



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 13 DECEMBER 2012

Subject: POSITION STATEMENT for Planning Application 12/04663/FU and Conservation Area Application 12/04664/CA - Demolition of existing buildings and erection of a 6 storey library with ancillary landscaping at the University of Leeds, Land bounded by Woodhouse Lane and Hillary Place, Leeds, LS2 3AR.

Electoral Wards Affected:

Hyde Park & Woodhouse

Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

This report is brought to Panel for information. Officers will present the current position reached in respect of this application to allow Members to consider the proposal.

1.0 INTRODUCTION:

- 1.1 This position statement is intended to inform Members of the latest position in respect of the proposal for a new undergraduate library on the city campus of the University of Leeds. The scheme was originally brought before Members at pre-application stage at the City Plans Panel of the 27 September 2012 (Members comments are detailed below in Section 5.0 and in Appendix 1).
- 1.2 The University has stated that there is a requirement for them to create a dedicated undergraduate's library to allow them to provide the modern learning facilities required by students. The proposal would allow the existing two libraries (Edward Boyle and Brotherton) to focus on special collections and postgraduate studies. Thus the University's aim is to create a trinity of libraries within 5 minutes walking distance of each other, which act as entry/welcome point into the campus.

- 1.3 The proposal is of significant importance to the University to allow them to effectively compete with other institutions and ensure economically viable numbers of students undertake their studies at the University. As such the University considers that the proposal would be a key attractor to students and would create a new high quality, welcoming feature at the front door to the campus. It is also the case that the proposal must be appropriate in respect of the needs of the City, in contributing to the life, vitality and economy of Leeds, and to the requirements of what is a highly sensitive heritage location.
- 1.4 The building is to be positioned on one of the 27 development proposals sites put forward by the University as part of their overall Strategic Development Framework (May 2008 Revision C) for the campus, which was presented to Members on 28 February 2008.

2.0 PROPOSAL

- 2.1 The proposal would be for a contemporary 24 hour opening library building, housing designated areas including a reading room, book stack rooms, study areas, training rooms, staff offices, an internal bicycle store and an ancillary café space. The gross floor space would be in the region of 6,557 sq metres. External public realm spaces would be created to the north and south of the building, with hard and soft landscaping and external seating areas. External cycle parking will also be provided within the boundary of the site.
- 2.2 A number of documents have been submitted in support of this proposal and these are:
- Design and Access Statement.
 - Flood Risk Assessment
 - Sustainability Statement
 - Heritage Statement
 - Utilities Statement
 - Noise Report
 - Ecological Site Assessment
 - Ground Investigation Report
 - Drainage Strategy Report
 - Transport Statement
 - Travel Plan
 - Tree Report

3.0 SITE AND SURROUNDINGS:

- 3.1 The Leeds Unitary Development Plan Review 2006 (UDP) defines this location as being within the Education Quarter. The site has been in use for some years as a surface car park. There are landscaped edges to the site to its northern and southern ends with a small number of trees of varying maturity and species. On street car parking bays are also laid out along Hillary Place. A section of the proposed New Generation Transport route is proposed to run to the north of the site along Woodhouse Lane.

- 3.2 The site is set within the boundary of the Woodhouse Lane - University Precinct Conservation Area. This Conservation Area is characterised by an eclectic mix of buildings ranging from large scale university blocks to former terrace houses, with a wide range of architectural styles. The layout of the area ranges from the planned 19th century suburban developments of Woodhouse Lane to the more piecemeal expansion of the University precinct.
- 3.3 The existing car park is flanked by the Grade II listed Workshop Theatre building (the former Emmanuel Church Institute), the Grade II Listed former Emmanuel Church and former Trinity St David's Church. In addition there are further Grade II Listed buildings facing the site to the south along Hillary Place and to the north along Blenheim Terrace. The nearby Parkinson Building is also a Grade II Listed building.

4.0 RELEVANT PLANNING HISTORY

- 4.1 Consent was granted for 10 storey car park with associated management suite and ancillary (Class D1/Cycle Hire and Workshop) space and landscaping, on the Orange Zone car park area of the University of Leeds city campus on 30 March 2010, under Planning Application 09/03060/FU.
- 4.2 Consents to change the former Trinity St David's Church into a café/bar (A3 Use) were granted on 17 September 2002 on Listed Building applications 20/87/02/LI and on 9 October 2002 on Planning Application 20/85/02/FU
- 4.3 Consents to alter the Emmanuel Church to a place of worship with teaching rooms addition of canopy and detached plant housing were granted on 11 June 2003 on Listed building application 20/17/03/LI and on 13 June 2002 on Planning Application 20/396/02/FU.
- 4.4 Consent for a change of use of building society office to offices at 183 Woodhouse Lane was granted on 14 December 2001 on Planning Application H20/429/90.
- 4.5 Consent for a single storey link extension to offices at 183 Woodhouse Lane was granted on 14 December 2001 on Planning Application 20/268/01/FU.

