



**Leeds**  
CITY COUNCIL

Originator: Sarah McMahon

Tel: 2478171

---

**Report of the Chief Planning Officer**

***CITY PLANS PANEL***

**Date: 17 JANUARY 2013**

**Subject: 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:**

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

- **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.**

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

12/04663/FU Conditions

1. Time Limit
2. List of plans to be approved
3. Details of levels
4. Samples of all external walling and roofing materials.

5. Samples of all surfacing materials
6. Sample panels of the external walling
7. Detailed 1:20 scale working drawings shall be submitted including cross sections a) all doorways, b) all windows c) soffit detail and d) Details of the fins/louvres and their supporting structure.
8. Plant noise limits
9. Hours of construction - 07.30 hours on weekdays and 08.00 hours on Saturdays or after 19.00 hours on weekdays and 13.00 hours on Saturdays. With no operation on Sundays or Bank Holidays.
10. Requirement for submission of details of the landscaping scheme
11. Implementation of landscaping scheme
12. Requirement for submission of a landscaping management plan
13. Details of tree planting
14. Submission of Phase 1 Desk Top Study
15. Remediation works shall be carried out in accordance with the approved Remediation Statement
16. Unexpected land contamination
17. Method of storage and disposal of litter and waste materials, including recycling facilities
18. No refuse disposal involving external storage of refuse containers shall take place
19. Details of lighting
20. Details of the methods to be employed to prevent mud, grit and dirt being carried onto the public highway from the development
21. Submission of detailed scheme comprising (i) a recycled material content plan (using the Waste and Resources Programme's (WRAP) recycled content toolkit), (ii) a Site Waste Management Plan for the construction stage, (iii) a waste management plan for the buildings occupation and (iv) a BREEAM Excellent assessment
22. Details of the south facing wall mounted photovoltaic panels,
23. Scheme detailing surface water drainage works
24. Details of mechanical ventilation or air conditioning system
25. Dust generation by vehicles
26. No site clearance, demolition or removal of trees, shrubs and other vegetation shall be carried out during the period 1 March to 31 August inclusive
27. Method statement for the control and eradication of Japanese Knotweed
28. Details of cycle/motorcycle parking and facilities
29. All areas to be used by vehicles to be fully laid out, surfaced and drained
30. Details of access, storage, parking, loading and unloading of all contractors' plant, equipment, materials and vehicles
31. Details of a temporary position for City Car Club bay during construction
32. Details of public art strategy

**All Conditions are provided in full in the Appendix 2.**

12/04664/CA Conditions

1. Time Limit (3 years)
2. List of plans to be approved
3. Details of contract for redevelopment

**All Conditions are provided in full in the Appendix 2.**

**Reasons for approval:**

In reaching a decision the case officer dealing with the application has worked with the applicant/agent in a positive, timely and collaborative way to produce an acceptable scheme in accordance with paragraphs 186 and 187 of the National Planning Policy framework.

In granting permission for this development the City Council has taken into account all material planning considerations including those arising from the comments of any statutory and other consultees, public representations about the application and Government Guidance and Policy as detailed in the National Planning Policy Framework 2012 and (as specified below) the content and policies within Supplementary Planning Guidance (SPG), and The Development Plan, the Leeds Unitary Development Plan Review 2006 (UDPR) Policies A4, BC8, BD2, BD3, BD4, BD5, BD15, CC1, CC10, CC12, CC27, GP5, GP7, GP11, LD1, N12, N13, N18A, N18B, N19, N23, N25, SA8, T1, T2, T5, T7 and T7A. On balance, the City Council considers the development would not give rise to any unacceptable consequences for the environment, community or other public interests of acknowledged importance.

## **1.0 INTRODUCTION:**

- 1.1 The application was put before Members at pre-application stage on 27 September 2012 and as a Position Statement at Plans Panel on 13 December 2012. Members made a number of comments which are detailed in Section 5.0 below and in Appendix 1. The application has been amended to respond to these comments and is now brought back to Plans Panel to allow Members to consider a major proposal within the setting of a number of listed buildings and a conservation area.
- 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.
- 5.3 The proposal was brought to Plans Panel as a Position Statement on 13 December 2012. Members made the following comments:

- That the revisions which had been made to the scheme were an improvement but whether the building fitted in with the surrounding gothic buildings
- That the loss of a bank building was acceptable
- An acceptance that the development could not be built in the gothic style
- That there appeared to be a lack of any relationship to the building above it, i.e. at the eaves line
- That concerns remained regarding the massing of the Hillary Place elevation
- The possibility of creating some art work in the glazing, relating to learning further detailing was needed to indicate the building's use as a library, rather than just another University building
- That the community use of the ground floor was welcomed
- There were concerns about the blandness of two elevations when looking from the site to the former BBC building
- That the entrance on Hillary Place appeared dark, unwelcoming and required lighting.
- Concerns were also raised about the decorative grill element
- That there was a need for both entrances to make a statement and whether the steps on the Hillary Place entrance would be used in view of a lift also being available
- That the proposed use was appropriate for this location
- That the design refinements were considered to be acceptable but that further detailing was required in view of Members' comments about the Hillary Place entrance; possible decorative glazing to link the building to the University and the nearby churches, and indicate the use of the building
- That the demolition of the existing buildings was acceptable and that the decorative façade of the former bank building could be salvaged and relocated if required
- That further details would be provided about the relocation of car parking but were supportive in principle of the proposal to reduce the level of car parking on the site
- That the loss of the existing trees and the proposed tree replacement plans and other landscaping was acceptable but there was a need to ensure the proposed fruit trees did not overhang the footpath, in order to avoid accidents

## **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 published on 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 due to the proposed loss in overall car parking on the campus the scheme requires an associated Traffic Regulation Order works contribution of £20,000.00. This matter is still under discussion and will be verbally reported to Members at Panel. 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/or reuse of the former bank should be considered. They also state that the 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: states that given the downturn in student and staff numbers over the last couple of years, which may be exacerbated by higher course fees, he accepts that the facility is more likely to be a focus for maintaining the attractiveness of the University in the face of competition rather than generating growth. In addition he advises that the University has also paid / is obligated to pay significant sums towards public transport under approved / completed development. Therefore on that basis, the Officer does not consider it reasonable to levy a public transport contribution on the current proposal.

Sustainability Officer: No comments to date however the proposal will be BREEAM Excellent and this will be controlled via a planning condition.

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 Constriction 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. The Travel Plan is being revised accordingly. 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 3<sup>rd</sup> 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 4<sup>th</sup> 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 8<sup>th</sup> 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 10<sup>th</sup> 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 11<sup>th</sup> 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.

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 BD15 (Works of public art)

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 Publication Draft of the Core Strategy was issued for public consultation on 28th February 2012 and the consultation period closed on 12th April 2012. 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 14th November 2012 Full Council resolved to approve the Publication Draft Core Strategy and the sustainability report for the purpose of submission to the Secretary of State for independent examination pursuant to Section 20 of the Planning and Compulsory Purchase Act 2004. Full Council also resolved on 14th November 2012 that a further period for representation be provided on pre-submission changes and any further representations received be submitted to the Secretary of State at the time the Publication Draft Core Strategy is submitted for independent examination.

8.7 As the Council have resolved to move the Publication Draft Core Strategy to the next stage of independent examination some weight can now be attached to the document and its contents recognising that the weight to be attached may be limited by outstanding representations which have been made which will be considered at the future examination.

8.8 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:

8.9 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.

8.10 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.

- 8.11 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.
- 8.12 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.
- 8.13 Policy CC1: City Centre Development states that c) Hospital, university, college, and cultural facilities to be retained in the City Centre
- 8.14 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.
- 8.15 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.
- 8.16 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.
- 8.17 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.
- 8.18 Policy T1: Transport Management states that there will be a requirement for  
(ii) Sustainable travel proposals including travel planning measures for employers and schools.
- 8.19 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.

- 8.20 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.
- 8.21 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).
- 8.22 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.
- 8.23 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.
- 8.24 Relevant Supplementary Planning Guidance other guidance and emerging policy
- 8.25 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).
- 8.26 Sustainable Design and Construction Supplementary Planning Document (August 2011).
- 8.27 Draft Supplementary Planning Document ‘Travel Plans’ (May 2007)
- 8.28 Supplementary Planning Document ‘Public Transport Improvements and Developer Contributions’ (adopted August 2008)
- 8.29 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 The impact on the character and visual amenity of the adjacent and nearby listed buildings, the street scene and the wider conservation area

10.5 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.

10.6 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.

10.7 To maximise on its key location the proposal would have two key 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. Because the Hillary place entrance is stepped a third accessible entrance to a lift lobby is also provided off Hillary Place. Members expressed that the entrances should all have visual

prominence and that the Hillary Place entrance, and its adjacent accessible lift access, should match the quality of the Woodhouse Lane entrance. As a result the steps to the main Hillary Place entrance have been made more generous by the removal of the Spanish/Heller up steps, which were to one side, and have been made more visually open by the use of improved lighting. The accessible lift entrance has been better defined with the introduction of more glazing to the side of the entrance door and the use of fins to either side of this entrance to delineate its presence. All of the 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.

