



Leeds
CITY COUNCIL

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Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 29 AUGUST 2013

Subject: PLANNING APPLICATION 13/02861/FU FOR NEW 3 STOREY EDUCATIONAL CAMPUS, EXTERNAL AMENITY SPACES, CAR PARKING, SERVICING FACILITIES AND ASSOCIATED LANDSCAPING AT FORMER YORKSHIRE CHEMICALS SITE, BLACK BULL STREET, HUNSLET, LEEDS LS10

APPLICANT

Leeds College Of Building

DATE VALID

18 June 2013

TARGET DATE

17 September 2013

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: Defer and delegate to the Chief Planning Officer for approval, subject to the specified conditions (and any others which he might consider appropriate), and following the completion of a Section 106 Agreement to cover the following matters:

- Public transport contribution to be updated verbally
- Public realm contribution towards local public realm improvements in lieu of meeting the requirements of UDPR Policy CC10 to be updated verbally
- Public access around the site
- Travel plan implementation and monitoring fee prior to first occupation £2500
- Employment and training opportunities for local people in City and Hunslet or any adjoining Ward.
- Management fee payable within one month of commencement of development - to be updated verbally

In the circumstances where the Section 106 Agreement has not been completed within 3 months of the resolution to grant planning permission the final determination of the application shall be delegated to the Chief Planning Officer

Conditions for 13/02861/FU

1. Time Limit (3 years)
2. Development in accordance with approved plans
3. Samples of all external walling and roofing materials.
4. Construction of a sample panel of all external walling materials.
5. Samples of all external surfacing materials.
6. Detailed 1:20 scale working drawings shall be submitted including cross sections of ground floor treatments, window bays and roofline/eaves.
7. Hard and/or soft landscaping scheme .
8. Replacement of trees
9. Maintenance of landscaping scheme.
10. Waste storage and disposal details, including recycling and details of security of and access to the bins.
11. Provision of cycle and motorcycle parking.
12. Details of installation and operation of air conditioning including odour and fumes filtration.
13. Details of a noise attenuation scheme including all plant.
14. Contaminated land information.
15. Amendment of remediation statement.
16. Submission of verification reports.
17. Specified hours for delivery, loading and unloading 0800 -2000 Monday to Saturday with no such operations Sundays and Bank Holidays
18. Details of works for dealing with surface water discharges from the development required.
19. No piped discharge of surface water from the development prior to completion of approved surface water drainage works.
20. Areas to be used by vehicles to be laid out prior to occupation
21. Construction Management plan
22. Sustainability - Submission of detailed scheme comprising (i) a recycled material content plan (using the Waste and Resources Programme's (WRAP) recycled content toolkit), (ii) a Site Waste Management Plan for the construction stage, (iii) a waste management plan for the buildings occupation (iv) details of photo-voltaic panels (v) details of biomass boiler and (vi) a BREEAM assessment to at least Excellent rating or equivalent
23. Implementation of flood risk assessment measures
24. Implementation of off-site highways works

Conditions 23 and 24 are non-standard conditions – the full wording of these is set out in full in Appendix 2 at the end of this report.

1.0 INTRODUCTION:

- 1.1 This application is brought to Panel as it is a significant major full planning application for a new educational facility in the South Bank area of the City Centre. Members considered a pre application presentation about the scheme in June 2013 and were generally supportive of the proposal at that stage.

2.0 PROPOSAL:

- 2.1 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.

- 2.2 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 Kalwall translucent external cladding to Black Bull Street. The south facing slopes of the roof would have solar panels located on them.
- 2.3 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. A metal clad biomass boiler chimney would rise out of this element, adding another industrial reference point.
- 2.4 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.
- 2.5 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 or low carbon energy production on-site through roof-mounted photo-voltaic cells and a biomass boiler, and a 25% savings on water consumption.
- 2.6 Vehicular access would be from Cudbear Street. 50 surface car parking spaces would be provided, including 5 disabled bays. 42 cycle parking spaces would also be provided at the side of the building. The secure cycle storage facility would be located close the building entrance. There would also be 4 motorcycle spaces in the car park.
- 2.7 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. A landscaped informal space would also be provided to the south of the car parking area next to the main entrance to the campus.
- 2.8 An illustrative masterplan for the wider area accompanies this proposal. It sets out the takes on the wider aspirations for the South Bank for active building frontages, public realm and pedestrian/cycle connections, and applies them to the area around the former Tetley Brewery. It is a similar masterplan to that which accompanied the recent data centre application, which covered part of this site, approved in principle at Plans Panel in November 2012 (ref. 12/03975/FU).
- 2.9 A number of documents have been submitted in support of this proposal:
 - Scaled Plans
 - Design and Access Statement and Addendum (including Statement of Community Involvement)
 - Transport Assessment

- Flood Risk Assessment
- Flood Risk Sequential Test
- Drainage Strategy
- Archaeology Statement
- Air Quality Statement
- Noise Statement
- Land Contamination Desk Top Study and Site Investigation
- Travel Plan
- Sustainability Statement
- Coal Risk Assessment
- Coal Recovery Assessment

3.0 SITE AND SURROUNDINGS:

- 3.1 The former Yorkshire Chemicals site is located to the east and west of Black Bull Street. 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 Appendix 1 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. Allied London's application for the principle of the reconfiguration of building uses has been received and is pending consideration (ref. 13/03358/FU).
- 3.2 The wider site is 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 and this proposal would prevent the data centre being built in this location in its currently approved form. 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.
- 3.3 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.
- 3.4 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 very close to the completion of phase 1, and is due to open in September 2013.
- 3.5 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 malshouses, and Globe Iron Works on Crown Point Road, and The Malthouse on Chadwick Street.

