



Report of the Chief Planning Officer

PLANS PANEL CITY CENTRE

Date: 9th December 2010

Subject: APPLICATION 10/04135/RM – RESERVED MATTERS APPLICATION FOR THE ERECTION OF ONE 8 STOREY OFFICE BUILDING WITH BASEMENT CAR PARK AND ROOFTOP PLANTROOM AT THE FORMER DONCASTER WORKS, WHITEHALL ROAD, LEEDS.

APPLICANT

BAM Properties Ltd – Mr N
Mort

DATE VALID

7/10/10

TARGET DATE

6/1/11

Electoral Wards Affected:

City and Hunslet

No

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: APPROVE the application in principle and DEFER and DELEGATE final approval to the Chief Planning Officer subject to the conditions specified below.

1. Standard approved plans list.
2. Full details of all excrescences including the rooftop building maintenance unit.
3. All areas to be used by vehicles to be surfaced and drained prior to use.
4. The car parking areas must be completed and available prior to first use.
5. Full details of the management of the side access door.

Reasons for approval: The application is considered to comply with policies GP5, GP11, GP12, BD2, BD4, BD5, T2, T24, A4, SA9, SP8, CC9, N12, N13, and N17 of the UDP Review, as well as guidance contained within the City Centre Urban Design Strategy September 2000, Sustainable Development Design Guide 1998, PPS1, 'General Policies and Guidance', PPS4 'Planning for Sustainable Economic Growth', PPG13 'Transport', PPG15 Planning and the Historic Environment and, having regard to all other material considerations.

1.0 INTRODUCTION:

- 1.1 This application is brought to Panel as it is a major reserved matters application that forms part of a significant outline development (application reference 06/02880/OT) that was presented to Panel on 26/4/07 (and ultimately approved 7/9/07).
- 1.2 Application 06/02880/OT related to the development of the former Doncaster Monkbridge Works site on Whitehall Road for a major mixed use development of primarily offices and residential buildings up to 33 storeys in height, ancillary active/leisure uses and the associated parking and landscaping (including a pocket park between the river and canal).
- 1.3 The first phase of the office element, comprising an eight storey office building, and the pocket park has been constructed along with the access roads for all office phases.

2.0 PROPOSAL:

- 2.1 Reserved matters consent is sought for the appearance and associated landscaping of an eight storey office building with basement car park and rooftop plantroom. The scale, layout of the whole site and the means of access were agreed at outline stage.
- 2.2 The building will provide 13,594m² (Gross Internal Area) of office space on eight levels. The northeast corner of the ground floor is identified as a flexible space that has the potential to operate as meeting rooms or a café/staff canteen, dependent upon the occupier.
- 2.3 The pedestrian entrance is under the double height porte cochere in the south west corner of the building. This entrance provides access to a double height reception area.
- 2.4 Approximately 80 parking spaces will be provided in the basement inclusive of 9 disabled spaces. The basement will also include motorcycle and cycle parking plus showers and lockers. The vehicular entrance to the basement is via the existing access ramp shared with the existing building (building 1, commercially known as No.1 Leeds).
- 2.5 With regards to appearance, the building reflects the design code agreed at outline stage and many of the characteristics of the existing office building as these two buildings are intended to act as a pair of pavilions of the same height, massing and character.
- 2.6 As a continuation of the language to building 1, the proposed building has a slim dark metal primary frame to all elevations.
- 2.7 The east elevation to the canal is identical to the respective elevation of building 1 with a recessed spandrel panel of local gritstone and silver metal brise soleil to provide solar shading. The south elevation facing the existing building uses the same gritstone and brise soleil to the projecting bays but the recessed element, that which would receive the most direct sunlight, incorporates grey terracotta battens cantilevered out from the glazing line that act as brise soleil.
- 2.8 The west elevation facing the access road copies the west elevation of the existing building as it continues with the grey primary frame but replaces the grit stone with

grey terracotta battens and uses grey metal panelling to the service core in the final bay of the building.

