



Report of the Chief Planning Officer

SOUTH & WEST PLANS PANEL

Date: 15th March 2018

Subject: APPLICATION 17/06373/FU – Demolition of existing teaching building and surface car park, and development of a teaching and research building, with health clinics, multipurpose exercise, an indoor 60m athletics track, campus general teaching, ancillary offices, and a cafe and public space at Leeds Beckett University Headingley Campus, West Park.

APPLICANT

Leeds Beckett University

DATE VALID

4th October 2017

TARGET DATE

22nd March 2018

Electoral Wards Affected:

Weetwood

Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

DEFER and DELEGATE approval to the Chief Planning Officer subject to the conditions specified below and the completion of a legal agreement within 3 months from the date of resolution unless otherwise agreed in writing by the Chief Planning Officer, to include the following obligations:

- **A contribution towards future highways infrastructure and other measures necessary in the locality to be used in the event that the development results in adverse highways impacts in the ten years following first use of the development - £70,000**
- **Travel Plan Obligations and Monitoring Fee - £3,157**

- 1) Time limit for commencement of development – 3 years
- 2) Development to be carried out in accordance with the approved plans.
- 3) External materials to be agreed
- 4) Cycle/ Motorcycle parking details
- 5) Travel Plan details

- 6) Parking and turning provision details
- 7) Laying out of hard surfaces
- 8) Car Park and Servicing Management Plan
- 9) Construction Method Statement
- 10) Electric vehicle charging points details
- 11) Hard and soft landscaping details
- 12) Replacement of any tree/shrub/hedge which becomes damaged
- 13) Tree protection measures
- 14) Tree replacement strategy and landscape management plan
- 15) Protection of nesting birds
- 16) Noise measures details
- 17) External lighting details
- 18) Drainage scheme details
- 19) Contaminated Land details

1.0 INTRODUCTION:

- 1.1 This application is presented to Plans Panel as a result of the significance of the proposal to both Leeds Beckett University and the city as a whole.

2.0 PROPOSAL:

- 2.1 The applicant seeks planning permission to demolish an existing teaching building and car parking area and erect a new two storey teaching and research building with feature indoor athletics track above at the University's Headingley Campus. The new building will provide a focus for the University's School of Sport. It will be situated in the centre of the campus adjacent to the existing outdoor athletics track and sports pitches and facilities to the west and the indoor tennis centre, swimming pool and sports arena to the north. The proposal does not aim to increase the campus population, whether in respect of students, staff or visitors, but will rather update, replace and consolidate existing facilities.
- 2.2 The building will be two storey in scale (with a part third storey above) and centred around a full height internal atrium. The building will have a predominantly metallic palette with the lower two storeys to be clad in concave aluminium panels interspersed with glazing. The concave nature of the panels will allow depth and relief to be added to the elevations. The design follows a contemporary interpretation of the verticality of the existing historical buildings on site whilst allowing a contrast to the heavy weighted historical fabric. The third storey running track will be the principle architectural feature of the building. The running track block will be clad in aluminium panels with a red anodised finish including a muscular pattern.
- 2.3 The building will include the principal research laboratories, changing and recovery facilities, teaching space and a community café at ground floor level. The first floor will include meeting rooms, offices, IT suites, teaching spaces (physiology, exercise and psychology) and a balcony area for spectators to view the outdoor athletics track. At second floor level a new indoor 60m (83m length in total) athletics track will be created alongside further teaching spaces (human behaviour) and a rooftop walking track.
- 2.4 The buildings primary entrance point will be from the north east corner which will open out onto a new landscaped public realm. The building will also provide access from the north to those related sports facilities to the north and to the west where the

central atrium will open out towards the outdoor athletics track. Alongside the new public realm created, existing areas of soft landscaping to the south west and a protected tree belt to the south will be retained, albeit with the loss of one tree being required from the group of protected trees in question (TPO Reference 1989/47). Further trees, which do not benefit from protection but nevertheless have amenity value, are also lost to the northern edge of the site. However, the proposal includes for new tree planting around the building and in addition to this the University has committed to replacing lost trees on a 3:1 ratio (3 provided for every 1 lost) within the wider campus to supplement the wider sites woodland/ parkland setting.

- 2.5 The proposal will lead to the loss of 175 general car parking spaces at the campus. The proposal will allow for 88 new general car parking spaces to be created around The Acre prior to the commencement of the next academic year in 2018. Eight Disability Discrimination Act (DDA) compliant car parking spaces will be provided in close proximity to the new building. New electric vehicle charging points will also be incorporated adjacent to the new building and across the wider campus. The proposal will also lead to the loss of 24 existing cycle spaces at the campus. These facilities will be replaced by 92 new cycle parking spaces.
- 2.6 In addition to the above the University has committed to introduce a new car parking management plan at the campus, prior to the commencement of the new academic year in September 2018. A number of key parameters have been agreed with the Council for inclusion within the plan and the University has committed to engage with local resident groups and ward members on the proposals. This work will feed into the University's existing wider Travel Plan, with a new development specific Travel Plan being proposed which will include negotiation to include a Car Club at the campus.
- 2.7 In order to offer the Council and local residents confidence in respect of the car parking proposals which form part of the development, the University has committed to provide a fund of £70,000 to the Council to tackle any related issues which arise within the vicinity of the campus (i.e. on neighbouring streets) as a result of the car parking changes proposed. The University has further committed to set up a working group to involve all relevant parties, including local resident groups and ward members, to feed into this process.

3.0 SITE AND SURROUNDINGS:

- 3.1 The application site is located within the Leeds Beckett University Headingley Campus. The campus includes a total of eight listed buildings formally laid out around a central greenspace known as 'The Acre'. The campus was the subject of further development in the 20th century included the addition of extensive athletics and other sports facilities. The campus is set in the wider attractive parkland setting of Beckett Park. The main vehicular access to the campus is via Church Wood Avenue with a secondary vehicular access from St. Chads Drive.
- 3.2 The application site currently includes a two storey concrete framed building, known as the Design and Technology building, constructed in the 1960's, a car park and soft landscaped areas. The Design and Technology building, along with five other facilities across the campus, provide teaching and research facilities for the University's School of Sport which is nationally and internationally renowned with a history dating back to 1933. This existing arrangement is not considered fit for purpose in what is a highly competitive educational and research environment.