5.0 HISTORY OF NEGOTIATIONS

- 5.1 The proposal has been the subject of pre-application discussions between the Developers, their Architects and Local Authority Officers since November 2011. These discussions have focused on the proposed use of the site as an undergraduate's library, the massing, form and height of the development, the historical context of the site and the relationship of the proposal to a number of neighbouring listed buildings, the loss of car parking on the site, details of the elevational design and materials, key views, pedestrian routes and connectivity through the site and wider campus, the sustainability credentials of the proposal, and the proposed hard and soft landscaping scheme.
- 5.2 The pre-application scheme for an undergraduate library (up to 6 storeys high) and associated landscaping was presented to Members at the City Plans Panel on 27 September 2012. Members made the following comments (full Plans Panel minutes can be found in |Appendix 1);

- Concerns there was a huge massing to the rear of the building “looks blocky, boxy”
- Missing an opportunity, does not make best use of the site
- Suggestion that the building be more refined, more delicate
- Rear and front of the building need to be of equal strength, require quality on a small site
- Welcome proposal for use of Portland stone
- Pleased with BREEAM status
- Concerns at the loss of 2 trees in a Conservation area
- Look again at the issues around massing, suggestion that the building be made taller and slimmer onto Hillary Place
- Further consideration of the design and appearance of the building was required
- Accepted the removal of the unlisted former bank building.
- There was a need to address the loss of the existing trees with appropriate replacement planting
- More information was required on what happens to the displaced car parking.

6.0 PUBLIC/LOCAL RESPONSE:

- 6.1 The planning application was publicised via Site Notices posted on 16 November 2012 expiring on 7 December 2012 for a ‘Major Development Which Affects the Setting of a Listed Building and the Character of a Conservation Area’, and in a Yorkshire Evening Post edition to be printed on or around the 6 December 2012.
- 6.2 The Conservation Area application was publicised via Site Notices posted on 16 November 2012 expiring on 7 December 2012 for a ‘Notice of proposed demolition in a Conservation Area’, and in a Yorkshire Evening Post edition to be printed on or around the 6 December 2012.
- 6.3 Ward Members were consulted by Officers on 9 and 12 November 2012.
- 6.4 The Applicant has advised that they have sent letters regarding the scheme to all Ward Members, the Halo nightclub tenants in the former Trinity St David's Church, and the chaplains of the Emmanuel Church. In addition, a consultation leaflet was delivered to all nearby residential dwellings and businesses on 9 November 2012 and the Applicant held a public consultation event on the University Campus on 19 November 2012.

7.0 CONSULTATION RESPONSES:

7.1 Statutory:

English Heritage: state that they consider that the conservation area application does not fall within their remit and as such they have made no comments. In respect of the full planning application they state that the proposal can be considered to be of substantial harm, due to the loss of a non-designated heritage asset (the former bank building). However they go on to state that they consider the wider site (i.e. the surface car park) does not contribute positively to the significance and setting of the affected designated heritage asset and due to the public benefit of the creation of a well designed urban block and the removal of an area of negative value (the surface car park), the benefits of the proposal outweigh the

harm to significance that it causes. As such they state that they support the proposals.

Demolition in Conservation Areas Groups: No comments to date.

Highways: state that further discussions are required to agree the number of cycle parking spaces whether the scheme requires any associated Traffic Regulation Order works. In addition Highways advise that conditions to cover the areas for vehicle use to be laid out and the provision of details of constructor's equipment are required and such conditions will be applied.

Mains Drainage: state that a condition is required for the submission of a scheme detailing surface water drainage works.

The Victorian Society: state that they have no objection to the redevelopment of the site, but suggest that the recording, retention and and/or reuse of the former bank should be considered. They also state that Hillary Place elevation is intimidating and too large in scale and that the elevation should be set back and respect its setting. They also state that the relationship of the new building to Woodhouse Lane also needs to be explored.

7.2 **Non-Statutory:**

NGT/Transport Policy Officer: No comments to date.

Sustainability Officer: No comments to date.

Land Contamination Team: State they have no objections to the proposal subject to conditions being applied to cover the submission of a Phase I Desk Study, the submission of a Remediation Statement and any unexpected contamination.

Neighbourhoods and Housing: state that the proposal is not likely to give rise to noise complaints but there is potential for noise from its mechanical services plant. As such conditions controlling the level of noise from plant, along with conditions covering operating hours for demolition and construction works, and compliance with the Code of Construction Practice are required.

Access Officer: No comments to date.

Metro: state that they require the Developer to fund a new 'live' bus information display to be erected at the bus stop on Woodhouse Lane, adjacent to the site. The contribution required from the Developer would be £10,000.00.

West Yorkshire Archaeological Advisory Service: state that there is currently no known archaeological implications from the proposed development of this site.

Leeds Civic Trust: state that they object to the proposal due to the loss of the former bank building, and that they consider the design to be bulky, with a busy mix of materials and architectural features. They consider that the scheme does not respond to local character or history, or reflect the identity of local surroundings and materials.

