



Report of the Chief Planning Officer

NORTH AND EAST PLANS PANEL

Date: 28 November 2019

Subject: PREAPP/18/00077 - Preapplication presentation for the demolition of a number of buildings within the site and the construction of new Pathology facility building in their place at St James University Hospital, Beckett Street, Burmantofts, Leeds.

Developer- Leeds Teaching Hospitals NHS Trust

Electoral Wards Affected:

Gipton & Harehills

Burmantofts and Richmond Hill

Yes

**Ward Members consulted
(referred to in report)**

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: This report is brought to Plans Panel for information. The Developer will present the details of the emerging scheme to allow Members to consider and comment on the proposals at this stage.

1.0 INTRODUCTION:

- 1.1 This presentation is intended to inform Members at an early stage of the emerging proposals for the demolition of a small grouping of existing 20th century buildings within the site and the construction of new pathology facility building in their place, as part of the wider, comprehensive redevelopment and regeneration of the Trust's Leeds estate. The St James University Hospital (SJUH) forms part of the NHS Trust's Building the Leeds Way Investment Programme which seeks to enhance health services in Leeds to assist the Trust to continue to provide the best in terms of integrated and specialist health care. The NHS Trust has been engaged in significant positive engagement with Officers and the proposals are now brought to North and East Plans Panel as the development involves major investment in St James University Hospital, which is an important provider of health care within Leeds.

2.0 SITE AND SURROUNDINGS:

- 2.1 The SJUH site is located approximately 2 kilometres to the north east of Leeds city centre. To the north of the site there is a mainly residential area, where the housing is generally high density. There is some high-rise residential accommodation and the Co-operative Academy of Leeds to the south of the site and the Beckett Street Cemetery to the east of the hospital campus.
- 2.2 The SJUH estate is made up from a broad mixture of buildings of different form and architectural era. The Grade II Listed Hospital Northside Building, Hospital Chapel, Block Hospital North West of the Chapel and Hospital Southside Building, are set within the demise of the hospital's estate but away from the proposals site. The location of the proposal is close to the non-designated heritage asset the Casual Wards buildings.
- 2.3 The area that is the subject of this preapplication proposal currently has a small number of 20th century buildings, of heights up to 4 storeys, set in soft landscaping. There are a number of mature trees at the site.

3.0 PROPOSAL:

- 3.1 The proposed development seeks to demolish a small grouping of low level 20th century buildings that sit together an area to the north-eastern corner of the hospital campus. These buildings, now vacant, were former residences and teaching spaces, for hospital staff. The demolitions would create cleared, brownfield land that can be redeveloped to allow for the creation of a new purpose built 2 storey building, plus a basement, of approximately 5392 sq metres. The new building would house all the Trust's Leeds Pathology requirements, allowing for a consolidation of Pathology services from both SJUH and Leeds General Infirmary (LGI), bringing together Biochemistry, Haematology, Immunology, Microbiology and Cytology. The new building would be set in a landscaped area and would have defined zones for servicing and deliveries, for waste storage and pick-up and for staff cycle parking.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 None

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 The proposals have been the subject of significant positive pre-application discussions between the NHS Trust, their Architects, and Local Authority Officers since September 2018. These discussions have focused on the position, scale and massing of the new building, the demolitions, heritage matters, design details, connectivity and routes, parking and transport links, and the landscape scheme including the removal of existing trees and their replacement.
- 5.2 Ward Members were consulted by Officers on 23rd and 28th October 2019. To date no comments have been received.