- 3.3 The application site is bordered to the west by the existing outdoor athletics track and field, to the north by Carnegie Hall, to the east by the Grade II listed James Graham building, considered by many to be the centre piece of the site, and to the south by the Grade II listed Fairfax Hall and the Carnegie Village student accommodation buildings. Immediately to the south of the building is a group of protected trees (TPO Reference 1989/47).
- 3.4 The campus currently includes a total of 852 car parking spaces. 673 of these spaces are within the part of the campus controlled by an entrance/exit barrier with the remaining 179 spaces being situated in the pay and display car park to the north east corner of the campus. Planning permission was granted in October 2017 for a temporary modular building at the campus ((LPA Approval Reference 17/04320/FU) which is required to facilitate the demolition of the existing building and construction of the new building proposed. This temporary modular building will lead to the temporary loss of 41 car parking spaces at the campus.
- 3.5 The campus includes a number of community sports and fitness facilities including a swimming pool and tennis centre. These facilities are well valued by the local community and are used by local schools, sports clubs and community groups etc.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 A temporary two storey modular building to be positioned in the existing car parking area between Leighton Hall, Macaulay Hall and Bronte Hall was approved at the Campus in October 2017 (LPA Reference 17/04320/FU).

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 The proposal was the subject of pre-application discussions (LPA Reference PREAPP/17/00374) which commenced in June 2017. The proposal has been amended positively to respond to Council concerns raised during these discussions in respect of design and heritage matters.

6.0 PUBLIC/LOCAL RESPONSE:

- 6.1 The application has been publicised by means of site notice and a notice in the local press. A total of 66 written representations have been received in response.
- 6.2 Councillor Sue Bentley (Weetwood Ward) has objected to the application. Councillor Bentley notes that she has no objection to the University enhancing its buildings and recognises the benefits the development would bring. However, Councillor Bentley notes a number of significant concerns which are summarised below:
- The loss of car parking at the site will have huge impacts on neighbouring streets which already suffer from on-street car parking problems as a result of parking from university staff and students;
 - There are concerns that the West Park area is being used as an overflow car park for staff and students accessing the City Centre campus by shuttle buses provided to the Headingley Campus;
 - The highways submission offers no confidence in respect of existing and proposed car parking numbers given the discrepancies which exist in the submission;
 - There are walking and cycling routes, in addition to those identified by the University, which could also be upgraded; and,

- The University has a responsibility as a good neighbour to ensure that sufficient car parking exists at the campus to allow for the existing campus population and future growth.

6.3 In addition to the above Councillor Bentley has noted her support for the approach to create a fund through a section 106 agreement to be spent on necessary highways improvements/ measures which may be required as a result of the development.

6.4 The West Park Residents Association, the Weetwood Residents Association and 61 local residents/ members of the public have also written in objection to the proposal. The planning reasons for objection can be summarised as follows:

- The applicant has failed to engage with local resident groups following an initial meeting in September 2017;
- The supporting information is lacking in a number of respects, particularly in relation to car parking matters;
- The proposal will result in additional overspill car parking in surrounding residential neighbourhoods, which will add to existing problems relating to parking congestion and highway safety and further harmfully impact on the character of the area in this respect;
- The proposal will lead to increased visits to the site by taxi which are causing problems on local street;
- The loss of car parking close to existing community facilities is a concern;
- The construction of the building will inevitably lead to a further loss of car parking at the site;
- The use of floodlights at the new facilities could lead to light pollution;
- The sharp outline and bland modernity of the building proposed will be harmful in key views
- There are concerns that the proposal will lead to the loss of public routes through the site; and,
- The proposal would lead to the loss of greenspace at the site.

6.5 It is noted that a notable proportion of objectors have stated that they do not object in principle to the University upgrading its facilities.

6.6 Leeds Civic Trust has written in support of the proposal, but has noted concern in relation to the loss of car parking spaces at the campus. A single local resident has written in support of the proposal. A further single local resident has offered general comments in relation to the proposal.

7.0 CONSULTATION RESPONSES:

7.1 LCC Highways – No objections subject to conditions and s106 agreement.

7.2 LCC Travelwise – No objections subject to conditions.

7.3 LCC Landscape – No objections subject to conditions.

7.4 LCC Nature – No objections subject to conditions.

7.5 LCC Conservation – No objections subject to conditions.

7.6 LCC Contaminated Land – No objections subject to conditions.

- 7.7 LCC Flood Risk and Drainage - No objections subject to conditions.
- 7.8 West Yorkshire Police – No objections.
- 7.9 Sport England – No objections.

8.0 PLANNING POLICIES:

Local Plan

8.1 As required by Section 38(6) of the Planning and Compulsory Purchase Act 2004 this application has to be determined in accordance with the Development Plan unless material considerations indicate otherwise. The development plan currently comprises the adopted Local Development Framework Core Strategy (2014), those policies saved from the Leeds Unitary Development Plan (Review 2006) (UDP) and the Natural Resources and Waste Local Plan DPD.

8.2 The Local Development Framework Core Strategy was adopted by the Council on 12th November 2014. The following policies contained within the Core Strategy are considered to be of relevance to this development proposal:

General Policy – Sustainable Development and the NPPF
Spatial Policy 1 – Location of Development
Spatial Policy 8 – Economic Development Priorities
Spatial Policy 11 – Transport Infrastructure Investment Priorities
Policy P9 – Community Facilities and Other Services
Policy P10 – Design
Policy P11 - Conservation
Policy P12 – Landscape
Policy T1 – Transport Management
Policy T2 – Accessibility and New Development
Policy G2 – Creation of New Tree Cover
Policy G6 – Protection and Redevelopment of Existing Greenspace
Policy G8 – Protection of Important Species and Habitats
Policy G9 – Biodiversity Improvements
Policy EN1 – Climate Change
Policy EN2 – Sustainable Design and Construction
Policy EN5 – Managing Flood Risk
Policy ID1 – Implementation and Delivery Mechanisms
Policy ID2 – Planning Obligations and Developer Contributions

