



Report of the Chief Planning Officer

NORTH AND EAST PLANS PANEL

Date: 30th July 2015

Subject: Planning Application 15/03352/FU – Detached Maggie’s Centre building to provide support for people with cancer on land adjoining multi-storey car park, Alma Street, St James’ Hospital, Leeds, LS9 7TF

APPLICANT

The Maggie Keswick Jencks
Cancer Caring Centres Trust

DATE VALID

8th June 2015

TARGET DATE

3rd August 2015

Electoral Wards Affected:

Gipton and Harehills

Burmantofts and Richmond Hill

Yes Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: GRANT permission subject to the following conditions:

Conditions:

1. Two year time limit for commencement and reserved matters submission deadlines.
2. Plans to be approved.
3. Samples of walling, roofing and surfacing material to be approved.
4. Landscape scheme.
5. Implementation of landscape scheme.
6. Tree replacement conditions.
7. Feasibility study into the use of infiltration drainage methods.
8. Surface water drainage scheme.
9. Phase II site investigation.
10. Provisions for amendments to the remediation scheme.
11. Verification report.
12. Unexpected contamination

1.0 INTRODUCTION:

- 1.1 The application is presented to Plans Panel, in accordance with the request from Members at the Plans Panel meeting of 28th May 2015 (where the application was presented on a pre-application basis). Members will recall that they received a pre-application presentation from the applicant.
- 1.2 The Maggie Keswick Jencks Cancer Caring Centres Trust was founded by Maggie Keswick Jencks in 1995 to provide free practical, emotional and social support to people with cancer, their family and friends, inspired by Maggie's own experience as a cancer patient. The first 'Maggie's Centre' opened in Edinburgh in 1996 and since then, the Trust has continued to grow, with 17 Centres at major NHS cancer hospitals.
- 1.3 The brief of a Maggie's Centre is to create a welcoming environment to all those affected by cancer, both during and after treatment. Built in the grounds of NHS cancer hospitals, Maggie's Centres are places with professional staff on hand to offer the support and advice that people need. However, unlike a typical hospital environment, a Maggie's Centre can be seen as more of a domestic dwelling.
- 1.4 The site falls within the Gipton and Harehills Ward, but is adjacent to the Burmantofts and Richmond Hill Ward.

2.0 PROPOSAL:

- 2.1 As described in the introduction, the proposal is to erect a Maggie's Centre. The Centre will be accommodated within a purpose built detached building of a relatively domestic scale, essentially two-storeys in height, with roof garden areas.
- 2.2 The architectural design has evolved through the process of site analysis and realising the needs of future users. Being mindful of the current landscaping, it is proposed to 'raise the garden' and introduce the concept of a series of 'pots in the landscape' (referring to the appearance of the building) in a highly contemporary design.
- 2.3 The entrance of the site has been designed to face the primary route from the Institute of Oncology, providing a direct link between the two. The scheme will include heavily landscaped areas around the building and towards the plaza in front of the Oncology wing. Each of the main social spaces within the centre will feature large open views over parts of the garden area and beyond, given the natural elevated topography. The heart of the space will also feature significant areas of glazing, allowing for clear views up to the gardens above.
- 2.4 The mass of the Centre is comprised of a series of elements that respond to the topography of the site by creating multiple ground floor planes, linked by ramps. The building is predominantly arranged over a single-storey, with a small mezzanine level accessed via a short staircase. The mezzanine allows for views over the garden, as well as allowing the footprint of the building to tighten, allowing for the maximum amount of planting to surround it.
- 2.5 The building appears as a series of vessels (the pots), which have been designed to resemble large ceramic pots that have a textured, hand crafted quality, with an undulating surface texture formed by a rendered finish. The contoured finish is enhanced by the various windows that punctuate the vessels. An important aspect to

the scheme will be the quality of soft landscaping that grounds the building within the site.