TravelWise: stating that alterations to the Travel Plan are required to cover the relocation of the existing car club space, the location of long stay secure cycle

parking spaces in the building and associated shower facilities, an increased provision of short stay cycle spaces outside the building, whether or not motorcycle spaces can be provided within the site, and up to date specific targets and actions. In addition, there is a requirement for a travel plan monitoring and evaluation fee of £2,500.00.

8.0 PLANNING POLICIES:

8.1 National Planning Policy Framework (NPPF)

The National Planning Policy Framework 2012 (NPPF) was adopted in March 2012 and sets out the Government's planning policies and how they expect them to be applied.

Paragraph 6 of the NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development and paragraph 14 goes on to states that there should be a presumption in favour of sustainable development.

Paragraph 17 of the NPPF sets out the Core Planning Principles for plan making and decision taking. The 3rd principle listed states that planning should proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Every effort should be made objectively to identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth. Plans should take account of market signals, such as land prices and housing affordability, and set out a clear strategy for allocating sufficient land which is suitable for development in their area, taking account of the needs of the residential and business communities.

The 4th principle listed states that planning should always seek high quality design and a good standard of amenity for all existing and future occupants of land and buildings.

The 8th principle listed states that planning should encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value.

The 10th principle listed states that planning should conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations.

The 11th principle listed states that planning should actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable.

Paragraphs 56 and 57 of the NPPF state that good design is a key aspect of sustainable development, is indivisible from good planning and contributes positively to making better places for people., and that design should be of a high quality and inclusive.

Paragraph 60 of the NPPF states that planning policies and decisions should not attempt to impose architectural styles or particular tastes, and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. It is however, proper to seek to promote or reinforce local distinctiveness.

Paragraph 61 of the NPPF states that's although visual appearance and the architecture of individual buildings are very important factors, securing high quality and inclusive design goes beyond aesthetic considerations. Therefore, planning policies and decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment.

Paragraph 133 states that where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- the nature of the heritage asset prevents all reasonable uses of the site; and
- no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
- the harm or loss is outweighed by the benefit of bringing the site back into use.

8.2 Development Plan

The development plan includes the Regional Spatial Strategy to 2026 (RSS) and the adopted Leeds Unitary Development Plan (Review) 2006 (UDPR) along with relevant supplementary planning guidance and documents. The Local Development Framework will eventually replace the UDPR but this is at the draft stage. The RSS was issued in May 2008 and includes a broad development strategy for the region, setting out regional priorities in terms of location and scale of development.

8.3 Regional Spatial Strategy (RSS) (adopted May 2008):

Relevant policies include:

YH1 Spatial pattern of development and core approach.

YH2 Sustainable development.

YH4 Focus development on regional cities.

YH5 Focus development on principal towns.

YH7 Location of development.

LCR1 Leeds City Region sub area policy.

LCR2 Regionally significant investment priorities, Leeds city region.

8.4 Leeds Unitary Development Plan (Review) 2006

Relevant policies include:

Policy A4 (Access for all)

Policy BC8 (Demolition of unlisted buildings in a conservation area and salvaging, storage and reuse of features)

Policy BD2 (Design and siting of new buildings)

Policy BD3 (Accessibility in new buildings)

Policy BD4 (All mechanical plant)

Policy BD5 (All new buildings)
 Policy CC1 (Planning obligations)
 Policy CC10 (Provision of public space)
 Policy CC12 (New development and new public spaces relating and connecting to the existing street pattern)
 Policy CC27 (Principal use quarters)
 Policy GP5 (All planning considerations)
 Policy GP7 (Planning obligations)
 Policy GP11 (development must meet sustainable design principles)
 Policy LD1 (landscaping schemes)
 Policy N12 (Urban building design)
 Policy N13 (Design of all new buildings)
 Policy N18A (Level of contribution of building to be demolished in a conservation area)
 Policy N18B (Requirement for detailed plans for redevelopment of buildings to be demolished in conservation area)
 Policy N19 (New buildings and extensions within or adjacent to a conservation area)
 Policy N23 (Space around new buildings)
 Policy N25 (design of site boundaries)
 SA8 – Strategic aim to provide safe and easy access for all.
 Policy T1 (General principles of Transport Investment)
 Policy T2 (Servicing of new development by public transport)
 Policy T5 (Provision to cyclists)
 Policy T7 (Promotion of cycle storage facilities)
 Policy T7A (Secure cycle parking)

Paragraph 13.7.57 refers to the Education Quarter. The relevant main objectives are:

1. Facilitate the University's consolidation and expansion on their City Centre sites and accommodate their main functional requirements.
2. Retain and enhance the character and identity of the Education Quarter and reinforce its sense of place.

8.5 The Core Strategy

8.6 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 7th November 2012 Executive Board approved the proposed pre-submission changes to the Publication Draft of the Leeds Development Framework Core Strategy. Executive Board also resolved to recommend that Council approve the Publication Draft Core Strategy and the sustainability report for the purposes of submission to the Secretary of State for independent examination pursuant to Section 20 of the Planning and Compulsory Purchase Act 2004.