8.3 The most relevant saved policies from the Leeds Unitary Development Plan are outlined below.

GP1 – Land use and the Proposals Map
GP5 – Development control considerations including impact on amenity
BD5 – Design of new buildings
N14 – Presumption in favour of listed buildings
N25 – Development and Site Boundaries

8.4 The most relevant policies from the Natural Resources and Waste Local Plan are outlined below.

General Policy 1 – Sustainable development

Water 1 – Water Efficiency
Water 7 – Surface Water Run-Off
Land 1 – Contaminated Land
Land 2 – Development and Trees

Supplementary Planning Documents and Guidance

8.5 Relevant supplementary planning documents and guidance are outlined below:

- Designing for Community Safety SPD (May 2007)
- Public Transport Improvements and Developer Contributions SPD (August 2008)
- Street Design Guide SPD (August 2009)
- Sustainable Design and Construction SPD (August 2011)
- Far Headingley, Weetwood and West Park Neighbourhood Design Statement SPD (September 2014)
- Travel Plan SPD (February 2015)
- Parking SPD (January 2016)
- Accessible Leeds SPD (November 2016)

Neighbourhood Plans

8.6 None

Other Relevant Local Documents

8.7 Other relevant local documents include:

- Guideline Distances from Development to Trees (March 2011)

NPPF

8.8 The National Planning Policy Framework (NPPF) (2012) sets out the Government's planning policies for England and how these are expected to be applied. It sets out the Government's requirements for the planning system. The National Planning Policy Framework must be taken into account in the preparation of local and neighbourhood plans, and is a material consideration in planning decisions.

8.9 The overarching policy of the Framework is the presumption in favour of sustainable development. There are three dimensions to sustainable development: economic, social and environmental. The presumption in favour of sustainable development is the 'golden thread' that should run through both plan-making and decision-taking.

8.10 The NPPF includes a number of topic areas which address how sustainable development can be achieved. These include, amongst others, section 1 (Building a strong, competitive economy), section 4 (Promoting sustainable transport), section 7 (Requiring good design), section 8 (Promoting healthy communities), section 11 (Conserving and enhancing the natural environment) and section 12 (Conserving and enhancing the historic environment).

9.0 MAIN ISSUES:

9.1 The following main issues have been identified:

- (1) Principle of Development;
- (2) Wider Benefits;
- (3) Design, Character and Heritage;
- (4) Car Parking Provision;
- (5) Other Highway Matters;
- (6) Impact on Neighbouring Amenity;
- (7) Community Infrastructure Levy (CIL).

10.0 APPRAISAL:

Principle of Development

- 10.1 The proposal to replace an existing outdated building at the campus with a new fit-for-purpose modern building within the same D1 (non-residential institutions) planning use is considerable acceptable in principle.

Wider Benefits

- 10.2 The city of Leeds is the regional capital and the main economic driver for Yorkshire and the Humber. The Council's Core Strategy and the Leeds Growth Strategy recognise the significant economic, social, cultural and strategic importance of the city's universities and other education institutions to supporting this role. The Core Strategy states that central to the city's potential growth in key sectors are the city's excellent universities, higher education establishments and first-class culture and sport. There is little doubt that Leeds Beckett University, including its well renowned sports and sports science teaching and research programmes, will be a key driver for such potential growth in years to come. In addition to this the University is also the fourth largest employer in the city and the campus provides for a range of well used community uses and sports and fitness activities.
- 10.3 The university and higher education environment is increasingly competitive and institutions are constantly striving to update and improve their facilities to continue to attract students and staff. It is clear that many of the existing teaching and research facilities scattered around the campus utilised by the University's School of Sport are not fit-for-purpose. The proposal will allow the University to create a much needed hub for the School of Sport whilst also adding to the sports and research 'offer'. This will allow the University to successfully compete with other national and international institutions looking to attract the same potential students and staff by providing modern, state of the art facilities.
- 10.4 The University already provides a well-used and appreciated community offer to local schools, community sports clubs and groups, and the general public. The proposal will look to supplement this through the introduction new gym, health clinic facilities and a community café. The proposal will also provide enhanced facilities for the British Heart Foundation outreach service which provides services and care within the local community.
- 10.5 These identified wider benefits of the proposal are considered to be significant within the context outlined above.

Design, Character and Heritage

- 10.6 As is noted in the Sites and Surroundings section of this report, the historic core of the campus includes a total of eight listed buildings laid out around the central greenspace known as The Acre. Later 20th century development, which included the addition of athletics and other sports facilities, added to this to form the campus as laid out today. The wider site sits in an attractive parkland setting including extensive areas of protected woodland.
- 10.7 The application site is situated to the north west of The Acre within close proximity of two listed buildings; the Grade II listed James Graham Building and the Grade II listed Fairfax House. The unlisted Carnegie Building to the north of the application site is also a building of substantial architectural and historic merit. The Council has a duty to have special regard to the desirability of preserving the letting of listed buildings under Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990. The Council's Core Strategy and the NPPF also recognise the importance of preserving the historic environment including the setting of listed buildings. The application site also includes a number of unprotected trees, which nevertheless have amenity value, which need to be removed (24 individual trees and a grouping of 8 trees) and sits adjacent to a group of trees to the south which are protected by way of a Tree Preservation Order, one of which will need to be removed.
- 10.8 The existing Design and Technology building at the site is a 1960's two storey concrete framed building typical of its time. The building is relatively modest in size and has good space around it. However, the building is not particularly attractive and, in terms of its external appearance, does little to complement those architecturally and historically significant buildings which surround it. The demolition of the building is considered acceptable.
- 10.9 The new building proposed is much larger than the building which it replaces. Nevertheless it is considered that the building is respectful of immediate neighbouring buildings and the character of the wider campus and spaces. The changes to the positioning of the building negotiated through the pre-application process to move the building away from the Carnegie Building to the north and allow the creation of a green avenue between these buildings is a positive response to the concerns raised. The area of landscaping retained between the new building and the Grade II listed James Graham building and the retention of a group of protected trees, other than the removal of a single category 'C' tree, between the new building and the Grade II listed Fairfax Hall will allow the setting of both buildings to be suitably preserved.
- 10.10 Further to the above, whilst considerable in footprint, the building is of a scale and massing which is considered appropriate for its siting and the contemporary design and use of modern materials and detailing will allow the building to complement neighbouring buildings appropriately. The buildings rhythm and fenestration patterns being heavily influenced by the surrounding historic buildings and these are positive features of the building. Whilst it is inevitable that a building of the size proposed will have some impact on the setting of the neighbouring listed and important unlisted buildings, it is not considered that these impacts are any more than minor within the this context. It is further considered, in light of the relevant NPPF approach, that the significant public benefits of the development are recognised to outweigh any minor harm which would be created.
- 10.11 The building works with the level differences at the site in order to provide the principle entrance to the north east corner with the building opening up positively towards the existing athletics track and sports fields to the west. Important short and