6.0 RELEVANT PLANNING POLICIES:

- 6.1 National Planning Policy Framework (NPPF)

- 6.2 The National Planning Policy Framework (NPPF) was revised and adopted in February 2019 and sets out the Government's planning policies for England and how these should be applied.
- 6.3 Paragraph 124 of the NPPF states that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this. So too is effective engagement between applicants, communities, local planning authorities and other interests throughout the process
- 6.4 Paragraph 127 states that decisions should ensure that developments:
- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
 - b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
 - c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
 - d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
 - e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
 - f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.
- 6.5 Paragraph 190 of the NPPF state that Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.
- 6.6 The Development Plan for Leeds currently comprises the following documents:
1. Core Strategy 2014 (as amended by the Core Strategy Selective Review 2019)
 2. Saved Leeds Unitary Development Plan Policies (Reviewed 2006), included as Appendix 1 of the Core Strategy
 3. The Natural Resources & Waste Local Plan (NRWLP, Adopted January 2013) including revised policies Minerals 13 and 14 (Adopted September 2015).
 4. Aire Valley Leeds Area Action Plan (Adopted November 2017)
 5. Any Neighbourhood Plan, once made.

Core Strategy

- 6.7 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.

- 6.8 Spatial Policy 1: Location of Development states that;
(i) The majority of new development should be concentrated within urban areas taking advantage of existing services, high levels of accessibility and priorities for urban regeneration and an appropriate balance of brownfield and greenfield land
- 6.9 Policy EN1: Climate Change – Carbon Dioxide Reduction states that all developments of over 1,000 square metres of floorspace, (including conversion where feasible) whether new-build or conversion, will be required to:
(i) Reduce total predicted carbon dioxide emissions to achieve 20% less than the Building Regulations Target Emission Rate until 2016 when all development should be zero carbon; and,
(ii) Provide a minimum of 10% of the predicted energy needs of the development from low carbon energy.
- 6.10 Policy EN2: Sustainable Design and Construction states that to require developments of 1,000 or more square metres or 10 or more dwellings (including conversion) where feasible) to meet at least the standard set by BREEAM or Code for Sustainable Homes as shown in the table below. A post construction review certificate will be required prior to occupation.
- 6.11 Policy EN4: Where technically viable, appropriate for the development, and in areas with sufficient existing or potential heat density, developments of 1,000 sqm or more or 10 dwellings or more (including conversions where feasible) should propose heating systems according to the following hierarchy:
(i) Connection to existing District heating networks,
(ii) Construction of a site wide District heating network served by a new low carbon heat source,
(iii) Collaboration with neighbouring development sites or existing heat loads/sources to develop a viable shared District heating network,
(iv) In areas where District heating is currently not viable, but there is potential for future District heating networks, all development proposals will need to demonstrate how sites have been designed to allow for connection to a future District heating network. Carbon savings and renewable energy generation achieved under this policy will contribute to EN1 (i) and EN1 (ii).
- 6.12 Policy EN8: Electric Vehicle Charging Infrastructure states;
All applications for new development which include provision of parking spaces will be required to meet the minimum standard of provision of electric vehicle charging points.
- 6.13 Policy P10: Design states that:
New development for buildings and spaces, and alterations to existing, should be based on a thorough contextual analysis to provide good design appropriate to its scale and function.
New development will be expected to deliver high quality innovative design that has evolved, where appropriate, through community consultation and which respects and enhances the variety of existing landscapes, streets, spaces and buildings according to the particular local distinctiveness and wider setting of the place, contributing positively towards place making and quality of life and be accessible to all.
- 6.14 Policy P11: Conservation states that development proposals will be expected to demonstrate a full understanding of historic assets affected. Heritage statements assessing the significance of assets, the impact of proposals and mitigation

measures will be required to be submitted by developers to accompany development proposals.

- 6.15 Policy P12: Landscape states that;
The character, quality and biodiversity of Leeds' townscapes and landscapes, including their historical and cultural significance, will be conserved and enhanced to protect their distinctiveness through stewardship and the planning process
- 6.16 Policy T1: Transport Management states that support will be given to the following management priorities:
(i) Develop and provide tailored, interactive, readily available information and support that encourages and incentivises more sustainable travel choices on a regular basis.
(ii) Sustainable travel proposals including travel planning measures for employers.
- 6.17 Policy T2: Accessibility Requirements and New Development states that new development should be located in accessible locations that are adequately served by existing or programmed highways, by public transport and with safe and secure access for pedestrians, cyclists and people with impaired mobility:
(i) In locations where development is otherwise considered acceptable new infrastructure may be required on/off site to ensure that there is adequate provision for access from the highway network, by public transport and for cyclists, pedestrians and people with impaired mobility, which will not create or materially add to problems of safety, environment or efficiency on the highway network.

