
Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 12 May 2016

Subject: PREAPP/15/00867 Proposal for the demolition of a two storey building and a garage block and the creation of an innovation and enterprise centre building, set in a landscaped area within the University Of Leeds campus, Orange Zone Car Park, Off Woodhouse Lane, Leeds, LS2 9JT.

Electoral Wards Affected:

Hyde Park & Woodhouse

☐ 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 emerging scheme to allow Members to consider and comment on the proposals at this stage.

1.0 INTRODUCTION:

- 1.1 This presentation is intended to inform Members at an early stage of the emerging proposals for a new innovation and enterprise hub building within the boundary of the campus of the University of Leeds. The building would accommodate high quality office and lab space for technology led companies to develop and grow. Members will recall attending a University Masterplan presentation on 18 January 2016 in which the University highlighted the need to provide more capacity and space for innovation on their campus and the wider City. The University stated that they considered this current proposal to be a link from “town to gown”.
- 1.2 The proposal is brought to City Plans Panel as the development is a major investment for the University of Leeds.

2.0 PROPOSAL:

- 2.1 The proposed development seeks to provide a facility to allow the University's research and innovation partners to collaborate and connect with technology led

companies, in a purpose built environment. The building would be some 10,000 sq metres laid out across three connected arms. The southern arm of the building would be 7 storeys (including the roof top plant areas) with the other two arms to its north being 3-4 storeys (including the roof top plant areas) in height. The building would be set out to allow innovation and creative enterprise to flourish with the proposed creation of office and works spaces, communal spaces, laboratory spaces, lecture theatres and meeting rooms. In addition the building would house a publicly accessible café at ground floor level. The building would be set in a hard and soft landscaped area. Although not within the footprint of the proposed building the developer seeks the demolition of a two storey café building to the southern end of the nearby range of buildings fronting Woodhouse Lane, and a garage block to the north on Lodge Street.

3.0 SITE AND SURROUNDINGS:

- 3.1 The site is currently used as a surface car park, and has a large number of relatively mature trees planted in a grid pattern across its full area. Part of the site falls within the Woodhouse Lane /University Precinct Conservation Area, and there is a Grade II listed building Hopewell House to the north and the Grade II EC Stoner building to the west of the site. To the south west of the site sits a recently constructed multi storey car park.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 Approval granted for the erection of an 8 storey building, to form a university business and innovation centre, with cafe and landscaping on 29 March 2010, planning reference 09/02351/FU. This application has expired.
- 4.2 Approval was granted for a 10 storey car park with associated management suite and ancillary (Class D1/Cycle Hire and Workshop) space and landscaping on 30 March 2010 to the south west of the site of the current proposal, planning reference 09/03060/FU. Approval was granted for amendment to this development under planning applications 14/02742/FU (on 29 September 2014) and 14/06083/FU (on 20 March 2015). This car park has been constructed and is now in use with 680 spaces provided.

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 The proposals have been the subject of pre-application discussions between the Developers team, Local Authority Officers since March 2015. The developer's team have worked positively and collaboratively to address a number of planning issues. These discussions have focused on the relationship with the proposed building to the existing campus buildings and spaces, the scale massing and emerging design of the proposed development, access to and servicing of the building, pedestrian connectivity and routes, the heritage impact, the sustainability of the scheme and the public realm treatment. The preapplication presentation is a response to these discussions.
- 5.2 Ward Members were consulted on 11 March 2016. Councillor Harper responded on 14 March 2016 and Councillor Towler responded on 15 March 2016 both stating that they have no objection to the proposal.

6.0 RELEVANT PLANNING POLICIES:

- 6.1 National Planning Policy Framework (NPPF)

- 6.2 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.
- 6.3 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.
- 6.4 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.
- 6.5 The 6th principle listed states that planning should support the transition to a low carbon future and encourage the use of renewable resources, including the development of renewable energy.
- 6.6 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.
- 6.7 The 11th principle listed states that planning should actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable.
- 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. Any Neighbourhood Plan, once Adopted
- 6.9 **Core Strategy**
- 6.10 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 are: .
- 6.11 Spatial Policy 8: Economic Development Priorities states that a competitive local economy will be supported through:
- (iii) Job retention and creation, promoting the need for a skilled workforce, educational attainment and reducing barriers to employment opportunities.
 - (vi) Supporting training / skills and job creation initiatives via planning agreements linked to the implementation of appropriate developments given planning permission.
- 6.12 Policy EN1: Climate Change – Carbon Dioxide Reduction states that all developments of over 1,000 square metres of floorspace, (including conversion where feasible) will be required to:
- (i) Reduce total predicted carbon dioxide emissions to achieve 20% less than the Building Regulations Target Emission Rate until 2016 when all development should be zero carbon; and,

(ii) Provide a minimum of 10% of the predicted energy needs of the development from low carbon energy.