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

4.0 RELEVANT PLANNING HISTORY:

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.

5.0 HISTORY OF NEGOTIATIONS:

5.1 Pre-application meetings have been held with the Leeds College of Building and Fuse Architects regarding this site with officers since early 2013 following the decisions by the landowner and the college to pursue this scheme at this site.

5.2 At pre-application stage, City and Hunslet Ward Members were consulted regarding this proposal by email on 14 May 2013. No comments were received.

5.3 Leeds College of Building, the landowner Yorkshire Design Group, and Fuse Architects presented to City Plans Panel on 6 June 2013. Members were generally supportive of the scheme. The minutes of the presentation and subsequent discussion are attached at Appendix 3 of this report.

6.0 PUBLIC/LOCAL RESPONSE:

6.1 Application publicity consisted of:

- Site Notice of Proposed Major Development posted 10.05.2013, expired 07.06.2013
- Press Notice of Proposed Major Development published 18.07.2013, expired 08.08.2013
- City and Hunslet Ward Members consulted 26.06.2013 and 03.07.2013 - no comments received.

6.2 Letter of support from Leeds Civic Trust dated 28.06.2013 making the following comments (comments responded to at Paragraphs 10.2.6 and 10.3.6).

- They feel that Black Bull Street can be narrowed as this should no longer be the signposted route from the eastern side of the city centre to the motorways – John Smeaton Way should be the principal route.
- In a similar way, Hunslet Road could be narrowed in due course as future developments foreshadowed in the emerging City Centre Transport Strategy see the creation of ‘cells’ here from which through traffic would be excluded. The narrowing of Hunslet Road could resolve one key reservation about the application in that it does not really allow for the ‘Hunslet Stray’ initially proposed by LSDG and Sustrans to run past the Leeds College of Building site and continue to the east – we had envisaged a wider margin at this point to allow off-road cycle and pedestrian routes to continue across the southern frontage of the Leeds College of Building site. This would also allow the creation of more generous pedestrian/cycle waiting areas around the traffic lights in this area which will be more intensively used once the Leeds College of Building and Leeds City College are operating.
- In order to promote sustainable transport by providing greater security for cycles, they feel that the cycle shelters provided should be moved closer to the main entrance where they would be passively supervised by people entering and leaving the building
- With regard to the corner of the building which faces The Printworks – it was felt that this could be ‘made more of’ and that creating a sharp point will inevitably narrow the public realm at this key location.
- A further point was made regarding the Kalwall cladding proposed for the eastern elevation. While this is an excellent material to introduce daylight into the workshops, experience elsewhere has shown that it does need to be regularly cleaned if it is not to be degraded by heavy pollution in what is still a busy urban area.

7.0 CONSULTATIONS RESPONSES:

7.1 Statutory:

7.1.1 Leeds City Council Transport Development Services:

The proposal is considered acceptable in terms of traffic impact, transportation provision (including walking and cycling provision) and road safety. A Travel Plan has been agreed and this would be subject to on-going monitoring and review. The following conditions are recommended:

- a) Cycle and motorcycle parking shall be provided in accordance with the drawings.
- b) Off-site highways works are necessary to serve the development. These would be provided by Section 278 agreement and consist of:
 - Upgrading of the existing pelican crossing close to the junction of Hunslet Lane/Butterley Street to a Toucan crossing.
 - A controlled crossing on Crown Point Road including alterations to the width of the carriageway.
 - A controlled crossing on Black Bull Street including alterations to the width of the carriageway.
 - Widening of the Cudbear St footway to 2m on the full length of that site frontage.

- Amendment to waiting restrictions and parking bays on Cudbear Street and Sheaf Street to ensure that delivery vehicle can safely access the site.

The estimated cost of these works is approximately £150,000

- c) A Section 106 agreement is required to secure the public transport contribution of £42,152 and travel plan monitoring and fee £2,500.
- d) At the time of writing the public transport contribution and the public realm contribution are being discussed with the applicant in the context of the provision of the above off-site highways works. An update will be provided verbally at Panel.

7.1.2 Environment Agency:

No objection subject to a condition requiring the recommendations of the submitted Flood Risk Assessment to be implemented.

7.1.3 Yorkshire Water:

Yorkshire Water have issued a holding objection because they have sought further regarding surface water drainage from the applicant. Discussions are on-going with the applicant and the resolution of this matter will be reported verbally at Plans Panel.

7.1.4 Coal Authority:

No objection

7.1.5 Health and Safety Executive:

No objection

7.2 Non-statutory:

7.2.1 Leeds City Council Environmental Protection:

No objection subject to conditions regarding details of construction management, sound insulation to plant and machinery, odour and fumes filters, mechanical plant, and restrictions to hours of delivery to 0800-2000 Monday to Saturday only, with no deliveries on Sundays or Bank Holidays. Following the addition of the biomass boiler Environmental Protection have been reconsulted. Their comments will be report verbally at Panel.

