



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 6 JUNE 2013

Subject: PRE-APPLICATION Reference PREAPP/13/00401 – New Educational Campus for Leeds College of Building at Cudbear Street, Hunslet Road and Black Bull Street, Leeds.

Electoral Wards Affected:

City and Hunslet

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 Panel for information. Leeds College of Building's representatives 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 the former Yorkshire Chemicals site at Cudbear Street, Hunslet Road and Black Bull Street, Leeds. The proposals will be presented to Panel by Leeds College of Building and Fuse Architects to allow Members to comment on the evolving scheme, and to raise any issues prior to the intended submission of a full planning application.

2.0 SITE AND SURROUNDINGS:

2.1 The wider site is located to the east and west of Black Bull Street and comprises the former Yorkshire Chemicals site. The site lies just outside the South Bank Planning Statement area, but has an important strategic role in linking the city centre core, the railway station and the future City Centre Park to visitor attractions, convenience shops, food and drink, homes and workspace at New Dock (see Plan 1 South Bank Urban Design Principles) Members received a presentation by New Dock's owners Allied London regarding the refurbishment and reconfiguration of buildings and public realm at Plans Panel in May 2013, which were generally supported.

2.2 The wider site, currently owned by Yorkshire Design Group, consists primarily of two pieces of land (some 3.14 hectares), one between Chadwick Street and Black Bull Street in the east and the other to the west between Black Bull Street and Cudbear Street, bounded at the south by Hunslet Road. The college proposal site is some 0.85 hectare in area, to the west of Black Bull Street, at the southern end of the site. This site boundary overlaps with that of the data centre approved at City Plans Panel in November 2012 (see attached data centre site plan 2 12/03975/FU) and this proposal would prevent the data centre being built in this location in its approved form (see paragraph 4.2 below). The rest of the data centre site immediately to the north of the college proposal site up to the boundary with the Carlsberg distribution yard would be left vacant in the short term at this stage. The college may have plans in the future to expand onto this part of the site, however at present it will not form part of their application boundary, and it is possible that proposals for other uses may come forward for this piece of land, and for the land to the east of Black Bull Street.

2.3 The site lies unallocated within the designated City Centre in the Leeds Unitary Development Plan Review 2006, and within flood risk zones 2 and 3A. The surrounding area is a mixture of uses including residential, offices, food and drink, and retail, at Brewery Wharf, Indigo Blu, New Dock, Leeds City Office Park and Crown Point Retail Park.

2.4 The area would be served in the future by the NGT trolleybus system, with the nearest stop located on Chadwick Street.

2.5 The conversion of the Grade II listed Alf Cooke Printworks to form a campus for Leeds City College on the opposite side of Hunslet Road, is currently underway and is due to open in September 2013.

2.6 Other nearby listed buildings are the Grade II* listed Chadwick Lodge, the Grade II listed 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 maltings, and Globe Iron Works on Crown Point Road, and The Malthouse on Chadwick Street

3.0 PROPOSAL

3.1 Leeds College of Building have been searching for a new site for some time, and are seeking to merge three sites (Parkside Lane, Stourton, and Lockwood Way) at a new City Centre location, with new teaching and learning facilities including workshops and classrooms, library and learning resources, refectory and student support services. The new site would provide high quality 21st Century teaching and learning facilities for brickwork and roofing, and mechanical and electrical services for up to 475 learners and 75 staff.

3.2 The building form would consist of three elements. A three storey workshop space for practical work would feature a traditional north-lit roof profile to echo the area's industrial heritage, and Kal Wall translucent external cladding to Black Bull Street. The south facing slopes of the roof would have solar panels located on them.

3.3 A 2 storey block would face west onto the car park to house short course teaching and support accommodation. This would be attached to the workshop accommodation and classroom/support element by a corridor with a glazed roof. The building would be clad with coloured metal rainscreen and glazing.

