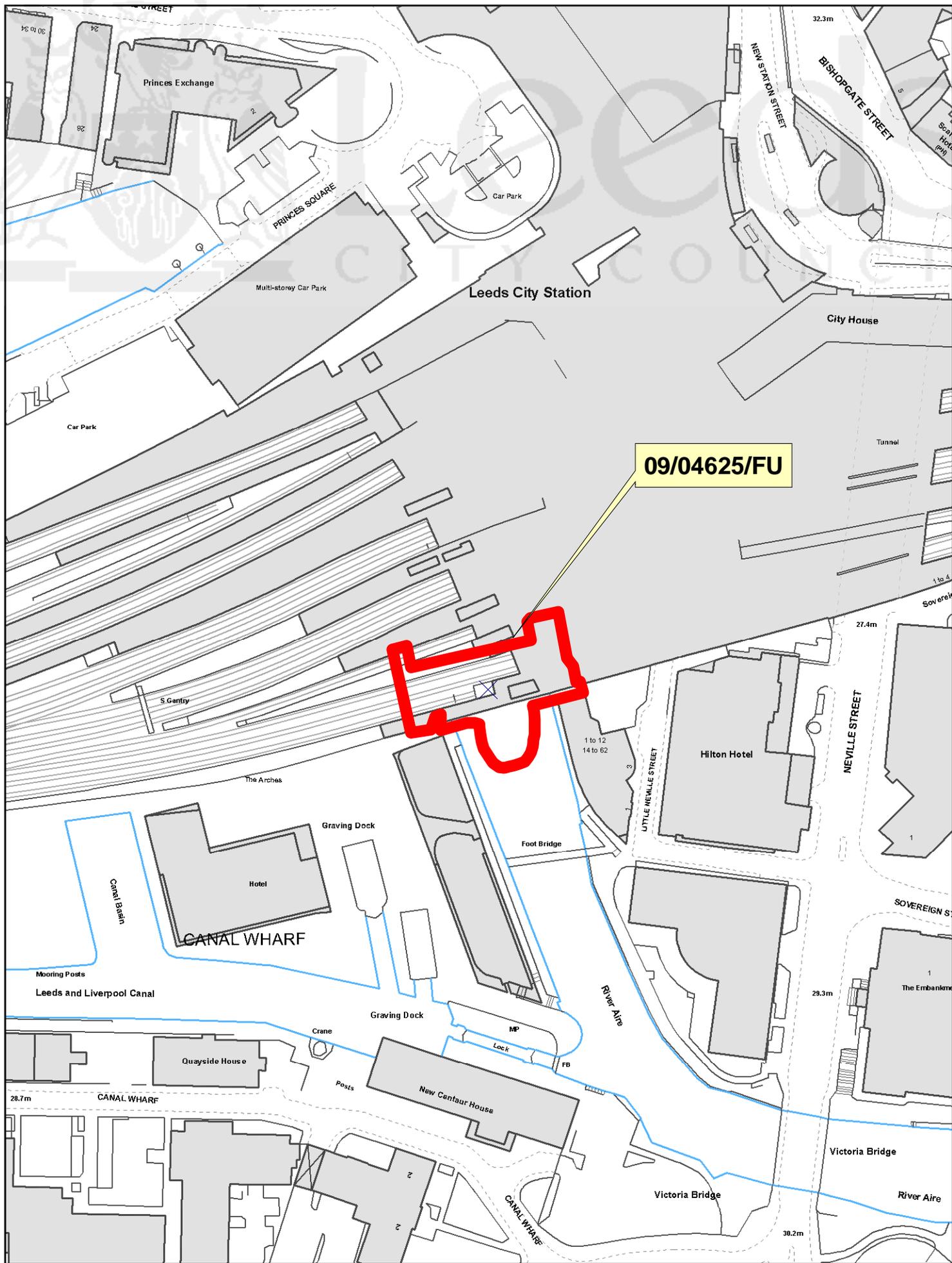
It is therefore considered, on balance, taking into account the importance of a station southern access to the continuing regeneration of the south of the City Centre including the Waterfront and Holbeck Urban Village, that this would outweigh concerns regarding visual dominance to the fifteen most affected flats in Blue and Watermans Place. The proposal is otherwise considered acceptable in terms of local, regional and national policy, and is therefore recommended to Plans Panel for approval.

Background Papers:

Application file 09/04625/FU

Certificate of Ownership – Certificate B signed by applicant

Notice No. 1 served on British Waterways Board (27 October 2009), Isis Waterside Regeneration (27 October 2009), and Finsbury Estates (25 November 2009)



CITY CENTRE PANEL

Scale 1/1500

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