- 6.13 Policy EN2: Sustainable Design and Construction states that to require developments of 1,000 or more square metres or 10 or more dwellings (including conversion) where feasible) to meet at least the standard set by BREEAM or Code for Sustainable Homes (CSH) . Recent Government guidance has stated that this should be a minimum of CSH Level 4. A post construction review certificate will be required prior to occupation.
- 6.14 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.
- 6.15 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.
- 6.16 Policy T1: Transport Management states that support will be given to the following management priorities:
c) To support wider transport strategy objectives for sustainable travel and to minimise congestion during peak periods.
- 6.17 **Leeds Unitary Development Plan Review 2006 - Retained Policies**
- 6.18 Policy BD2 (Design and siting of new buildings)
Policy BD4 (All mechanical plant)
Policy BD5 (All new buildings and amenity)
Policy GP5 (All planning considerations)
Policy LD1 (landscaping schemes)
Policy N19 (New buildings and extensions within or adjacent to a conservation area)
Policy N23 (Space around new buildings)
- 6.19 **Leeds Natural Resources and Waste DPD 2013**
- 6.20 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 tree removal and replacement (three replacements for every one tree removed), land use, energy, air quality, drainage, and waste will be relevant to this proposal.
- 6.21 **Supplementary Planning Guidance**
- 6.22 Sustainable Design and Construction Supplementary Planning Document (August 2011).

6.23 Adopted Supplementary Planning Document 'Travel Plans' (February 2015)

7.0 KEY ISSUES

7.1 The Principle of the Demolitions

7.2 The proposal involves the demolition of a two storey red brick building to the southern end of the nearby terrace of buildings fronting Woodhouse Lane and of a garage block to the north of the site fronting Lodge Street. The garage block has no discernible architectural or historical merit. The two storey building has some limited interest being post war structure with some level of detail. However, the building in question is not listed and there is potential to reveal part hidden detailing on the wall of the older terrace to its rear. As such the two structures to be demolished are not considered to make any significant contribution to the character of the campus or the Woodhouse Lane /University Precinct Conservation Area

7.3 The developer advises that the demolitions would assist with the management of levels changes with the public realm, making it and the building more accessible. In addition the demolition of the two storey building would allow the creation of more meaningful and generous high quality landscaped areas and a generous new connecting route into the University campus. In addition the demolition of the two storey building has potential to open up views of the East-West route through the campus and the EC Stoner building beyond the proposed Innovation building.

7.4 Do Members consider the proposed demolitions to be appropriate?

7.5 The Principle of the Development

7.6 The building is to be designed to serve innovation, networking and new business for the University of Leeds and the wider City via provision of incubator enterprise and innovation space. The proposed use would enrich and support the mix of uses within the University's campus, as well as providing the City with start-up and growing provisions for technology focused businesses. Whilst the upper floors of the building will be for use by these businesses, the University and its partners, the ground floor space, which includes a proposed café would be open to all and as such would be accessible to students and the public also.

7.7 Design, Massing and Scale

7.8 The proposed building responds to the site's relationship to the existing nearby university building's (in particular the Chamberlin, Powell and Bonn Grade II Listed EC Stoner block) and the Woodhouse Lane /University Precinct Conservation Area, whilst creating a new gateway building for the wider campus. As a result the proposal is a stepped series of three connected blocks, with a central atrium. The lower blocks are set to the north side of the site such that it relates to the scale of nearby Victorian terraces fronting Woodhouse Lane (including the Grade II listed Hopewell House) within the Woodhouse Lane /University Precinct Conservation Area. The southern arm of the proposed building is taller at 7 storeys and this element would form the new welcome face for this part of the campus.

7.9 The Applicant has provided close and long distance key views to demonstrate that the proposal is of an appropriate scale both for the lower and taller blocks. Officers are satisfied that the building will sit comfortably in the context of the close and wider settings that have been tested.