- 3.4 The 3 storey classroom, refectory and support services element would be formed of red brick, which would complement the setting of the historic Alf Cooke Printworks and the Medasil building on the opposite side of Hunslet Road. The refectory would be positioned on the ground floor to give active frontages to the south-western corner of the building, facing Hunslet Road and the landscaped space in front of the entrance to the building.
- 3.5 The new building would be designed to meet the BREEAM Excellent accreditation by delivering carbon emissions savings of at least 25% over Part L Building Regulations, a minimum of 10% renewable energy production on-site through roof-mounted photo-voltaic cells, and a 25% savings on water consumption.
- 3.6 Vehicular access would be from Cudbear Street. Approximately 50 surface car parking spaces would be provided, including 5 disabled bays. Cycle and motorcycle storage facilities would also be provided.
- 3.7 The building would be set back from the edge of the pavements to Black Bull Street and Hunslet Road, which would give a soft landscaped, tree-lined setting to the road frontages. To the north of the building would be a tree-lined soft landscaped pedestrian route, which would form the first contribution towards a new green network of routes between the future City Centre Park and New Dock, as identified in the South Bank Planning Statement. Similar routes are indicated on an illustrative masterplan for the eastern side of Black Bull Street, which is similar to that which accompanied the data centre proposal. A landscaped informal space would also be provided to the south of the car parking area next to the main entrance to the campus.

4.0 HISTORY OF NEGOTIATIONS

- 4.1 Detailed discussions with the Council regarding this site have taken place since mid-2005 following the closure and subsequent demolition of Yorkshire Chemicals. This led to the submission of an outline planning application in 2006 (ref. 06/04601/OT), which was approved at Plans Panel (City Centre) in 2008, and subsequently granted permission in 2009 for a multi-level mixed use development comprising predominantly residential (678 flats and 43 townhouses) , with office, hotel, leisure, retail, car showroom, community uses, public space and car parking. This permission expired in July 2012.
- 4.2 City Plans Panel approved in principle a new data centre (ref. 12/03975/FU) on the northern part of this proposal site in November 2012, following pre-application and position statement presentations in August and October 2012. Planning permission was granted following the completion of the Section 106 agreement in January 2013. Works to remediate the site have commenced under condition 15 of this planning permission. The landowner Yorkshire Design Group and the data centre operator AQL have advised officers that they are looking at another potential site in the vicinity of this site, and will discuss further with the Local Planning Authority at the appropriate time, prior to submitting a new planning application.
- 4.3 Leeds College of Building and Fuse Architects commenced discussions with officers in January 2013.
- 4.4 City and Hunslet Ward Members were consulted regarding this proposal by email on 14 May 2013. Any comments will be reported to Plans Panel at the meeting.

4 RELEVANT PLANNING POLICIES

4.1 National Planning Policy Framework (NPPF)

The introduction of the NPPF has not changed the legal requirement that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The policy guidance in Annex 1 to the NPPF is that due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF. The closer the policies in the plan to the policies in the Framework, the greater the weight that may be given. The NPPF advocates a presumption in favour of sustainable development. It is considered that the proposed use would meet the objectives of the National Planning Policy Framework in terms of meeting the objectives of sustainable development, and promoting the economic growth of the City.

4.2 Development Plan

Leeds Unitary Development Plan Review 2006 (UDPR)

The UDPR includes policies require that matters such as good urban design principles, sustainability, flood risk, highways and transportation issues, public realm, landscaping, biodiversity and access for all are addressed through the planning application process. The application site lies within the designated City Centre, but is unallocated for any particular uses. UDPR Policy CC30 states that proposals of this nature would be determined on their merits. It is not considered that the proposed use would give rise to amenity concerns within the context of a mixed residential/commercial area. In terms of supporting uses to serve the staff and learners, the site is located close to retail and food and drink provision at Crown Point Retail Park, Brewery Wharf and New Dock. It is therefore considered that the provision of greater mix of uses on the site is not necessary in this case as the wider site still has potential for other uses including new office workspace, residential, public realm and new pedestrian connections on the rest of the site. 20% publicly accessible space is required on-site under Policy CC10 for all sites over 0.5 hectare.

