
Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 28th July 2016

Subject: PREAPP/16/00172 - Pre-application presentation for the development of a new campus for Leeds City College comprising buildings between 5 and 11 storeys on land at Quarry Hill

Applicant: Leeds City College

Electoral Wards Affected:

City and Hunslet

☐ Yes

Ward Members consulted

Specific Implications For:

Equality and Diversity

☐

Community Cohesion

☐

Narrowing the Gap

☐

RECOMMENDATION: This report is brought to Panel for information. The Developer will be asked to present the emerging scheme to allow Members to consider and comment on the proposals.

1.0 INTRODUCTION:

- 1.1 This presentation is intended to inform Members of the emerging proposals for a new Leeds City College campus development at Quarry Hill. Leeds City College is the largest further education establishment in the City and has pursued an estate rationalisation and re-investment strategy since 2009. Their ultimate goal is to have two campus sites in Leeds based at the Printworks, Hunslet Road and one other. The College originally considered a remodelled Park Lane site as the second site but have now moved to their preferred option to deliver a purpose built campus in the heart of what the College consider to be an education/cultural area based around Quarry Hill. The project will be funded in part by the College and a bid through the Local Enterprise Partnership (LEP). The College programme schedules opening of the new campus for the 2018 academic year.

- 1.2 Given the prominent nature of the building it was considered appropriate to bring it before Members for a pre-application presentation. Members will be asked to comment on the emerging scheme.

2.0 SITE AND SURROUNDINGS:

- 2.1 The site is 0.64ha (1.58 acre) and is located on the northern side of the entrance to Quarry Hill. The site is bound by Eastgate (A61) to the north west, the access road within Quarry Hill serving Playhouse Square to the east and an area of open space to the north of the West Yorkshire Playhouse known as Gateway Court. The site contains a steep grassed bank plus a number of trees and at present is enclosed by hoardings. Plans Panel have recently agreed proposals for a mixed use development on the adjacent site to the east (owned by Caddick Developments) for mixed use redevelopment including residential, offices and educational development (application reference 14/06534/OT). To the south of this are Leeds College of Music (LCM) and its associated student residential tower, the Northern Ballet/Phoenix Dance HQ and Skyline apartment building.

3.0 PROPOSAL

- 3.1 Leeds City College are proposing a new build college facility which will be delivered in two phases. Phase One is proposed to house Creative Arts and Health and Caring Services along with a new facility for Leeds College of Music (LCOM). Phase Two is proposed to be occupied by the College's Higher Education (HE) and Further Education (FE) faculties.
- 3.2 The detailed proposals being presented relate to phase one of the scheme with the second phase due to be submitted in outline, therefore this application is a hybrid with one phase in detail and the second in outline. The interim treatment of the phase two land is being discussed with the applicant at the time of writing this report.
- 3.3 The buildings have been developed as a series of linked building blocks sitting on a plinth which follows the curved frontage to Eastgate. The blocks step up in height (5 storeys up to 10 storeys) from the lowest point in the south-western corner of the site, where the proposal is at its closest to the Grade II listed former garage in the centre of Eastgate roundabout, to the highest point in the north-east where it ties in to the heights of the approved Caddick Scheme. The indicative envelope for the phase 2 outline buildings also step down from north to south (11 storeys down to 10) and would act as a back-drop to the detailed application buildings described above. This will be made clear as part of the presentation to Members at Panel.
- 3.3 The proposals have been developed to align on key vistas and respect the entrance to the Quarry Hill at Gateway Court. The buildings are progressively stepped upwards on the east/west axis to create a tiered effect reminiscent of the building on the northern side of Eastgate, and also stepped forward to align with the approved Caddick scheme. This also facilitates the delivery of an external terrace area which provides the opportunity to integrate with Gateway Court. A route through the buildings, to the main entrance courtyard of the scheme, is also proposed on this southern elevation to provide pedestrian permeability and provide even greater integration with the public realm to the south.
- 3.4 No car parking is being proposed within the site at the time of writing this report. A service area is indicated to be provided to the east of the site adjacent the site access road. Transport matters are the subject of ongoing discussions with the

agent as part of the pre-application process with the matters being discussed covering those referred to in the comments from Highways Services set out below.

