

LOCAL MEMBERS OBJECTION

COMMITTEE DATE: 23/11/2016

APPLICATION No. **16/01739/MJR** APPLICATION DATE: 29/07/2016

ED: **CATHAYS**

APP: TYPE: Full Planning Permission

APPLICANT: Cardiff University

LOCATION: 46-48 PARK PLACE, CATHAYS PARK, CARDIFF, CF10 3BB

PROPOSAL: PROPOSED REDEVELOPMENT OF NO.'S 46 TO 48 PARK PLACE FOR THE CONSTRUCTION OF CARDIFF UNIVERSITY'S CENTRE FOR STUDENT LIFE

RECOMMENDATION 1 : That, subject to relevant parties entering into a binding planning obligation in agreement with the Council under **SECTION 106** of the Town and Country Planning Act 1990, within 6 months of the date of this resolution unless otherwise agreed by the Council in writing, in respect of matters detailed in section 9 of this report, that planning permission be **GRANTED** subject to the following conditions:

1. C01 Statutory Time Limit
2. Prior to the commencement of development, the developer shall notify the local planning authority of the commencement of development , and shall display a site notice and plan on, or near the site.
Reason: To provide satisfactory advance notification of the start of works consistent with the aims of Article 12 of the Town & Country Planning (Development Management Procedure)(Wales)(Amendment) Order 2016
3. Planning Permission is granted for the development as indicated on approved plan references:

Location Plan	1824-FCBS-A-0100	P1
Site Plan	1824-FCBS-A-0101	P1
Ground Plan	1824-FCBS-A-0102	P1
Ground Floor Plan	1824-FCBS-A-0200	P1
First Floor and Mezzanine	1824-FCBS-A-0201	P1
Second Floor Plan	1824-FCBS-A-0202	P1
Third Floor Plan	1824-FCBS-A-0203	P1
Fourth Floor Plan	1824-FCBS-A-0204	P1
Roof Plan	1824-FCBS-A-0205	P1
Park Place Elevation	1824-FCBS-A-0310	P1
Senghennydd Road and Rear Elevation	1824-FCBS-A-0301	P1

Side Elevations North & South	1824-FCBS-A-0302	P1
Park Place Elevation Rendered	1824-FCBS-A-0310	P1
Section AA	1824-FCBS-A-0400	P1
Section BB, CC, DD	1824-FCBS-A-0401	P1
Section EE	1824-FCBS-A-0402	P1
Section FFa	1824-FCBS-A-0403	P1
Section FFb	1824-FCBS-A-0404	P1
00 Axonometric	1824-FCBS-A-0900	P1
01 Axonometric	1824-FCBS-A-0901	P1
02 Axonometric	1824-FCBS-A-0902	P1
03 Axonometric	1824-FCBS-A-0903	P1
04 Axonometric	1824-FCBS-A-0904	P1
05 Axonometric	1824-FCBS-A-0905	P1
Facade Axonometric	1824-FCBS-A-0910	P1

Reason : The plans amend and form part of the application.

4. Prior to the laying of any foundations for the development, a scheme of full architectural detailing of the building exterior shall be submitted to and approved in writing by the Local Planning Authority, and the development shall thereafter be completed in accordance with the approved details. The details shall generally comprise relevant part face and section details at a scale of 1:20, unless requested to be at a larger scale by the Local Planning Authority, in respect of matters of particular finite detail.
Reason: Such finite details have not been resolved at this juncture and will be critical to the overall success of the aesthetic.
5. Prior to the construction of the exterior elements of the building including but not limited to column detail, curtain glazing, balustrading, building adornments, samples of the materials or features shall be made available to the local planning authority for their written approval. The construction shall thereafter be completed in accordance with the approved samples.
Reason: To ensure for an appropriate aesthetic to the building in the context of the Cathays Park Conservation area.
6. This planning permission does not consent or infer any consent for any advertisements or signage as might have been illustrated in any submission documentation, and separate consent will need to be obtained for any such proposals.
Reason: For the avoidance of doubt.
7. Prior to the beneficial use of the development, the Highway/service access to the South East and North West of the site including the whole of the area of approach to Cathays Railway Station shall be completed in accordance with a scheme of detail which shall first have been submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure for the timely provision of such works as will be necessary to ensure for the safe operation of the building and to mitigate the potential for vehicle and pedestrian conflict in these areas.

