



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 2nd February 2017

Subject: PREAPP/16/00083 Pre-application presentation for new college campus building at Leeds College of Building, Cudbear Street, Hunslet, Leeds LS10 1EF

Applicant: Leeds College of Building

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 pre-application presentation relates to a proposed major development on vacant brownfield land between Cudbear Street and Black Bull Street, in the South Bank of Leeds City Centre. The emerging proposals will be presented to Panel by the landowner Leeds College of Building and their architect to allow Members to comment on the evolving scheme and raise any issues, prior to the intended submission of a full planning application next month.

2.0 Site and Surroundings:

2.1 The 0.3 hectare cleared brownfield proposal site was part of the former Yorkshire Chemicals site, and lies within the City Centre, in the South Bank and Aire Valley regeneration areas, and flood risk zone 2. The site is bounded by Cudbear Street to the west, Black Bull Street to the east, with a publicly accessible pedestrian and cycle route and the existing Leeds College of Building campus to the south. To the north is Waides Yard, formerly part of Tetley's Brewery and now owned by Vastint, in the second phase of their development proposals. There are a number of vacant

pieces of land in different ownerships between Cudbear Street, Sheaf Street and Crown Point Road. Nearby are offices at Duke Studios on Sheaf Street, residential and mixed use development at Indigo Blu, Leeds Dock and Brewery Wharf, and educational uses at Ruth Gorse Academy to the east of Black Bull Street, Leeds City College Printworks Campus, and Leeds University Technical College (Braime's), both on Hunslet Road. The site is within the setting of heritage assets including the Grade II* listed Chadwick Lodge, the Grade II listed Alf Cooke Printworks, and 16-18 Crown Point Road/35-41 Hunslet Road former Tetley's buildings. Unlisted heritage assets in the area include the Crown Public House, former Tetley's malhousers, and Duke Studios (former Globe Iron Works) on Crown Point Road.

3.0 Proposal

- 3.1 As part of its continuing plan to improve facilities for students and staff Leeds College of Building is proposing a new building immediately to the north of the College's existing phase one building, which was completed in 2015. The College has secured funding from the LEP to develop a new 5,200sqm college building and subject to planning permission, would like to commence works on-site in summer 2017, with a completion in July 2018. Subject to planning, the college has programmed that the new facility would be ready for the autumn 2018 academic year start. Once complete, the College of Building would be able to move out of its other accommodation and consolidate into two sites - one at Hunslet, and one at North Street.
- 3.2 The new facility would be a standalone building sited next to phase one. The phase one and two buildings have been designed as a "family", using a series of related design references, and like phase one it would feature a traditional north-lit roof profile with red-brick and metal cladding to echo the area's industrial heritage. Phase two is arranged over 3 and 4 storeys and has been designed to have a strong presence to the prominent Black Bull Street frontage. Phase two is to be a combination of workshop, classroom and shared, communal facilities, similar in nature to phase one. The building is primarily to accommodate students studying courses related to Mechanical Services (Plumbing, Heating and Ventilation) plus other courses relating to infrastructure. As well as classroom facilities, the facility would also incorporate IT Suites and a dedicated floor for Higher Education courses. The College would also run Building Information Modelling (BIM) courses at the new building within a purpose-designed suite. The building would contain large workshop spaces, where practical courses would be taught. These workshops generally contain individual training bays to their perimeter with central teaching/demonstration zones. Given the different design requirements for the classrooms and workshops, as with phase one, the proposed building has been organised into distinct zones, with the classrooms occupying one block and the workshops another. The two blocks are arranged around a central atrium space that houses communal facilities and acts as the main vertical and horizontal circulation zone within the building. Students, staff and other visitors to the building would enter the building at its south-west corner, at the base the atrium. Classrooms would project above the entrance to create a covered space, and the entrance is located so as to be visible to the phase one building entrance.
- 3.3 The new building would share the same vehicular entrance from Cudbear Street as phase one, with an additional 33 car parking spaces (including electrical charging points) and service zone facing its north (workshop side) elevation. There is no requirement for a dedicated service yard for phase two, instead just a loading-unloading area, with materials stored within the building. The phase two building

would use the existing secure cycle store at phase one, which is currently under-utilised.