4.0 HISTORY OF NEGOTIATIONS

- 4.1 Officers have had a meeting and e-mail correspondence with the agent and project architects which commenced in May this year. These have dealt principally with the form, mass and design of the building

5.0 RELEVANT PLANNING HISTORY

- 5.1 The wider Quarry Hill site has an extensive planning history however of relevance are the following:
- A multi-level hotel development up to 13 storeys, with, casino, bars/restaurants and basement car parking, (Application 07/04522/FU) was approved on 7 August 2009 on the proposed college site. The permission was extended in October 2012 (Application 12/03111/EXT) but this lapsed in October 2015.
 - Caddick have recently obtained approval in principle for an outline permission for mixed use office residential, restaurant, bars, retail and educational uses on the majority of the land between the proposed college site and Quarry House to the east. App. Ref. 14/06534/OT.
 - The site between the Caddick scheme and the A64 has an extant permission for the construction of a mixed use office and multi-storey car park development up to 14 storeys. This was originally approved by application ref. no. 08/06093/FU and then extended by app. ref. 12/03110/EXT. This permission lapses in October 2017.

6.0 PRE-APPLICATION CONSULTATION RESPONSE

6.1 Ward Members Response

Cllr Nash has indicated her support for the scheme.

6.2 Highways Services

No objection in principle to this type of development at this location. The plans submitted indicate that there is no car parking being provided on site at this time (*although discussions are on-going in respect of this point*). No evidence has yet been provided which sets out how the college would operate without on-site parking (e.g. a proportion of staff parking and disabled spaces for both staff and students). Servicing and drop-offs also need to be considered. A Transport Assessment indicating trip generation, junction analysis, site access, layout and facilities will be required as well as a Travel Plan. Cycle parking will also be required. No servicing is permitted to take place from the lay-by to the west of the site on the Eastgate frontage. The need for any off-site highways improvements will be assessed once the submitted information has been assessed.

6.3 Flood Risk Management

(*Note – the western part of the site, fronting Eastgate, is within a Zone 3 Flood Risk Area*). This is a major development and so would expect to see a surface water green field discharge rate to be applied where possible. Infiltration drainage may not be possible therefore need to explore underground attenuation storage methods. SuDs and green roofs need to be explored. Local network capacity needs to be established.

7.0 RELEVANT PLANNING POLICIES

7.1 The Development Plan

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the application to be determined in accordance with the development plan unless material considerations indicate otherwise. For the purposes of decision making, the Development Plan for Leeds currently comprises the following documents:

- The Leeds Core Strategy (Adopted November 2014)
- Saved UDP Policies (2006), included as Appendix 1 of the Core Strategy
- The Natural Resources & Waste Local Plan (NRWLP, Adopted January 2013) including revised policies Minerals 13 and 14 (Adopted September 2015).
- Any Neighbourhood Plan, once Adopted.

7.2 National Planning Policy Framework (NPPF)

The NPPF identifies 12 core planning principles (para 17) which include that planning should:

- Proactively drive and support sustainable economic development;
- Seek high quality design and a good standard of amenity;
- Actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling.

Planning should proactively support sustainable economic development and seek to secure high quality design. It encourages the effective use of land and the reuse of land that has previously been developed.

Section 7 states that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. It is important that design is inclusive and of high quality. Key principles include:

- Establishing a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
- Optimising the potential of the site to accommodate development;
- Respond to local character and history;
- Reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;
- Create safe and accessible environments; and
- Development to be visually attractive as a result of good architecture and appropriate landscaping.

7.3 Core Strategy

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. The most relevant policies to this proposal are set out in the paragraphs below:

Spatial and economic policies

Spatial Policy 1: Location of Development prioritises the redevelopment of previously developed land within the Main Urban Area, prioritising urban regeneration and taking advantage of existing services and high levels of accessibility.