- 7.10 The building would be positioned such that it would step forward from the front edge of the nearby EC Stoner building, to ensure there is a view of it from Chancellors Court to the west. However, the relationship between the two buildings is to be referenced in the detailing to the side elevation of the proposal, such that the position of the front edge of the adjacent EC Stoner block will be echoed in the vertical edging of the front glazing as it wraps around the corner of the proposed innovation and enterprise building.
- 7.11. The building is to be a contemporary yet respectful design with regard to its detailing and materiality. A simple palette of glass, precast concrete cladding, anodised (silver) metal, and feature 'bronze/copper' toned cladding is proposed. The southern faced would be designed such that it would curve back from the outer corners to the centre, where a feature entrance would extrude at ground floor level. At ground and first floor level around the entrance there is proposed double height glazing in which the ground floor café use would be visible. Above this, seemingly suspended feature boxes, housing work and collaboration spaces, would be positioned behind the glazing at first floor level.
- 7.12 The pulling in of the building face would allow the pattern and play within the depths of the façade's feature cladding to be revealed depending on the location of the viewer. In addition the scale of the cladding will change as it vertically ascends the building to add further visual interest. Plant areas are required at the roof levels of the blocks and these will be concealed by a folded plant screen that will take its reference for the folds from the vertical elements in the cladding of the main façade below.
- 7.13 A second entrance would be positioned to the north of the building to ensure its full engagement with the campus. This would be a glazed slot leading into the atrium, with a flanking wall of the feature 'bronze/copper' cladding.
- 7.14 Officers considered that the overall design of the building would be of a high quality and would create a development with civic presence, appropriate to its location.
- 7.15 What are Members views on the emerging scale and massing of the proposals?**
- 7.16 Parking and Servicing
- 7.17 The scheme proposed no general car parking but does propose three disabled parking bays to the side of the building. The lack of general car parking is due to its proximity to the recently opened campus multi storey car park, which has 680 car parking and 10 motorcycle parking spaces. The Developer advises that allocation for the Innovation building car parking will be provided within this existing multi storey car park. In addition 78 secure covered cycle parking will be provided in the proposed building and the landscaped areas around it.
- 7.18 Servicing will take place from Lodge Street and will require the creation of a drop off/loading bay with a turning head on this street. There may also be a requirement to retain service vehicle access along the route of Fenton Street which is proposed to be incorporated into the enhanced landscape setting to Woodhouse Lane. The arrangement for Fenton Street needs further discussion with Highways Services at the time of writing the report.
- 7.19 Connectivity and Landscape Details

7.20 The proposed landscape scheme to the public realm areas around the building aims to create a predominantly soft landscaped, gateway to the University of Leeds campus. The topography of the site is such that the land falls from north to south and the proposed landscaping scheme will reflect this feeling of movement, but with rationalised, useable spaces. To this end it is proposed to create a series of planted terraces across the site. Outside the front of the building it is proposed to introduce outdoor benches and work tables to allow the users of the building to also work and take leisure breaks out in the landscaped area.

7.21 The scheme requires the removal of 108 trees from the existing surface car park. It is the case that the removal of the trees was previously agreed for the earlier innovation building application, reference 09/02351/FU. Since that previous consent the Leeds Natural Resources and Waste DPD 2013 has been adopted. Local Policy LAND2 of the Leeds Natural Resources and Waste DPD 2013 requires the replacement of any one tree removed with three new trees. Whilst the proposed landscape scheme does offer some opportunities for tree planting, the University advise that in their wider development Masterplan for the campus they envisage further buildings on the southern campus. As such there would not be sufficient space to plant 300 trees on the southern campus. As a result the University have commenced the creation of a Landscape Masterplan which would be considered alongside the development Masterplan. This Landscape Masterplan would cover all of the sites in the University's city campus estates and would assess the current landscaped areas and consider what new areas could be created and where. This would include opportunities for tree planting. As such the replacement provision for the current proposal would be likely to be partially on the proposal site and partially elsewhere on the wider campus. In addition, opportunities for tree planting on nearby Council owned land could also be a consideration.

At this stage the University have indicated that the above approach may not be able to achieve a full 3 for 1 replacement for the trees to be removed as required by policy due to the number involved and site constraints but that there is opportunity as part of the campus wide landscape proposals to provide significant other bio-diversity enhancements such as new hedgerows, grassland and wildflower areas.