- 3.4 The existing east-west pedestrian and cycle way which forms the northern boundary of phase one would be maintained. In addition, a further east-west link would be created between the phase two land and the neighbouring Vastint owned land to the north of the site. Discussions between the College and Vastint are continuing regarding the nature of this route. New planting and street trees to the Black Bull Street and Cudbear Street frontages would continue the consistent landscaped scheme from phase one.
- 3.5 As with phase one, it is intended to use technologies and construction methods that would ensure the building itself is a teaching tool for future students. The new building is being designed to achieve an 'Excellent' BREEAM rating. It is proposed that roof mounted PV solar panels and air source heat pumps would be sources of renewable energy on the site. The design team are also currently exploring the potential of greywater re-use on the site and within the building.

4.0 Relevant Planning History and History of Negotiations

- 4.1 Officers have had two meetings with the college and their professional team in 2016 regarding their phase two scheme. City and Hunslet Ward Councillors were consulted by email on 9th March 2016. Councillor Nash commented that vehicles regularly speed above 30mph along Black Bull Street and was of the view that a flashing speed sign and a speed camera should be installed. This comment predated the completion of the works in September last year to Black Bull Street as part of the Ruth Gorse Academy scheme on the eastern side of the road, which includes reconfigured junctions, widened footways, reduced lanes from three to two, signage, flashing warning lights which highlight that there is an advisory 20mph speed limit on Black Bull Street, new traffic signals, high friction surfacing, uncontrolled crossing points at Chadwick Street and a signalised toucan crossing.
- 4.2 Under planning reference 13/02861/FU a new 3 storey educational campus for the phase one Leeds College of Building, external amenity spaces, car parking, servicing facilities and associated landscaping was approved on 29 August 2013 by City Plans Panel. The new campus was opened in 2015.
- 4.3 City Plans Panel approved a new data centre 2012 (ref. 12/03975/FU) on this site in November 2012. Works to remediate the site were undertaken under condition 15 of this planning permission, however the first phase of the Leeds College of Building as built overlapped with that of the data centre proposal, and its prospective operator found alternative premises. The permission for the data centre has now expired.

5.0 Consultations

5.1 LCC Transport Development Services

No objection subject to the detailed matters discussed at section 7.3 of this report.

5.2 LCC Flood Risk Management

No objection in principle. The site lies in flood risk zone 2. A flood risk assessment, including any evidence relating to the site from the December flood events, any necessary flood risk mitigation measures, and an evacuation plan, will be required to support the planning application. A flood risk sequential test would also be required. Where practical, sustainable drainage systems (SuDs) should be used. If infiltration

drainage of the site is not feasible (and demonstrated) then surface water discharges would be restricted to greenfield rates of runoff to the public sewer.

6.0 Relevant Planning Policies

6.1 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. Now that the Core Strategy has been adopted, this can now be given full weight as part of the statutory Development Plan for Leeds. For the purposes of decision making, the Development Plan for Leeds currently comprises the following documents:

1. The Leeds Core Strategy (Adopted November 2014)
2. Saved UDP Policies (2006), included as Appendix 1 of the Core Strategy
3. The Natural Resources & Waste Local Plan (NRWLP, Adopted January 2013)
4. Any Neighbourhood Plan, once Adopted

These development plan policies are supplemented by supplementary planning guidance and documents.