long range views will be protected. The new building is intended to be an iconic, signature building. The view of the Council's Design Team is that the building is of the highest architectural merit and would be viewed as an iconic building not just in Leeds but also regionally and further afield. As argued by the applicant, the building, and in particular the rooftop running track feature would form a contemporary iconic feature which would become part of the University's wider brand. The high design value of the proposed building should not be understated, nor should the potentially wider impacts that may result in respect of the University's or the city's wider image.

- 10.12 The new landscaped areas proposed, both hard and soft, are considered to complement the building. Whilst it is always regrettable to lose trees, including a number of unprotected specimens with high and good amenity value and a category 'C' tree within the group of TPO trees to the south of the building, the University has committed to replacement planting of trees on the application site and within the wider campus on a 3:1 ratio (3 provided for every 1 lost) in accordance with the Councils Natural Resources and Waste DPD policy Land 2. This is considered to be an enhancement in the longer term which will help to supplement the parkland/ woodland setting of the campus. This will also allow for any loss of biodiversity or ecological value at the site to be replaced and enhanced within the wider campus.
- 10.13 The new building will achieve a BREEAM Excellent rating in compliance with Leeds Core Strategy policy EN2 and the Council's Sustainable Design and Construction SPD. The proposal has also been designed with crime and safety in mind and West Yorkshire Police have no objections to the proposals. In conclusion therefore the proposal is considered to represent a positive design solution which is in accordance with the relevant local and national policies and will meet the requirements of the relevant legislation.

Car Parking Provision

- 10.14 The campus has generated longstanding concerns in respect of car parking provision from local ward members, residents and the Council. Given the amount and nature of the objections received in relation to the current application, which overwhelmingly cite this as the main concern of local residents, it is helpful to outline some of the background to these concerns as part of this appraisal and note the relevance of this background to the consideration of the current planning application.
- 10.15 As is described in the Sites and Surroundings section of this report, the main vehicular access to the campus is via Church Wood Avenue, with a secondary vehicular access from St. Chads Drive. The streets surrounding the campus are predominantly residential in nature.
- 10.16 Since before the turn of the century Leeds Beckett University has been committed to the promotion of sustainable transport for staff, students and visitors to the Headingley Campus. This is a worthy objective which is in accordance with the Council's own aims and recognises the unsustainable nature of large scale car travel in respect of local transport infrastructure, congestion, air pollution etc. In April 2000, when no parking restrictions existed on campus this resulted in 3,536 vehicles a day entering the campus. The campus was perceived as easily accessible by private car and this led to significant congestion and traffic safety issues in and around the campus. This also resulted, when drivers were unable to find a space at the campus, in significant numbers of cars being parked on surrounding residential streets which, at the time, were largely without any parking restrictions.

- 10.17 In 2002 the University launched a Transport Strategy employing a number of different measures to encourage greater use of sustainable transport. Later in 2007 the University introduced a Travel Plan for the campus including measures to introduce controlled permit parking within the University campus, at a charge to users, and the installation of a separate pay and display car park. The transition from what was essentially a parking free-for-all at and around the campus to the introduction of permit parking during these years inevitably led, as a consequence, to additional on-street 'overspill' car parking on neighbouring residential streets by staff, students and visitors.
- 10.18 In response the Council, partly funded by the University in some instances, introduced a number of parking restrictions in the following years around the campus. The time taken to introduce these measures, as is common to the process, was a source of further, considerable frustration to local residents. Nevertheless the result today is that many of the streets within the immediate vicinity of the campus now have some form of parking restrictions in place. There do remain certain streets without any or with only partial restrictions in place – largely as a result of the Council considering that these streets wouldn't necessitate parking restrictions due to their width/ layout. There is also evidence that the parking restrictions installed have pushed some of the problem further out, to the east of Otley Road (A660) for example. As is noted by the large number of objections from local residents citing car parking on surrounding streets, and some further afield, as a significant problem, there remains a significant number of cars parked on some local streets which are recognised by the Council to be visitors to the Headingley campus. It is further recognised that this is a source of great frustration for some local residents.
- 10.19 It is noted that every travel planning mechanism includes a 'carrot and stick' approach. This, by its very nature, will include incentives to car users to use more sustainable forms of transport and disincentives to use their cars. The difficulty is always in finding the right balance that does not push significant problems elsewhere. The Council recognises the frustration of local residents, and shares much of the frustration with the time taken to implement appropriate car parking restrictions on streets within the vicinity of the campus. It is also recognised that there is further work to do on this. However, it is also recognised that the University has made a number of significant financial contributions towards sustainable transport infrastructure, including funding physical infrastructure, public transport routes over the past two decades which are thought to total in the region of £1 million. The cost of implementing the University's Transport Strategy, including cycling facilities and shuttle buses between the Headingley and City Centre campuses, is also in the region of £250,000 per annum. Overall the various measures introduced by the University since 2002 have had some success in reducing the total number of vehicular trips to the campus. The University continues to aspire to furthering these objections – for example by aiming to reduce single occupancy vehicular trips to the campus from 54% of the total in 2015 to 44% of the total by 2021 - and has committed to work with the Council and local residents in respect of these objectives as part of the current planning application.
- 10.20 It is important to note at this point that the Council should not consider the current planning application as a vehicle to address all the perceived problems associated with off-street car parking around the campus. The above background is offered for information and context to Plans Panel Members. However, it is appropriate, within the scope of the current planning application, to consider any additional impacts that may occur as a result of the development proposed in this respect and come to a balanced view in relation to these matters – specifically whether the proposal in itself is likely to lead to a significant increase in 'overspill' car parking on surrounding

streets. It is also appropriate to consider how the proposal feeds in to the longer term vision to address car parking matters at the campus and indeed, the University has stated that they would consider it appropriate to take this approach.