3.0 SITE AND SURROUNDINGS:

- 3.1 The application site relates to an area of land beyond the north-eastern end of the multi-storey car parking serving St James' Hospital, facing Alma Street. The land is currently landscaped, containing grassed areas, bedding areas and several recently planted trees. The site is quite steeply sloping, with a fall from south to north of approximately 6m. The south-eastern part of the site, close to the north-east end of the multi-storey car park is held back by a crib wall, interspersed with other landscaping. The remainder of the site is more gently sloping.
- 3.2 The surrounding context is one of being within an operational hospital complex. A 7 storey multi-storey car park exists to the south-west with the Bexley wing beyond, two and three storey red brick early C20th buildings exist to the east, with larger 4 – 6 storey red brick buildings located to the north. The area to the west of the site, on Alma Street, is largely used for surface level car parking.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 PREAPP/15/00260 – Pre-application enquiry for a Maggie's Centre on land at St James' Hospital, Beckett Street, Leeds.

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 The applicant undertook pre-application discussion with officers prior to submission of the application. Officers have offered briefings to Ward Members (Gipton and Harehills Ward), as well as to Burmantofts and Richmond Hill Ward Members, given the close proximity. Officers have met with Cllr Ron Grahame who has expressed concerns about parking issues which already exist in relation to the hospital use. The applicant gave a pre-application presentation to North and East Plans Panel on 28th May 2015.
- 5.2 At the Plans Panel meeting, Members were impressed with the design quality of the proposals and commented on the following specific issues:
- the involvement of local primary school children in the project and the naming of the site. Members were informed this could be developed in conjunction with St James' Hospital. The possibility of displaying local children's artwork around the building was suggested.
 - the number of community groups in the local area who could help with the project. The importance of embedding the Centre into the local community and for local volunteers to be involved in supporting the Maggie's Centres was stated by one of the applicant's team.
 - environmental noise issues from the surrounding area. Members were informed that an acoustic expert would be engaged by the applicant and that the use of rugs, soft furnishings, blinds and possibly baffles would help reduce external noise levels within the Centre.
 - car parking; that this was a particular issue in the area and needed to be given careful consideration

In response to the specific points raised in the report, Members provided the following comments:

- that the principle of developing this part of the hospital site was supported
- that the architectural quality of the building and its proposed landscaping were excellent
- that if a planning application was submitted, Panel wished to see the scheme again in view of the innovative and fascinating proposals which had been put forward in the presentation

6.0 PUBLIC/LOCAL RESPONSE:

- 6.1 1 site notice has been displayed, posted 3rd July 2015.
- 6.2 No letters of representation have been received in relation to the application.
- 6.3 As noted above, officers have sought to brief Ward Members. Cllr R Harington (Gipton and Harehills Ward) has stated no objection. Cllr R Grahame (Burmantofts and Richmond Hill Ward) has expressed concerns about the parking issues which already exist in relation to the hospital use.

7.0 CONSULTATION RESPONSES:

7.1 Statutory:

Coal Authority: - No objections, subject to conditions.

Environment Agency: - No objections.

7.2 Non-statutory:

Highways: - No objections. The purpose of the development is to provide a support facility for use by people referred to the nearby oncology wing within the St James' Hospital complex. The supporting information indicates that the centre would be of a modest scale that would not require its own specific vehicular access, servicing or visitor parking facilities (but would utilise the existing provisions within the wider hospital complex). The proposed use would generate a small additional staff parking demand (approximately 3 spaces). It is stated that this can be accommodated within the existing multi-storey car park which is located directly alongside the site.

Flood Risk Management Team: - No objections. Conditions are recommended regarding the feasibility of infiltration drainage and the agreement of a surface water drainage scheme.

Contaminated Land: - No objections, conditions recommended to ensure the site is suitable for use.

8.0 PLANNING POLICIES:

- 8.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan for Leeds currently comprises the Core Strategy (2014), saved policies within the Leeds Unitary

Development Plan (Review 2006) and the Natural Resources and Waste Development Plan Document (2013). The Site Allocations Plan is emerging and is due to be deposited for Publication at the end of the Summer 2015.