8.7 The Core Strategy's Spatial Vision and Objectives state that

- Leeds will have maintained and strengthened its position at the heart of the City Region and has grown a strong diverse and successful urban and rural economy, with skilled people and competitive businesses, which are sustainable, innovative, creative and entrepreneurial. All communities will have equal chances to access jobs and training opportunities through the growth of local businesses.
- Place making will be embedded into the planning process which has led to the creation, protection, and enhancement of buildings, places and spaces that are valued by people. This will have a positive contribution towards better health and

wellbeing, especially in communities where there have been clear health disparities and disadvantage.

Objective (iii) 11. States that the Core Strategy Policies support the provision of community infrastructure that is tailored to meet the needs of the community including high quality health, education and training, cultural and recreation, and community facilities and spaces.

Relevant Policies are:

- 8.8 Spatial Policy 1: Location Of Development states that 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.
- 8.9 Spatial Policy 3: Role Of Leeds City Centre states that the importance of the City Centre as an economic driver for the District and City Region will be maintained and enhanced by:
 - (iii) Valuing the contributions to the life, vitality and economy of the City Centre made by the Universities, Leeds General Infirmary, Major Museums and Arena.
- 8.10 Spatial Policy 8: Economic Development Priorities states that
 - (iii) Job retention and creation, promoting the need for a skilled workforce, educational attainment and reducing barriers to employment opportunities.
- 8.11 Paragraph 5.1.16 states that the hospital, universities and cultural venues generate large amounts of footfall and journeys which make it appropriate that their presence is largely retained in the City Centre where public transport accessibility is extremely good. Future growth in office space, shops and dwellings should be planned to sustain rather than undermine the hospital, universities and major cultural facilities.
- 8.12 Policy CC1: City Centre Development states that c) Hospital, university, college, and cultural facilities to be retained in the City Centre
- 8.13 Policy P9: Community Facilities and Other Services states that access to local community facilities and services, such as education, training, places of worship, health, and community centres, is important to the health and wellbeing of a neighbourhood.
- 8.14 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.
- 8.15 Policy P11: Conservation states that the historic environment, consisting of archaeological remains, historic buildings townscapes and landscapes, including locally significant undesignated assets and their settings, will be conserved and development proposals will be expected to demonstrate a full understanding of historic assets affected.

- 8.16 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.
- 8.17 Policy T1: Transport Management states that there will be a requirement for (ii) Sustainable travel proposals including travel planning measures for employers and schools.
- 8.18 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.
- 8.19 Policy EN1: Climate Change – Carbon Dioxide Reduction states that all developments of 10 dwellings or more, or over 1,000 square metres of floorspace, 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.
- 8.20 Policy EN2: Sustainable Design and Construction states that developments of 1,000 or more square metres (including conversion where feasible) are to meet at least the standard set by BREEAM (Very Good in 2012, Excellent in 2013 and Excellent in 2016).
- 8.21 Policy EN4: District Heating states that where technically viable, and in areas with sufficient heat density, development should propose heating systems according to the following hierarchy:
- (i) Connection to existing heat networks,
 - (ii) Use of a site wide district/communal heating system supplied with low carbon heat where technically viable/feasible.
- 8.22 Policy EN6: Strategic Waste Management states that waste in Leeds will be managed by application of the waste hierarchy in the following way:
- (i) Development will be required to demonstrate measures to reduce and re-use waste both during construction and throughout the life of the development; and
 - (ii) Sufficient space will be provided within all new developments (including conversions) to enable separation, storage, and collection of recyclable materials to take place.
- 8.23 Relevant Supplementary Planning Guidance other guidance and emerging policy
- 8.24 Leeds – City Centre Urban Design Strategy (CCUDS): Improving Our Streets, Spaces and Buildings (urban design principles based on the distinctive qualities of Leeds City Centre).
- 8.25 Sustainable Design and Construction Supplementary Planning Document (August 2011).
- 8.26 Draft Supplementary Planning Document 'Travel Plans' (May 2007)

- 8.27 Supplementary Planning Document 'Public Transport Improvements and Developer Contributions' (adopted August 2008)
- 8.28 Tall Buildings Design Guide (adopted April 2010)

9.0 ISSUES

1. The principle of the proposed use
2. The impact on the character and visual amenity of the adjacent and nearby listed buildings, the street scene and the wider conservation area
3. Demolition and the merit of the existing buildings
4. Vehicle parking provision and relocation
5. Landscaping and public realm
6. Sustainability
7. Section 106 Legal Agreement – Heads of Terms