4.3 Relevant Supplementary Planning Guidance includes:

SPD Street Design Guide

SPD5 Public Transport Improvements and Developer Contributions

SPD Travel Plans

SPD Building for Tomorrow Today: Sustainable Design and Construction

City Centre Urban Design Strategy

South Bank Planning Statement

The site lies adjacent to the area covered by the adopted South Bank Planning Statement 2011 (see attached plan South Bank Urban Design Principles). The statement gives a framework for the delivery of a new City Centre Park on land to the south of the River Aire. The Council sees the development of a Park as a pivotal piece in the future development of this part of the City Centre. The provision of high quality greenspace in the city centre is needed to act as an enabler that redefines the southern gateway of Leeds City Centre, creating a new sense of place which enhances the waterfront, promotes high quality and sustainable employment and homes, and improves connectivity between the City Centre retail core, the South Bank, and neighbouring communities.

The key to the success of the aspirations for the South Bank and City Centre Park are much wider than the immediate scope of the document, and relate to the regeneration of the City Centre south of the railway line, between Holbeck Urban Village and New Dock. The South Bank Planning Statement sets out a series of new landscaped

pedestrian and cycle connections across the wider South Bank area, eventually linking Holbeck Urban Village and the City Centre Core (including the railway station and central bus stops west of the bus station) to New Dock through the proposed City Centre Park on the former Tetley Brewery site. All new developments on sites adjacent to Meadow Lane, Crown Point Road, Black Bull Street and Hunslet Road/Lane would need to deliver the continuation of landscaped pedestrian and cycle routes across the wider area, and the necessary pedestrian connectivity improvements such as crossings to major roads like Crown Point Road and Black Bull Street, other upgraded crossing points, increased pavement widths and lane reductions, in order to make new development acceptable and achieve the wider strategic ambition for the area.

This proposal should contribute towards a coordinated series of key infrastructure improvements as identified in the adopted South Bank Planning Statement. This would start with examining the walking and cycling route from the city centre core, via the Riverside and Bridge End, through the former Tetley Brewery site via a re-opened Hunslet Road (which has been secured via a Section 106 agreement attached to the Carlsberg temporary car park permission ref. 11/05031/FU – this route would also be retained as a link in the future City Centre Park in any permanent redevelopment), across Crown Point Road, through this proposed College site, and then across Black Bull Street, linking to retail, leisure, food and drink facilities at New Dock.

The college proposal has strong potential to complement the Council's aims for a City Centre Park, with new greened pedestrian and cycle routes linking across the area from Holbeck Urban Village to New Dock and beyond.

4.4 Leeds Natural Resources and Waste DPD 2013

The Natural Resources and Waste Local Plan was adopted by Leeds City Council on 16th January 2013. The Natural Resources and Waste Development Plan Document (Local Plan) is part of the Local Development Framework. 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 coal recovery, flood risk, drainage, and air quality will be relevant to this proposal.

4.5 Leeds Core Strategy Publication Draft 2012

- 4.5.1 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. On 26th April 2013 the Council submitted the Publication Draft Core Strategy to the Secretary of State for examination and an Inspector has been appointed. It is expected that the examination will commence in September 2013. As the Council has submitted the Publication Draft Core Strategy for independent examination some weight can now be attached to the document and its contents recognising that the weight to be attached may be limited by outstanding representations which have been made which will be considered at the future examination. Spatial Policies 1, 4, 5 and 8 of the Core Strategy aims to promote economic prosperity, job retention and opportunities for job and skills growth and retention in key strategic locations including the City Centre and Aire Valley Urban Eco-Settlement. The promotion of enterprise and innovation to deliver job growth, is highlighted as a particular opportunity. 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, by