6.2 Leeds 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 are set out in the paragraphs below:

- Spatial Policies 1, 4, 5 and 8 of the Core Strategy aim to promote economic prosperity, job retention and education/skills training opportunities
- Spatial Policy 4 – Identifies the Aire Valley Leeds as a Regeneration Priority Programme Area. Priority will be given to developments that include quality housing, affordability and choice. Emerging work on the draft Aire Valley Area Action Plan has proposed the site as a housing allocation which could make a significant contribution towards meeting the area's requirement to provide 6,500 dwellings.
- Spatial Policy 5 – Sets out the broad principles for development in the Aire Valley Regeneration Priority Programme Area including targets for housing (6,500 units) and employment land (250 ha) specific to the area.
- Policy P10 requires new development to be based on a thorough contextual analysis to provide good design appropriate to its scale and function, delivering high quality innovative design and enhancing existing landscapes and spaces.
- Policy P12 states that landscapes will be conserved and enhanced.
- Policies T1 and T2 identify transport management and accessibility requirements for new development.
- Policies EN1 and EN2 set out the sustainable construction and on-going sustainability measures for new development. In this case, BREEAM Excellent accreditation and at least 10% low or zero carbon energy generation on-site is required.
- Policy EN4 District Heating. This site lies within the area identified as having potential in the Aire Valley & City Centre Energy Masterplan (Map 6 of the draft AVAAP).

6.3 Leeds Unitary Development Plan Review 2006 (UDPR) Saved Policies

The site lies within the designated City Centre. The site is a cleared brownfield site which has no specific allocation on the UDPR Proposals Map. Saved policies that are relevant to this scheme are:

GP5 all relevant planning considerations
BD2 new buildings
LD1 landscaping

6.4 **Leeds Natural Resources and Waste DPD 2013**

The Natural Resources and Waste Development Plan Document (Local Plan) is part of the Local Development Framework. Policies regarding flood risk, sustainable drainage, land contamination, coal risk and recovery, air quality and trees are relevant to this scheme.

6.5 **Emerging Aire Valley Area Action Plan**

The site lies within the boundary covered by the emerging Aire Valley Leeds Area Action Plan (AVLAAP) which is being prepared in accordance with Core Strategy Spatial Policy 5 and will form part of the Local Plan when adopted. The AAP has been the subject of public consultation, and it signals the Council's aspirations and priorities for the future development of the area. The draft AVLAAP has been submitted to the Secretary of State and the Examination in Public was held between 24-26 January 2017, and it is therefore at an advanced stage. Where policies and proposals are not subject to objection they can now be accorded significant weight in decisions.

The site lies within the South Bank sub-area and is allocated for mixed use (including educational use) and housing under Policy AVL7 (site ref. AV7 for 53 dwellings). There have been no objections to the principle of the allocation, or the planning requirements for this site as follows:

- improvements to east-west pedestrian and cycle connectivity
- enhanced public realm including soft landscaping and street trees
- to ensure the site is planned appropriately for the risk of flooding
- promote high levels of building sustainability and low carbon energy, including the opportunity to connect into district heating.

6.6 **Relevant Supplementary Planning Documents/Guidance includes:**

SPD Building for Tomorrow Today: Sustainable Design and Construction
SPD Street Design Guide
SPD Parking
SPD Travel Plans
SPG South Bank Planning Statement 2011

6.7 **National Planning Policy Framework (NPPF)**

The NPPF sets out the Government's planning policies for England and how these are expected to be applied, only to the extent that it is relevant, proportionate and necessary to do so. It states that planning should proactively support sustainable economic development and seek to secure high quality design. One of the core principles is the reuse of land that has previously been developed. The NPPF also considers the importance of promoting sustainable patterns of travel, including public transport. Section 1 of the NPPF (Paragraphs 18 to 22) is entitled 'building a strong, competitive economy'. It emphasises the Government's commitment to securing economic growth, and that significant weight should be placed on the need to support it through the planning system. In particular, it identifies the need for LPAs to support existing business sectors, taking account of whether they are expanding or contracting and, where possible, identify and plan for new or emerging sectors likely to locate in their area. The Government attaches great importance to the design of the built environment. Section 7 (paras 56-66) 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. Paragraph 72 of the

NPPF also encourages Local Planning Authorities to proactively promote development which will widen choice in education.