10.0 APPRAISAL

- 10.1 The principle of the proposed use
- 10.2 The proposal is for the use of the site to house an undergraduate library to serve the needs of students at the University of Leeds, with a ground floor ancillary café area, and staff office space. The library would also have fully accessible areas which could be used by visiting students from other educational facilities or for other training needs. The site is located within the Education Quarter, as defined by Leeds Unitary Development Plan Review 2006. Here the principal aims for development are, that it facilitates the University's consolidation and expansion on their City Centre sites and accommodates their main functional requirements. In addition, any proposal should retain and enhance the character and identity of the Education Quarter and reinforce its sense of place.
- 10.3 As the proposal is for a new library, which will help to expand and improve the facilities of the University of Leeds on their City Centre campus, it is considered to be a highly appropriate use for this location.
- 10.4 **Do Members agree that the proposed use is appropriate for this location?**
- 10.5 The impact on the character and visual amenity of the adjacent and nearby listed buildings, the street scene and the wider conservation area
- 10.6 The proposed building design concept has been to produce a building that takes account of its place on what is an infill site, and responds to the sensitive context in which it will be positioned, whilst creating a contemporary state of the art library facility. As such the proposal is to create a modern building of calm, and crisp design, subtly detailed to ensure it compliments rather than competes with the intricately detailed historical buildings within its setting. This is highly important as the site is surrounded by a variety of Grade II Listed Buildings, as well as being set within the boundary of the Woodhouse Lane - University Precinct Conservation Area.

- 10.7 The University of Leeds campus and the Conservation Area in which it is located are characterised by a rich mix of buildings of differing architectural style, era and scale, all sitting in close proximity to each other. In line with comments from The Victorian Society and the concerns from Leeds Civic Trust, the manner in which the proposal responds to this heritage rich setting is fundamental to the success of its design. Therefore, the proposal is to create a modern, respectful, stepped built form, where the mass of the building is positioned in the least sensitive parts of the site, to minimise its impact on the visual amenity and character of the neighbouring listed buildings and the wider Conservation Area. As a result the building is proposed to step from 2 storeys where it fronts Woodhouse Lane, up to a maximum of 6 storeys (including the roof top plant area and a part sub-basement floor) in the mid to rear area of the site.
- 10.8 To maximise on its key location the proposal would have two entrances. The principal entrance would be to the Woodhouse Lane façade with a more direct link to the campus via the second entrance from Hillary Place. These entrances would lead into the accessible ground floor level, which would house a variety of flexible useable spaces, as well as a glass topped central atrium, to create a sense of space and light within the core areas of the building, and a café area. The café area would have a second smaller glazed atrium of two storeys, which would benefit from open views of the rose window to the east face of the adjacent former Emmanuel Church.
- 10.9 The building is set a respectful distance away from the buildings attached to the rear of the listed former Trinity St David's Church to the east, and its set further away from the listed former Emmanuel Church to the west, with an area of public realm to be created to this side of the new building. Due to the requirement for broad floor plans to serve this type of use, the building spreads to the west such that it abuts the east facing wall of the listed Workshop Theatre (former Emmanuel Church Institute). However, the area of walling of this former church institute to be concealed is predominantly plain brickwork. As such there would be no significant harm to, or concealment of, the important architectural and historic features of this heritage asset.
- 10.10 In response to Members, The Victorian Society's and Leeds Civic Trust's comments regarding the massing of the building towards the Hillary Place side of the site, the proposal has been pulled back approximately 2.5 metres from the back of the Hillary Place footway, to allow the building to line in with the outer most projections of the buildings on the former Trinity St David's church site. In addition the mass has been further reduced by dropping the building to 4 storeys where it fronts Hillary Place, and by the use of an open podium level, housing broad entrance steps beneath the two upper floors. Further to this the elevation of these upper floors would be detailed both horizontally and vertically, with recessed slot windows, to further break up the appearance of the mass to this frontage.
- 10.11 In response to Members and Leeds Civic Trust's comments regarding the mix of materials and elevational treatments and the need for an equal design quality to both the Woodhouse Lane and the Hillary Place elevations, the palette of materials has been reconsidered and refined to produce a more consistent approach to all elevations. As a result the principal elevational material will be Portland stone, detailed with recessed shadow joints at each floor level to create subtle banding. This stone will be combined with large areas of clear glazing, allowing a substantial amount of natural light to penetrate the building on all elevations, and carefully positioned arrangements of metal fins/louvres. The

fins/louvres will serve to conceal the plant area, address matters of solar gain and provide further cohesion to the design approach now taken to all elevations.