7.2.2 Leeds City Council Flood Risk Management:

No objection subject to conditions regarding surface water drainage and the implementation of the scheme in accordance with the submitted FRA.

7.2.3 West Yorkshire Police:

No objection.

7.2.4 West Yorkshire Archaeology:

There are currently no known archaeological implications to the development

8.0 PLANNING POLICIES:

8.1 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.

Other relevant policies include:

GP5 all relevant planning considerations

GP7 planning obligations

GP11 sustainability

GP12 sustainability

A1 improving access for all

A4 safety and security provision

N12 urban design

N13 design and new buildings

N29 archaeology

BD2 design and new buildings

BD4 all mechanical plant

BD5 amenity and new buildings

CC1 City Centre and planning obligations

CC3 City Centre character

CC10 public space and level of provision

CC11 streets and pedestrian corridors

CC12 public space and connectivity

CC13 public spaces and design criteria

CC30 Proposals outside defined areas

T2 transport provision for development

T2D public transport provision for development

T2C Travel plans and new development

T5 pedestrian and cycle provision

T6 provision for the disabled

T7A cycle parking

T7B motorcycle parking

LD1 landscaping

R5 employment and training for local residents associated with the construction and subsequent use of developments

N38A development and flood risk

N38B planning applications and flood risk assessments

N39A sustainable drainage systems

N51 Nature conservation

8.2 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 connections from east to west across the south of the City Centre. This would open up large previously impermeable industrial sites, help to create a more coherent place, and improve pedestrian and cycle accessibility through the area.

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.

8.3 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 land contamination, coal recovery, flood risk, drainage, and air quality are relevant to this proposal.

8.4 Leeds Core Strategy Publication Draft 2012

- 8.4.1 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.

8.5 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.

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.

8.6 Relevant National Planning Policy Practice Guides

NPPF Practice Guide Flood Risk

9.0 MAIN ISSUES

1. Principle of use
2. Urban design and landscaping
3. Transportation
4. Land contamination
5. Flood risk
6. Sustainability
7. Amenity
8. Planning obligations

10.0 APPRAISAL

10.1 Principle of use

- 10.1.1 The application site is located within the UDP defined City Centre boundary and falls within the area covered by the emerging Aire Valley Area Action Plan as defined in the draft Core Strategy. The site is immediately adjacent to the area covered by the South Bank Planning Framework. The site is a cleared brownfield site which has no specific allocation on the UDPR Proposals Map.
- 10.1.2 The proposal would meet the objectives of the Draft Leeds Core Strategy as it would add to the provision of educational facilities in an accessible and sustainable location, within the City Centre.
- 10.1.3 The proposal would also meet NPPF objectives by promoting economic growth in a sustainable location such as Leeds City Centre. Paragraph 72 of the NPPF also encourages Local Planning Authorities to proactively promote development which will widen choice in education. The provision of educational facilities would also promote economic development by training a skilled workforce for the City.
- 10.1.4 It is therefore 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.

10.2 Urban design and landscaping

- 10.2.1 As discussed at City Plans Panel in June 2013, this site is particularly important in forming east-west connections between Bridge End, the City Centre Park (former Tetley site) and New Dock. The landowner and the College of Building recognised the importance of an indicative masterplan for the wider former Yorkshire Chemicals site to give assurance that new green enhancements and pedestrian connections will be made, on an interim and long term phased basis, to achieve synergy with adjoining sites.
- 10.2.2 It is considered that 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 and active frontages to Black Bull Street and Hunslet Road, are appropriate. The car park would be visible from the site frontages to Hunslet Road and Cudbear Street, however since the pre-application presentation to Panel, more low level landscaping has been provided to provide some screening, and still allow views across for safety reasons.

- 10.2.3 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.
- 10.2.4 The design and scale of the proposed red-brick element of the building at 3 storeys is considered to be appropriate to the scale and character of neighbouring buildings and the surrounding area, including the Grade II listed Alf Cooke Printworks. The proposed cladding to the Black Bull Street elevation would provide a robust, crisply detailed contemporary building which would support and complement the more recent development at New Dock and prominent historic character of the listed Alf Cookes Printworks. It is considered that it would provide quality and visual interest in terms of its form, rhythm, materials, and appropriate modern detailing. The window rhythm is intended to give a vertical emphasis, which would complement the architectural language of the Alf Cooke Printworks indicative proposals. It is considered that the design features provide appropriate modern detailing. The glazing would be recessed to create a meaningful window reveal, which would give visual interest to the elevations. The classroom and workshop elements would be more contemporary in their use of materials, however the “north-light” roofslope, once typical of the area, allows natural light into the workshops, and provides a mount for the photovoltaic panels on the south face.
- 10.2.5 In response to Members’ pre-application comments at Plans Panel in June the North Gable has been further animated with additional glazing and articulation of the service yard wall, additional windows have been provided to the north elevation to increase natural surveillance to external footpath/cycleway, and parapet coping detail has been added to top of south block.
- 10.2.6 In response to the Leeds Civic Trust comments, it is considered that the proposed building would respond to its surroundings and built context. In terms of the former Alf Cooke Printworks, there are direct references through the use of a red facing brick to the southern (classroom) block and more subtle references in the façade’s rhythm, depth of reveal and window proportion. It is not considered appropriate in this case to provide a corner feature which would compete with the Printwork’s clock tower, a well-known local landmark. The proposed biomass chimney adds a design reference towards the Printwork’s own existing distinctive chimney, which is set deep behind its roof slopes and visible in longer views. Regarding the comments about the proposed Kalwall material to the main workshops its proposed light/thermal performance was an important design consideration. The college have sought advice from the manufacturer regarding the product’s cleaning and have included their recommendations within the building’s maintenance strategy.
- 10.2.7 The quality of the external materials would be controlled through the provision of working drawing details and large on-site material samples panels by condition. 1:50 and 1:20 typical bays and sections have been submitted to establish the detailing of the elevations, and this would be reinforced at working drawing stage by conditions. Full details of mechanical plant would be required by condition in order to control its potential amenity and visual impact. Samples of materials will be available at Plans Panel for Members to view.
- 10.2.8 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 pedestrian connectivity, provision of public realm, and the greening of Black Bull Street and Hunslet Road. Under Policy CC10, this site