- 10.21 First of all it is important to note that the new building and facilities will replace and supplement existing facilities rather than provide any additional capacity at the campus. The overall population of the campus will therefore remain largely unchanged. It is recognised there are some discrepancies between the Universities car parking figures and those calculated by the Council. It is considered appropriate to consider the figures as have been calculated by the Council following a thorough assessment by the Council's Highways Officers. The University has accepted this as an appropriate approach.
- 10.22 As noted in the Sites and Surroundings section of this report campus currently includes 852 car parking spaces, of which 673 spaces are provided in the barrier controlled part of the campus and 179 spaces are provided in a pay and display car park (according to the Council's calculations). The spaces provided in the pay and display car park will remain unaltered as part of this proposal and therefore the Council's assessment will focus on the barrier controlled car parking spaces. It is further noted that the 673 spaces in the barrier controlled area would be reduced by 41 to 632 as a result of an existing planning permission (LPA Approval Reference 17/04320/FU) for a temporary period (up to October 2022) to facilitate for the development now being considered.
- 10.23 The proposal put forward under the current planning application would lead to the loss of 175 spaces but introduce 88 new spaces within the barrier controlled area. This would lead to a reduction of car parking spaces in the barrier controlled area of the site from 673 to 586 (a loss of 87 spaces in total) permanently at the site and a temporary reduction in car parking spaces from 673 to 545 spaces (a loss of 128 spaces) for a temporary period until the development is brought into use. The provision of the pay and display car park will remain unchanged.
- 10.24 In the present academic year (2017/18) the University allocated a total of 632 car parking permits (537 to staff, 70 to student residents and 25 to tenants) and accommodates up to 60 visitors per day to the barrier controlled area. Not all of those car users with permits visit the site at the same time and information provided by the University notes that the average number of vehicles accessing the barrier controlled parts of the site between December 2015 and August 2017 was 307 per day. As would also be expected, the peak usage of the campus by car users varies throughout the year. The peak usage of the campus over the study period was during May 2017 where an average of 455 vehicles accessed the barrier controlled part of the site per day.
- 10.25 The University is therefore confident that, even during peak usage, the barrier controlled areas of the site will have an appropriate level of spare car parking capacity – with projected figures of approximately 131 spare spaces (586 minus 455) per day on a permanent basis and 90 spare spaces per day during the aforementioned temporary period using the Council's own calculations. The Council's Highways Team considers, after careful review of the figures, that the necessary confidence has been attained to strongly suggest that the campus will continue to have sufficient car parking capacity within the barrier controlled area both after the development is completed and during the construction phase. It is again important to note at this point that, as the overall campus population and therefore car trips to the campus is not projected to change, these car parking arrangements in the barrier controlled area (and also in the pay and display car

park) would provide for sufficient car parking capacity. This leads therefore to the conclusion that the development proposal will not lead to a significant increase in 'overspill' car parking on surrounding streets.

- 10.26 It is nonetheless noted that parking demand can be subject to change. It is further noted that the university is looking to further reduce vehicle trips to the site as part of its future travel planning measures and that as part of this process is looking to introduce a new car parking management plan (CPMP) which aims to make more efficient use of the existing car parking in response to the longstanding concerns of local residents and ward members relating to car parking at the site. The parameters of this CPMP have been agreed by the Council so that some confidence can be gained as to the likely impacts of this exercise, but even so the full impacts of such a potentially significant change are difficult to predict. As a result, in order to offer the Council further confidence that the proposal will not lead to additional 'overspill' car parking on surrounding streets the University has committed to put forward a fund of £70,000 to the Council to tackle any related issues which arise within the vicinity of the campus as a result of the car parking changes proposed. This fund would be refunded to the University, in part or in full, at the end of a ten year period depending on whether any issues did arise.
- 10.27 Further to the above the University has also committed to set up a working group to involve all relevant parties, including local resident groups and ward members, to feed into this process in recognition of the longstanding nature of local concern. The University will also look to introduce new incentives to use sustainable transport for staff, students and visitors, including, amongst other measures, providing two new bus services - one linking both University campuses and one linking the Headingley Campus to the Kirkstall Brewery student accommodation site in Kirkstall.
- 10.28 In conclusion it is considered, after careful consideration of all the matters raised that the development proposal, with the proposed measures to be put in place and secured by way of planning conditions and a section 106 legal agreement, will not lead to significant additional off-campus car parking in the surrounding streets or wider area.

Other Highway Matters

- 10.29 The proposed layout of the new building, landscaping and access arrangements are all considered acceptable and the proposal raises no significant road safety concerns. The proposal will allow for servicing and deliveries to the new building with suitable turning provision and access and will maintain such arrangements for existing buildings in the vicinity. The proposed amendments to existing pedestrian and cycle routes are also acceptable with a considerable increase in cycle parking spaces (92 new spaces versus 24 lost) overall. The proposal will also introduce new vehicular charging points across campus and the University has committed to exploring the introduction of a new car club installation at the campus and car sharing initiatives, amongst other measures as part of the Travel Plan submitted in support of the application.
- 10.30 The Council's Highways Team is satisfied that subject to appropriate worded planning conditions the construction phase of the development can be suitably managed. Preliminary discussions have already taken with the applicant with regards to suitable routes to the site for construction traffic and measures which are likely to be necessary. It is noted that, if granted planning permission, construction works will commence in April 2018 and that the most intensive works will be undertaken during the summer months when attendance at the campus is at its

minimum in order to prevent heavy construction traffic at peak times of the year. The University have also committed to discuss this process with local resident groups.