- 10.8 The building is set some 5.5 metres to 7 metres away from the buildings attached to the rear of the listed former Trinity St David's Church to the east, and is set further away from the listed former Emmanuel Church to the west (approximately 8.5 metres to 10.75 metres), 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.
- 10.9 In response to Member's comments, 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 align 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.
- 10.10 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.
- 10.11 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 1<sup>st</sup>, 2<sup>nd</sup> and 3<sup>rd</sup> floor levels facing on to the former Emmanuel Church, as well as a further row of projecting bay windows to the 3<sup>rd</sup> floor level facing south, with views across Hillary Place and beyond.

- 10.12 Members commented on the need to introduce public art into the building. The proposal would be to do so by creating an arts strategy which would see art work in either (or both) the glazing of the building, or the paving of the public realm areas. This art work would reference education and knowledge, the cultural achievements of the University, and/or writers associated with Leeds. As this strategy requires further detailed consideration by the Applicant a planning condition will be added to control the full details.
- 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 Demolition and the merit of the existing buildings
- 10.18 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.
- 10.19 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.



10.20 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. In addition, the majority of the site is currently covered by surface car parking, which does not contribute positively to the setting of the nearby listed buildings or the setting and character of the conservation area. 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 and the surface car parking. 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.

10.21 Vehicle parking provision and relocation

10.22 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, it is the case that the VIP spaces will be relocated to an existing area of surface car parking to the side of the nearby Brotherton library. Where possible an amount of the remaining car parking spaces will be provided within existing voids spaces the Applicant advises are present in the other car parks across the Orange Zone of the campus.

10.23 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 proposed to site 6 cycle spaces within the building, with associated shower facilities for staff. In addition, 10 external spaces would be positioned to the south on the forecourt of the theatre workshop building, with a further 4 cycle racks being located to the area of new public realm to the Woodhouse Lane side of the site.

10.24 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.

10.25 Landscaping and public realm

- 10.26 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.
- 10.27 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.
- 10.28 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.
- 10.29 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. Members stated concerns regarding the slip hazard from fruit bearing trees. The Applicant has advised that to prevent this, potential tree species would be *Carpinus betulus*, *Liquidamber styraciflua*, *Betula pendula* and *Ligustrum lucidum*, although full detail of all landscaping would be required to be submitted under planning conditions.
- 10.30 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.
- 10.31 Sustainability
- 10.32 The submitted Sustainability Statement indicates that the proposal is intended to achieve BREEAM Excellent and a CO<sup>2</sup> reduction Target Emission Rate of 36

kgCO<sub>2</sub>/m<sup>2</sup> 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.

### 10.33 Section 106 Legal Agreement – Heads of Terms

10.34 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

10.35 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.

10.36 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. Therefore, the proposal is recommended for approval.

### **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 appearance 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.

**Draft Minutes 13 December 2012 City Plans Panel regarding 12/04663/FU and 12/04664/FU**

**Applications 12/04663/FU and 12/04664/CA -Position statement for the proposed 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 LS2**

Further to minute 11 of the City Plans Panel meeting held on 27<sup>th</sup> September where Panel received a pre-application presentation for a proposed library at Leeds University, Members considered a position statement on the scheme

Plans, photographs, graphics, story boards and sample materials were displayed at the meeting.

Officers presented the report and stated that the proposed student library would enable Leeds University to compete effectively to attract student numbers.

Members were informed that the site was a sensitive one and was surrounded by heritage assets, some being Grade II Listed Buildings

One particular building which lay within the site was the former bank building which was now being used as a security office. Whilst the façade of the building was of interest, it was not Listed and that consideration had been given to its retention on site, however, due to the level changes of the building it was not felt this could be retained. For information, Members were informed that English Heritage supported the demolition of the former bank building as the replacement scheme was of higher quality

In terms of landscaping, there would be some loss of trees but replacement planting and new public realm would be provided

In addition to the library use, an ancillary café use would be included, with the ground floor being fully accessible to the public, schools, colleges and other universities. The upper levels would be for use by Leeds University only and would comprise study and book stacking areas, with feature windows providing views across the city and to the adjacent church

Roof top plant would be discrete and not impact on the overall visual effect of the building.