Adopted Core Strategy:

8.2 The Core Strategy is the development plan for the whole of the Leeds district. The Core Strategy (CS) was Adopted in November 2014. The following CS policies are relevant:

Policy P10	Design
Policy P12	Landscape
Policy T1	Transport Management
Policy T2	Accessibility requirements and new development
Policy EN2	Sustainable design and construction
Policy EN5	Managing flood risk

Leeds Unitary Development Plan (UDP) Review:

8.3 The application site is unallocated within the UDP.

Policies of relevance are:

Policy GP5	General planning considerations
Policies N23/N25	Landscape design and boundary treatment
Policy BD5	Design considerations for new build
Policy T24	Parking guidelines
Policy LD1	Landscaping

Supplementary Planning Guidance / Documents:

8.4 SPD Street Design Guide (adopted).

National Planning Guidance:

8.5 Paragraph 17 of the NPPF set out the core planning principles, one of which is stated as being to “take account of and support local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs”.

9.0 MAIN ISSUES

1. Principle of development
2. Urban design and sustainability
3. Landscape design and visual impact
4. Highway and access issues

10.0 APPRAISAL

Principle of development

- 10.1 The site is unallocated in the development plan and currently forms part of the incidental landscaping around the existing buildings. Accordingly, officers consider that the principle of development is acceptable.

Urban design and sustainability

- 10.2 When the application was presented to Plans Panel on 28th May 2015, Members were comfortable with the broad approach to the layout and design of the proposals and welcomed the innovative approach to the architecture of the building.
- 10.3 The scheme has since been finalised for the purposes of this full planning application. Officers consider that the scheme offers an excellent opportunity to secure a high quality development that will enhance this part of the hospital site, as well as offering a significant benefit for patients and their families.

Landscape design and visual impact

- 10.4 The application site is set on a slope and has been planted in recent years with a small number of trees. It is considered that this incidental area of landscaping offers relatively little amenity value, other than as visual relief between buildings, particularly in the context of the large multi-storey car park. The proposals would inevitably result in the loss of the existing landscaping, but would offer the opportunity for a significant amount of new high quality planting, including replacement trees. Overall, on balance, it is considered that the scheme will significantly enhance the landscape quality and visual appearance of this part of the hospital site.

Highway and access issues

- 10.5 It is noted that car parking was an issue that was raised by Members at the Plans Panel meeting of 28th May 2015 and is a specific issue that has been referred to by Cllr R Grahame.
- 10.6 The application submission notes that Maggie's Centres result in little / no additional car journeys, as guests at the centres would usually be visiting the hospital regardless. The site is directly adjacent to the visitor's multi storey car park. Parking is offered on a pay and display basis, but is free for blue badge holders. It is noted that guests being driven to the centre can be set down at a drop off point outside the Institute of Oncology building, which then provides direct access to ramps leading to the centre entrance. The staff parking requirement is likely to be no greater than 3 vehicles and it is suggested that this can be accommodated within the multi-storey car park.
- 10.7 Highway officers note that the purpose of the development is to provide a support facility for use by people referred to the nearby oncology wing. Given that the centre would be of a modest scale, it would not require its own specific vehicular access, servicing or visitor parking facilities, but would utilise the existing provisions within the wider hospital complex. The proposed use would generate a small additional staff parking demand (approximately 3 spaces). It is stated that this can be accommodated within the existing multi-storey car park which is located directly alongside the site and this is considered to be acceptable.
- 10.8 In the wider context, it is noted that enforcement action has been taken as part of a strategy to deal with unauthorised car parking provision in the surrounding area and promote sustainable travel modes. Overall, it is not considered that the proposed

development would result in a highway impact, car parking or servicing requirements that would have any significant effect or exacerbate the existing situation.