would have to deliver 20% of its site area as useable public realm. This would be maintained as publicly accessible private land via the Section 106 agreement. The connection route to the north is necessary to give appropriate permeability through the area could be considered as publicly accessible space in relation to Policy CC10. The other area of useable open space is the area close to the entrance of the building, which would be some 30m by 26m at its largest extent. The provision of the pedestrian route and entrance space would represent approximately 13% of the site area. It would also provide a wide tree-lined buffer to the frontage to Black Bull Street and to Cudbear Street. However, the landscaped setting to the building to the street frontages are not considered to be useable public open space.

- 10.2.9 It is considered in this context that this amount of landscaped public realm, in conjunction with the planting to Black Bull Street and Cudbear Street, to be secured as publicly accessible by a Section 106 agreement, would not fully meet the provisions of Policy CC10. In this case, a commuted sum is considered appropriate to make up the shortfall in on-site provision. It is also considered appropriate that this sum be allocated towards the delivery of the nearby City Centre Park, which in the long term would benefit college staff and students. Discussions are in progress regarding the exact sum, however the formula used to calculate the contribution generated by the recent data centre approval was based on a high quality city centre public realm scheme costing £125 per square metre, which would give a commuted sum of £76,125.
- 10.2.10 At the time of writing the public transport contribution and the public realm contribution are being discussed with the applicant in the context of the provision of the above off-site highways works. An update will be provided verbally at Panel.
- 10.2.11 The College's proposal would form the start of new enhanced landscaped 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 via the City Centre Park. All new developments on sites adjacent to 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 deliver the physical and environmental regeneration of 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 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.
- 10.2.12 The hard and soft landscaped pedestrian routes and spaces within the development would be attractive and enhance the setting of the building. It is considered that the scheme would retain and reinforce the identity and distinctive character of this building, and would upgrade the physical environment to complement the use. The proposal would upgrade the physical environment and create a place that can bring together the first elements of a transformation of sites fronting Black Bull Street. The landscaping of the site would be designed in a positive manner to enhance the

character of the area. It is considered that the character of paving materials would accord with the character of the building. Exact details of hard and soft landscaping, including details of tree pits and soil depths, planting plans, boundary treatments, bollards, raised planters, lighting, CCTV, landscape management and maintenance plans, and samples of surfacing materials, would be controlled by condition prior to commencement of development to ensure continuity of high quality materials and planting across the site.

10.3 **Transportation**

- 10.3.1 The site lies within the city centre fringe parking area. Car parking provision is below the maximum permitted by UDPR parking standards, however there are widespread on-street parking restrictions. The site is readily available by bus and train, and the new controlled crossings to be provided as part of the scheme would improve connectivity between the site and the city centre core. It is therefore considered that the proposal would not cause highways safety or amenity problems.
- 10.3.3 To further reduce reliance on the private car the submitted Travel Plan includes the following measures:
- provision of shower facilities to encourage cycle use for staff and students.
 - appropriate secure storage for cyclists and motorcyclists
 - provision of public transport information
 - Arrangements for the monitoring and take-up of the Travel Plan measures, and revising the Travel Plan as necessary.
 - Provision of a budget for the promotion of sustainable travel incentives in the event that travel plan targets are not met
- 10.3.4 The applicant will also be providing a contribution towards strategic pedestrian and cycle crossing improvements to encourage walking and cycling, and provide better links to public transport interchanges in the City Centre. At the time of writing the public transport contribution and the public realm contribution are being discussed with the applicant in the context of the provision of the above off-site highways works. An update will be provided verbally at Panel.
- 10.3.5 It is considered that the development would provide for enhancements to the strategic public transport network, and to local pedestrian and cycle connectivity. This proposal would deliver the start of a range of pedestrian improvements that would link from Bridge End, through the former Tetley Brewery site via a re-opened Hunslet Road, across Crown Point Road, through this application site, and across Black Bull Street, linking to New Dock. The development would also, encourage safe and secure cycle and motorcycle usage/storage, and an adequate level of car parking. It is considered these pedestrian and cycle connectivity improvements are essential for this development and for regeneration of the area both on Black Bull Street, and on Crown Point Road. Further opportunities to enhance Black Bull Street and Crown Point Road and provide additional crossing facilities would be explored at future phases of redevelopment along both roads, including new and upgraded crossing points, increased pavement widths and lane reductions.
- 10.3.6 In relation to the comments of Leeds Civic Trust regarding the narrowing of Hunslet Road, it is considered that the narrowing of Crown Point Road is more important in supporting this proposal. This would provide improvements to connections via the re-opened route through the former Tetley brewery to this site from Bridge End and the City Centre core beyond. The building would be set some 8m back from the existing road kerb on Hunslet Road, with a 5m landscaped strip. The footway width would be almost 3m wide in addition to this, which is considered appropriate at the present time. Regarding the narrowing of Black Bull Street, this scheme would