The building would provide two entrances; the main entrance being off Woodhouse Lane, with a secondary entrance off Hillary Place

In response to Members' previous comments, the elevation to Hillary Place had been revised to reduce its dominance to the street. The building had been stepped back and an open podium level had been provided. Whilst the building required a wide footprint, it was not possible to increase its height, so architectural features had been used, e.g. slot windows, to increase the appearance of height. The building frontage now aligned with the smaller building on the adjacent site and benefited from a simplified and refined palette of materials, comprising mainly Portland Stone and glass. The inclusion of a glass box 'lantern' at the top of the building provided vertical emphasis and created a presence on the skyline

Officers reported an objection received from Leeds Civic Trust but felt that this related to the previous version of the scheme and not the one being presented to Panel

Members commented on the following matters:

- the revisions which had been made to the scheme, which were an improvement but whether the building fitted in with the surrounding gothic buildings
- that the loss of a bank building was acceptable
- an acceptance that the development could not be built in the gothic style
- the lack of any relationship to the building above it, i.e. at the eaves line
- the Hillary Place elevation and that concerns remained about its massing

- the possibility of creating some interest on the glazing to link the building with the churches and the university, with wording relating to learning being suggested, which would echo the statement on the former BBC building on the opposite side of Woodhouse Lane
- that Members' comments had been taken on board but that further detailing was needed to indicate the building's use as a library, rather than just another University building
- the community use of the ground floor which was welcomed
- concerns about the blandness of two elevations when looking from the site to the former BBC building, as shown on the images
- the entrance on Hillary Place with concerns that this appeared dark, unwelcoming and required lighting. Concerns were also raised about the decorative grill element; that this did not add much to the design and required further thought
- the need for both entrances to make a statement and whether the steps on the Hillary Place entrance would be used in view of a lift also being included
- the number of car parking spaces being lost in the scheme and where cars would be displaced to

Officers provided the following responses:

- that the ground floor of the building would be open to everyone and this included the study areas as well as the café
- that the two elevations shown on the graphic facing the former BBC building were existing campus buildings and that their detail had not been included on the graphic but would be when the image was presented at the point when the application was ready to be determined
- that some VIP car parking existed on the site and that this would be relocated. The Panel's highways representative stated that there would be no new car parking provided in the scheme and that about 70 car parking spaces would be lost, however discussions were still ongoing with the University about the number of spaces which would need to be relocated, together with cycle parking, although the University was keen to encourage public transport use and the site was in a highly sustainable location in terms of bus routes. Members were also informed that for the NGT, there would be the need for a rearrangement of the road network on Woodhouse Lane and Hillary Place, which would be opened up to University traffic, with further information on this being provided in the proposed NGT workshop for Panel Members, early next year

In response to the specific questions raised in the report,

Members provided the following responses:

- that the proposed use was appropriate for this location
- that the design refinements were considered to be acceptable but that further detailing was required in view of Members' comments about the Hillary Place entrance; possible decorative glazing to link the building to the University and the nearby churches, and detailing/signage to properly indicate the use of the building that the demolition of the



existing buildings was acceptable and that the decorative façade of the former bank building could be salvaged and relocated if required

- Members' noted that further details would be provided about the relocation of car parking but were supportive in principle of the proposal to reduce the level of car parking on the site
- that the loss of the existing trees and the proposed tree replacement plans and other landscaping was acceptable but there was a need to ensure the proposed fruit trees did not overhang the footpath, in order to avoid accidents

Members discussed the possibility of deferring and delegating determination of the formal application to the Chief Planning Officer, however the majority of Members favoured the scheme to be considered by Panel

**RESOLVED** – To note the report and the comments now made and that the Chief Planning Officer be asked to submit a further report in due course, to enable Panel to determine the application

## **Appendix 2**

### **Planning Application 12/04663/FU Draft Conditions**

- 1) The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Imposed pursuant to the provisions of Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

- 2) The development hereby permitted shall be carried out in accordance with the approved plans listed in the Plans Schedule.

For the avoidance of doubt and in the interests of proper planning.

- 3) Prior to the commencement of development, plans of the site showing details of the existing and proposed ground levels, proposed floor levels, levels of any paths, cycle parking areas and the height of any retaining walls within the development site shall be submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be carried out in complete accordance with the details so approved and shall be retained thereafter as such.

To ensure that the works are carried out at suitable levels in relation to adjoining properties and highways in the interests of visual amenity and in accordance with UDPR Policy GP5.