7.0 Issues

7.1 Principle of use

7.1.1 The National Planning Policy Framework, and the current adopted Development Plan, the Leeds Core Strategy, would support the principle of educational development in this City Centre location. The site is a cleared brownfield site which has no specific allocation on the UDPR Proposals Map. However, the emerging Aire Valley Area Action Plan (AVAAP) does allocate the site for mixed use (including educational use) and housing under Policy AV7 (site ref. AVL7 53 dwellings). The Council has targets for housing delivery in the City Centre and Aire Valley in the Core Strategy, and there is flexibility at this stage for the loss of a potential housing/mixed use site as it could be balanced by an increase in predicted housing delivery at other sites within the plan areas, such as that recently approved at Clarence Road, and now under construction at Low Fold. Emerging AVAAP Policy SB4 is also relevant, which encourages the provision of educational uses in the South Bank, subject to site-specific considerations and the delivery of enhanced pedestrian connections and a city centre-type urban grain. The proposal to extend the existing campus would provide additional skills and training facilities for the benefit of the City's young people, to prepare them for the workplace, and in turn benefit the local economy. The proposal would contribute to the City's vision for a strong diverse and successful urban economy, with skilled people and competitive businesses, which are sustainable, innovative, creative and entrepreneurial. The competitiveness of the City's economy would continue to be supported by the College of Building's new proposal through its role in training the workforce, and this new consolidated campus would help to improve accessibility to high quality construction trades skills development. On balance, given the wider benefits that a phase two of the Leeds College of Building would bring, and given potential of other sites in the Aire Valley to provide a higher number of dwellings than the forecasted housing densities, this proposed educational use is considered acceptable.

7.1.2 At application stage, noise and air quality reports would be required to support this scheme. Details of external plant including odour or fumes control from any taught construction processes and any necessary noise attenuation, in order to prevent noise nuisance during the day and at night from the use and any mechanical plant to nearby residential occupiers, would be examined at the detailed stage. Subject to appropriate mitigation, it is considered that the proposal would not result any significant adverse amenity issues, and the proposed use would be acceptable in the context of the emerging and existing mixed commercial and residential character of this part of the City Centre.

7.1.2 Do Members support the principle of a phase two of the Leeds College of Building campus at this site?

7.2 Design

7.2.1 It is considered that the height, massing, layout and materials of the proposal would be appropriate to the scale and form of the nearby recent developments, including the neighbouring Leeds College of Building campus, the Ruth Gorse Academy, and the nearby heritage assets at Chadwick Lodge, Crown Point Road and the Printworks.

- 7.2.2 In accordance with Core Strategy policy, the proposed building would meet the BREEAM Excellent standard and would provide at least 10% on-site renewable energy generation by using roof mounted solar panels. As at the neighbouring phase one building, the panels would sit on the south face of a distinctive industrial north-light inspired roof-form.
- 7.2.3 The landscape proposals for new tree planting along the street frontage and between the new building and phase one would reflect the quality of the first phase of development, to ensure a sense of continuity and overall quality. The landscaped treatment for this site is important as a setting for the future City Centre Park on the nearby former Tetley's site, and in providing enhanced greened streets throughout the South Bank.
- 7.2.4 In terms of detailed building design, the relationships between solid and void elements, rhythm of windows, junctions between different materials, depth of window reveals e.g. 200-300mm, and treatment of roof parapet lines have been considered by the architect. The architectural features and mixture of brick and metal cladding materials indicated are considered appropriate as an approach for this site, as they would complement the emerging character of the area, including the Ruth Gorse Academy and Leeds College of Building phase one.