- 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
- improving connections between the City Centre and adjoining neighbourhoods

Policy CC1 would seek to concentrate college facilities in the City Centre. The Core Strategy also aims to promote the integration of the South Bank into the City Centre as the gateway to the Aire Valley (Policy CC2). This application site lies within both the City Centre and the Aire Valley. The Aire Valley has been identified as one of the Leeds City Region's Urban Eco-Settlements, a regeneration priority which will promote sustainable development by seeking the delivery of commercial and residential areas which have a high quality greened environment, energy efficient buildings and operations, low carbon and green business, sustainable transport, community facilities and linked areas of green infrastructure. The role of the northern end of the Aire Valley, within the City Centre, will be geared towards the provision of some housing, but with significant provision of new offices, and other uses appropriate to the sustainable regeneration of the area, such as educational establishments.

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.

5.0 ISSUES

Members are asked to consider the following matters in particular:

- 5.1 It is considered that the principle of the proposed use is appropriate to the vision for the regeneration of the South Bank, and would be acceptable in the context of the NPPF, the adopted Development Plan and the emerging Core Strategy, subject to the consideration of detailed matters.

Do Members agree that the proposed use of the site would be appropriate in principle?

- 5.2 It is considered that the scheme progress so far features appropriate form, massing, architectural treatment and materials, in the context of the surrounding area and the Grade II listed Alf Cooke Printworks.

Do Members agree that the form, massing, architectural treatment and materials would be appropriate to the character of the area and the setting of the Alf Cooke Printworks?

- 5.3 Discussions have taken place regarding the configuration of the building and the site layout, including the vehicular access and location of the surface car park in relation to the building footprint, and the need to present positive building frontages to Black Bull Street and Hunslet Road. The car park would be visible from the site frontages to Hunslet Road and Cudbear Street.

What are Members' views regarding the site layout, site access, level of parking provision and the principle of surface car parking in this City Centre location?

- 5.4 It is considered that the presence of active frontages to all sides of the building, particularly to Hunslet Road, Black Bull Street and the new pedestrian route to the north is important to achieve the place-making aspirations for the area, and in the interests of community safety.

Do Members feel that the building would feature appropriate activity and natural surveillance to the surrounding streets and spaces?

- 5.5 It is considered that the general approach to landscaping and public realm by Leeds College of Building would complement the City's vision for the South Bank and the City Centre Park in terms of providing a green public route across the northern part of the site from east to west, the provision of public realm facing Hunslet Road and Cudbear Street, and the greening of Black Bull Street and Hunslet Road.

Do Members agree that the strategy for public realm and landscaping at this site would be appropriate in principle?

- 5.6 Potential pedestrian and cycle connections from the railway station and the city core would lead to the Riverside and Leeds Bridge, through the former Tetley Brewery site via a re-opened Hunslet Road (which has been secured via a condition attached to the Carlsberg temporary car park permission ref. 11/05031/FU – this route would also be retained as a link in the future City Centre Park in any permanent redevelopment), across Crown Point Road, through this proposed College site, and then across Black Bull Street, linking to retail, leisure, food and drink facilities at New Dock.

Do Members agree that it is necessary to secure significant pedestrian and cycle connectivity improvements from all new developments in the immediate area (including this one) in order to enable safer walking and cycling routes from the railway station and bus stops to the west of the bus station in the central core, via the re-opened Hunslet Road ?