8. The building design shall incorporate features which will offer opportunities to provide for the favourable conservation status of bats in accordance with a scheme of detail which shall first have been submitted to and approved in writing by the local planning authority and the features shall be provided prior to the beneficial use of the building approved.

Reason: To ensure for the favourable conservation status of bats.

9. No felling of trees shall take place until such time as Cardiff University can evidence to the Council that the site will be redeveloped within twelve months of the trees being felled. All clearance of vegetation and felling of trees shall thereafter be undertaken between September and February, and at no other time unless expressly agreed by the Local Planning Authority in writing.

Reason : To ensure for the wellbeing of nesting birds and young.

10. Prior to the beneficial use of the building, a servicing management plan shall have been submitted to and approved by the local planning authority in writing, the plan shall identify all servicing protocols, procedures, and related facilities and equipment, for all types of delivery and collection services for the building, and the building shall thereafter be serviced in accordance with the approved plan.

Reason: To ensure that the servicing protocols, procedures and facilities will allow for the minimal potential for pedestrian and vehicular conflict, and to ensure for the safe freeflow of traffic on the highway.

11. Prior to the beneficial use of the building, a waste management plan shall have been submitted to and approved by the local planning authority in writing, the plan shall identify all waste management protocols, and collection arrangements and the building shall thereafter be serviced in accordance with the approved plan.

Reason: To ensure for a sustainable waste management solution.

12. Prior to the laying of any floor slab an assessment of the nature and extent of contamination shall be submitted to and approved in writing by the Local Planning Authority. This assessment must be carried out by or under the direction of a suitably qualified competent person * in accordance with BS10175 (2011) Code of Practice for the Investigation of Potentially Contaminated Sites and shall assess any contamination on the site, whether or not it originates on the site.

The report of the findings shall include:

- (i) a desk top study to identify all previous uses at the site and potential contaminants associated with those uses and the impacts from those contaminants on land and controlled

- waters. The desk study shall establish a 'conceptual site model' (CSM) which identifies and assesses all identified potential source, pathway, and receptor linkages;
- (ii) an intrusive investigation to assess the extent, scale and nature of contamination which may be present, if identified as required by the desk top study;
 - (iii) an assessment of the potential risks to:
 - human health,
 - groundwaters and surface waters
 - adjoining land,
 - property (existing or proposed) including buildings, crops, livestock, pets, woodland and service lines and pipes,
 - ecological systems,
 - archaeological sites and ancient monuments; and
 - any other receptors identified at (i)
 - (iv) an appraisal of remedial options, and justification for the preferred remedial option(s).

All work and submissions carried out for the purposes of this condition must be conducted in accordance with DEFRA and the Environment Agency's 'Model procedures for the Management of Land Contamination, CLR 11' (September 2004) and the WLGA / WAG / EA guidance document ' Land Contamination: A guide for Developers' (2012), unless the Local Planning Authority agrees to any variation.

* A 'suitably qualified competent person' would normally be expected to be a chartered member of an appropriate professional body (such as the Institution of Civil Engineers, Geological Society of London, Royal Institution of Chartered Surveyors, Institution of Environmental Management) and also have relevant experience of investigating contaminated sites.

Reason: To ensure that information provided for the assessment of the risks from land contamination to the future users of the land, neighbouring land, controlled waters, property and ecological systems is sufficient to enable a proper assessment in accordance with policy EN13 of the Cardiff Local Development Plan.

Building Plant can be required to only modestly exceed existing backgrounds noise levels by imposition of a plant noise limitation condition limiting any additional plant noise to 10 dB below the background noise during the day (07:00 – 23:00) and night (23:00 – 07:00) time periods in accordance with BS4142:2014.