Spatial Policy 3: Role of Leeds City Centre seeks to maintain and enhance the role of the City Centre as an economic driver for the District and City Region through a

number of criteria. These criteria include comprehensively planning the redevelopment and re-use of vacant and under-used sites for mixed use development and areas of public space; enhancing streets and creating a network of open and green spaces to make the City Centre more attractive; and improving connections between the City Centre and adjoining neighbourhoods.

Spatial Policy 8: Economic Development Priorities supports a competitive local economy through promoting the development of a strong local economy through enterprise and innovation; job retention and creation, promoting the need for a skilled workforce, educational attainment and reducing barriers to employment opportunities and by supporting training/skills and job creation initiatives via planning agreements.

Spatial Policy 11: Transport Infrastructure Investment sets out a series of spatial priorities for the delivery of an integrated transport strategy for Leeds. One priority is related to improved facilities for pedestrians to promote safety and accessibility, particularly connectivity between the edges of the City Centre and the City Centre.

City Centre policies

Policy CC1: City Centre Development sets out the planned growth within the City Centre. University, and college facilities are to be retained in the City Centre. All other town centre uses will be supported in the City Centre providing the use does not negatively impact on the amenity of neighbouring uses.

Policy CC3: Improving Connectivity between the City Centre and Neighbouring Communities sets out the requirement to improve routes connecting the City Centre with adjoining neighbourhoods and improve connections within the City Centre through developer contributions.

Design, conservation, transport and other policies

Policy P9: Community Facilities and Other Services recognise the importance of local community facilities and services, such as education, in relation to health and well-being. New community facilities and services should be accessible by foot, cycling or by public transport. The scale of the facility or service should be relative to the level of need within the community and its proposed location within the Settlement Hierarchy.

Policy P10: Design requires new development to be based on a thorough contextual analysis to provide good design appropriate to its scale and function. New development is also required to deliver high quality inclusive design. Policy P10 sets out a series of key design principles for new development, in relation to size, scale, design, layout, existing assets, amenity and accessibility.

Policy P11: Conservation states that the historic environment and heritage assets will be conserved, including their settings, particularly those elements which help to give Leeds its distinct identity.

Policies T1: Transport Management and Policy T2: Accessibility Requirement and New Development identify transport management measures and accessibility measures to ensure new development is adequately served by highways and public transport, and provides safe and secure access for pedestrians, cyclists and people with impaired mobility.

Policy G5 sets out the requirement for 20% of the site to be provided as open space for development of sites measuring more than 0.5 ha in area. In areas of adequate

open space supply, or where it can be demonstrated that not all the required on site delivery of open space can be achieved due to site specific issues, contributions towards the city centre park and new pedestrianisation will take priority.

Policy G9: states that development will need to demonstrate biodiversity improvements resulting in an overall net gain for biodiversity.

Policies EN1: Climate Change – Carbon Dioxide Reduction and EN2: Sustainable Design and Construction set targets for CO2 reduction and sustainable design and construction, and a minimum requirement for 10% of the predicted energy needs of the development to be provided from low carbon energy.

Policy EN5: Managing Flood Risk identifies a series of requirements to manage flood risk.

Policy EN6: Strategic Waste Management requires development to demonstrate measures to reduce and re-use waste both during construction and throughout the life time of the development.

Policy ID2: Planning Obligations and Developer Contributions sets out the requirement for Community Infrastructure Levy and S106 planning obligations and developer contributions.

7.4 Leeds Unitary Development Plan Review 2006 – Saved Policies

The UDPR saved policies of relevance to this scheme are:

GP5 All relevant planning considerations (including access, drainage, contamination, stability, landscaping and design) are to be resolved.

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

LD1 Sets out criteria for landscape schemes.

7.5 Natural Resources and Waste Local Plan

The Natural Resources and Waste DPD sets out where land is needed to enable the City to manage resources, such as 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 drainage, air quality and land contamination are relevant to this proposal.

Policy AIR 1 states that all applications for major development will be required to incorporate low emission measures to ensure that the overall impact of proposals on air quality is mitigated.

Policy WATER 4 - All developments are required to consider the effect of the proposed development on flood risk, both on-site and off-site.

Policy WATER 6 - All applications for new development will be required to consider flood risk, commensurate with the scale and impact of the development.