Leeds Unitary Development Plan Review Retained Policies

- 6.18 Relevant policies listed as follows:

Policy BD2 (Design and siting of new buildings)
Policy BD3 (Accessibility in new buildings)
Policy BD5 (All new buildings and amenity)
Policy GP5 (All planning considerations)
Policy LD1 (landscaping schemes)

Leeds Natural Resources and Waste DPD 2013

- 6.19 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 trees, 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 tree loss and replacement, coal recovery, drainage, and air quality will be relevant to this proposal.

The Site Allocations Plan

- 6.20 The site has no specific designation under the Site Allocation Plan.

Supplementary Planning Documents

- 6.21 The following SPD's are considered to be relevant:

Supplementary Planning Document 'Travel Plans' (February 2015)

7.0 KEY ISSUES

Principle of the proposed uses

- 7.1 The proposal is to create new specialised accommodation to house and centralise Pathology services for the NHS Trust in Leeds. The proposed building and the use therein, would be sited fully within the SJUH grounds and would complement, support and enhance existing health care services. It is also the case that the site is unallocated in the development plan. As such the proposal to create a new Pathology building on the proposal site is considered to be compliant with planning policy.
- 7.2 The applicant states that it is their intention to bring this scheme forward via an Outline Planning Application, upon which access would be detailed. Appearance, layout, landscaping and scale would all be Reserved Matters.

Sustainability measures and climate change

- 7.3 Members will be aware that the Council has recently declared a Climate Emergency. Existing planning policies seek to address the issue of climate change by ensuring that development proposals incorporate measures to reduce the impact of non-renewable resources.
- 7.4 As the scheme progresses through its detailed design stages the aim is to meet the requirements of Core Strategy Policy EN1 to reduce total predicted carbon dioxide emissions so as to achieve 20% less than the Building Regulations Part L Target Emission Rate and to provide a minimum of 10% of the predicted energy needs of the development from low carbon energy. There is also a requirement to address Policy EN2 in meeting the Excellent rating set by BREEAM. The Trust has stated that it is indeed their aim to achieve BREEAM Excellent. In addition it states that photovoltaic panels and solar thermal water heating are being considered as feasible technologies to be integrated into the design of the development. Further to this, the applicant advises that design measures are being considered to limit the emissions of carbon dioxide arising from the operation of the building and its services. As the preapplication scheme is at an emerging stage more details of these will come forward as part of any subsequent planning application.

Proposed demolitions and the scale, massing and design of the proposals

- 7.5 The proposals involve the creation of a new 'state of the art' Pathology services building. This requires the demolition of the existing 20th century buildings at the site, which the applicant advises are redundant. The buildings have limited architectural and historic merit and are not listed. Their layout and scale would prevent them from being adapted for use for Pathology services, which has very specific floor space and layout requirements.
- 7.6 The scheme is at a developing stage in respect of the design details of the proposed buildings and as stated above, the Trust intends to submit the proposals as an Outline Planning Application, upon which maximum and minimum parameters for the building height, mass and footprint will be set. These key principles will be grounded in the establishment of a building that, whilst contemporary in design, will

have a connection to and a relationship with both the historic and more contemporary buildings that are retained on the hospital campus.