7.2.4 Do Members support the emerging layout, scale and detailed design?

7.3 Highways and Transportation

- 7.3.1 The site is located in a sustainable location with generally good access to facilities and public transport in the City Centre, and the proposed new building would function as one campus with the existing college building to the south. Regarding highways and accessibility matters, the applicant will need to demonstrate that the scheme is practical and workable in terms of vehicle movements, parking levels, and arrangements for deliveries and refuse servicing. Controlled on-street parking is available on the adjacent highways and managed public parking is available within a short walking distance at Leeds Dock, and in the short term at the former Tetley's site. A car park and servicing management plan and a travel plan will be required, which will extend the existing provisions at the site. The footway along Cudbear Street adjacent to the site would be widened to 2m, with any redundant cross-overs reinstated as footway. Also required would be 10% electric vehicle charging points. The existing cycle store makes provision for 42 cycles, and is currently under-utilised, and therefore no additional cycle provision is sought. As with Phase 1, a dilapidation survey of Cudbear Street, Sheaf Street and Hunslet Road i.e. the highways likely to be used by construction vehicles, would have to be carried out prior to commencement of development and any defects to those highways identified as a result of the construction process would have to be made good at the applicant's expense.
- 7.3.2 The recently completed works to reduce vehicle dominance and improve safety along Black Bull Street included reconfigured junctions, widened footways, reduced lanes from three to two, flashing warning lights which highlight that there is an advisory 20mph speed limit on Black Bull Street, signage, new traffic signals, high friction surfacing, additional uncontrolled crossing points at Chadwick Street and a signalised toucan crossing. It is considered that no further works to Black Bull Street would be necessary as part of this proposal.
- 7.3.3 The South Bank will form an extension of the City Centre core, with a broad mix of uses and facilities, making an attractive, well connected 'place' for 21st Century

Leeds. This site is particularly important in forming east-west connections between Bridge End, the City Centre Park (former Tetley site) and Leeds Dock. The College of Building contributed to the City's ambitions to improve connections in the South Bank by providing a new pedestrian crossing on Crown Point Road to link from the main part of the former Tetley's site eastwards, and a new pedestrian/cycle link across their phase one site. This approach to connectivity would continue, with the explanatory text to Core Strategy Policy CC3 (Improving Connectivity between the City Centre and Neighbouring Communities – para 5.1.19) stating that new development will need to be laid out and designed to improve connectivity, through providing new pathways, providing lighting, and by installing windows overlooking routes to improve natural surveillance. Paragraph 5.1.20 states that maximum pedestrian permeability and public accessibility should be promoted in new development. This is reinforced by emerging Aire Valley Area Action Plan Policies SB1, SB3 and SB4. It is considered that the scheme should contribute to improving connectivity across the South Bank, as advocated in the South Bank Planning Statement 2011. A publicly accessible, soft-landscaped and well lit pedestrian and cycle route would be provided between Black Bull Street and Cudbear Street at the northern boundary of the site. This would be secured as publicly accessible land in the Section 106 agreement.

7.4.3 Do Members support the approach to parking, vehicular access and pedestrian connectivity?

7.5 Planning obligations

7.5.1 If acceptable, likely Section 106 agreement obligations would be:

- On-site publicly accessible pedestrian/cycle route across the northern part of the site, between Cudbear Street and Black Bull Street
- Travel plan monitoring fee £TBC
- Cooperation with local jobs and skill initiatives

8.0 Conclusion

This proposal presents the opportunity to extend a successful new college campus at a prominent longstanding vacant brownfield site in the South Bank of the City Centre, in the Aire Valley regeneration area. The proposal would be a high quality sustainable design, and its layout would promote enhanced landscaped street frontages, and improve pedestrian and cycle connections in the area. The scheme would add to the concentration of educational uses in this part of the South Bank, providing construction skills training facilities for the City, which in turn can promote economic development, and further promote the regeneration of the area.

Members will be advised of the details of the emerging scheme and are asked to provide responses to the following questions:

8.1 Do Members support the principle of a phase two of the Leeds College of Building campus at this site?

8.2 Do Members support the emerging layout, scale and detailed design?

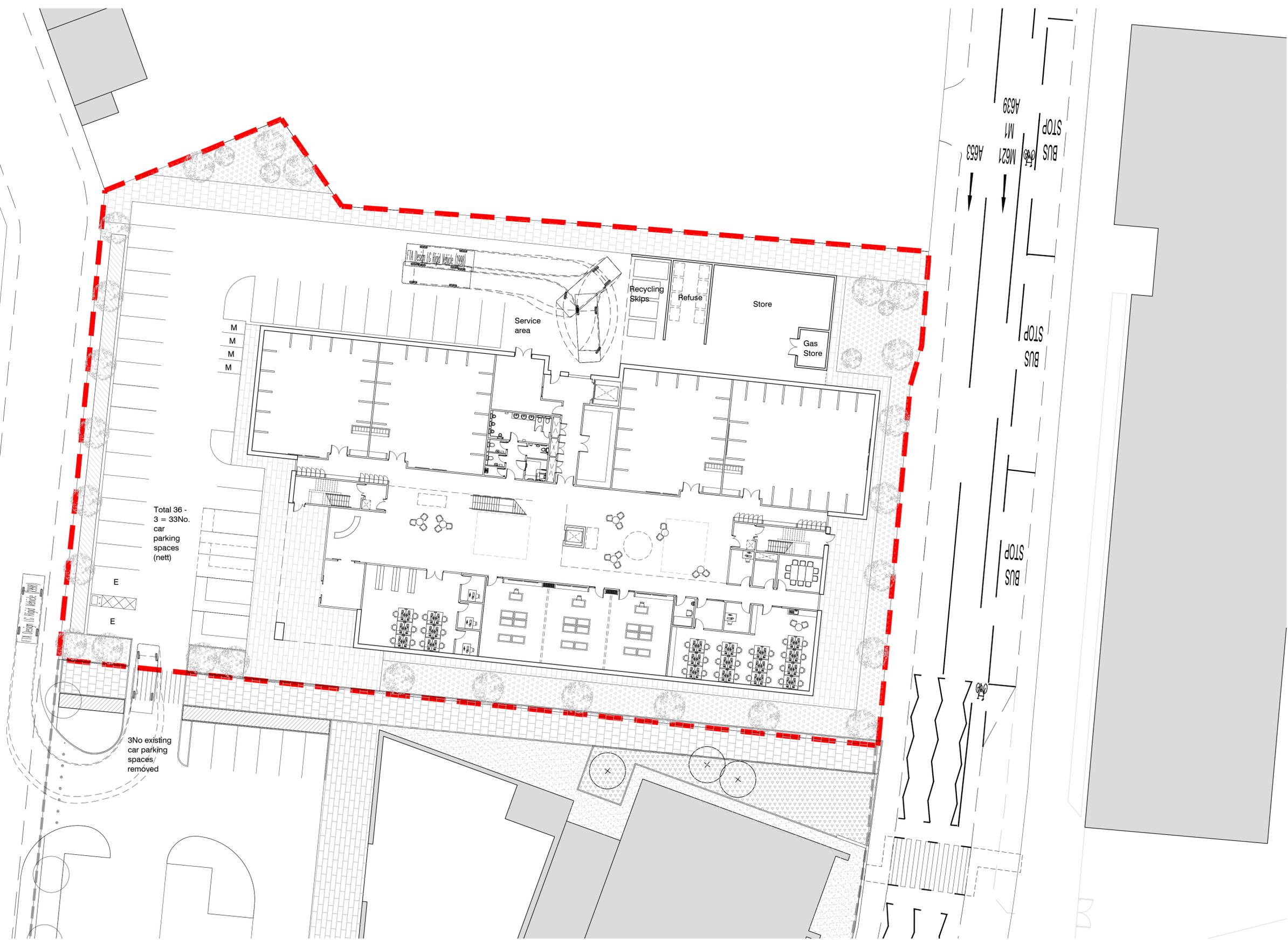
8.3 Do Members support the approach to parking, vehicular access and pedestrian connectivity?