- 10.12 In addition to the large glazed areas in the building frontages, a number of feature windows are proposed. These would be angled projecting bays to the 1st, 2nd and 3rd floor levels facing on to the former Emmanuel Church, as well as a further row of projecting bay windows to the 3rd floor level facing south, with views across Hillary Place and beyond.
- 10.13 Members expressed that the building may benefit from being taller and slimmer. Due to the nature of the proposed use there is a requirement for the floor plates of the building to be deep, to allow for the required book stack and study areas. As such it is not practical for the building to be increased physically in height. Therefore architectural features have been introduced to add vertical emphasis and give the building presence on the skyline.
- 10.14 The plant area has been consolidated and placed on the top of the building. This plant area is visually integrated into the main elevations by the use of the metal fins/louvres which project up above the demise of the plant. In addition, to the south eastern corner of the building the vertical glazed slot and stone work is taken up the building and into the plant area zone on the elevation. This treatment is also used on the south western corner, where the Portland Stone has been taken up to the top of the building. Positioned between the two, along the southern face of the plant area, are a bank of high level photovoltaic panels, which add a further sustainable and visually interesting, means of screening the plant area on this elevation.
- 10.15 In addition the central glazed atrium with a stone and fin/louvre wall to its west face has been projected some 4.2 metres up and out of the top of the building, to create a skyline lantern feature, again adding visual height to the development.
- 10.16 The overall design of the scheme would result in a crisp, high quality, contemporary addition that would sit comfortably within the context of the existing nearby listed and university buildings, and the Woodhouse Lane - University Precinct Conservation Area.
- 10.17 **Do Members consider the design refinements to be acceptable?**
- 10.18 Demolition and the merit of the existing buildings
- 10.19 Consideration has been given as to whether the proposed demolition of the former bank building (183 Woodhouse Lane) most recently being used as security offices, and an adjacent smaller flat roofed building is acceptable, or whether the buildings have any significant architectural or historical merit. The buildings in question are not listed but do sit within the boundary of the Woodhouse Lane - University Precinct Conservation Area, to the north-west corner of the site.
- 10.20 The former bank building, which was built circa the 1930s, is a simple red brick building with an Art Deco Portland stone façade where it fronts on to Woodhouse Lane. The adjacent architecturally plainer flat roofed red brick building is of later construction. Both buildings are modest in stature, with the frontage of the former bank building having some architectural detailing and design which echoes that of the nearby Grade II Listed Parkinson Building. Whilst the former bank building does have some architectural merit, this is only in respect of its street facing façade, with the remainder of the building, and the adjacent simpler red brick building, both

being very utilitarian in design. As such it is only this one face of the former bank building that can be said to make a positive contribution to the character of the Conservation Area.

10.21 The Victorian Society and Leeds Civic Trust have questioned the loss of this undesignated heritage asset and whether this former bank building can be reused or retained. Discussions during the design process have explored whether or not the principal façade of the former bank building could be retained and incorporated into the scheme, however, levels changes and differences between the proposed design and the existing architectural style have meant this can not be possible. As such, it can be argued that, on balance, the benefits that will be brought forward by the proposed high quality scheme, outweigh the loss of these existing buildings. Therefore, the demolition of these non designated buildings, to allow the site to be redeveloped with a building of high design quality, which would ensure a viable and appropriate use of the site, is considered to be acceptable and the proposal complies with the requirements of Paragraph 133 of the National Planning Policy Framework 2012.

10.22 **Do Members agree that the demolition of the existing buildings is acceptable?**

10.23 Vehicle parking provision and relocation

10.24 The existing site is currently largely in use as a surface car park with 75 parking spaces, including 23 VIP spaces and 2 spaces for disabled users. The scheme does not propose to accommodate any car parking within the site boundary. In addition, some on-street car parking along Hillary Place will also be lost to allow for servicing bays to be created, with the addition of an off-street servicing area to the south eastern corner of the development site. The Applicant has advised that it is their intention to encourage more sustainable means of transport, such as walking, cycling and using public transport, to and from the campus to reduce the reliance on car use. The site is well served by existing public transport being on a primary bus route and in the future the New Generation Transport (NGT) trolley bus will also run adjacent to the site, along Woodhouse Lane. However, Officers are in discussion with the Applicant with regard to the relocation of some VIP and disabled car parking, and whether the scheme requires any associated Traffic Regulation Order works.

10.25 The University currently has a total of circa 1,520 cycle spaces available for use within the campus by both students and staff. The existing Velocampus Leeds provides support to staff and students cycling to the University and is situated within the campus, approximately 150 metres to the southwest of the site. The Applicant is in discussions with Officers with regard to agreeing the number of cycle parking spaces and this matter will be reported verbally to Members at Plans Panel.

10.26 There is one existing Car Club space on the surface car park operating on this site and this will be relocated to a new bay to be created on Hillary Place. The amendments to the Travel plan requested by TravelWise are currently being worked up to be resubmitted.

10.27 **Do Members have comments at this stage with regard to arrangements for the relocation of car parking in advance of further details being provided?**

10.28 Landscaping and public realm

10.29 Due to the required footprint of the building the landscaping, whilst being an integral part of the design, is characterised by the site edges. As such new public realm landscaping is proposed to both the Woodhouse Lane & Hillary Place ends of the site. A high quality main entrance plaza to the Woodhouse Lane frontage is to be formed, incorporating new seating (some sculptural) and planting, creating a place for people to meet and rest. Because of the manner in which the building is set back into the site this area of new public realm would have a depth ranging from some 7.5 to 12.5 metres from the back edge of the existing footpath on Woodhouse Lane. This is in addition to the existing pedestrian pavement area, and combined with this existing pedestrian footpath, gives a depth range from the building to the existing kerb of some 10 to 15.5 metres. Cycle parking would be provided close to the main entrance on the north-eastern corner of the site.

10.30 The new landscaping would also wrap around the proposed building to the north-west, fronting on to the side of the former Emmanuel church. Here maintenance access is required to an existing plant area for the former church building. However this area will be occupied by seating which will be incorporated into the existing stone boundary wall to the former Emmanuel Church. A green screen of Pleached Hornbeam Trees and hedging is proposed to screen the levels difference between the site and the adjacent former church and its grounds. This boundary treatment would ensure that only those areas requiring screen are concealed with the more interesting and important features of the east face of the former Emmanuel church remaining visible.

