



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 18 May 2017

Subject: Pre-application presentation for amendments to approved Leeds City College building (application reference 16/05468/FU), on land at Quarry Hill, Leeds

Applicant – Leeds City College

Electoral Wards Affected:

City & Hunslet

No	Ward Members consulted (referred to in report)
----	---

Specific Implications For:

Equality and Diversity	<input type="checkbox"/>
Community Cohesion	<input type="checkbox"/>
Narrowing the Gap	<input type="checkbox"/>

RECOMMENDATION: This report is brought to Plans Panel for information. The Developer will present the details of the revised 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 of the amended proposals for the new Leeds City College campus development at Quarry Hill. Members may recall the College campus development was approved following City Plans Panel agreement on 17th November 2016. This followed an earlier pre-application presentation on 28th July 2016.
- 1.2 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 Quarry Hill.
- 1.3 The project will be funded in part by the College and a bid through the Local Enterprise Partnership (LEP). The College programme had scheduled opening of the new campus for the 2018 academic year. Following planning approval in December 2016 the scheme has been subject to a tender process to procure the construction of the development. The tender prices came back over budget. Following an extensive review of the scheme, before, and subsequent, to the appointment of the preferred contractor, the College has confirmed that some

budget savings will need to now be achieved through amendments to the overall scale and design of the buildings. The review of the scale and design of the scheme has also provided opportunity to give further consideration to third party comments which related to the scale and impact of the development raised during the original application consultation process.

- 1.4 Subject to the timing of agreement to an amended design through a revised planning application submission there will be an impact on the original programme for the scheduled opening in 2018. Consequently, the scheduled opening has now been put back to September 2019

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 is now cleared of the original vegetation and is surrounded by hoardings.

- 2.2 The site to the east (owned by Caddick Developments Ltd) has received approval in principle from Members at Panel (January 2016). The nearest building, of this proposed scheme, to the application site is a residential block (Building F) which would be some 14.5m to the east of the Phase 2 (outline) element of the College proposal. The wider Caddick scheme is for a mixed use redevelopment including office, residential and retail floorspace in 6 buildings with large pedestrian dominated routes and public open space areas. 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. To the west of the site is the Eastgate roundabout which houses the Grade II listed former petrol station and then the car park for the new Victoria Gate development.

3.0 PROPOSAL:

3.1 Changes to the Approved Scheme

The approved scheme is a hybrid application with the proposals relating to Phase 1 approved in detail and the proposals relating to Phase 2 approved in outline (full planning application ref. 16/05468/FU). The floor spaces proposed under each part of the approval are set out in the table below:

Phase 1: Proposed Development (detailed)

<u>Use</u>	<u>Floor Space</u>
Digital and Creative Arts	7,500m ²
Leeds College of Music	1,170m ²
Health and Social Caring	6,673 m ²
Total	15,480m ²

Phase 2: Proposed Future Development (Outline)

<u>Use</u>	<u>Floor Space</u>
Sixth Form /Higher Education	10,000m ²
Total	10,000m ²

- 3.2 The approved scheme was developed as a series of buildings which sit upon a plinth which follows the curvature of Eastgate. The approved buildings for Phase 1 step up in height (5 storeys to a maximum of 10 storeys) in a north easterly direction around the curvature of Eastgate and (5 storeys to a maximum of 7 storeys) in an easterly

direction along the central axis from Eastgate back into the site. The stepping up in building heights is designed to reflect the scale of the approved Quarry Hill scheme by Caddick Developments Ltd. The approved indicative envelope for the Phase 2 (outline) buildings also steps up from south to north (8 storeys rising to 11 storeys) and would act as a back-drop to the Phase 1 buildings described above.

3.3 Proposed Amendments

The amendments proposed to the approved scheme have been summarised by the College as follows:

Phase 1

- A reduction in floor to floor levels from 4.1m to 3.6m and omission of levels 7 and 10 to the 2no. higher blocks on Eastgate (5 storeys to a maximum of 8 storeys, rather than 10 storeys);
- Re-allocation of space removed from levels 7 and 10 to the courtyard terrace on level 02;
- Reduction of parapet heights from 3000mm to 1500mm at lowest point to the 3no. blocks on Eastgate;
- Removal of perforated anodised aluminium and replacement with frameless glazing with fritted/etched imagery on glass. This creates a similar effect to the aluminium with the potential to tie in with college branding;
- Reduction in the width of the fins from 450mm to 300mm in single colour in the bronze spectrum;
- Changes to the internal courtyard elevation modified to even out the proportion of glazing (50%) to cladding (50%). The cladding is proposed as a flat panel rainscreen aluminium system in a gold/bronze colour (lighter than bronze fins); and
- The changes have a minor impact on the approved floor area for Phase 1 which increases from 15,480m² to 15,609m².