- 2.9 The north elevation adjacent to the viaduct uses the grey terracotta battens as the spandrel and has a mix of the battens and grey metal to the service core.
- 2.10 The roof top plantroom is located on the north half of the roof and will be clad with grey louvres as with the existing building.
- 2.11 All landscaping to the pocket park and building 1, plus some areas adjacent to the proposed building has been completed. The proposed hard landscaping will be a continuation of the existing York stone and tarmac and include both stepped and level access down to the canal edge. Raised granite planters will be formed in the courtyard area between buildings 1 and 2. Seven trees are lined between the building and viaduct and there will be a small cluster of three trees adjacent to the access road and basement access.
- 2.12 Whereas the layout of the whole site was agreed at outline stage, the reserved matters submission has slightly realigned the proposed building. There has been a clockwise realignment of the building that has resulted in the original splay to the building adjacent to viaduct being removed and the entire rear wall being 8m away from the viaduct rather than varying between 8-14m. The alignment change has also resulted in a slight reduction in the depth of the two projecting bays on the north elevation and the location of trees (as highlighted above).

3.0 SITE AND SURROUNDINGS:

- 3.1 The site is located to the southwest of the commercial core of the city centre, within the defined city centre boundary. The application site forms part of a much larger development site to either side of the disused viaduct and adjacent to the River Aire and Leeds Liverpool Canal. The application site is immediately adjacent to the grade II listed viaduct and canal. Within this larger site one office building has been constructed fronting Whitehall Road and landscaping works have been carried out around this building and on land between the canal and river. The access roads to all plots south of the viaduct have also been constructed. The existing building is unoccupied.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 06/02880/OT: Outline consent was granted on 10/9/07 (after a panel resolution on 26/4/07) for a major mixed use development that included five office buildings to the south of the viaduct, four residential towers to the north of the viaduct, a mix of leisure and retail uses within the viaduct arches and a pocket park on land between the canal and river. The principle of development plus the means of access, layout of the site and scale of the buildings were agreed. Standard conditions were added to this outline consent requiring materials, landscaping, contamination and detailed noise issues to be agreed. A condition was also added that requires a travel plan for each phase of development to be submitted prior to the commencement of works on that phase. A Section 106 agreement secured the public transport and other contributions plus the public access requirements. The first office building and the pocket park have been constructed but the residential development has not commenced and this part of the consent has expired.

4.2 06/05718/FU: At the same time as the outline application referenced above, full planning permission was granted for the first office building on the site. This building has been constructed but is not occupied.

4.3 08/03199/RM: Reserved matters were approved for the pocket park phase of the development on 27/10/08. The landscaping works on this parcel of land between the river and canal have been implemented and the park recently opened.

5.0 HISTORY OF NEGOTIATIONS:

5.1 Officers commenced pre-application discussions on the proposed building in June of this year. Design meetings took place and there have been an exchange of correspondence regarding the proposals.

6.0 PUBLIC/LOCAL RESPONSE:

6.1 Site notices were posted on 15/10/10 and an advert was placed in the Leeds weekly News on 28/10/10.

6.2 One general comment has been received from a resident of the nearby City Island development making reference to a mugging that took place within the pocket park. The letter requests CCTV and additional lighting within the park and to finish off its landscaping. *Response: Despite this issue being outside the scope of this reserved matters submission, a written response was given to which no further comment has been received. The response stated the following:*

'BAM (the contractor) have confirmed all lighting is working and comes on during the hours of darkness. They have also confirmed that the park is covered by the CCTV on City Island and the mugger was caught by the police having viewed this CCTV.

BAM have also confirmed their security guards will carry out checks of the park when opening and closing the gates (this does not currently take place as work to the gates will not be formally completed until later this week (wc 8/11/10)).

The issue of lighting was looked at in detail when the planning submission for the pocket park was submitted and the extent of illumination is considered appropriate for this location. The lights provide sufficient illumination of the footpath but without creating significant light pollution in this ecologically sensitive location.

I appreciate your concerns but hope you can appreciate there must be a balance between the amount of lighting and visual amenity and ecological sensitivities of the area. Whereas an unfortunate incident has taken place it is hoped this will not be repeated'.