- 4) No building works shall take place until details and samples of all external walling and roofing materials have been submitted to and approved in writing by the Local Planning Authority. Such materials shall be made available on site prior to the commencement of their use, for the inspection of the Local Planning Authority who shall be notified in writing of their availability. The building works shall be constructed from the materials thereby approved.

In the interests of visual amenity and in accordance with UDPR Policies BD2, BD5, GP5, N12 and N13.

- 5) No building works shall take place until details and samples of all surfacing materials to the public realm spaces have been submitted to and approved in writing by the Local Planning Authority. Such materials shall be made available on site prior to the commencement of their use, for the inspection of the Local Planning Authority who shall be notified in writing of their availability. The surfacing works shall be constructed from the materials thereby approved.

In the interests of visual amenity and in accordance with UDPR Policies CC10, CC12 and GP5.

- 6) Construction of external walling, including retaining walls, shall not be commenced until sample panels of the external walling to be used has been approved in writing by the Local Planning Authority. The sample panel shall be erected on site to establish its detail. The external walling shall be constructed in strict accordance with the sample panel(s) which shall not be demolished prior to the completion of the development.

In the interests of visual amenity and in accordance with UDPR Policies BD2, BD5, GP5, N12 and N13..

- 7) Prior to commencement of development, detailed 1:20 scale working drawings of the following features shall be submitted to and approved in writing by the Local Planning Authority:
  - a) all doorways, b) all windows c) soffit detail and d) Details of the fins/louvres and their supporting structure.

Works shall be carried out in accordance with the approved drawings and maintained as such thereafter

In the interests of the character and visual amenity of the surrounding site, and the Woodhouse Lane /University Precinct Conservation Area and in accordance with UDPR Policies BD2, BD5, GP5, N12 and N13.

- 8) Plant noise from the development should be controlled such that the 'rating' level (as defined in BS4142:1997) as measured/predicted at the nearest noise sensitive premises should be no higher than 5dB BELOW the lowest background LA90, 15 minutes measured at the premises in the absence of the plant noise.

In the interests of amenity and in accordance with UDPR Policy GP5.

- 9) During each demolition and construction phases no operation shall take place before 07.30 hours on weekdays and 08.00 hours on Saturdays or after 19.00 hours on weekdays and 13.00 hours on Saturdays. With no operation on Sundays or Bank Holidays (unless agreed in writing by the Local Planning Authority)

In the interests of amenity and in accordance with UDPR Policy GP5.

- 10) No development shall take place until details of the landscape works have been submitted to and approved in writing by the Local Planning Authority. These details shall include (a) proposed finished levels and/or contours, (b) means of enclosure, (c) car parking layouts, (d) other vehicle and pedestrian access and circulation areas, (e) hard surfacing areas, (f) minor artefacts and structures (eg, furniture, play equipment, refuse or other storage units, signs, lighting etc.), (g) proposed and existing functional services above and below ground (eg. drainage, power cables, communication cables, pipelines etc., indicating lines,

manholes, supports etc.). Soft landscape works shall include (h) planting plans, (i) written specifications (including cultivation and other operations associated with plant and grass establishment), (j) schedules of plants noting species, planting sizes and proposed numbers/densities, (k) implementation programme.

To ensure the provision of amenity afforded by appropriate landscape design and in accordance with UDPR Policies CC10, CC12, GP5 and N23.

- 11) Hard and soft landscaping works shall be carried out in accordance with the approved details prior to the occupation of any part of the development in accordance with the programme agreed with the Local Planning Authority and to a reasonable standard in accordance with the relevant provisions of appropriate British Standards or other recognised codes of good practice.

To ensure the provision, establishment and maintenance to a reasonable standard of landscaping in accordance with the approved proposals and UDPR Policies CC10, CC2, GP5 and N23.

- 12) No development shall take place until a plan, schedule and specification for landscape management has been submitted to, and approved in writing by, the Local Planning Authority. This shall include reference to planting and hard landscaped areas, including paving, fencing and other features. The schedule shall identify the frequency of operations for each type of landscape asset and reflect the enhanced maintenance requirement of planted areas during the establishment period. It shall provide for an annual inspection during late summer for any areas of failed tree or shrub planting, and the identification of the replacements required in the autumn planting season. Prior to planting, all landscaped areas shall be cultivated and maintained in a weed free condition by mechanical cultivation or chemical control. Maintenance shall be carried out thereafter in accordance with the approved management plan.

To ensure successful establishment and aftercare of the completed landscape scheme and in accordance with UDPR Policies CC10, CC12, GP5 and N23.