provide for highways works to narrow parts of Black Bull Street and Crown Point Road, and provide 2 new controlled crossings. In relation to comments regarding the location of the cycle store, this has been revised during the course of the application and it has been increased in size to 42 spaces and relocated close to the entrance.

10.4 Flood Risk

10.4.1 The application site lies predominantly in Flood Risk Zone 3a (i). The proposed use as an educational establishment is classified as a 'more vulnerable' use according to the flood risk vulnerability classification table set out in the NPPF technical guidance on flood risk. Therefore In accordance with the requirements set out in the NPPF (para 100) a flood risk sequential and exception tests are both required.

10.4.2 The College of Building have submitted a sequential test that demonstrates that no sequentially preferable sites with a lower flood risk are available to deliver this project within the City Centre as defined by the UDPR. The college failed to identify an available site within a 10 minute walk of both the bus and train stations, with a size of approximately 1.2 hectares (to include a potential second phase), within a lower flood risk designation than the application site.

10.4.3 The siting of this college campus within the City Centre and Aire Valley would assist in fulfilling regeneration objectives, as identified in the Leeds Strategic Flood Risk Assessment, and the emerging Leeds Core Strategy and Aire Valley Area Action Plan. The exceptions test has therefore been applied, and the site is considered sustainable given its location within the City Centre and Aire Valley regeneration area, being accessible to pedestrians and cyclists, and close to public transport links. The site is previously developed land, and through the submission of an acceptable flood risk assessment, the proposal would adequately safeguard against potential flooding impact. In this case it is considered that the regeneration and sustainability benefits would outweigh the flood risk, which can be mitigated in a safe manner by implementing the measures agreed with the Environment Agency and the Flood Risk Management section of Leeds City Council.

10.5 Sustainability

10.5.1 The scheme would achieve the standards set out in the adopted sustainable design and construction SPD Building for Tomorrow Today. The proposal would meet at least a BREEAM Excellent, and a planning condition to provide details of the verification of this will be applied. A minimum of 10% energy generation would be developed through on site low carbon energy sources in the form of roof mounted photo-voltaic cells and a biomass boiler. This scheme would deliver a reduction of at least 25% reduction on building regulations in terms of carbon emissions.

10.6 Land Contamination

10.6.1 Land contamination documents including desk top studies and site investigations have been submitted in support of this planning application. Appropriate planning conditions would be applied with regard to the further investigation, remediation and verification of contamination at this site, and on-going liaison would continue with Leeds City Council and Environment Agency contaminated land officers regarding the resolution of any potential human health or ground water issues.

10.7 Amenity

10.7.1 A condition would control the exact details of all external plant including kitchen odour control ,and fumes 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. It is

therefore considered that the proposal would not result any significant adverse amenity issues, and the proposed use would be acceptable in the context of the mixed commercial and residential character of this part of the City Centre.

10.8 **Planning obligations**

10.8.1 A Section 106 Agreement would be signed in connection with the planning application, with the following obligations:

- Public transport contribution to be updated verbally
- Public realm contribution towards local public realm improvements in lieu of meeting the requirements of UDPR Policy CC10 to be updated verbally
- Travel plan monitoring fee in accordance with the Travel Plans SPD £2,500
- Public access to the route along the northern edge of the site and to an area by the building entrance at the south west corner of the site
- Cooperation with local jobs and skills training initiatives. This would involve making reasonable endeavours to cooperate and work closely with Employment Leeds to develop an employment and training scheme to promote employment opportunities for local people in City and Hunslet and any adjoining Ward during the construction works, from the start of the tendering process and reasonable endeavours would also be made to agree a method statement with the future occupiers to identify employment and training opportunities, to provide every six months details of recruitment and retention of local people as employees and training of apprentices, and identify any vacancies on a monthly basis to Employment Leeds.
- Section 106 management fee to be updated verbally

10.8.2 There are ongoing discussions with the College and their agents about the size of the Section 106 package taking into account the highway works required, public realm contribution, and public transport contribution and what can reasonably be afforded by the scheme and what is reasonable given the strategic and specific measures needed to support the development of this site and the wider regeneration of the area.

10.8.3 As part of Central Government's move to streamlining the planning obligation process it has introduced the Community Infrastructure Levy Regulations 2010. This requires that all matters to be resolved by a Section 106 planning obligation have to pass 3 statutory tests. The relevant tests are set out in regulation 122 of the Regulations and are as follows:

'122(2) A planning obligation may only constitute a reason for granting planning permission for the development if the obligation is-

- necessary to make the development acceptable in planning terms;
- directly related to the development; and
- fairly and reasonably related in scale and kind to the development.'