13. Prior to the laying of any floor slab a detailed remediation scheme and verification plan to bring the site to a condition suitable for the intended use by removing any unacceptable risks to human health, controlled waters, buildings, other property and the natural and historical environment shall be submitted to and approved in writing by the Local

Planning Authority. The scheme shall include all works to be undertaken, proposed remediation objectives and remediation criteria, a timetable of works and site management procedures. The scheme must ensure that the site will not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation.

All work and submissions carried out for the purposes of this condition must be conducted in accordance with DEFRA and the Environment Agency's 'Model procedures for the Management of Land Contamination, CLR 11' (September 2004) and the WLGA / WAG / EA guidance document 'Land Contamination: A guide for Developers' (July 2006), unless the Local Planning Authority agrees to any variation.

Reason: To ensure that any unacceptable risks from land contamination to the future users of the land, neighbouring land, controlled waters, property and ecological systems are minimised, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with policy EN13 of the Cardiff Local Development Plan

14. The remediation scheme approved by condition 13 must be fully undertaken in accordance with its terms prior to the occupation of any part of the development unless otherwise agreed in writing by the Local Planning Authority. The Local Planning Authority must be given two weeks written notification of commencement of the remediation scheme works.

Within 6 months of the completion of the measures identified in the approved remediation scheme, a verification report that demonstrates the effectiveness of the remediation carried out must be submitted to and approved in writing by the Local Planning Authority.

All work and submissions carried out for the purposes of this condition must be conducted in accordance with DEFRA and the Environment Agency's 'Model procedures for the Management of Land Contamination, CLR 11' (September 2004) and the WLGA / WAG / EA guidance document 'Land Contamination: A guide for Developers' (July 2006), unless the Local Planning Authority agrees to any variation.

Reason : To ensure that any unacceptable risks from land contamination to the future users of the land, neighbouring land, controlled waters, property and ecological systems are minimised, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with policy EN13 of the Cardiff Local Development Plan

15. In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing within 2 days to the Local Planning Authority, all

associated works must stop, and no further development shall take place unless otherwise agreed in writing until a scheme to deal with the contamination found has been approved. An investigation and risk assessment must be undertaken and where remediation is necessary a remediation scheme and verification plan must be prepared and submitted to and approved in writing by the Local Planning Authority. Following completion of measures identified in the approved remediation scheme a verification report must be submitted to and approved in writing by the Local Planning Authority. The timescale for the above actions shall be agreed with the LPA within 2 weeks of the discovery of any unsuspected contamination.

Reason: To ensure that any unacceptable risks from land contamination to the future users of the land , neighbouring land, controlled waters, property and ecological systems are minimised, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with policy EN13 of the Cardiff Local Development Plan

16. Any topsoil [natural or manufactured], or subsoil, to be imported shall be assessed for chemical or other potential contaminants in accordance with a scheme of investigation which shall be submitted to and approved in writing by the Local Planning Authority in advance of its importation. Only material approved by the Local Planning Authority shall be imported. All measures specified in the approved scheme shall be undertaken in accordance with the relevant Code of Practice and Guidance Notes.

Subject to approval of the above, sampling of the material received at the development site to verify that the imported soil is free from contamination shall be undertaken in accordance with a scheme and timescale to be agreed in writing by the LPA.

Reason: To ensure that the safety of future occupiers is not prejudiced in accordance with policy EN13 of the Cardiff Local Development Plan

17. Any aggregate (other than virgin quarry stone) or recycled aggregate material to be imported shall be assessed for chemical or other potential contaminants in accordance with a scheme of investigation which shall be submitted to and approved in writing by the Local Planning Authority in advance of its importation. Only material approved by the Local Planning Authority shall be imported. All measures specified in the approved scheme shall be undertaken in accordance with the relevant Code of Practice and Guidance Notes.

Subject to approval of the above, sampling of the material received at the development site to verify that the imported material is free from contamination shall be undertaken in accordance with a scheme and timescale to be agreed in writing by the LPA.