7.0 CONSULTATIONS RESPONSES:

7.1 Non-statutory:

7.2 Highways: Amendments to the basement parking layout are required as some of the parking spaces are not accessible and/or block access to cycle parking. *Response: The necessary changes will be made and revised plans presented to Panel. Full details of the parking layout are also required by the standard condition attached to the outline consent.*

7.3 British Waterways: No objection.

7.4 Access: Amendments to the design of the disabled parking spaces are required and concern is raised regarding the provision of a revolving door with side access door as this can often create problems regarding disabled access. *Response: Amendments to the design of the disabled spaces are being sought, the Panel will receive a verbal update. A condition requiring final details of the management of the side access door will be added to ensure there are no adverse impacts.*

8.0 PLANNING POLICIES:

8.1 Development Plan

8.2 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.

8.3 **Unitary Development Plan (Review 2006) (UDPR)**: The site has no overall UDPR designation. However, a small strip of the site adjacent to the canal is identified as needing some improvement to the pedestrian route/public space. Relevant UDPR policies are listed below:

GP5: Proposals should resolve detailed planning considerations.

GP11, GP12 (Sustainable Design).

BD2: New buildings should complement and enhance existing skylines, vistas and landmarks.

BD4: Seeks to minimise impact of plant and machinery.

BD5: Seeks to ensure a satisfactory level of amenity for occupants and surroundings.

T2: Development proposals should not create new, or exacerbate existing, highway problems.

T24: Parking to reflect detailed UDP parking guidelines.

A4: Development and refurbishment proposals should be designed to secure a safe and secure environment, including proper consideration of access arrangements.

SA9, SP8: Promote development of City Centre role and status.

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.

N17: Existing features of listed buildings should be retained, repaired or replaced if missing.

CC9: Enhancement of pedestrian routes.

Relevant Supplementary Planning Guidance

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

Sustainable Development Design Guide 1998: This SPG provides useful information for developers and designers in how the principles of sustainability

can be put into practice, it will eventually be replaced by the Sustainable Design and Construction SPD once adopted.

National Planning Guidance

PPS1 General Policies and Principles

PPS4 Planning for Sustainable Economic Growth

PPG13 Transport

PPS5 Planning for the Historic Environment

9.0 MAIN ISSUES

1. Compliance with the approved outline scheme.
2. Design and appearance.
3. Landscaping.

10.0 APPRAISAL

10.1 Compliance with the approved outline scheme

As highlighted in paragraph 2.12 above, there have been some minor amendments to the layout of this plot since the outline approval. The alignment of the building has been slightly rotated resulting in the building running parallel with the viaduct rather than splaying away. The proposed building is now 8m from the listed viaduct at the northwest corner due to the removal of the splay, the distance to the viaduct was previously 14m at this point. It is considered that the impact on the setting of the listed structure has not materially changed and is still acceptable. There has also been a reduction in the depth of the two bays on the northern elevation and a change in the location of the trees.

- 10.3 The scale and access are as per agreed at outline stage and the buildings form and design comply with the approved design code. The scope for an active unit is retained in the ground floor. However, this is no longer proposed to face toward the river but will face into the site and therefore closely relate to the other office buildings that formed part of the outline consent. This change to the potential location of the café is not considered to materially affect the planning issues considered at outline stage.

- 10.4 Having examined these changes in detail and sought legal advice it is considered that in the context of the overall masterplan, these changes are considered to be relatively minor and there are no material planning effects associated with the variation. Therefore the change is considered acceptable. The changes to the layout will be further highlighted at Panel with the aid of the approved and proposed plans.

10.5 Design and appearance

- 10.6 The design of the proposed building closely reflects the design of the existing office building, as intended at outline stage. The primary theme of the slim dark metal frame is evident on all elevations and the quality of materials, depth and interest to the modelled façade is repeated in the current proposal. Detailed section drawings and images of the existing building will be presented at Panel to highlight the quality in the form and detail of the building.