As listed above (and also in the 'recommendation' box at the beginning of this report), there are matters to be covered by a Section 106 agreement. These matters have been considered against the current tests and are considered necessary, directly related to the development and fairly and reasonably related in scale and kind to the development.

11.0 CONCLUSION

- 11.1 It is considered that this application proposal would enable the growth of new educational facilities in the City, that would help enable the City to meet the emerging Leeds Core Strategy (Draft 2012) spatial vision, that by 2028, Leeds will have maintained and strengthened its position at the heart of the City Region and grown 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. The proposal would also deliver new landscaped pedestrian routes and a package of pedestrian and cycle crossing improvements, which would form part of the greened network of connections linking across the south of the City Centre as envisaged by the South Bank Planning Statement. The application proposal is therefore recommended for approval in principle subject to the conditions and an appropriate and proportionate Section 106 package.

Background Papers:

Application file 13/02861/FU

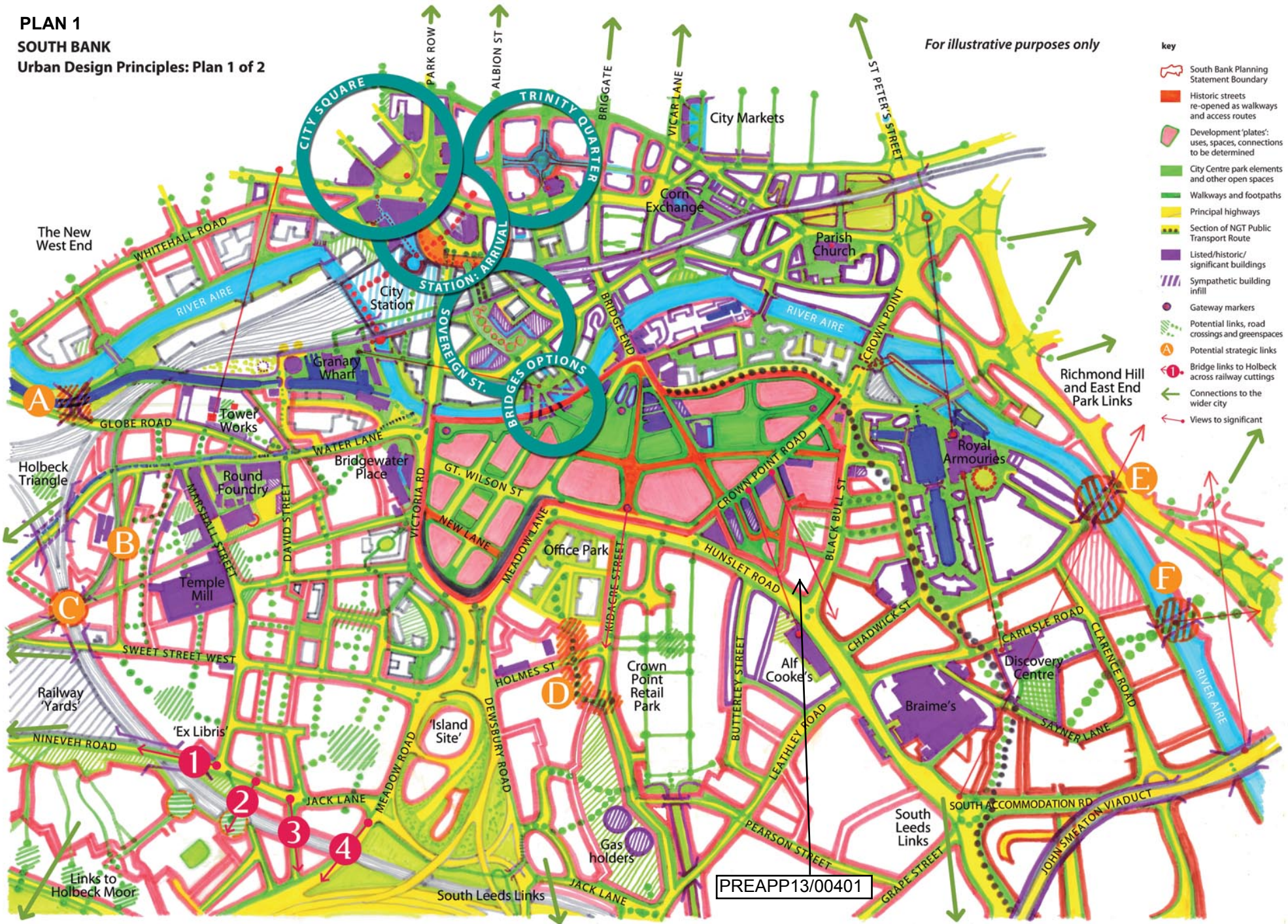
Appendix 1 Plan 1 South Bank Urban Design Principles Plan

Appendix 2 Non-standard conditions

Appendix 3 Minutes of Pre-application Presentation to City Plans Panel 6 June 2013

PLAN 1 SOUTH BANK Urban Design Principles: Plan 1 of 2

For illustrative purposes only



- key**
- South Bank Planning Statement Boundary
 - Historic streets re-opened as walkways and access routes
 - Development 'plates': uses, spaces, connections to be determined
 - City Centre park elements and other open spaces
 - Walkways and footpaths
 - Principal highways
 - Section of NGT Public Transport Route
 - Listed/historic/significant buildings
 - Sympathetic building infill
 - Gateway markers
 - Potential links, road crossings and greenspaces
 - Potential strategic links
 - Bridge links to Holbeck across railway cuttings
 - Connections to the wider city
 - Views to significant