- 13) If, within a period of five years from the planting of any trees or plants, those trees or plants or any trees or plants planted in replacement for them is removed, uprooted, destroyed or dies or becomes, in the opinion of the Local Planning Authority, seriously damaged or defective another tree or plant of the same species and size as that originally planted shall be planted at the same place in the first available planting season, unless the Local Planning Authority gives its written consent to a variation. If such replacements die within twelve months from planting these too shall be replaced, until such time as the Local Planning Authority agrees in writing that the survival rates are satisfactory.

To ensure the maintenance of a healthy landscape scheme and in accordance with UDPR Policies CC10, CC2, GP5 and N23.

- 14) Development shall not commence until a Phase I Desk Study has been submitted to, and approved in writing by, the Local Planning Authority and:
- (a) Where the approved Phase I Desk Study indicates that intrusive investigation is necessary, development shall not commence until a Phase II Site Investigation Report has been submitted to, and approved in writing by, the Local Planning Authority,
  - (b) Where remediation measures are shown to be necessary in the Phase I/Phase II Reports and/or where soil or soil forming material is being imported to site, development shall not commence until a Remediation Statement demonstrating how the site will be made suitable for the intended use has been submitted to, and approved in writing by, the Local Planning Authority. The Remediation Statement shall include a programme for all works and for the provision of Verification Reports.

To ensure that the presence of contamination is identified, risks assessed and proposed remediation works are agreed in order to make the site suitable for use in accordance with national and Leeds City Council's planning guidance and UDPR Policy GP5. .

- 15) Remediation works shall be carried out in accordance with the approved Remediation Statement. On completion of those works, the Verification Report(s) shall be submitted to the Local Planning Authority in accordance with the approved programme. The site or phase of a site shall not be brought into use until such time as all verification information has been approved in writing by the Local Planning Authority.

To ensure that the remediation works are fully implemented as agreed and the site has been demonstrated to be suitable for use in accordance with national and Leeds City Council's planning guidance and in accordance with UDPR Policy GP5.

- 16) If remediation is unable to proceed in accordance with the approved Remediation Statement, or where significant unexpected contamination is encountered, the Local Planning Authority shall be notified in writing immediately and operations on the affected part of the site shall cease. An amended or new Remediation Statement shall be submitted to, and approved in writing by, the Local Planning Authority prior to any further remediation works which shall thereafter be carried out in accordance with the revised approved Statement.

To ensure that any necessary remediation works are identified to make the site suitable for use in accordance with national and Leeds City Council's planning guidance and in accordance with UDPR Policy GP5.

- 17) Prior to the commencement of development a scheme detailing the method of storage and disposal of litter and waste materials, including recycling facilities, shall be submitted to and approved in writing by the Local Planning Authority. The details shall include a description of the facilities to be provided including, where appropriate, lockable containers and details for how the recyclable materials will be collected from the site with timescales for collection. The approved scheme shall be implemented before the development hereby permitted is brought into use and no waste or litter shall be stored or disposed of other than in accordance with the approved scheme.

In the interests of amenity and to promote recycling.

- 18) No refuse disposal involving external storage of refuse containers shall take place. All bins shall be stored internally.

In the interests of amenity and to prevent the occurrence of unsightly refuse storage bins and in accordance with UDPR Policy GP5.

- 19) No lighting fitment shall be installed on the site in such a way that the source of light is a hazard to users of adjoining or nearby highways.

In the interests of residential amenity and to safeguard the free and safe flow of vehicular traffic and in accordance with UDPR Policy GP5.

- 20) No works shall begin at the site until full details of the methods to be employed to prevent mud, grit and dirt being carried onto the public highway from the development hereby approved, have been submitted to and approved in writing by the Local Planning Authority. The methods thereby approved shall be implemented at the commencement of work on site, and shall thereafter be retained and employed until completion of works on site.

To ensure that mud is not deposited on the road and in accordance with UDPR Policy GP5.

- 21) Prior to the commencement of development, a detailed scheme comprising (i) a recycled material content plan (using the Waste and Resources Programme's (WRAP) recycled content toolkit), (ii) a Site Waste Management Plan for the construction stage, (iii) a waste management plan for the buildings occupation and (iv) a BREEAM assessment, shall be submitted to and approved in writing by the Local Planning Authority and the development shall be carried out in accordance with the detailed scheme; and

(a) Prior to the occupation of the development a post-construction review statement for that phase shall be submitted by the applicant and approved in writing by the Local Planning Authority

(b) The development and buildings comprised therein shall be maintained and any repairs shall be carried out all in accordance with the approved detailed scheme and post-completion review statement or statements

In the interests of amenity, to promote the use of recycled material and to promote the implementation of sustainability measures within Leeds City Centre and in accordance with UDPR Policy GP5.