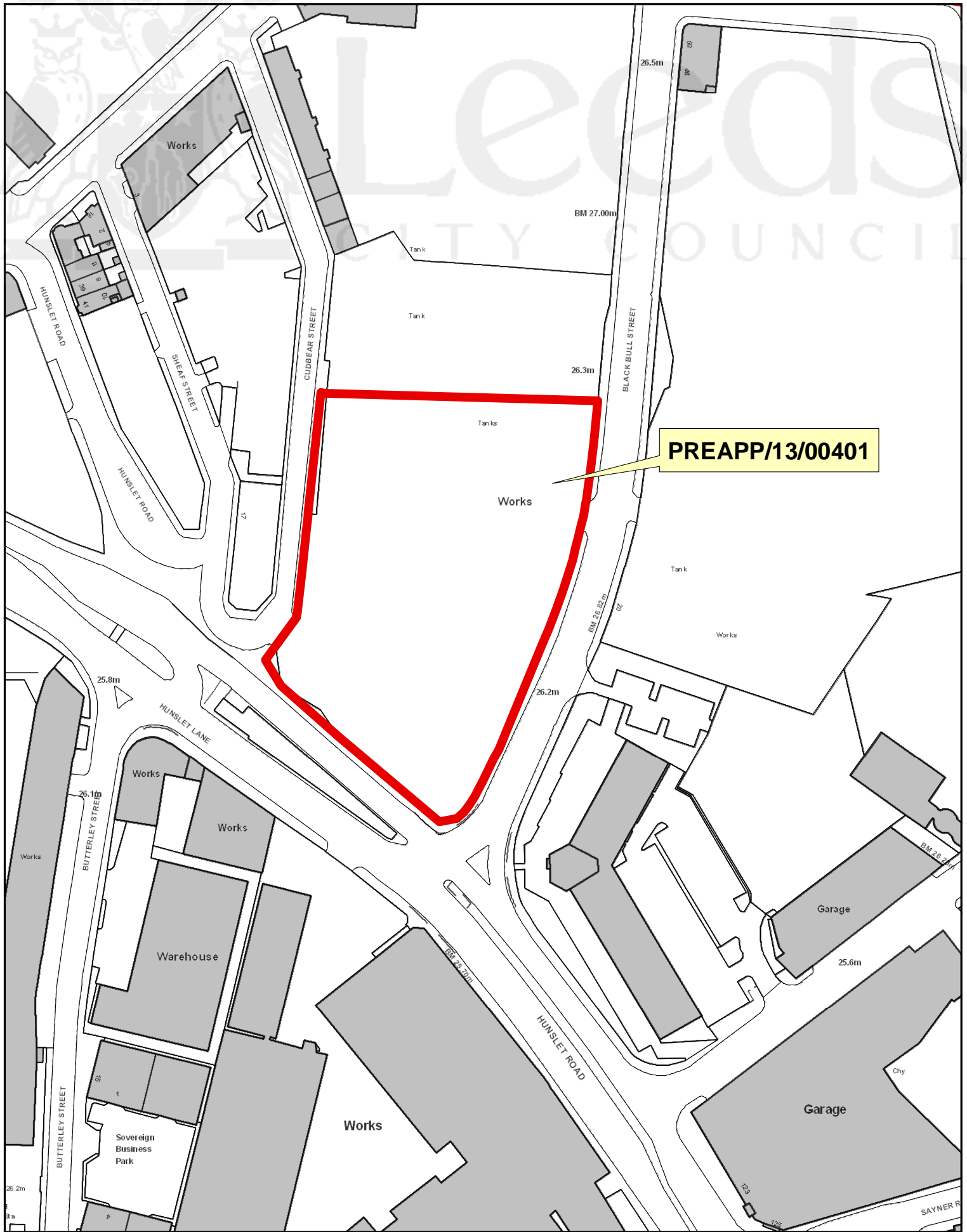
Do Members agree that in terms of pedestrian connections in this area, a new crossing on Crown Point Road should be provided with appropriate contributions from this proposal?