- 10.7 The elevation to the canal is identical to that of the existing building with horizontal gritstone spandrels and metal brise soleil and ensures the building sits comfortably on its own and as a pair with the existing building.
- 10.8 The south elevation also reflects the eastern elevations of the existing and proposed buildings with the exception of the recessed element where horizontal grey terracotta battens are introduced to provide solar shading. The projecting bays are more prominent therefore the repeated stone spandrel and brise soleil are strongly supported whilst the change in design and material is accepted to the recessed element as this is much less prominent, is in keeping with material and design found elsewhere on the building and provides significant sustainability benefits by reducing the direct sunlight into the southern elevation.
- 10.9 The west and north elevations replace the horizontal gritstone spandrel with a grey terracotta spandrel that matches that to the recessed element on the south elevation of this proposal and west elevation of the existing building. As with the existing building, this shift away from the grit stone is considered acceptable as it is a less prominent elevation that will, in time, be partially screened by adjacent office buildings approved under the outline application. As with the eastern elevation, the western elevation matches the respective elevation of the existing building and therefore allows the pair to sit comfortably adjacent to each other.
- 10.10 The metal cladding added to the service core in the western elevation and large elements of the northern elevation does introduce a more vertical emphasis to the elevations that noticeably changes the character of the building from having a horizontal emphasis to having more of a vertical emphasis. Whereas this did raise some issue with design officers it was accepted that there is a similar occurrence at the existing building and to attempt to change the form of the proposal could create a visual imbalance between the pair to the detriment of the overall character of the area. Due to these elements being toward the rear of the building with very little visual prominence this design approach is considered acceptable.
- 10.11 The two-storey porte cochere entrance will give the entrance to the building a clearly defined but subtle appearance that retains the character of the building whilst the roof top plantroom will be in a dark grey cladding as per the existing building.
- 10.12 The quality of the design principles and construction are evident in the existing building and the proposed building, the second of a pair, is considered to closely reflect the existing and will deliver another building of quality design in this important setting adjacent to the canal.
- 10.13 Landscaping
- 10.14 The hard landscaping will match that laid for the first phase office building in both its type and respective location. York stone will be used for the surfacing material to the shared courtyard with building 1 and that immediately adjacent to the elevations facing the canal and viaduct. Footpaths adjacent to the access road/western elevation and to the rear of the building adjacent to the viaduct will be in tarmac. As can be seen on site, these are both appropriate materials and the York stone provides an attractive setting for the building. Both stepped and level access is provided down to the canal.
- 10.15 Following a query from the Conservation Officer, the architect has confirmed the levels around the viaduct remain as existing.