7.22 Do Members consider the emerging landscape proposals and approach to dealing with the loss and replacement of trees to be appropriate?

7.23 Do Members have any other comments at this stage on the proposals?

8.0 CONCLUSION

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

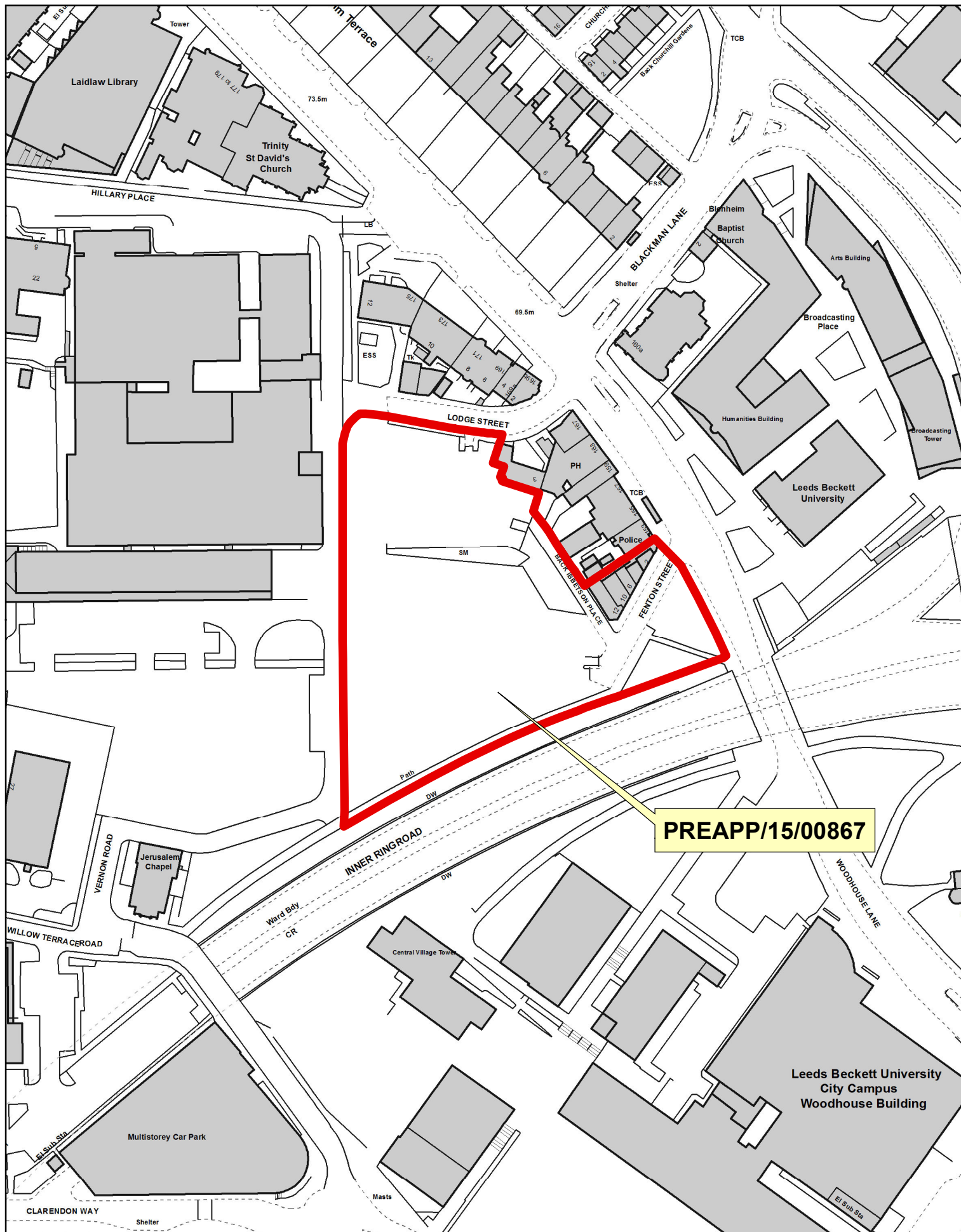
7.4 Do Members consider the proposed demolitions to be appropriate?

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7.22 Do Members consider the emerging landscape proposals and approach to dealing with the loss and replacement of trees to be appropriate?

7.23 Do Members have any other comments at this stage on the proposals?

Background Papers:
PREAPP/15/00867



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