Reason: To ensure that the safety of future occupiers is not prejudiced in accordance with policy EN13 of the Cardiff Local Development Plan.

18. Any site won material including soils, aggregates, recycled materials shall be assessed for chemical or other potential contaminants in accordance with a sampling scheme which shall be submitted to and approved in writing by the Local Planning Authority in advance of the reuse of site won materials. Only material which meets site specific target values approved by the Local Planning Authority shall be reused.
Reason: To ensure that the safety of future occupiers is not prejudiced in accordance with policy EN13 of the Cardiff Local Development Plan.
19. The development shall be drained in accordance with a comprehensive scheme for the drainage of the site (Foul, Surface and Land Drainage Run Off) including details of any connection to the existing drainage system which shall first have been submitted to and approved in writing by the Local Planning Authority. No part of the development shall be brought into beneficial use until the scheme is carried out and completed as approved.
Reason: To ensure an orderly form of development.
20. Prior to the commencement of works on site details of the protection measures for the 975mm public combined sewer crossing the site shall be submitted to and approved by the Local Planning Authority. These shall include a construction design method statement and risk assessment for the protection of the structural condition of the strategic sewer crossing the site. Thereafter no other development pursuant to this permission shall be carried out until the approved protection measures have been implemented in full and be retained in perpetuity.
Reason: To protect the integrity of the public sewer and avoid damage thereto protect the health and safety of existing residents and ensure no pollution of or detriment to the environment.
21. Surface water flows from the development shall only communicate with the public combined sewer through an attenuation device that discharges at a rate not exceeding a 1 in 30 year storm event. This figure shall be agreed in writing with the Local Planning Authority prior to any communication of flows to the public sewer.
Reason: To prevent hydraulic overloading of the public sewerage system, to protect the health and safety of existing residents and ensure no pollution of or detriment to the environment
22. All fumes from food preparation and cooking areas shall be mechanically extracted to a point to be agreed in writing by the Local Planning Authority, and the extraction system shall be provided with a de-odourising filter. All equipment shall be so mounted and installed so as not to give rise to any noise nuisance or visual intrusion. Details of the above equipment including all filters, ducting, extraction fans and flue/chimney shall be submitted to, and approved by, the Local Planning Authority in writing and the equipment installed prior to the

commencement of use for the cooking of food. The equipment shall thereafter be maintained in accordance with the manufacturers' guidelines, such guidelines having previously been agreed by the Local Planning Authority in writing.

Reason: To ensure that the amenities of occupiers of other premises in the vicinity are protected.

23. The rating level of fixed plant and equipment on the site shall not exceed a level of background -10dB when measured and corrected in accordance with BS 4142: 2014 at the nearest noise sensitive receptor.
Reason: To ensure that the amenities of occupiers or users of other premises in the vicinity are protected.

24. No demolition works shall commence until an appropriate programme of historic building recording and interpretation has been undertaken and a report submitted to and approved by the local planning authority; The building recording shall be undertaken in accordance with a written scheme of investigation which shall have been submitted to and approved in writing by the local planning authority prior to the commencement of the investigation. .
Reason: As the buildings to be demolished are of architectural and cultural significance the specified record and interpretation is required to mitigate the impact of their loss.

25. All excavations shall be subject to an archaeological watching brief to be undertaken by a qualified person of recognised qualification and expertise who shall be approved by the local planning authority prior to excavations commencing, the watching brief shall accord with a written scheme of investigation which shall be submitted to and approved by the local planning authority prior to the commencement of excavations. Thereafter an archaeological report shall be deposited with the Local Planning Authority for future record purposes.
Reason: To identify and record any features of archaeological interest discovered during the works, in order to mitigate the impact of the works on the archaeological resource.

26. Prior to the beneficial use of the development, The building and surrounds shall be provided with a scheme of external aesthetic, public realm, and security lighting in accordance with a scheme of detail which shall first have been submitted to and approved in writing by the Local Planning Authority.
Reason: To enhance the aesthetic of the building at night and to provide for appropriate public safety and access within its immediate environment without adversely impacting on the safety of the railway network.