Impact on Neighbouring Amenity

- 10.31 The proposed building will be situated a significant distance from the nearest residential properties outside the campus (over 120m to those properties on Ancaster View and Ancaster Crescent) and as a result it is not anticipated the building will lead to any significant impact on neighbouring amenity in terms of overshadowing or a loss of outlook or privacy in respect of these neighbours. It is further noted that the application site is separated from residential properties outside the campus by other substantial buildings. The proposal will be situated to the north of existing student accommodation at the campus but will retain a mature tree belt between the buildings and it is not considered likely to significantly impact upon these neighbours in any of the aforementioned respects.
- 10.32 Noise and lighting assessments have been submitted with the application and conclude that the proposal will not lead to any adverse impact on neighbours in these respects. It is noted that noise and disturbance, including from light pollution, has in the past led to issues with neighbouring properties during large events at the athletics track but it is not anticipated the proposal will add significantly to this.
- 10.33 As is noted above, the proposal does not form part of a wider strategy to increase the campus population and therefore comings and goings to the campus are unlikely to significantly increase. The community offer will be increased at the site and so a modest increase in journeys could be expected outside daytime working hours but it is not considered that this will have a noticeable effect on residential neighbours.
- 10.34 As a result it is not considered that the proposal will significantly impact on neighbouring amenity.

Community Infrastructure Levy (CIL)

- 10.35 The Council's Community Infrastructure Levy Charging Schedule was adopted on 12th November 2014 with the charges being implemented from 6th April 2015. This application meets one of the relevant CIL exemptions in that the University is a registered charity and as such benefits from charitable relief.

11.0 CONCLUSION

- 11.1 The proposed development would allow for the replacement of an existing unattractive building with outdated facilities with a new contemporary building which would become the new hub for the University's School of Sport. In doing so the building would allow for modern, fit-for-purpose facilities for the School of Sport in a single location located close to the other relevant related facilities at the campus.
- 11.2 The development would allow the University to continue to be competitive nationally and internationally and continue to be an important driver to the growth of Leeds in this key sector and support the growth of the city's fourth largest employer whilst providing a number of additional community facilities in addition to the existing well valued offer.
- 11.3 The proposed building represents a contemporary design solution considered to be of the highest architectural quality with a rooftop running track feature that would

become iconic not just in Leeds but also within the wider region. The building would also have excellent sustainable credentials achieving a BREEAM 'Excellent' rating. Importantly the proposal, whilst having a minor impact on the setting of listed and important unlisted buildings, has been designed in such a way as to mitigate against any significantly harmful impacts, whilst respecting the character of the wider campus. It is considered that any minor harm which does occur in respect of the listed buildings would be outweighed by the public benefits of the proposal. Whilst trees will be removed to facilitate the development, including a single protected tree, replacement trees will be provided at the campus at a ratio of three replacement trees for every one lost. The proposal will also provide for appropriate hard and soft landscaping areas.

- 11.4 The campus has generated longstanding concerns in respect of car parking provision from local ward members, residents and the Council following the aspirations of the University to move towards more sustainable forms of transport for its staff, students and visitors. However, it would not be appropriate to seek to solve all the perceived problems through the current planning application but instead the proposal should demonstrate that it will not significantly add to areas of concern which are the subject of ongoing discussion and negotiation between the University and the Council outside of the planning process. In this respect the proposal has demonstrated, to the Council's satisfaction, that it will not lead to significant increases in overspill car parking on surrounding streets which may in turn lead to highway safety or amenity issues. Furthermore the University has committed to work with the Council, local ward members and local residents to look at these issues as part of its future proposals for a car parking management plan at the site, the parameters of which have been agreed in principle with the Council. In addition, in recognising the concerns of the Council and local residents, the University has committed to providing a fund to the Council to address any issues which do arise as a result of the development. Whilst this may be perceived as a 'belt and braces' approach it is nevertheless considered appropriate and will allow the Council considerable control over such matters.
- 11.5 In addition to the above, the proposal does not raise any road safety concerns within the campus. The proposal will introduce a significant increase in cycle parking at the site, new electric vehicle charging points across campus with a number of further measures proposed as part of the ongoing sustainable transport aspirations of the University to encourage more sustainable transport choices. It is considered that the construction phase of the development can be appropriately managed and controlled by way of appropriately worded planning conditions.
- 11.6 The proposal is not considered to be likely to significantly harm the amenity of residential neighbours both outside and within the campus.
- 11.7 In conclusion it is considered that those factors weighing in favour of the scheme far outweigh those factors weighing against. The comments and concerns of Councillor Sue Bentley, the West Park Resident's Association, the Weetwood Resident's Association and local residents and members of the public have been considered and taken into account, as have those comments in favour of the scheme. It is considered that the applicant has responded positively to these concerns which are addressed in the above appraisal. It is therefore recommended that Plans Panel defer and delegate the approval of the planning application to the Chief Planning Officer subject to the successful completion of the legal agreement.

Background Papers:

Application file – 17/06373/FU

Certificate of Ownership – Mr A Best, Leeds Beckett University

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CLIENT
Leeds Beckett University