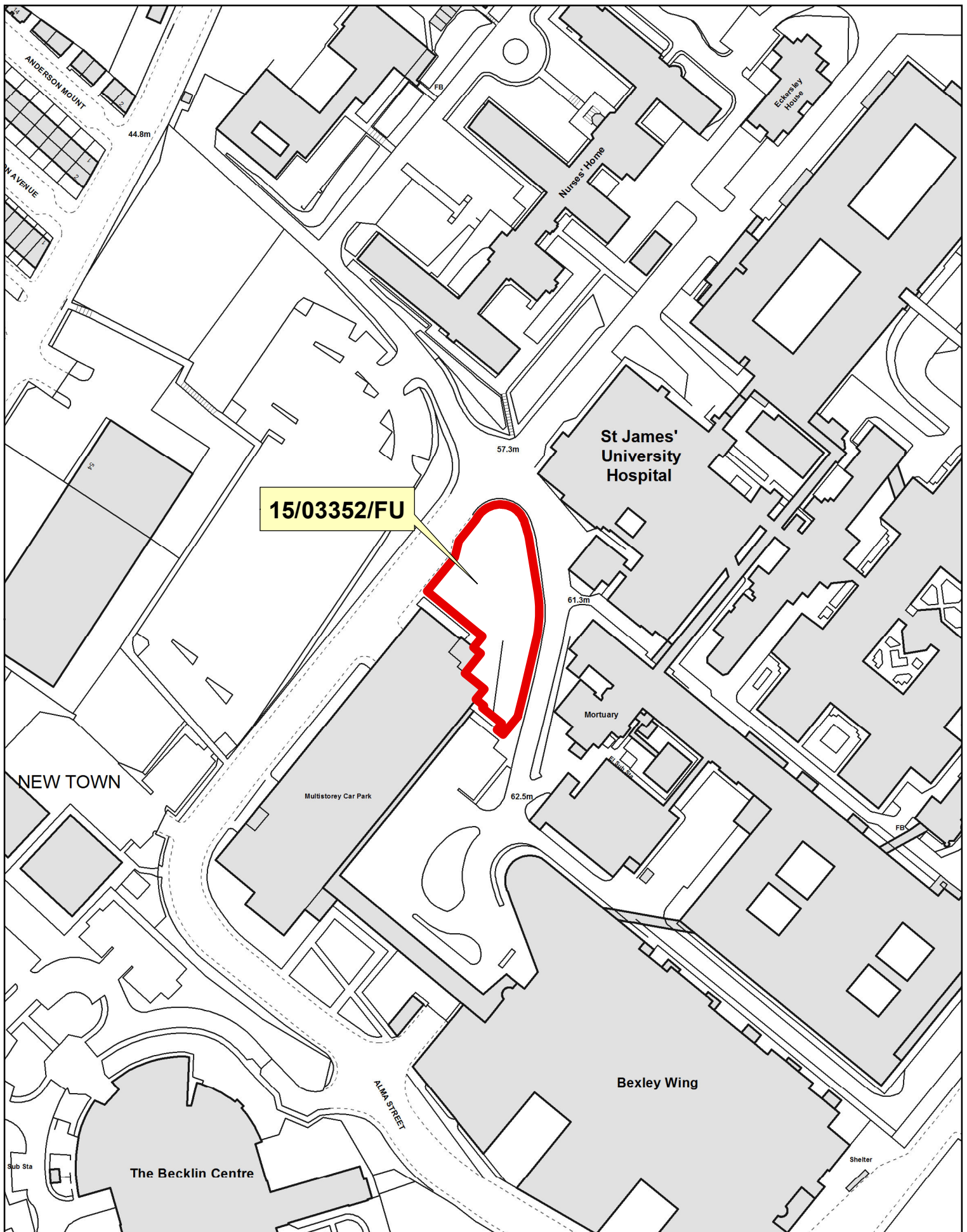
11.0 CONCLUSION

- 11.1 The proposed development offers a positive opportunity to secure a high quality building and landscape setting that will enhance the existing hospital complex, without giving rise to any significant increase in demand for car parking. The proposal will also offer a significant enhancement to the quality of life of cancer patients visiting the hospital and using the facility. In light of the above, the application is considered to be acceptable and is therefore recommended for approval.

Background Papers:

Application and history files.

Certificate of Ownership – Notice served on Bovis Lendlease, Alma Street, St James' University Hospital, Leeds, LS9 7TF.



NORTH AND EAST PLANS PANEL

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