27. C3S Cycle Parking

28. E3D Retain Parking Within Site

29. No part of the development hereby permitted shall be commenced until a scheme of construction management has been submitted to and approved by the Local Planning Authority. The plan shall include as required, but not limited to details of site hoardings, site access, pedestrian or vehicle diversions, and wheel washing facilities. Construction of the development shall be managed strictly in accordance with the scheme so approved. Reason: In the interests of highway safety and public amenity.
30. Notwithstanding the submitted plans, no part of the development hereby permitted shall be commenced until a scheme of environmental improvements to the highway and footway on Park Place adjacent to the site, and programme for its implementation, has been submitted to and approved in writing by the LPA. The scheme shall include, but not be limited to, the widening of the footways and provision of new and improvements to existing site accesses and controlled crossings, and the reconstruction/resurfacing of the remaining footways and narrowed carriageway, including as required the renewal of kerbs, channels and edging, lining and signing, drainage, lighting and street furniture. The agreed scheme to be implemented to the satisfaction of the LPA prior to beneficial occupation of the site.
Reason: To ensure the reinstatement of the adjacent public highway in the interests of highway and pedestrian safety and to facilitate access to the proposed development.

RECOMMENDATION 2 : That the applicant be advised that the archaeological work required must be undertaken to the appropriate Standard and Guidance set by Chartered Institute for Archaeologists (CIfA), (www.archaeologists.net/codes/ifa) and it is recommended that it is carried out either by a CIfA Registered Organisation (www.archaeologists.net/ro) or an accredited Member.

RECOMMENDATION 3 : The contamination assessments and the effects of unstable land are considered on the basis of the best information available to the Planning Authority and are not necessarily exhaustive. The Authority takes due diligence when assessing these impacts, however you are minded that the responsibility for

- (i) determining the extent and effects of such constraints and;
- (ii) ensuring that any imported materials (including, topsoils, subsoils, aggregates and recycled or manufactured aggregates / soils) are chemically suitable for the proposed end use. Under no circumstances should controlled waste be imported. It is an offence under section 33 of the environmental Protection Act 1990 to deposit controlled waste on a site which does not benefit from an appropriate waste management license. The following must not be imported to a development site:
 - Unprocessed / unsorted demolition wastes.
 - Any materials originating from a site confirmed as being contaminated or potentially contaminated by chemical or radioactive substances.

- Japanese Knotweed stems, leaves and rhizome infested soils. In addition to section 33 above, it is also an offence under the Wildlife and Countryside Act 1981 to spread this invasive weed; and
- (iii) the safe development and secure occupancy of the site rests with the developer.

Proposals for areas of possible land instability should take due account of the physical and chemical constraints and may include action on land reclamation or other remedial action to enable beneficial use of unstable land.

The Local Planning Authority has determined the application on the basis of the information available to it, but this does not mean that the land can be considered free from contamination.

RECOMMENDATION 4 : The highway works condition/S106 works and any other development related works to the existing adopted public highway are to be subject to an agreement under Section 278 Highways Act 1980 between the developer and Local Highway Authority.

1. **DESCRIPTION OF DEVELOPMENT**

- 1.1 Cardiff University wish to build a 'Centre for Student Life' [CSL] in an iconic building immediately east of the Civic Centre opposite the University Main Building on Park Place. The CSL is envisaged as the welcome point for students, a single location for all non-academic student enquiries and needs, combining an IT rich environment with flexible study spaces, meeting and consultation rooms, a raked auditorium, and a range of catering and retail outlets. The building will provide for open days, grant, rent, and social services, counselling, as well as providing a central social meeting point and venue for presentations and displays, graduation and other ceremonies.
- 1.2 Of necessity the building must maintain an access to the current Student Union building located on Senghenydd Road which has stepped access spanning the intervening Valleys railway line onto Park Place.
- 1.3 The building is proposed in white concrete and glass, referencing the White Portland Stone finish of buildings across the road. It would be some 140m long and present a 127m colonnade frontage to Park Place and would obscure the Brown brick 1970s student Union building.
- 1.4 The building would have a visible roof line of some 21.6m above pavement level and would have a total height of some 27.6m including roof structures. Internally the building would have a double-height ground floor incorporating a mezzanine, and have 3 floors above, providing a total of some 8,500 sqm of gross internal floorspace.
- 1.5 The building is designed by Field Clegg Bradley Studios following an architectural competition for world renowned architects and promoted as a landmark building for the City, and the central component of the University's