TITLE
Proposed Location Plan

STATUS PURPOSE FOR ISSUE
S2 Information

REV. DATE AMENDMENT
 P01 27/09/2017 Planning Submission

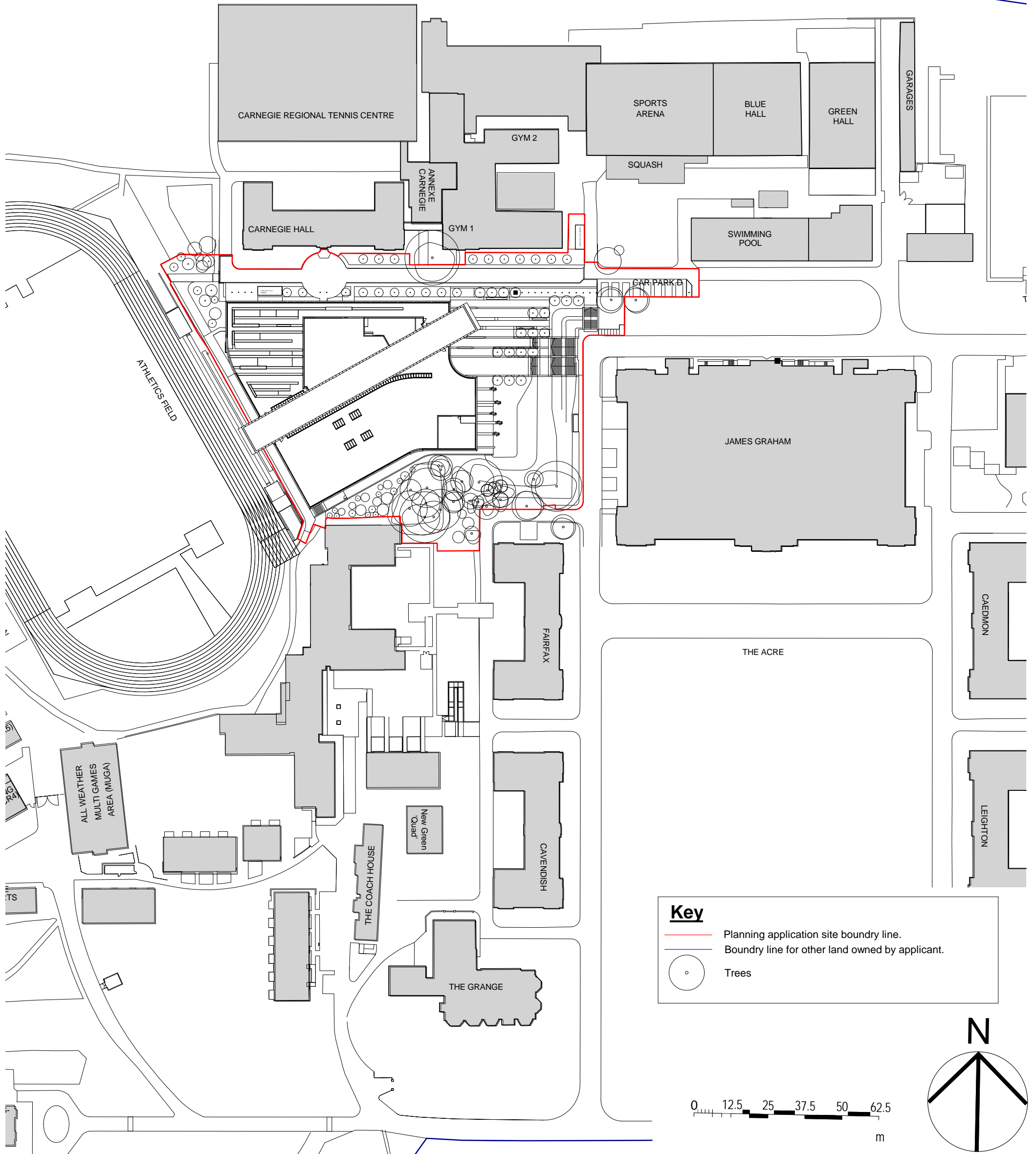
PROJECT
Carnegie Teaching & Research (CTAR)

SCALE@A3 DATE ORIGINATOR CHECKED AUTHORISED
1 : 1250 26/09/2017 DS ASM JJ

STATUS SR NO.
Stage 3 5688

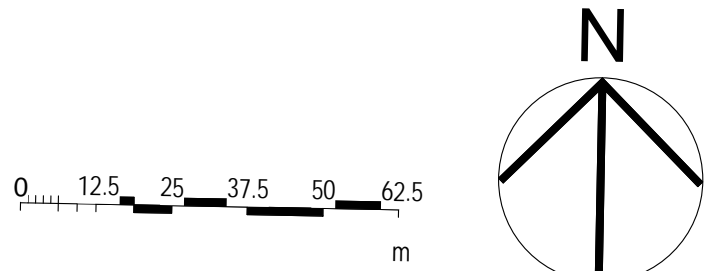
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HCCTAR-SRA-10-XX-DR-A-00-852 P01

LEEDS BECKETT HEADINGLEY CAMPUS BOUNDRY EXTENTS BEYOND EXTENTS OF THIS PLAN.



Key

- Planning application site boundary line.
- Boundary line for other land owned by applicant.
- Trees



LEEDS BECKETT HEADINGLEY CAMPUS BOUNDRY EXTENTS BEYOND EXTENTS OF THIS PLAN.

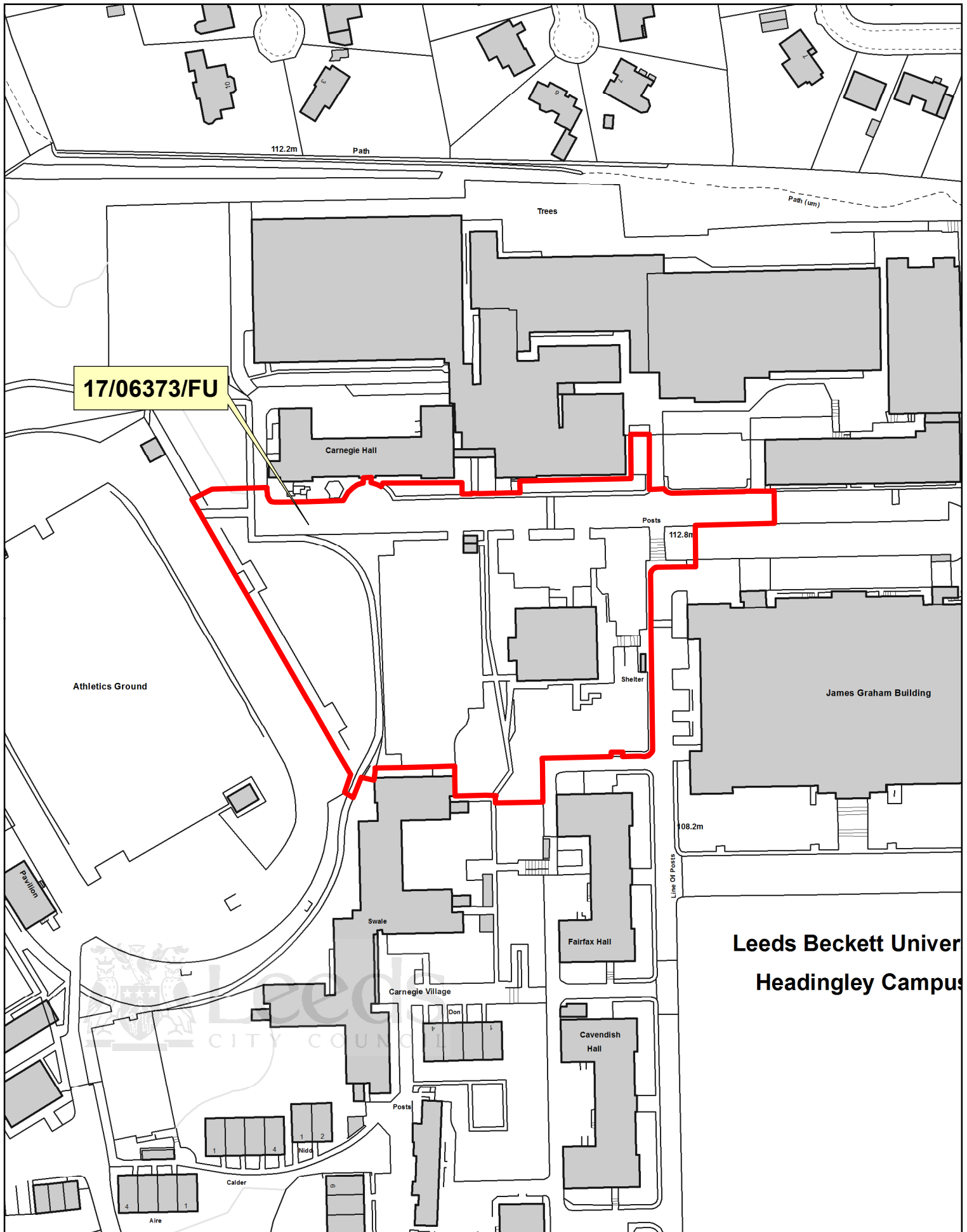
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SOUTH AND WEST PLANS PANEL