PREAPP13/00401

Appendix 2 Non-standard conditions for 13/02861/FU

23. The development permitted by this planning permission shall be carried out in accordance with the approved Flood Risk Assessment (FRA) June 2013 and the following mitigation measures detailed within the FRA:
- a) Limiting the surface water run-off to a 30% betterment on current rates and creating storage for water generated by the 1 in 100 year critical storm so that it will not exceed the run-off from the undeveloped site and not increase the risk of flooding off-site.
 - b) Identification and provision of safe routes into and out of the site to an appropriate safe haven.
 - c). Finished floor levels are set no lower than 26.30m above Ordnance Datum (AOD).

The mitigation measures shall be fully implemented prior to occupation and subsequently in accordance with the timing / phasing arrangements embodied within the scheme, or within any other period as may subsequently be agreed, in writing, by the Local Planning Authority.

To prevent flooding by ensuring the satisfactory storage of/disposal of surface water from the site, to ensure safe access and egress from and to the site, and to reduce the risk of flooding to the proposed development and future occupants in accordance with the NPPF and Leeds UDPR Policy N38B

24. Prior to the commencement of development, full details of the highways works identified on approved Fore Consulting drawing no. Number 3052/SK091/002 Revision TBA shall be submitted to and approved in writing by the Local Planning Authority, including:
- a) Upgrading of the existing pelican crossing close to the junction of Hunslet Lane/Butterley Street to a Toucan crossing.
 - b) A controlled pedestrian crossing on Crown Point Road including alterations to the width of the carriageway.
 - c) A controlled pedestrian crossing on Black Bull Street including alterations to the width of the carriageway.
 - d) Widening of the Cudbear St footway to 2m on the full length of that site frontage.
 - e) Amendment to waiting restrictions and parking bays on Cudbear Street and Sheaf Street to ensure that delivery vehicle can safely access the site.

The above works shall be implemented prior to first occupation of the development, unless otherwise agreed in writing by the Local Planning Authority.

In the interests of pedestrian and vehicular safety, in order to accord with the NPPF and Leeds UDPR Policies T2 and T5.

Appendix 3 Minutes of Pre-application Presentation to City Plans Panel 6 June 2013.

10 PREAPP/13/00401 - New Educational Campus for Leeds College of Building to land bounded by Cudbear Street, Hunslet Road and Black Bull Street, Hunslet Leeds 10

Plans and graphics were displayed at the meeting. Members considered a report of the Chief Planning Officer on pre-application proposals for a new educational campus at Cudbear Street, Hunslet Road and Black Bull Street, for Leeds College of Building and received a presentation on the proposals on behalf of the developers. Reference was made to the application for a six storey data centre at Black Bull Street, which was approved by City Plans Panel at its meeting on 22nd November 2012, with Members being informed that the site boundary for the proposed college campus overlapped with that of the Data Centre, meaning that the Data Centre could not be built in this location in its approved form. Members were informed by a representative of the developers that a revised scheme for the Data Centre would be submitted and that there were no proposals to change the design of the building or the quality, with Members welcoming this. Concerns were raised that when considering the Data Centre application, Members had stressed the importance of future developments relating to the design and quality of the approved scheme but that now a different scheme was being proposed, with the possibility of housing also being introduced on the site. By way of response, Members were informed that the whole site was 7.5 acres and that as the Data Centre would take up only 1.5 acres, it was felt there was sufficient area left to create a development of quality and innovation which related well to its surroundings.

Members then considered the proposals for the first phase of the new Leeds College of Building Campus.

Members commented on the following matters:

- the site of the car park and whether the buildings could be reconfigured to enable this to be sited between the main building and the workshops, or located at the rear of the site, on the land which formed phase 2 of the proposals
- the boundary treatment to the car park and the site beyond it and that some landscaping was required in this location
- that consideration should be given to including a parapet at the top of the buildings to improve their visual appearance and definition
- the design of the northern elevation; that this was very prominent along Black Bull Street and did appear stark

The following responses were provided:

- that the site for the second phase of the proposals was not yet within the ownership of the applicant so using this for car parking for the first phase was not an option
- that the location of classrooms and workshops was critical and had to provide an easy flow, so it would not be possible to relocate the car park from its proposed position
- that there was the possibility for improved landscaping, with the treatment to the Fenton Street car park off Woodhouse Lane given as an example, which, through tree planting, effectively screened the car park
- that the side and front elevation of the building would be seen together, although if it was felt too stark, consideration could be given to a different treatment or colour.