masterplan to create a 'contemporary and future-oriented campus over the next few years'.

- 1.6 Components of the building include a generous open and flexible foyer space, facilities for informal social-learning opportunities combined with a student enquiry desk and a mix of formal and informal consulting space for assisted and self-help access to student life services; a multi-media auditorium (550 seat capacity) for academic and event use; bookable rooms for seminars, group work and quiet study outside of timetabled use; with supporting drinks and food offers and will foster an provide and enhanced Student Union access and presence from Park Place.

The Proposals also include for significant public realm enhancements to the pavements and carriageway in front of the development site which are proposed to be delivered through the mechanism of a S106 agreement in two phases; and for a financial contribution to implement a scheme of enhancement works to the greenspace to the south of the University Main building to provide for a better, more usable, recreational space and improved connectivity with the Alexandra Gardens.

2. **DESCRIPTION OF THE SITE**

- 2.1 Park Place is located within the Cathays Park Conservation Area. It is a moderately trafficked road outside of rush hour periods with pay and display parking on either side. Historically Park Place has formed the boundary of the formal Civic Centre, delineating a change between the grand portland stone classical buildings recognised and Listed as being of National Architectural and Historic Interest to the west, and lesser, though still important, Victorian and Edwardian buildings of more domestic character to the east. These streets also contain a number of Listed Buildings such as Burgess House, and non domestic additions such as the University Gymnasium.
- 2.2 The site comprises an irregularly shaped 170m long piece of land on an essentially NW-SE axis abutting the Valleys Railway line, with a 150m frontage to Park Place tracing the slow curve of Park Place and positioned opposite Cardiff University's Main Building.
- 2.3 The site currently contains the former Registry Office building (An extended and altered Victorian building now providing a Subway and Costa Coffee Offer); the access steps to the student union; and the substantial walled curtilage of 46 Park Place which contains a number of mature trees, and the Villa itself (1875) and its ancillary outbuilding. The site varies in depth from around 47m at its south eastern end, to around 17m at its north western extreme.
- 2.4 Immediately to the North of the site is a narrow lane, which provides the principal access and egress to Cathays Railway Station. The lane also provides a one way vehicular access to the rear of properties on Park Place, with a Northward Direction of travel exiting adjacent to the Railway Bridge on Cathays Terrace.

- 2.5 The former University Gym (A tall 1920s brick built building) bounds the lane to the northwest. (This is currently undergoing adaptation to provide for A3/A1 use as well as maintaining a recreational D2 use on upper floor). To the Southeast of the site are further 2/3 storey Villas principally in commercial office use, or providing accommodation for University research facilities.
- 2.6 To the northeast, the site is bounded by the Valleys railway line, and the Sherman Theatre and Student union building on Sengenydd Road. The student union building is a dominating brown brick building of 1970s construction and is easily viewed and accessed from Park Place via a stepped access which spans the railway line. The building detracts from the character and appearance of the Cathays Park Conservation Area as recognised in the Cathays Park Conservation Area Appraisal.
- 2.7 Also of note, although not visible, a main sewer parallels the railway line and has an ascribed easement. This is noted as a constraint on the extent of ground floor footprint of the proposed building.
- 2.8 To the northwest is the Park Place carriageway, a tree lined avenue, of predominantly mature Lime trees, To the eastern side of the carriageway, abutting the application site, is a footway of a variety of concrete slab and other finishes. Historically, these may have been Pennant flag, but have been replaced in ad-hoc sections with varying materials over very many decades. The opposite northwestern side of the carriageway provides for a grass verge and a footway of tarmac contained in white Granite kerbs with some sections partly highlighted with red aggregate, a characteristic and expected finish in the Civic Centre including the carriageway and parking areas around Alexandra Gardens further to the west.
- 2.9 The University Main building (1903 – 1964) is located opposite the site and is a Grade II* Listed building finished in Portland Stone, with an open courtyard enclosed by railings from Park Place (Historically the area for the fourth but uncompleted element of the envisaged University quadrangle). Together with the shorter returns of the Chemistry and Science wings of the building.
- 2.10 To the south of the University Main Building is a piece of public greenspace vested with the Council, which contains a variety of ‘surplus’ trees which have been planted in an unordered and random fashion over several years.