Phase 2

- Phase 2 has been revised accordingly, and the overall height reduced, to enable the development to read as a family of buildings. The building height has been amended from 8 and 11 storeys (approved) to 8 and 10 storeys. The taller block on Eastgate has been reduced in height by 10.1m and the 8 storey block reduced by 3.5m.
- This reduces the overall floor area approved for Phase 1 from 10,000m² to 9,419m².

The combination of changes to Phase 1 and 2 reduces the overall scale of the buildings in relation to the wider Quarry Hill site, including the Caddick Developments site immediately to the east.

3.4 Further Points of Note

- Members may also recall that the application was deferred and delegated to officers subject to the resolution of the further detailed design of the proposed highway circulation, drop – off and servicing layout. Members will be updated as part of the presentation on the arrangements which were agreed with officers and now form part of the approved scheme.
- Members will also be updated on the Colleges proposal to address the comments previously made at Plans Panel concerning the opportunity for a lift access from Eastgate level.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 Members considered the application for the College building at their meeting on 17th November 2016 and agreed the recommendation to grant subject to a condition requiring the ability to locate a pedestrian lift at the western corner of the site. In addition officers stated that they would agree with the applicant details of a parking and drop-off facility prior to the application being approved. As stated above, the approved drop-off facility and the proposed access lift will be included in the presentation.

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 The proposals have been the subject of discussions between the College, their Architects and Planning Representatives, and Officers over the past 3 months. These discussions have focused on scale, massing and design, in order to ensure that the building retains the quality of that originally approved by Members.

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. 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).

6.2 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.

6.3 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 the 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 requires sets out the requirement for open space as part of major schemes. Note 20% on-site requirement in City centre where site is over 0.5 Ha.

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.

6.4 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.

BD6 alterations and extensions should respect the scale, form, detailing and materials of the original building.

LD1 Sets out criteria for landscape schemes.

6.5 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.

Policy LAND 2 – Development and Trees – requires a 3 for 1 replacement of trees lost on site. Off-site planting or a financial contribution will be required if this is not possible.

6.6 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

7.0 KEY ISSUES

7.1 The building has been reduced in height along the Eastgate frontage. However, visual interest has been maintained through the retention of the projecting fins, the pattern of glazing panels, the sloping parapet roof, the glazed fritted ends and the articulation of the building line. The podium remains unaltered and is still to be topped with a planted terrace and a glass balustrade edge detail. In respect of the courtyard elevation, although there is less glazing, the additional cladding panels will themselves provide interest. The use in vertical strips gives the opportunity for expressed jointing as well as the possibility for variations in colour.

7.2 The remaining height will still produce a building which is of significant scale and quality, appropriate to this prominent site. Given it is the College's requirement to reduce the height of the building for the reasons previously stated, officers consider that the revisions to the height remains acceptable and that the quality of the architectural treatment has not been diminished and is therefore acceptable.

7.3 Do Members agree that the resultant building design, whilst lower in scale, remains acceptable?

7.4 The reduction in height of phase 1 has resulted in the reduction in height of the outline Phase 2 element. This still results in a building of significant scale and mass which would mark the northern entrance point to the Quarry Hill site. Officers consider that this is a logical step and is therefore acceptable.

7.5 Do Members agree that the proposed reduction in height of the phase 2 building is acceptable?

7.6 Given the consideration already given to this scheme, are Members happy that the subsequent application under section 73 of The Act for revisions to the building may be determined under powers delegated to the Chief Planning Officer?