10.31 To the Hillary Place side of the site the building has been pulled back some 2.5 metres from the back edge of the footpath, creating an area of new stone paving which will wrap around the building to create an enhanced, shared space to the adjacent Workshop Theatre's access area. This gives a total new footway width of some 4.8 metres from the building to the existing kerb. The existing stone walls of the former churches to each side will be retained and repaired where they meet the new public realm spaces.

10.32 4 existing mature trees and a number of juvenile and semi mature trees, plus existing small areas of shrubbery on site, will need to be removed to allow this proposal to be constructed. As such this loss needs to be mitigated against. Therefore, in addition to the Pleached Hornbeams and box hedging proposed, 7 more new trees are to be introduced around the Woodhouse Lane frontages of the proposed building and the former Emmanuel Church. In addition, a further 2 new trees will be planted in the existing green area to the south of the Workshop Theatre building. Potential tree species for this would be *Pyrus salicifolia*, *Corylus colurna* and *Sorbus intermedia*, although full detail of all landscaping would be required to be submitted under planning conditions.

10.33 The design of the scheme also aims to have areas of green roof, most likely over the lower roof areas, to provide improved views for its users as well as encouraging bio-diversity.

10.34 **Do Members consider the loss of the existing trees and the proposed tree replacement plans and other landscaping to be acceptable?**

10.35 Sustainability

- 10.36 The submitted Sustainability Statement indicates that the proposal is intended to achieve BREEAM Excellent and a CO² reduction Target Emission Rate of 36 kgCO²/m² per annum. A number of economic, social and environmental objectives are proposed including;
- All 3 library facilities (the proposal, Brotherton and Edward Boyle) would be within 5 minutes walking distance of each other.
 - The new library will utilise the waste heat from the existing university CHP plant.
 - Photovoltaic cells will be installed to the south face of the building's high level plant area.
 - The building is to have a very low air leakage rate to conserve heat with the use of lobbies to all entrances.
 - The building would use low energy high efficiency lighting.
 - All the main spaces within the building have access to natural light, with the central atrium also providing natural light to rooms in the centre of the building.
 - The provision of green roofs on some levels of the building.

10.37 Section 106 Legal Agreement – Heads of Terms

10.38 A legal test for the imposition of planning obligations was introduced by the Community Infrastructure Levy Regulations 2010. These provide that a planning obligation may only constitute a reason for granting planning permission for the development if the obligation is -

- (a) necessary to make the development acceptable in planning terms,
- (b) directly related to the development; and
- (c) fairly and reasonably related in scale and kind to the development

10.39 A Section 106 Legal Agreement including obligations to secure the following requirements has been proposed:

- A Travel Plan monitoring and evaluation fee of £2,500.00.
- A contribution of £10,000.00 towards the provision of a 'Live' bus information display at nearby bus stop 11388 on Woodhouse Lane.
- Agreement of publicly accessible areas.
- The employment and training of local people.

10.40 The proposed obligation has been considered against the legal tests and is considered necessary, directly related to the development and fairly and reasonably related in scale and kind to the development. Accordingly this can be taken into account in any decision to grant planning permission for the proposals.

11.0 CONCLUSION

11.1 In conclusion, the proposal would result in the redevelopment of a brownfield site to allow the creation of a new purpose built, yet flexible undergraduate library for the University of Leeds. It is considered that the proposal is a fitting use, design and architectural form for this location As such the proposed library building would be a high quality, contemporary addition which would sit comfortably within the context of the surrounding area.

Background Papers:

University of Leeds Strategic Development Framework (May 2008 Revision C)
Strategic Development Framework - Transport Summary Statement (December 2007)

PREAPP/11/01185

Planning Application 12/04663/FU

Conservation Area Application 12/04664/FU

Appendix 1

Minutes of the 27 September 2012 Plans Panel City Centre regarding PREAPP/11/01185

11 Pre - Application - Preapp/11/01185 - Proposed Undergraduate Library Building at the University of Leeds Car Park adjacent to Emmanuel Church, Hillary Place, Leeds

The report of the Chief Planning Officer introduced a pre-application presentation in relation to a proposed undergraduate Library Building at the University of Leeds car park adjacent to Emmanuel Church, Hillary Place, Leeds.

The following representatives attended and addressed the meeting:-

- Steve Gilley – Applicant – University of Leeds
- Joe Morgan – ADP Architecture

Members were shown detailed plans and photographs of the scheme and had previously visited the site prior to the meeting. The presentation highlighted the following key areas:-

- The height, Form and Massing of the building
- The relationship to neighbouring buildings
- Appearance on the street scene and skyline
- The design and appearance of the proposed new building
- The proposals for landscaping and tree loss
- The car parking implications

The Chair then invited questions and comments from Members on the specific proposals of the pre-application. In summary, specific reference was made to the following issues:-

- Concerns there was a huge massing to the rear of the building “looks blocky, boxy”
- Missing an opportunity, does not make best use of the site
- Suggestion that the building be more refined, more delicate
- Rear and front of the building need to be of equal strength, require quality on a small site
- Welcome proposal for use of Portland stone
- Pleased with BREEAM status
- Concerns at the loss of 2 trees in a Conservation area

In concluding discussions, the Chair put forward the following specific matters for Members consideration:-

Are the height, form and massing of the building acceptable?