Background Papers:

Application file 12/03975/FU
South Bank Planning Statement

Plan 1 South Bank Urban Design Principles Plan

Plan 2 Data Centre Planning Permission 12/03975/FU site boundary plan



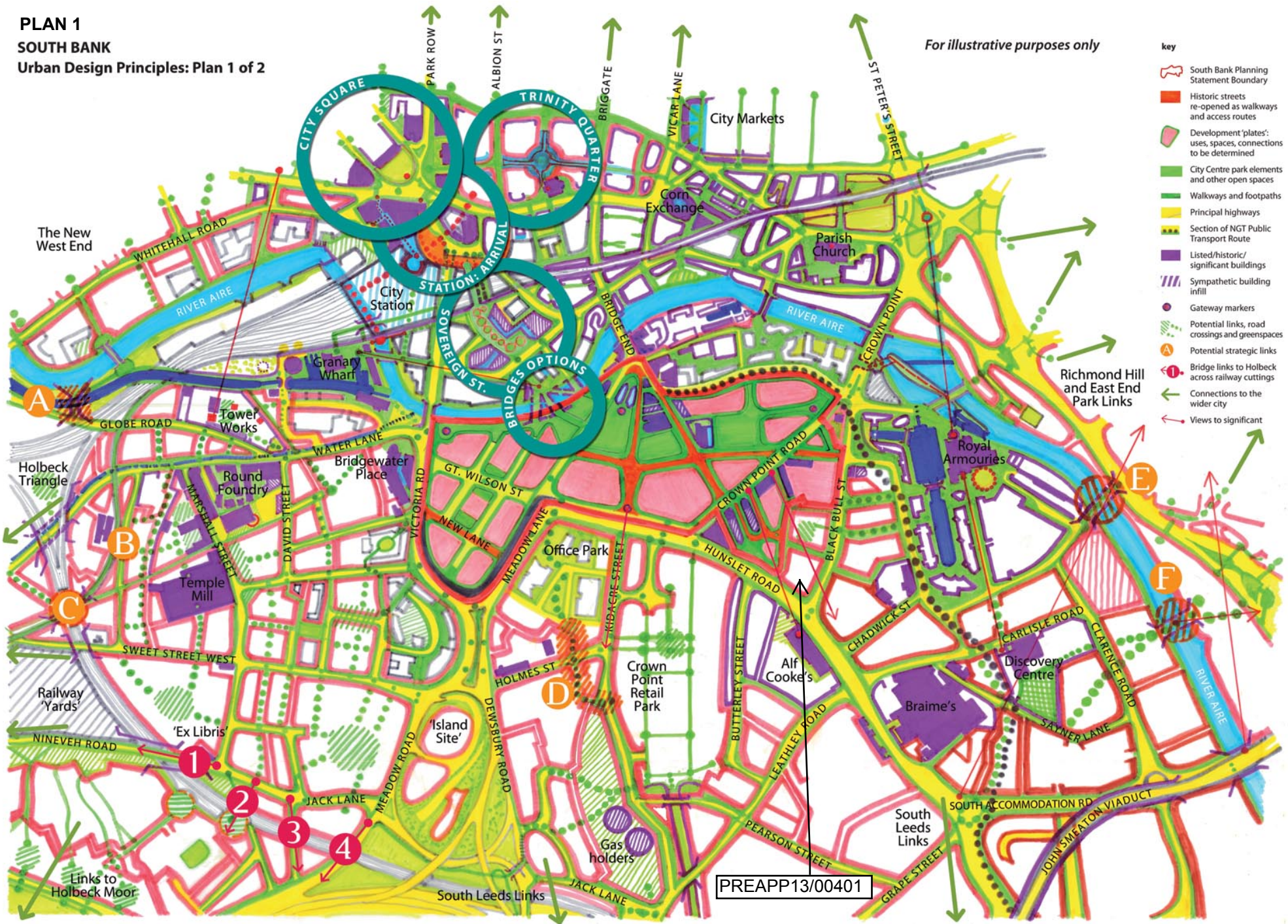