- 22) Development shall not commence until full details of the south facing wall mounted photovoltaic panels, including the type of system to be used, the number of panels, their maximum height from roof level, their configuration, and an assessment of the expected energy generated compared with the building's annual electrical requirements, shall be submitted to and approved in writing by the Local Planning Authority. Works shall be carried out in accordance with the approved details and maintained as such thereafter unless otherwise agreed by the Local Planning Authority.

In the interests of the character and visual amenity of the surrounding site, and the Woodhouse Lane /University Precinct Conservation Area, and to ensure compliance with Policy ENV5 of the Yorkshire and Humber Plan - Regional Spatial Strategy to 2026 and UDPR Policy GP5.

- 23) Development shall not commence until a scheme detailing surface water drainage works has been submitted to and approved in writing by the Local Planning Authority. The drainage scheme with summary of supporting calculations should be consistent with the requirements of the council's Minimum Development Control Standards for Flood Risk with surface water discharges reduced by a minimum of 30% of the existing discharge rate and attenuation storage provided for excess runoff from storm event up to that from the 1:100 yr + CC. The works shall be implemented in accordance with the approved scheme before the development is brought into use, or as set out in the approved phasing details.

To ensure sustainable drainage and flood prevention in accordance with policies GP5, N39A of the adopted Leeds UDP Review (2006).

- 24) No mechanical ventilation or air conditioning system shall be installed or operated until details of the installation and operation of the system have been submitted to and approved in writing by the Local Planning Authority. The system shall thereafter only be installed and operated in accordance with the approved details.

In the interests of amenity and in accordance with UDPR Policy GP5.

- 25) Dust generated by vehicles on roads, haul routes and circulation areas within the site in dry weather conditions shall be suppressed by the use

of equipment able to deliver sufficient volumes of water and provided on site for this purpose. Immediate preventative action, including the suspension of operations shall be taken if dust generated by machinery on site becomes airborne and can be seen being carried by the wind beyond the site boundary.

In the interests of general amenity and the amenity of occupants of nearby premises and in accordance with UDPR Policy GP5.

- 26) No site clearance, demolition or removal of trees, shrubs and other vegetation shall be carried out during the period 1 March to 31 August inclusive, unless otherwise agreed in writing with the Local Planning Authority.

To ensure the protection of wild birds during the breeding season, and in accordance with UDPR Policy GP5.

- 27) Prior to commencement of development a method statement for the control and eradication of Japanese Knotweed shall be submitted to and approved by the Local Planning Authority. The agreed plan shall thereafter be implemented.

To control the spread of invasive plant species, and in accordance with UDPR Policy GP5.

- 28) Development shall not commence until details of cycle/motorcycle parking and facilities have been submitted to and approved in writing by the Local Planning Authority. Details shall include the method of securing the cycles and their location, provision of showers and storage lockers. The approved cycle/motorcycle parking and facilities shall be provided prior to occupation of the development and thereafter be retained for the lifetime of the development.

In order to meet the aims of adopted Leeds UDP Review (2006) policy T2 and T7A and T7B.

- 29) Development shall not be occupied until all areas shown on the approved plans to be used by vehicles have been fully laid out, surfaced and drained such that surface water does not discharge or transfer onto the highway. These areas shall not be used for any other purpose thereafter.

To ensure the free and safe use of the highway in accordance with adopted Leeds UDP Review (2006) policy T2 and Street Design Guide SPD (2009).

- 30) Development shall not commence until details of access, storage, parking, loading and unloading of all contractors' plant, equipment, materials and vehicles (including workforce parking) have been submitted to and approved in writing by the Local Planning Authority.



The approved facilities shall be provided for the duration of construction works.

To ensure the free and safe use of the highway in accordance with adopted Leeds UDP Review (2006) policy T2.

- 31) Prior to commencement of development, details of a temporary position for City Car Club bay during construction shall be submitted to and agreed in writing by the Local Planning Authority.

In order to meet the aims of adopted Leeds UDP Review (2006) policy T2.

- 32) Prior to commencement of development, full details of a public art strategy for the provision of art work within the boundary of the scheme shall be submitted to and approved in writing by the Local Planning Authority. The art work shall be installed in accordance with the approved details and retained and maintained as such thereafter.