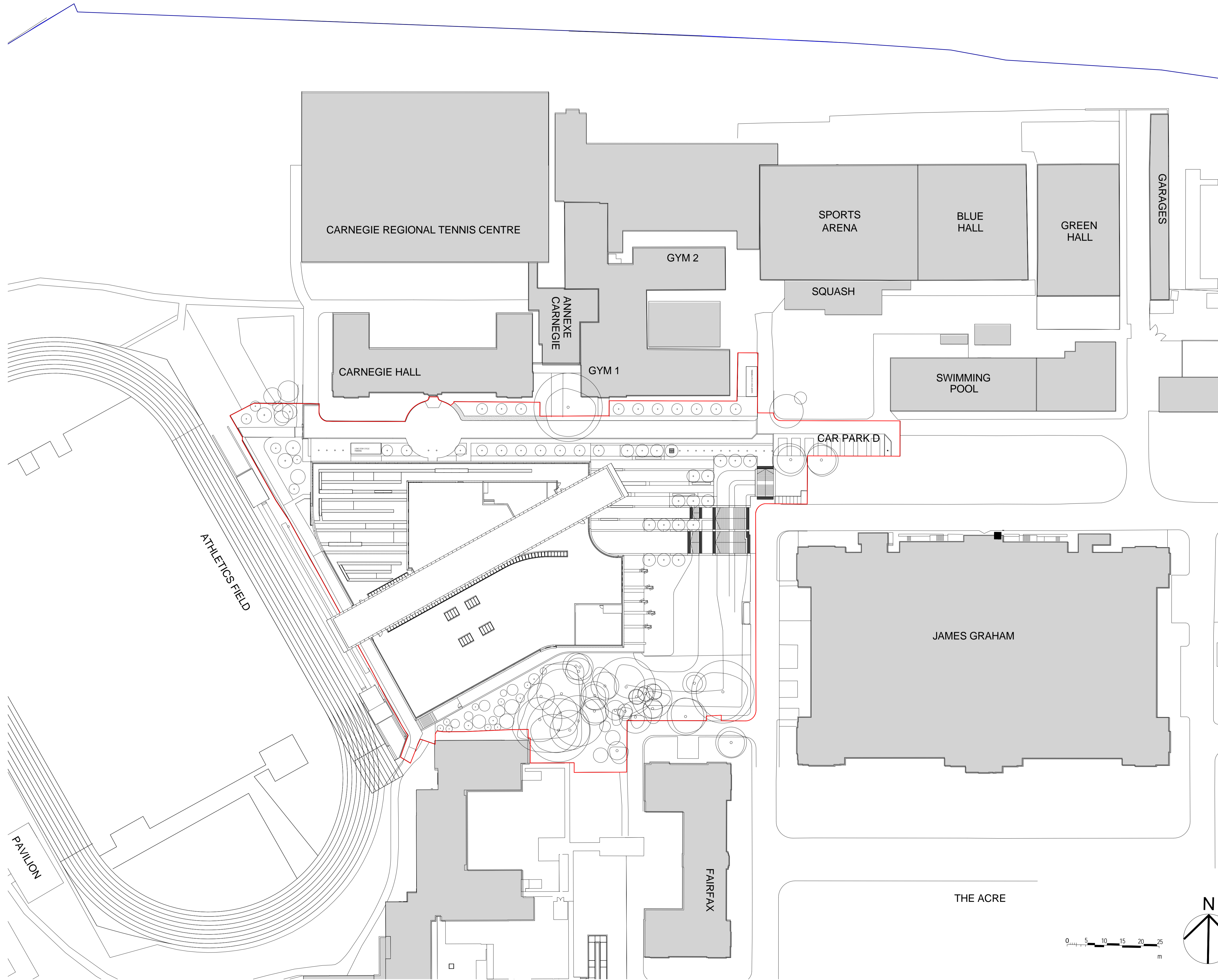
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PRODUCED BY CITY DEVELOPMENT, GIS MAPPING & DATA TEAM, LEEDS CITY COUNCIL

SCALE : 1/1500



LEEDS BECKETT HEADINGLEY CAMPUS BOUNDRY EXTENTS BEYOND EXTENTS OF THIS PLAN.



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P01	27/09/2017	Planning Submission

KEYPLAN

CLIENT
Leeds Beckett University



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PROJECT
Carnegie Teaching & Research (CTAR)

SCALE@A1	DATE	ORIGINATOR	CHECKED	AUTHORISED
1:500	26/09/2017	DS	ASM	JJ

Proposed Site Plan

STATUS	PURPOSE FOR ISSUE	SR NO.
S2	Information	5688
DRAWING NO.		REV.
HCCTAR-SRA-10-XX-DR-A-00-853		P01