In response to the specific questions raised in the report for Panel's consideration, the following responses were provided by Members:

- that the proposed use of the site would be appropriate in principle
- that in general, Members were satisfied with the form, massing, architectural treatment and materials would be appropriate to the character of the area and the setting of the Alf Cooke

Printworks

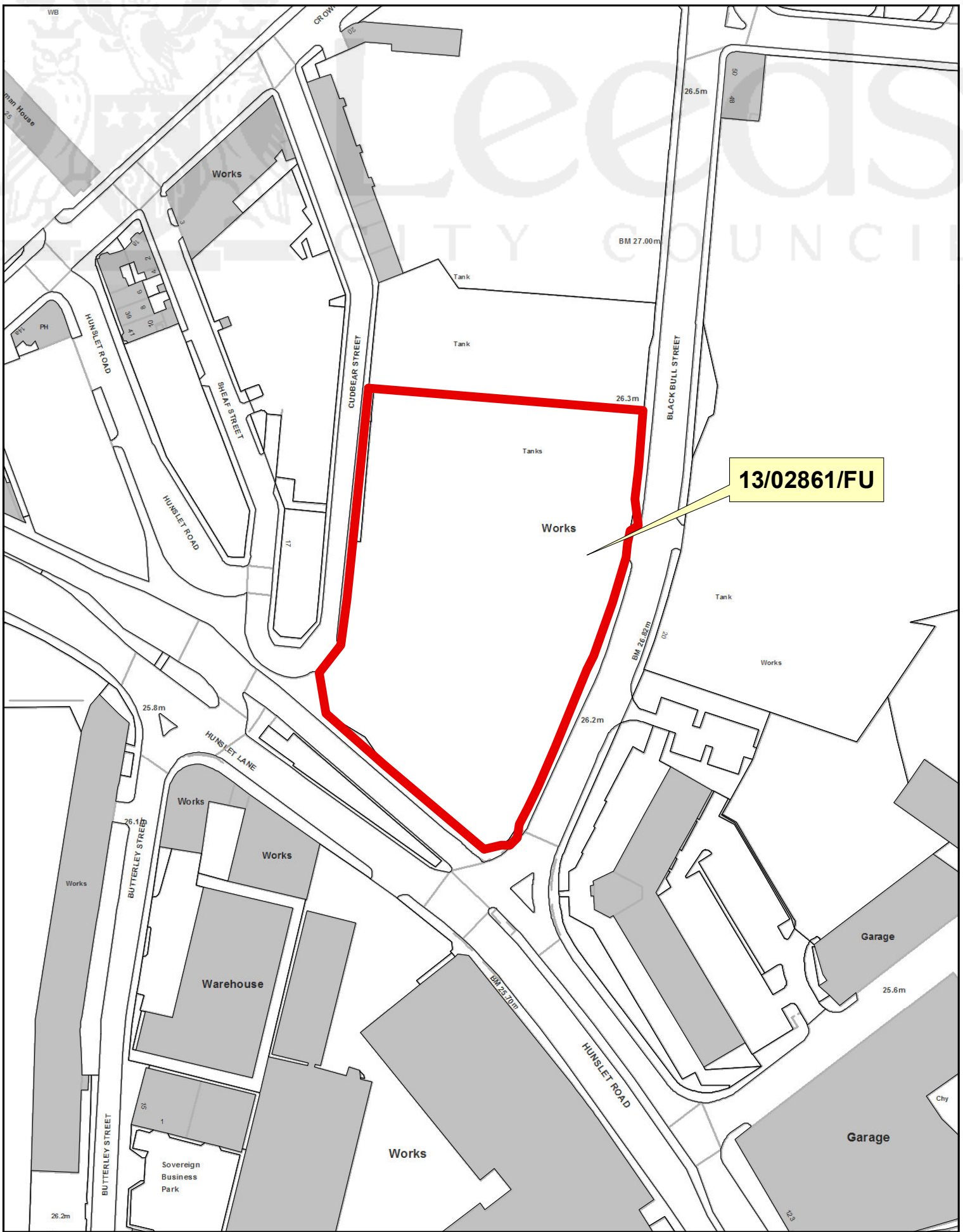
- to note Members' comments about the need to improve the appearance of the car park and the need for a parapet on the buildings
- that little detail had been provided about appropriate activity and natural surveillance to the surrounding streets and spaces. On this issue the Chief Planning Officer stated that future developments on the wider site and in the south bank area would require enhanced pedestrian links across the area. Whilst a green edged route was shown to the northern side of the site, it was not clear what the detail of this would be but that it would be a key route and therefore the handling of the boundary edge was of great importance to ensure a safe and attractive route through was provided
- that in general, Members agreed that the strategy for public realm and landscaping at this site would be appropriate in principle
- that Members agreed that it was necessary to secure significant pedestrian and cycle connectivity improvements from all new development 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
- that in terms of pedestrian connections in this area, a new crossing on Crown Point Road should be provided with appropriate contributions from this proposals.

The Chief Planning Officer stated that the Alf Cooke Printworks scheme had sought contributions towards a new pedestrian crossing and the city park and that there would need to be some equity about how the applicant for this scheme would be treated. On the Data Centre application, there was a suggestion made to calm the traffic on Crown Point Road and there was now a willingness from Highways to do this, so consideration had to be given to who would contribute to that.

The Chair requested that a masterplan for the whole area be provided, showing how this proposal, the revised location for the Data Centre and siting of housing in this area could be accommodated, together with highways and new links to the surrounding developments, including New Dock, to provide context for this evolving area of the City.

The Chief Planning Officer stated that this area was part of the Urban Eco Settlement and that the Council was keen to work with developers to achieve this

RESOLVED – To note the report, the presentation and the comments now made.



CITY PLANS PANEL

