
Report of the Chief Planning Officer

PLANS PANEL CITY CENTRE

Date: 10 SEPTEMBER 2009

Subject: POSITION STATEMENT FOR APPLICATION 09/03060/FU 10 storey car park with associated management suite and ancillary (Class D1/Cycle Hire and Workshop) space and landscaping, Off Vernon Road, Woodhouse, LS2.

APPLICANT	DATE VALID	TARGET DATE
University of Leeds	14 July 2009	13 October 2009

Electoral Wards Affected:

Hyde Park and Woodhouse



Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

☐

Community Cohesion

☐

Narrowing the Gap

☐

RECOMMENDATION:

Members are requested to note the contents of this position statement and are invited to comment in relation to the key issues of design and siting, sustainability and landscaping which are highlighted in the report.

1.0 INTRODUCTION:

The scheme is presented to Members for their consideration and comments. The proposal is for a 10 storey car park with associated management suite and ancillary (Class D1/Cycle Hire and Workshop) space. The building is to be set in an area of hard and soft landscaping.

The Developers of the above site presented the scheme to Members at Plans Panel on 26 March 2009, 23 April 2009 when the proposal was shown indicatively as part of a more detailed presentation on the Innovation City Leeds building, and on 18 June 2009 as a detailed pre-application proposal for the car park itself. The submitted proposal has taken account of Members comments, which are detailed below in section 5.0 History of Negotiations.

The building is to be positioned on one of the 27 development proposals sites put forward by the University as part of their overall Strategic Development Framework (May 2008 Revision C) for the campus, which was presented to Members on 28 February 2008.

2.0 PROPOSAL:

The proposal is for a 10 storey car park with associated management suite and ancillary (Class D1/ Cycle Hire and Workshop) space and landscaping. The positioning of a large number of the above mentioned 27 development proposals across the University of Leeds campus would result in an overall loss (across the campus) of approximately 175 surface car parking spaces, across the campus, although in the short term the loss of car parking from this part of the campus with the constriction of the multi storey car park and the Innovation City Leeds building would amount to 360 car parking spaces. It is the University's intention to encourage alternative means of transport to and from the campus, such as walking, cycling and public transport. However, it is acknowledged that there remains a requirement for car parking provision for both staff and visitors to the campus, and therefore the proposal is for a multi storey car park that would provided a total of 607 car parking spaces (30 of these being disabled accessible spaces).

Consideration has been given to the appearance and design of the building in respect of its context on the campus, and its relationship to nearby buildings, including the proposed City Innovation Building.

A number of documents have been submitted in support of this proposal and these are:

- Planning Statement
- Design and Access Statement
- Public Realm Design Statement
- Land Contamination Desktop Study
- Transport Assessment
- Car Park Management Plan
- Sustainability Statement
- Biodiversity Statement
- Tree Survey
- Drainage Statement

3.0 SITE AND SURROUNDINGS:

The site is currently used as a surface car park, and has a number of relatively mature trees planted in landscaped beds around the edges of the existing hard surfaced car parking bay. The site is close to but outside the boundary of the Woodhouse Lane /University Precinct Conservation Area. The Leeds Unitary Development Plan Review 2006 (UDP) defines this location as being within the Education Quarter, and as Proposal Area 19 – University Campus (South East). The UDP also defines an opportunity for an enhanced public routes crossing the site as well as a proposed public space.

4.0 RELEVANT PLANNING HISTORY:

09/02351/FU - Erection of an 8 Storey Building to form University Business and Innovation Centre, with Café and Landscaping at The Orange Zone Car Park, University of Leeds, Off Woodhouse Lane, Leeds, LS2.

5.0 HISTORY OF NEGOTIATIONS:

The proposal has been the subject of pre-application discussions between the Developers, their Architects and Local Authority Officers since March 2009. These discussions have focused on the proposed use of the site as a multi storey car park, the numbers of car parking spaces, the position of the block in relation to other existing and proposed buildings, the height, form and scale of the block, details of the elevational design and materials, key views, pedestrian routes and connectivity through the site and wider campus, the sustainability credentials of the proposal, and the proposed hard and soft landscaping scheme.