3. **SITE HISTORY**

- 3.1 Recent site history is limited to a number of change of use applications and advertisement consents to 48 Park Place to allow for its use for A3 and A1 retail purposes, following the relocation of the Cardiff Registry Office to City Hall. Upper storeys in this building remain in Office Use.
- 3.2 10/00956/DCI : Proposed change of use of ground floor from registry office to A3 restaurant/cafe with external alterations retain office use in upper floors – Resolved to Grant subject to the signing of a Section 106 Agreement.

- 3.3 10/01602/DCI : Proposed change of use and extension of ground floor from registry office to A3 restaurant/cafe with external alterations retain office use on upper floors – Deemed Withdrawn.
- 3.4 11/00127/DCI : New disabled access ramp to front of building - Approved
- 3.5 A/11/12/DCI : 1 No. internally illuminated fascia sign 1 No. internally illuminated projecting sign – Approved.
- 3.6 A/11/28/DCI : 1No. Internally illuminated fascia sign on an upstand to the front of the property. 1No. Internally illuminated fascia sign to be displayed to the side of the property – Withdrawn.
- 3.7 Historically, Planning Permission and Conservation Area Consent have notably also been granted for the demolition of the wall, steps and Villa at 46 Park Place to allow for the construction of a new University Building some 17 years ago in 1999. That building was a four storey building of the same approximate height as the student union building but was never progressed.
- 3.8 A further conservation area consent later in 1999 granted consent for the demolition of a number of extensions and adaptations to 46 Park Place which was implemented and results in the remaining more original building which survives today.
- 3.9 99/00030/C : Full Planning Permission for demolition of existing building, garden wall and access staircases, and the erection of a four storey educational building and new access to the union building at 46/46A Park Place - Granted 10/06/1999.
- 3.10 99/00031/C : Conservation Area Consent for demolition of the two original semi-detached houses, the stable block, the garden wall and the access staircase at 46/46a Park Place - Granted 10/06/1999.
- 3.11 99/02038/C : demolition of extensions and outbuildings to leave main house and coach house as shown on attached plans - Granted 10-02-2000.

4. **POLICY FRAMEWORK**

4.1 Planning Policy Wales Edition 8, January 2016

Chapter 6 - Conserving the Historic Environment

Chapter 7 - Economic Development

Chapter 8 - Transport

4.2 WG Technical Advice Notes

TAN 10: Tree Preservation Orders (1997)

TAN 11: Noise (1997)

TAN 12: Design (2009)

TAN 18: Transport (2007)

TAN 21: Waste (2001)
TAN 23 Economic Development (2014)

4.3 Welsh Office Circulars

11/99: Environmental Impact Assessment 30/06/99
1/98: Planning and the Historic Environment: Directions by the Secretary of State for Wales 02/02/98
61/96: Planning and the Historic Environment: Historic Buildings and Conservation Areas 05/12/96
60/96: Planning and the Historic Environment: Archaeology 05/12/96
16/94: Planning Out Crime 25/02/94