- Look again at the issues around massing, suggestion that the building be made taller and slimmer onto Hillary Place

Does the scheme respond well to the historical context (particularly in respect of neighbouring listed buildings and the conservation area) and campus context?

- Further consideration of the design and appear of the building was required

Are the design and appearance principles of the scheme acceptable?

- Further consideration of the design and appearance of the building was required as above

Was the removal of the unlisted former bank building acceptable?

- Yes

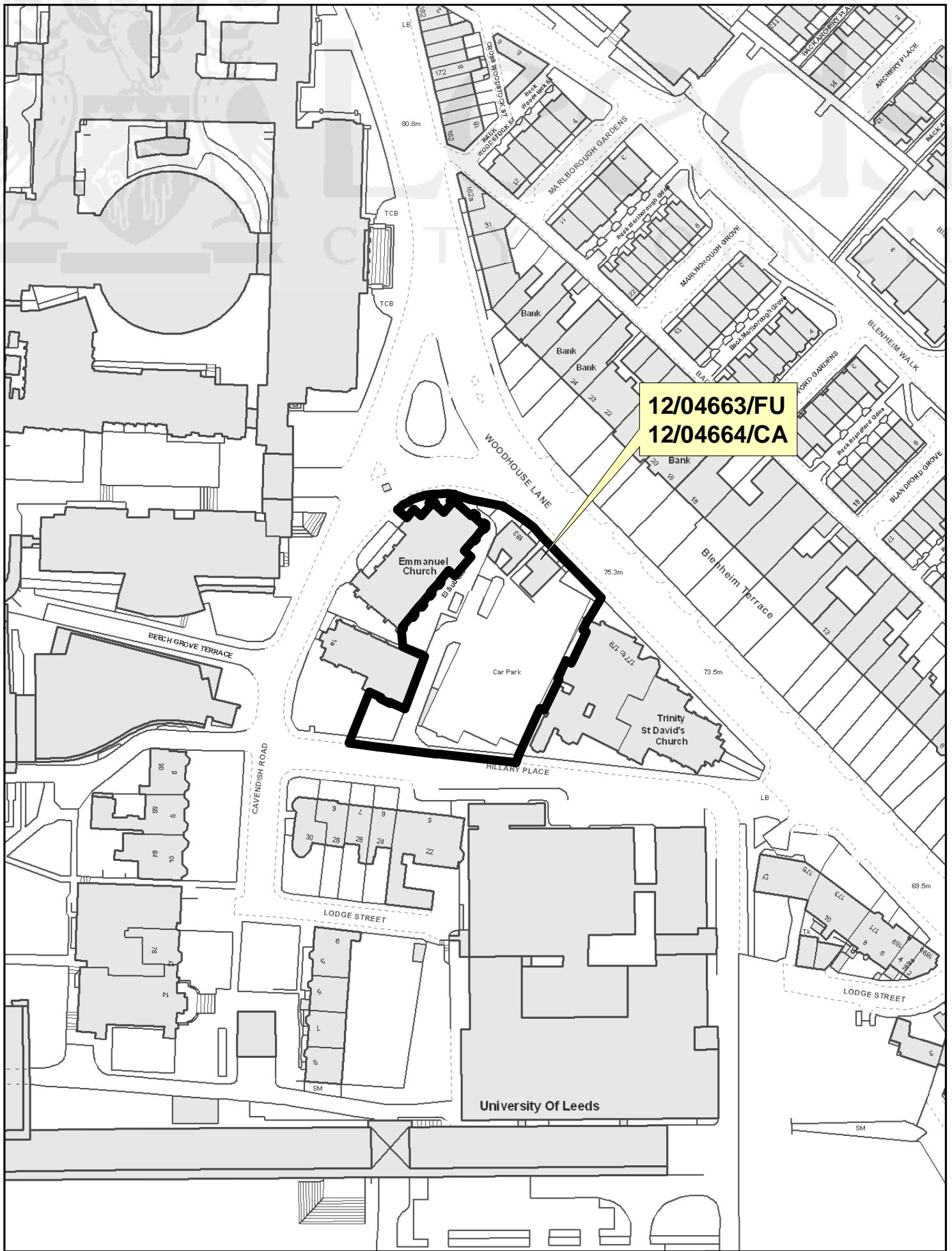
Are the landscaping scheme proposals appropriate and acceptable?

- There was a need to address the loss of the existing trees with appropriate replacement planting

Was the loss of car parking on site and the proposed mitigation for this acceptable?

- More information was required on what happens to the displaced car parking

RESOLVED – That the report and pre- application presentation be noted.



12/04663/FU
12/04664/CA

CITY PLANS PANEL