Members will recall being presented an indicative block plan of the proposed multi storey car park as part of the presentations on the Innovation building given to them by the Developers at Plans Panel of 26 March 2009 and 23 April 2009. A further pre-application presentation of the progressed design of this multi storey car park and landscaping scheme was given to Members on 18 June 2009.

Members made the following comments:

- Not bad for a multi storey car park – a lot of thought and imagination in it.
- Footpaths must be DDA compliant.
- Liked ‘quaver’ style panelling.
- Could panels be different colours?
- Must be sustainable – wants to achieve the solar panels indicated.
- Report needs to justify car parking numbers – not just more spaces to encourage students to use cars.

6.0 PUBLIC/LOCAL RESPONSE:

The application was publicised via a Site Notice posted on 23 July 2009 expiring on 13 August 2009 for a Proposed Major Development and in the Leeds Weekly news edition printed the week of 6 August 2009.

No responses received to date.

7.0 CONSULTATIONS RESPONSES:

Statutory:

Yorkshire Water: State that should planning permission be granted then the decision should be conditioned to address the means for disposal of surface water and drainage.

Response: The conditions will be applied accordingly.

Highways: State that details of temporary car parking arrangements are required and should be conditioned, that the requirement that the car park be only used for university purposed outside the hours of 07.00 to 18.30. In addition Highways request a Section 106 Legal Agreement clause for a 5m easement be established to the retaining wall of the Inner Ring Road to allow the Council access for inspection and maintenance, and that a contribution, of a sum to be agreed, is made towards the provision of a Toucan crossing on Woodhouse Lane to the south of the junction of this road with Fenton Street.

Response: The conditions and Section 106 clauses will be applied accordingly.

Mains Drainage: No response to date.

Non-statutory:

Leeds Civic Trust: No response to date.

Transport Policy: State that due to the proposed use and the public transport infrastructure improvement contributions being obtained via a number of other individual planning applications for developments across the campus, there is no requirement for a public transport infrastructure improvement contribution in this case.

8.0 PLANNING POLICIES:

Development Plan – UDPR and RSS

Policy A4 (access for all)

Policy BD2 (design and siting of new buildings)

Policy BD3 (accessibility in new buildings)

Policy BD4 (All mechanical plant)

Policy BD5 (All new buildings)

Policy CC1 (Planning obligations)

Policy CC8 (New buildings to respect the spatial character of existing buildings and streets outside the Prestige Development Areas)

Policy CC10 (provision of public space)

Policy CC11 (enhanced pedestrian corridors and upgraded streets)

Policy CC12 (New development and new public spaces relating and connecting to the existing street pattern)

Policy GP5 (all planning considerations)

Policy GP7 (planning obligations)

Policy N12 (Urban building design)

Policy N13 (Design of all new buildings)

Policy N23 (Space around new buildings)

Policy T24 (Parking provision)

Policy T24A (Conditions under which long stay parking is acceptable)

Relevant supplementary guidance

Leeds – City Centre Urban Design Strategy (CCUDS): Improving Our Streets, Spaces and Buildings (urban design principles based on the distinctive qualities of Leeds City Centre).

Government Planning Policy Guidance/Statements

Planning Policy Statement 1 (PPS1) – Delivering sustainable development

Planning Policy Statement 6 (PPS6) - Planning for Town Centres

Planning Policy Guidance 15 (PPG15) – Planning and the Historic Environment

9.0 MAIN ISSUES

1. The principle of the proposed use
2. The impact of the building design on the character and visual amenity of the site, the street scene and wider area
3. Vehicle parking provision and car park management
4. Landscaping and publicly access areas
5. Sustainability

10.0 APPRAISAL

1. The principle of the proposed use

The requirement for a multi storey car park to replace existing surface car parking that has and will be lost due to development of a number of sites across the campus, was stated in the University of Leeds Strategic Development Framework (May 2008 Revision C). The submitted Transport Assessment indicates that it is the University's intention to encourage alternative means of transport to and from the campus, such as walking, cycling and public transport. However, it is acknowledged that there remains a requirement for car parking provision for both staff and visitors to the campus, and therefore the proposal is for a multi storey car park that would provided a total of 607 car parking spaces (30 of these being disabled accessible spaces).