7.6 Relevant Supplementary Planning Guidance includes:

SPD Parking

SPD Street Design Guide

SPD Travel Plans

SPD Building for Tomorrow Today: Sustainable Design and Construction

SPG City Centre Urban Design Strategy

8.0 ISSUES

8.1 Principle of the Use

Both local and national policy are in support of educational use in this city centre location. It is also part of a much larger site on which a wider mix of uses has already been agreed in principle. This use would complement those other uses as well as those educational uses which already exist on the southern side of Quarry Hill. Officers therefore consider that the use of this site as an educational establishment for Leeds City College is acceptable in principle.

Do Members agree that this site is acceptable for use as an educational establishment for Leeds City College?

8.2 Design

The building has been set out in a number of blocks and officers consider that this enables it to respond well to the unusual shape of the site and the topography as it rises up the hill and around the curved Eastgate frontage. This approach has also provided the opportunity for an architectural treatment which is consistent across the site but which contains subtle variations to produce an overall scheme which reads well together but does not look like one large mass. This block approach also enables pedestrian penetration to be achieved between the buildings.

The buildings are progressively stepped back on the east/west axis to create a tiered effect reminiscent of the buildings on the northern side of Eastgate. This creates a view from Eastgate which draws the eye into the main body of Quarry Hill. There is also the opportunity to provide seating on the south-west facing terrace which means it will be open to natural light and helps to animate the lower parts of the building facing out over the Gateway Court area. In conclusion, officers consider that the form of the building and its architectural treatment are acceptable.

Do Members agree that the form of the building and the architectural treatment are acceptable?

8.3 Transport

At the time of writing this report no car parking is proposed on site, however, this matter is the subject of on-going discussions and the current position will be made clear as part of the presentation. Servicing will take place from within the Quarry Hill site as it is not possible use Eastgate. The site is close to the main bus and coach stations and will primarily be used by students who would have a low level of car ownership. Cycle parking and storage facilities would be provided and this is considered to be appropriate for sustainability reasons.

What is Members opinion on the proposal to provide no car parking on this site (subject to on-going discussions and the development of this aspect of the proposal which would be explained at Panel)?

8.4 Pedestrian Connectivity

The amount of footfall in this area is likely to increase in future given its location between Victoria Gate and the Caddick scheme and with the College proposal coming forward. Therefore, there is a desire to improve the quality of the pedestrian

routes and connectivity in this area particularly through Gateway Court. At this moment in time L.C.C. is coordinating discussions between the adjacent land developers with a view to agreeing proposals for the treatment of this space.

8.5 Open Space

The plans which have been submitted so far do not show how the central courtyard area is to be laid out and there are also pedestrian routes into this area indicated on the drawings. At this stage it is not known what proportion of the site will be given over to publicly accessible open space. This site is greater than 0.5ha and hence there is a requirement for there to be an on-site provision of 20% open space with any shortfall made up for by a financial contribution in accordance with Core Strategy policy G5.

What are Members views on officer's approach to the issues of connectivity and public realm provision?