CITY PLANS PANEL

PLAN 1

SOUTH BANK

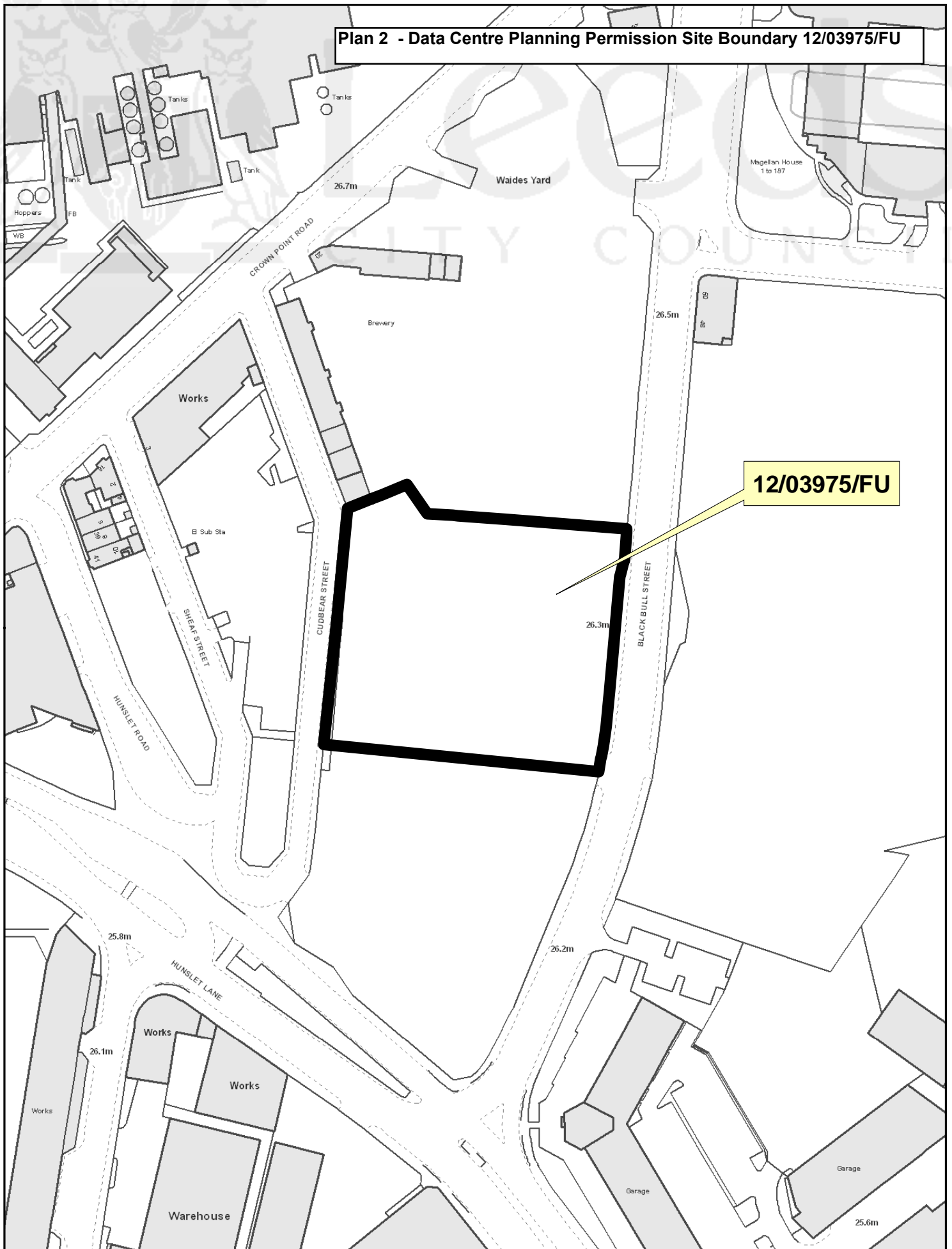
Urban Design Principles: Plan 1 of 2

For illustrative purposes only



PREAPP13/00401

Plan 2 - Data Centre Planning Permission Site Boundary 12/03975/FU



CITY PLANS PANEL