Leeds Unitary Development Plan Review 2006 (UDP) defines this location as being within the Education Quarter, and as Proposal Area 19 – University Campus (South East). The principle purpose of the proposed development would be to serve users of the campus (although commercial use, out of campus hours, is also proposed) both as staff and visitors. The proposed use of the site for car parking would be a supportive use in respect of the educational uses in this area.

The proposed D1 or Cycle Hire and Workshop (Sui Generis) uses of the of the ground floor north facing gallery would be ancillary to the main use of the building, and would compliment other existing educational uses on the wider campus. As such the main and ancillary uses would be considered to be acceptable in this location.

2. The impact of the building design on the character and visual amenity of the site, the street scene and wider area

The proposal is for a 10 storey rectangular block set in a landscaped area. The orientation and height of the building has been considered in the context of the existing adjacent university buildings, as well as the future innovation City Leeds building, and a potential Physics building to the north-east of the site. Care has been taken to ensure the building's height does not exceed the parapet line of the EC Stoner building to the north of the site.

The elevations of the building will be in the form of 'shields' positioned to conceal the interior of the car park whilst allowing the penetration of natural light and natural ventilation. These shields will be a lightweight glass-reinforced plastic (GRP) fixed at four points a frame, attaching to the floor slabs within the car park. The shields would have a curved surface to allow some visual activation of the elevations and will be rotated during construction to give four different positions in which they can be placed. Whilst the shields themselves will be a grey/silver colour with a semi-reflect finish, a pattern of ventilation holes on each panel will allow colour from inside the car park to penetrate the exterior in a subtle manner. The tone and depth of the colours used will compliment the colour palette of the adjacent Innovation City Leeds building.

A glass fronted gallery is proposed to the ground floor of the north facing elevation to ensure a more active frontage to this face of the building.

In addition to the GRP of the shields, a simple palette of materials is proposed comprising satin finish stainless steel to horizontal bands which sit between each

row of shields. The use of such horizontal banding on the multi storey car park is a further means of visually complimenting the elevational design of the Innovation City Leeds building. Other materials to be used include flat metal cladding to the roof top lift overrun and stair core, and a green wall planted over a stainless steel mesh at lower levels.

The overall design of the building would result in a distinctive, high quality, contemporary addition that would compliment the proposed Innovation City Leeds building, as well as sitting comfortably within the context of the existing nearby university buildings, and the adjacent Woodhouse Lane /University Precinct Conservation Area.

3. Vehicle parking provision and car park management

The proposal is as already stated for a multi storey car park to compensate for the loss of surface car parking across the campus that is and will continue to result from the 27 proposed developments indicated in the University of Leeds Strategic Development Framework (May 2008 Revision C). Should all the developments be constructed, then the result would be an overall loss of approximately 175 surface car parking spaces, across the campus, although in the short term the loss of car parking from this part of the campus with the constriction of the multi storey car park and the Innovation City Leeds building would amount to 360 car parking spaces. The proposed figure of 607 car parking spaces is in line with guidance on car parking numbers in the Leeds Unitary Development Plan Review 2006.

UDP Policy T24A states that long stay park will not be acceptable unless the proposal site is within the City Centre and Fringe City Centre commuter parking control area, or where a lack of parking within employment premises could cause serious traffic, safety or environmental problems. It can be argued that the location of the campus, being edge of city centre and in close proximity to residential areas, means that if parking levels on campus were significantly reduced (as a result of some the other development proposals sites put forward by the University as part of their overall Strategic Development Framework (May 2008 Revision C), then there could be a detrimental impact on the surrounding area in terms of increased on street parking, leading to traffic and road safety problems. As such the provision of a multi storey car park to serve staff and visitors to the campus would be supported.

The building will accommodate 607 car parking spaces, of which 30 are disabled accessible spaces. In addition the proposal will house 10 motorcycle parking spaces.