7.7 Although at an early stage, the scale of the building will be informed by its intended use and the level of floor space required. The building footprint has been maximised to not only provide the most efficient layout, but to also reduce the height of the building and limit any impact on the neighbouring residential properties. In respect of the emerging design the aim is to create a building with a striking and robust materials palette that will be visually sympathetic to its locale, ensuring the design will remain current for years to come. As such the current design concept indicates the building would be dressed in brick at the ground floor, with feature cladding angling up from the ground floor to the upper storey on the west elevation. Clear glazed curtain walling would sweep down the building as a diagonal feature from the upper storey to the ground to the east elevation. A second, complimentary cladding panel would complete the palette of materials to the south- western corner of the proposed building. The design ethos thus far demonstrates the aim to create a high quality, contemporary building, which would be a visually calm addition to the campus, complementing rather than competing with nearby existing hospital and residential buildings.

7.8 **Do Members support the emerging scale, massing and design of the proposals?**

Parking and Sustainable Transportation

7.9 The centralising of the Pathology services into the proposed building brings with it specific transportation requirements. As such 6 parking bays are to be set out to the west of the building for dedicated sample and delivery drop-offs only. The site is positioned in a sustainable location within the SJUH estate and, where possible, will rely on existing arrangements for servicing and waste collection. To co-ordinate with the existing arrangements a waste storage area will be sited to the south of the building with a lorry turning area.

7.10 In addition 2 new disabled parking spaces are proposed to the south of the site on the adjacent existing surface car park. This would mean the conversion of 4 existing car parking bays to make them disabled parking ready. These new disabled bays will share an electric vehicle charging point. Cycle parking, totally 34 spaces, will be provided close to the main entrance of the new building.

7.11 It is acknowledged that there has been a long standing issue with on street car parking in the residential streets surrounding the hospital campus. This has led to the introduction and subsequent expansion of Traffic Regulation Orders in these surrounding areas to ensure that there remains sufficient parking for local residents. It is the case that other than the above change to convert 2 bays to disabled parking spaces, none of the other existing surface car parking spaces within the hospital campus will be altered or removed as a result of this proposed development. It is anticipated that the Trust will be able to advise Members of the current position with regard to parking demand at the hospital campus, and how the proposals relate to this, when presenting to the Panel.

7.12 **Do Members support the approach to parking and sustainable transport?**

Landscape and Connectivity

7.13 The proposed reconfiguration of services and building demolitions would allow the creation of a new landscape areas around the proposed building. Five existing trees and some hedges on the site would need to be removed to facilitate the development as shown. As such the landscape scheme will need to come forward with sufficient replacement trees to address the requirements of the 3 of 1 tree replacement ratio set out in Policy Land 2. The applicant's intention is to provide a new cohesive soft and hard landscape scheme that creates an attractive, greened setting for the building, as well amenity space for the staff working within it. Due to the early stage of the proposals, more detailed design work is to be undertaken on the soft and landscape proposals and the intention is for these tp come forward as part of any more detailed Reserved Matters Application and/or relevant Planning Condition discharge application.