In the interest of visual amenity and in accordance with UDPR Policy BD15 and GP5

### **Planning Application 1212/04664/CA Draft Conditions**

- 1) The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

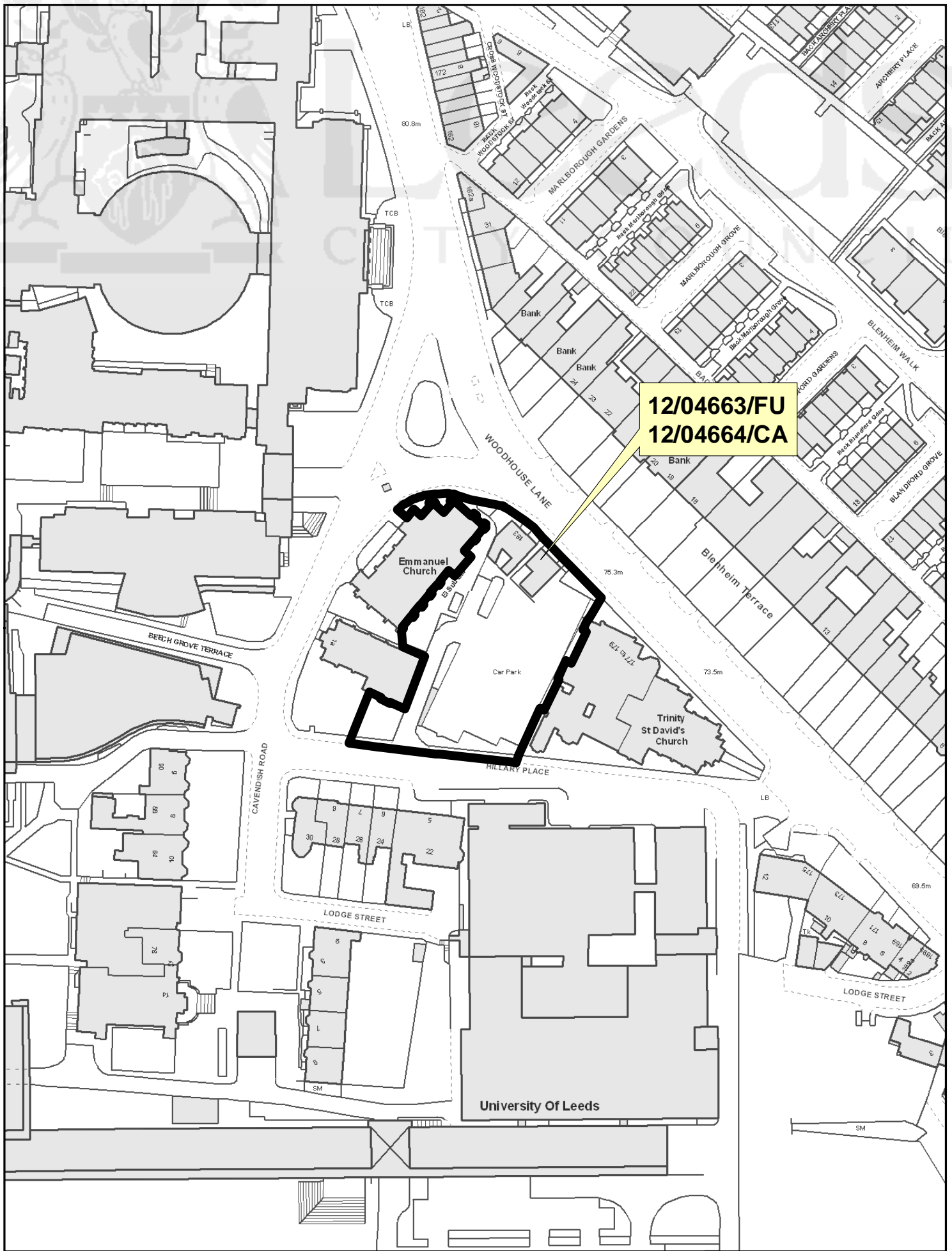
Imposed pursuant to the provisions of Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

- 2) The development hereby permitted shall be carried out in accordance with the approved plans listed in the Plans Schedule.

For the avoidance of doubt and in the interests of proper planning.

- 3) No demolition shall commence on site until a contract detailing the start date and schedule of the redevelopment scheme for the site, indicated on planning application 12/04663/FU has been submitted to and approved in writing by the Local Planning Authority.

In the interests of amenity and in accordance with UDPR Policy GP5 and N18B.



**12/04663/FU**  
**12/04664/CA**

# CITY PLANS PANEL