8.0 CONCLUSION

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

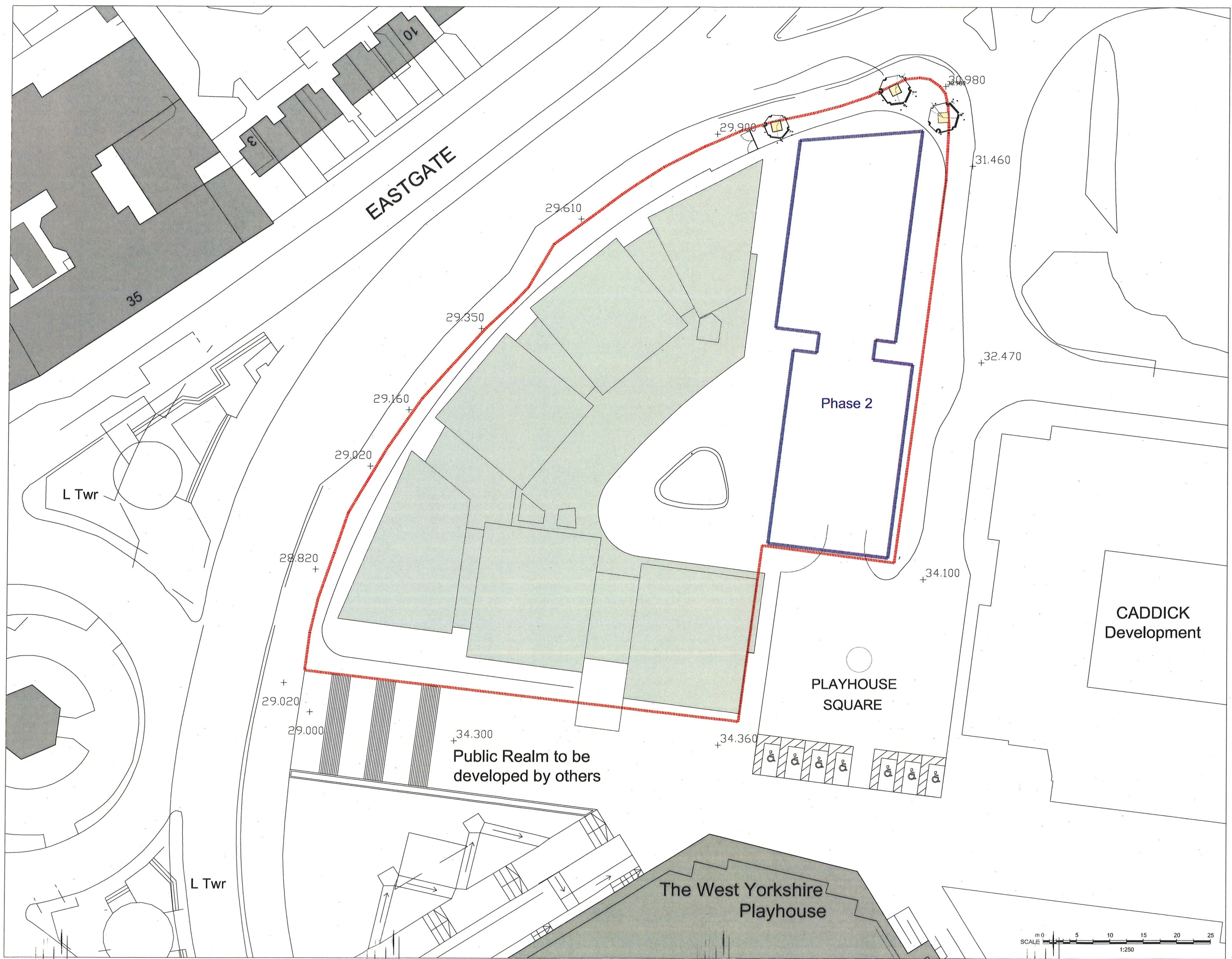
Do Members agree that the resultant building design, whilst lower in scale, remains acceptable?

Do Members agree that the proposed reduction in height of the phase 2 building is acceptable?

Given the consideration already given to this scheme, are Members happy that the subsequent application under section 73 of The Act for revisions to the building may be determined under powers delegated to the Chief Planning Officer?

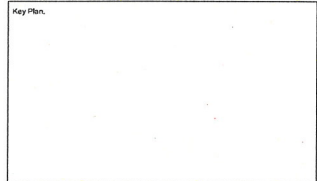
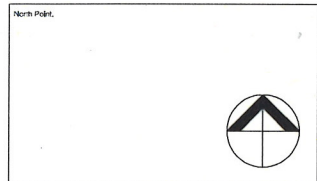
Background Papers:

Original approval - 16/05468/FU



Note
 Copyright: All rights reserved.
 This drawing must not be reproduced without permission.
 This drawing must not be scaled. Dimensions are in millimeters unless specified.

- Site Boundary
(area 6383m² / 1.58 Acre)
- Phase 2 footprint 1039m²
- Phase 1



Rev. Date: Revision Note By: Check

EWITM
 Ellis Williams
 Architects

Wellfield, Chester Road
 Preston Brook W47 3BA
 T: +44 1928 752 200
 F: +44 1928 795 953

Job title: LEEDS CITY COLLEGE - QUARRY HILL
 Drawing title: Phase 2 Parameter Plan

Status	File Name	Scale	File
PLANNING	AG(04)A04	X	GH Site P2
Drawn by	date	checked by	date
AS	10.08.2016	SF	10.08.2016
Scale at A1	1:250	Scale at A3	1:500
Job No:	2152	Client:	AG(04)
Drawn No:	A04	Revision	-

Contractors Drawing No.