Background Papers:

Pre-application file: PREAPP/16/00083

(10) Site Plan

Scale @ A1: 1/200



A	General update	DJB	09.02.2016
B	Scheme updated	DJB	19.02.2016
C	Updated following LCC Planning comments	DJB	23.03.2016
D	Overall GIFA reduced	DJB	14.04.2016
E	Building plan updated, motorcycle parking added	DJB	26.04.2016
F	Parking updated following LCC comments	DJB	05.07.2016

Revision: Description: By: Date:
Reason For Issue: **PRELIMINARY**



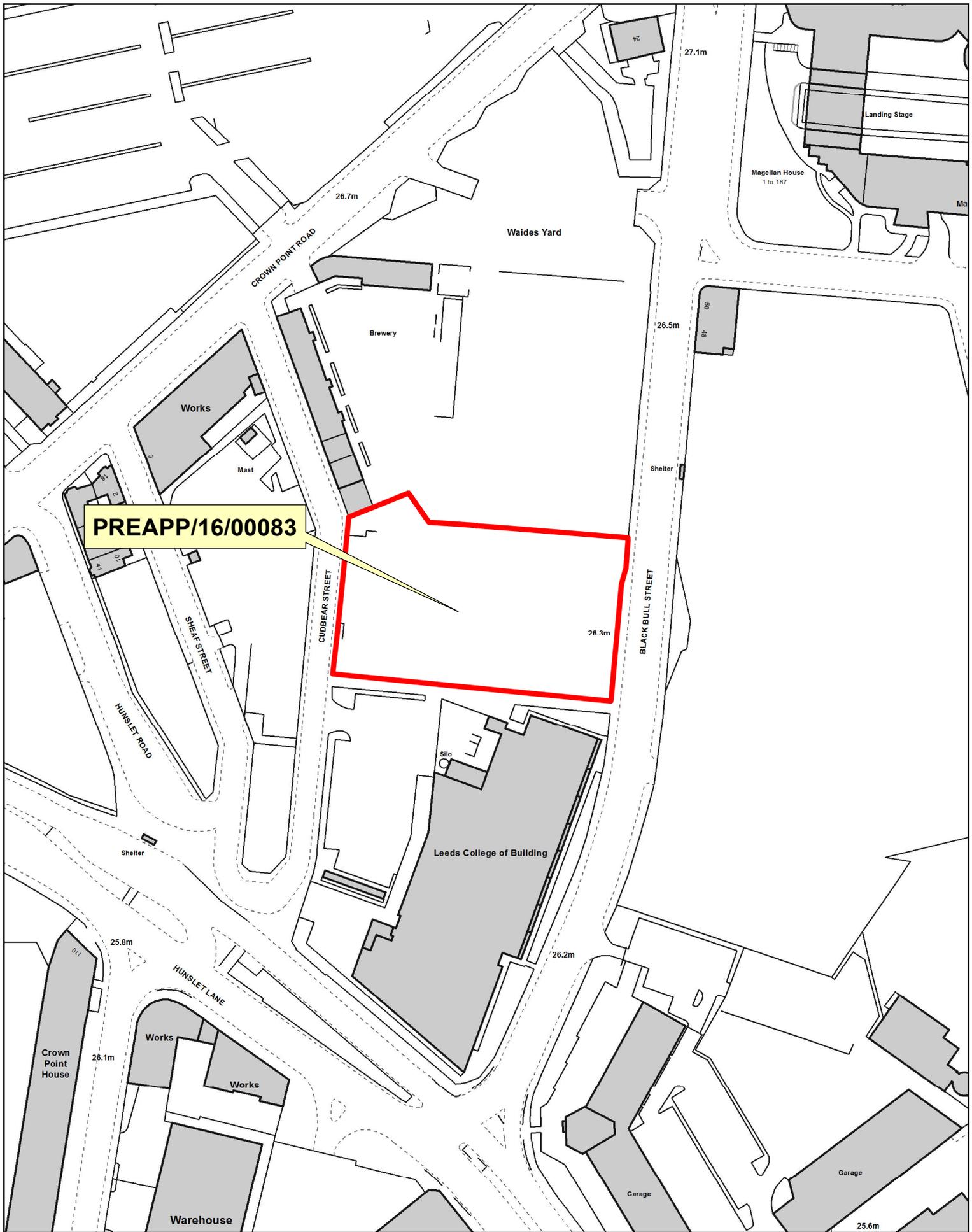
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