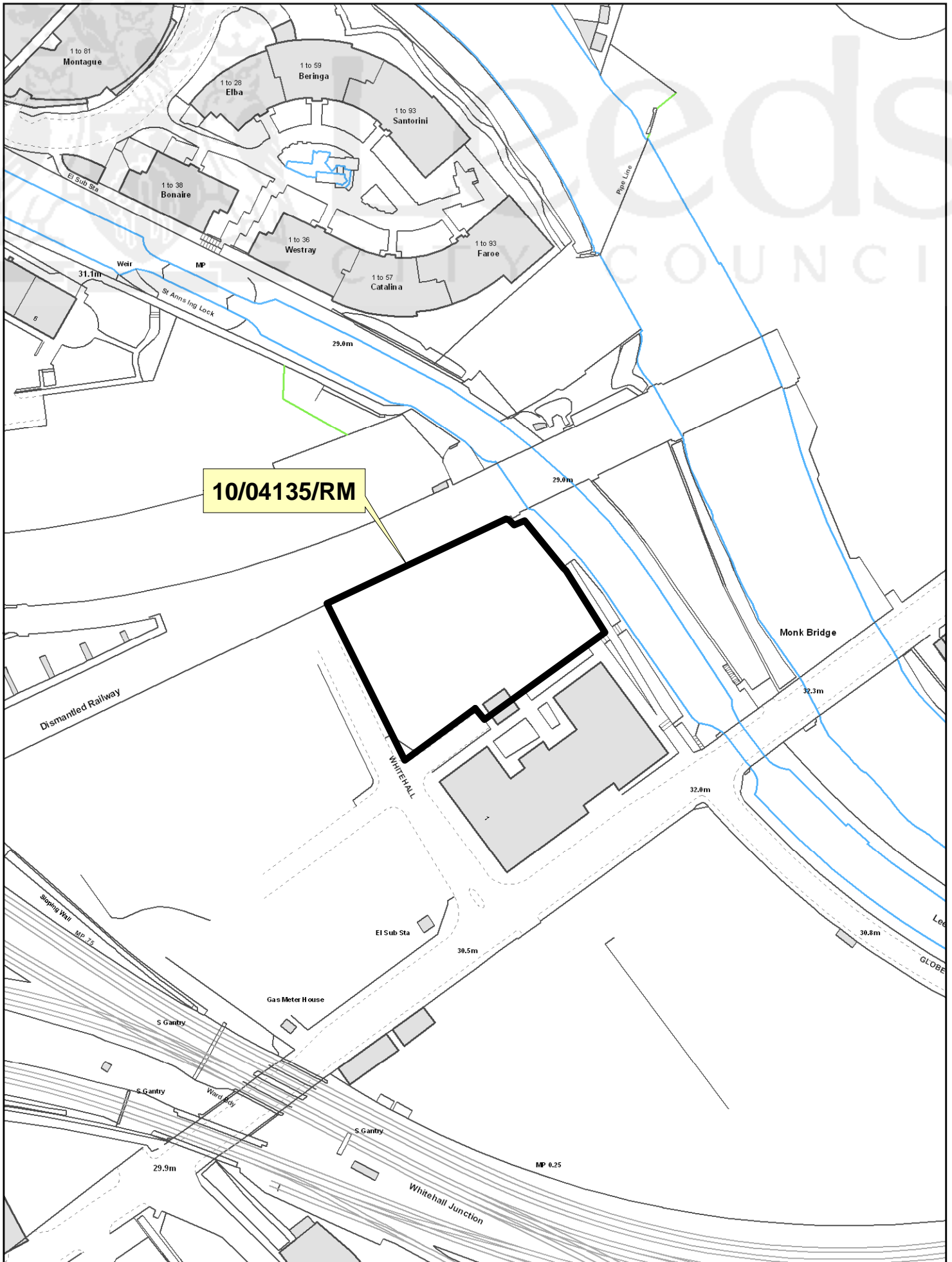
- 10.16 Two trees have already been planted in the planting bed adjacent to the canal and the proposed building in addition to the significant number of trees and soft landscaping introduced around building 1 and within the pocket park. The species introduced to date include lime, alder, ash and some willow. A further ten trees are proposed adjacent to the proposed building. Seven trees will be placed in a line between the building and the viaduct to define the walkway adjacent to the viaduct with a further three trees placed in a cluster between building 1 and 2. Soft planting is placed within two raised granite planters between the existing and proposed buildings (one planter is already partially built).
- 10.17 The courtyard area between buildings 1 and 2 will also include casual seating. Lighting has already been introduced adjacent to the canal to a level that will not affect roosting bats. Further pole mounted lights plus uplighters and/or downlighters will be added in keeping with those currently in place at building 1.
- 10.18 Full details of the tree species and tree pit details, shrub planting and all seating and lighting will be required by the standard landscaping condition added to the outline consent. It is considered further lime trees would be appropriate for the line of trees adjacent to the viaduct and a group of flowering cherry or silver birch adjacent to the entrance. The Landscape Officer considers that the proposed landscaping follows the scope of work agreed at outline stage and is supportive of the proposals.
- 10.19 The Landscape Officer makes queries relating to the pocket park, viaduct and remaining development sites that are outside of the scope of this application and therefore cannot be addressed by this application. However, it can be confirmed that the pocket park is now open and managed by the security guard at building 1. Temporary works to the viaduct arches (intended as active units in the outline approval) are also outside the scope of this application and are not in the applicant's ownership.

11.0 CONCLUSION

- 11.1 This reserved matters application is an important part of a phased development that has already delivered one office building and a pocket park and will deliver a further three office buildings at this site in due course. The proposed office building accords with the principles of the outline consent and, as intended, closely reflects the design and character of the existing building and landscaping works at the site. The proposal will create a pair of attractive buildings, improve access to the canalside and significantly improve the setting of the canal whilst preserving the character and setting of the listed viaduct.

Background Papers:

Application file 10/04135/FU and history file 06/02880/OT.



CITY CENTRE PANEL