As the UDP does not require a defined number of bicycle parking spaces to be provided in the new multi storey car park, and because there will be a bicycle parking requirement attached to the majority of the other proposed developments detailed in the above mentioned Development Framework, it is considered that bicycle parking is not required within this particular development. However, discussions are underway between Officers and the Applicants, with regard to reaching agreement on a contribution to be made towards the provision of a new Toucan crossing, suitable to serve cyclists, on Woodhouse Lane to the south of the junction with Fenton Street

The car park is proposed to be in operation 24 hours a day 365 days a year. During the hours of 07.00 to 18.30 the building is to be used for parking for University (including the Innovation City Leeds building) staff, tenants and visitors. Outside these hours the car park will also be available for wider commercial use. To achieve this a swipe card system will be in operation controlled and managed by the

University, as well as out of hours (commercial) magnetic strip tickets. The times of day that the car park will be for University uses only will be the subject of a condition on any planning permission granted.

4. Landscaping and public access areas

The landscaping scheme would link into the proposed landscaping for the Innovation City Leeds building proposed to the east of the multi storey car park. This will result in a combined landscaping scheme creating new green public open spaces, as well as defined connections to and extension of existing routes. In addition, there is proposed a continuity between the soft landscaping and the multi storey car park building, such that the landscaping would, to the east, west and south be integrated into the elevations of the building at the lower levels of the building, with the creation of green walls on the building.

The submitted proposal will require the loss of existing 32 trees, many of which are in a poor condition, some planted into the tarmac of the existing car park. Whilst an overall reduction in the total number of trees is proposed, the replacements will be part of a comprehensive landscaping scheme and planted in large newly constructed planting beds. As such 42 new trees will be planted across the site as small groupings in some places, and at other points lining routes and the edges of the site. However, discussions are underway with regard to the possibilities of retaining additional existing trees and with regard to what species are appropriate and would thrive in this location.

The opportunities to encourage biodiversity to the site are being explored with the potential for nesting and refuge opportunities in the proposed tree planting, and shrubs and hedgerow planting to create cover for wildlife.

In addition, there is a requirement for off site public realm works to be undertaken to an area at the Parkinson entrance to the campus and at the end of Hillary Place. The NGT (New Generation Transport) passes the Parkinson entrance with stops proposed outside the University of Leeds campus boundary. The need for any public realm enhancement works to co-ordinate with the NGT works is acknowledged and will be address as part of the Section 106 legal agreement.

5. Sustainability

The submitted Sustainability Statement indicates that the proposal is intending to achieve a sustainably designed building via a number of means including:

- Tree planting and soft landscaping to maximises solar shading and allow the site to combat any 'urban heat island effects'.
- Reuse of the excavation materials in the remodelling of the landscaped areas
- Additional energy source to come from a number of roof mounted Photovoltaic panels (achieve the required 10% renewable energy source requirement).
- Possible use of recycled materials in the aggregate of any concrete used.

6. Section 106 Legal Agreement – Heads of Terms

The proposal would result in the following requirements to be addressed via a Section 106 Legal Agreement:

- A Green Travel Plan monitoring and evaluation contribution of sum to be agreed.
- The implementation, carrying out and maintenance of an area of off site public realm improvement to the Parkinson Entrance to the campus and land to the end of Hillary Place, with details to be submitted for agreement on commencement of works to the nearby NGT route and stop (above and beyond the landscaping submitted as part of the planning application, but physically linked to it).

- The agreement of publicly accessible areas within the landscaped scheme
- The employment and training of local people.
- The identification of an area of land upon which a future public footpath across Leeds Ring Road could be landed.
- A contribution to off site highways works to create a Toucan crossing to the south of the junction of Fenton Street and Woodhouse Lane of a sum to be agreed.