7.14 **Do Members support the emerging landscape scheme?**

7.15 Accessibility

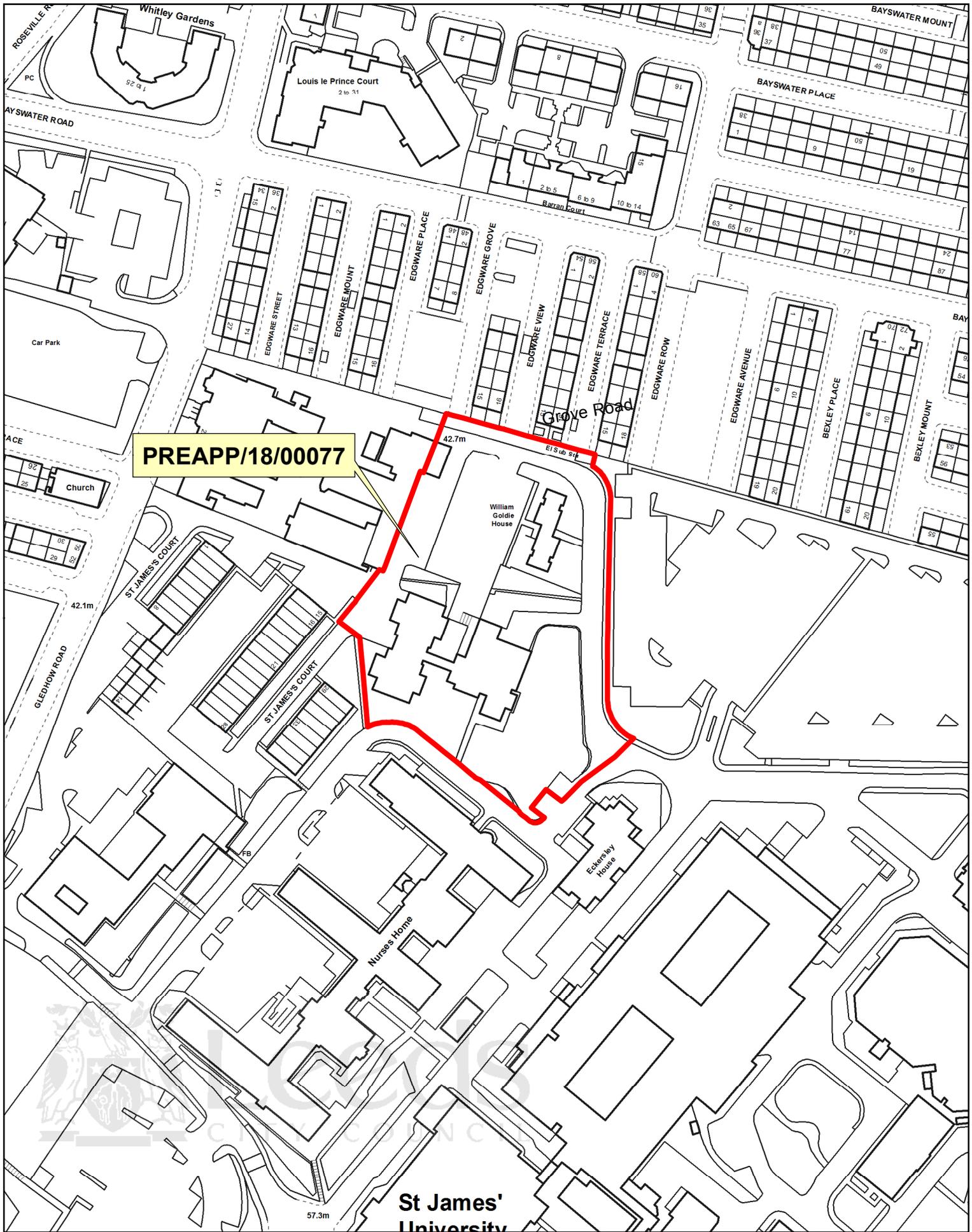
7.16 Local Planning Policy seeks developments to adopt a 'pan-disability'/ 'pan-impairment' approach, taking into account and creating an inclusive environment for people with a wide range of impairments. Good building and spaces design should ensure accessibility for all. In this instance the proposal is for a staff only building that needs to accommodate the potential needs of all of it's staff. Although at an emerging stage, Officers will expect the scheme to embed accessibility into its interior layout and design and through its external spaces. It should be noted that disabled parking bays are to be created directly opposite the main entrance to the building. Other key principles, to ensure accessibility for all users of the development, will be established as part of the Outline Planning Application. More details of the accessibility features of the scheme will then come through in the detailed stages under the Reserved Matters and Condition discharge submissions that would be expected to follow the initial Outline Application.

8.0 CONCLUSION

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

- **Do Members support the emerging scale, massing and design of the proposals?**
- **Do Members support the approach to parking and sustainable transport?**
- **Do Members support the emerging landscape scheme?**

Background Papers: PREAPP/18/00077



NORTH AND EAST PLANS PANEL

© Crown copyright and database rights 2019 Ordnance Survey 100019567

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

SCALE : 1/1500