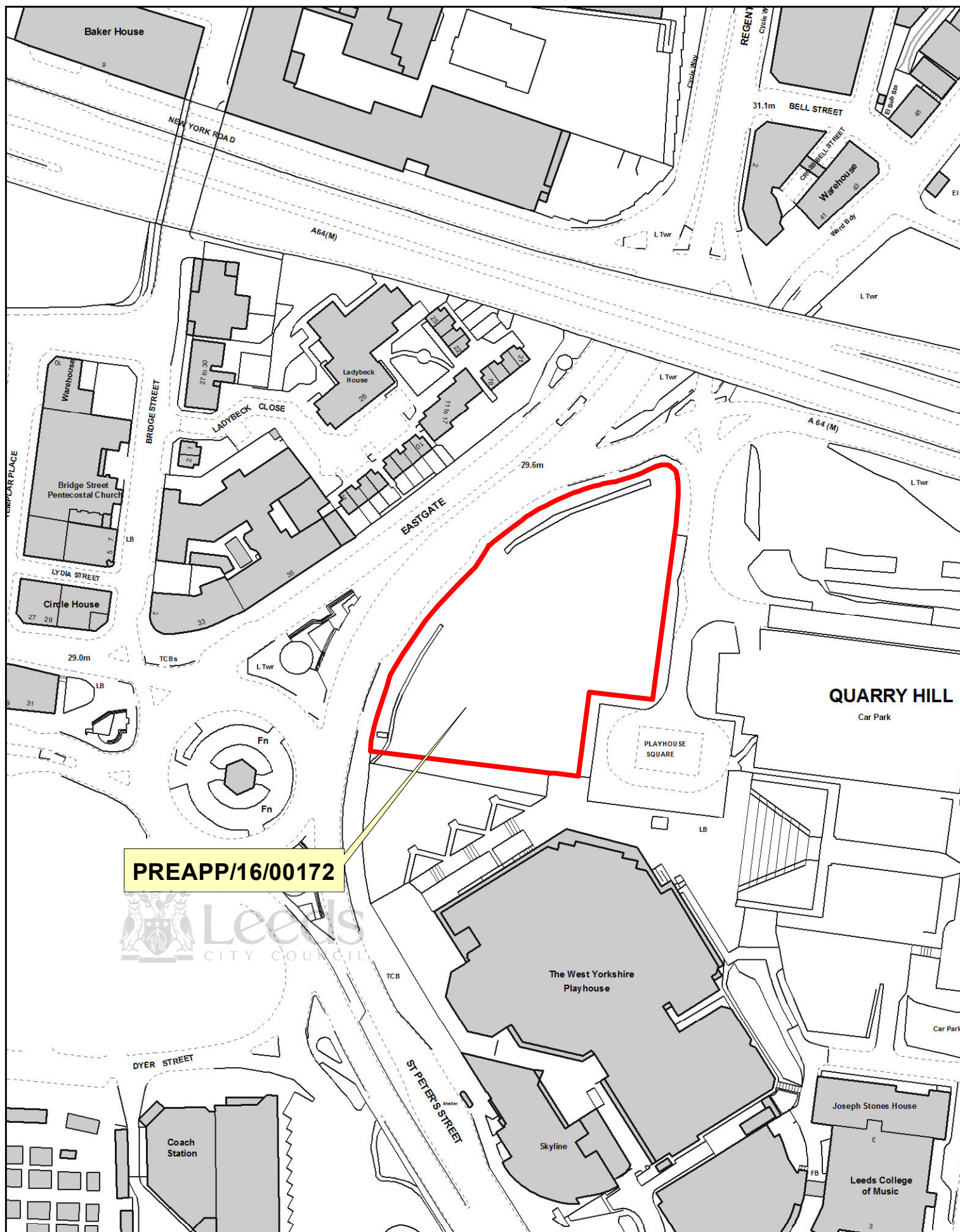
9.0 **CONCLUSION**

Members will be advised of the details of this scheme as they are emerging from the ongoing discussions between officers and the applicant and are asked to provide responses to the following:

- 1. Do Members agree that this site is acceptable for use as an educational establishment for Leeds City College?**
- 2. Do Members agree that the form of the building and the architectural treatment are acceptable?**
- 3. What is Members opinion on the proposal to provide no car parking on this site (subject to on-going discussions and the development of this aspect of the proposal which would be explained at Panel)?**
- 4. What are Members views on officer's approach to the issues of connectivity and public realm provision?**

BACKGROUND PAPERS:

Pre-application file: PREAPP/16/00172



PREAPP/16/00172



CITY PLANS PANEL

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PRODUCED BY CITY DEVELOPMENT, GIS MAPPING & DATA TEAM, LEEDS CITY COUNCIL

SCALE : 1/1500



EASTGATE

29.6m

Sub-station
Generator
Sprinkler Tank
Oil storage
Pump Station
Sprinkler Pumps
Refuse
Recycling

Future Phase

Delivery Drop Off

PLAYHOUSE
SQUARE

Cafe Terrace

Main Entrance

Main Entrance

Main Entrance

34.300

34.300

34.300

33.100

31.600

31.300

29.600

29.300

29.000