11.0 CONCLUSION

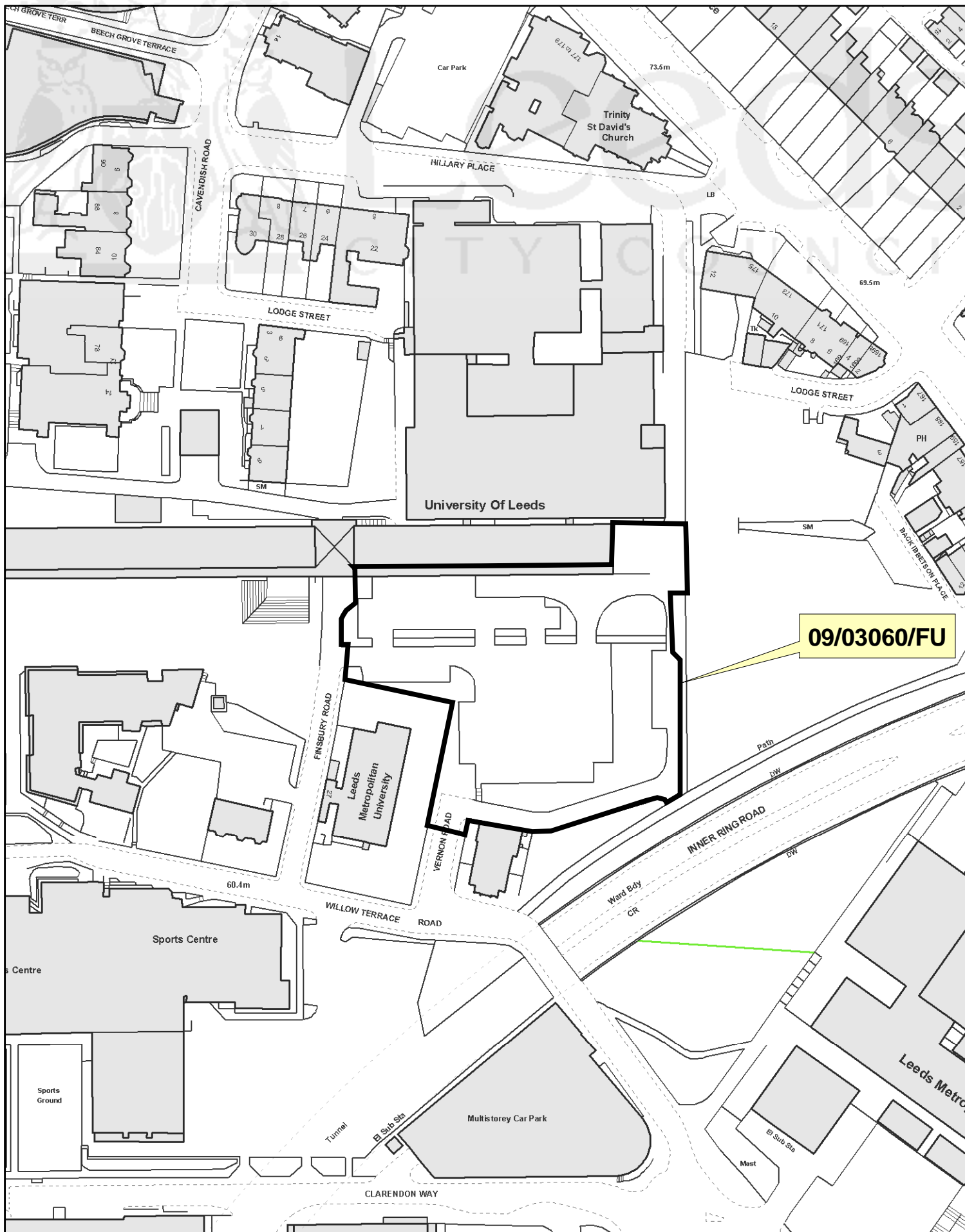
This report is being brought at an early stage so that issues can be identified and addressed as the application is progressed. Members views on the identified issues would be helpful at this stage on this important project for the city.

Background Papers:

University of Leeds Strategic Development Framework (May 2008 Revision C)

Planning application 09/02351/FU.

Planning application 09/03060/FU.



CITY CENTRE PANEL I

Scale 1/ 1500

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