4.4 Cardiff Local Development Plan 2006-2026 (Adopted January 2016)

KP4: MASTERPLANNING APPROACH
KP5: GOOD QUALITY AND SUSTAINABLE DESIGN
KP6: NEW INFRASTRUCTURE
KP7: PLANNING OBLIGATIONS
KP10: CENTRAL AND BAY BUSINESS AREAS
KP16: GREEN INFRASTRUCTURE
KP17: BUILT HERITAGE
EC4: PROTECTING OFFICES IN THE CENTRAL AND BAY BUSINESS AREAS
EN7: PRIORITY HABITATS AND SPECIES
EN8: TREES, WOODLANDS AND HEDGEROWS
EN9: CONSERVATION OF THE HISTORIC ENVIRONMENT
EN10: WATER SENSITIVE DESIGN

EN12: RENEWABLE ENERGY AND LOW CARBON TECHNOLOGIES
EN13: AIR, NOISE, LIGHT POLLUTION AND LAND CONTAMINATION
EN14: FLOOD RISK
T1: WALKING AND CYCLING
T5: MANAGING TRANSPORT IMPACTS
T6: IMPACT ON TRANSPORT NETWORKS AND SERVICES
R6: RETAIL DEVELOPMENT (OUT OF CENTRE)
R8: FOOD AND DRINK USES
C2: PROTECTION OF EXISTING COMMUNITY FACILITIES
C3: COMMUNITY SAFETY/CREATING SAFE ENVIRONMENTS
C4: PROTECTION OF OPEN SPACE
W2: PROVISION FOR WASTE MANAGEMENT FACILITIES IN DEVELOPMENT

4.5 Other Material Considerations

Section 149 Equality Act 2010
Cathays Park Conservation Area Appraisal

Supplementary Planning Guidance

Access, Circulation and Parking Standards Jan 2010
Restaurants, Takeaways and Other Food & Drink Uses Jun 96
Safeguarding Land for Business and Industry Jun 06
Trees and Development Mar 07
Waste Collection & Storage Facilities Mar 07

5. **INTERNAL CONSULTEE RESPONSES**

Pollution Control (Contaminated Land)

- 5.1 *In respect of Proposals as originally submitted*
- 5.2 In reviewing available records and the application for the proposed development, the site has been identified as formerly commercial/industrial with uses including railway and associated structures, university buildings and car parking. Activities associated with this use may have caused the land to become contaminated and therefore may give rise to potential risks to human health and the environment for the proposed end use.
- 5.3 Should there be any importation of soils to develop the garden/landscaped areas of the development, or any site won recycled material, or materials imported as part of the construction of the development, then it must be demonstrated that they are suitable for the end use. This is to prevent the introduction or recycling of materials containing chemical or other potential contaminants which may give rise to potential risks to human health and the environment for the proposed end use.
- 5.4 Shared Regulatory Services requests the inclusion of the following conditions and informative statement in accordance with CIEH best practice and to ensure that the safety of future occupiers is not prejudiced in accordance with policy EN13 of the Cardiff Local Development Plan:
- CONTAMINATED LAND MEASURES – ASSESSMENT;
CONTAMINATED LAND MEASURES – REMEDIATION & VERIFICATION PLAN;
CONTAMINATED LAND MEASURES - REMEDIATION & VERIFICATION;
CONTAMINATED LAND MEASURES – UNFORESEEN CONTAMINATION;
IMPORTED SOIL;
IMPORTED AGGREGATES;
USE OF SITE WON MATERIALS;
Together with an
CONTAMINATION AND UNSTABLE LAND ADVISORY NOTICE
- 5.5 *In respect of Proposals as amended*
No Change to comments
- 5.6 *In respect of Additional Information*
No Change to comments

Trees and Landscaping

- 5.7 *In respect of Proposals as originally submitted.*
- 5.8 The proposed development will result in the loss of x17 trees. Whilst this includes several 'C' (low quality and value) category trees, it also includes x2 'B' (moderate quality and value) category limes, x1 'B' category rowan and x1 'A' (high quality and value) category London plane, all of which have 40+ life expectancies except for the rowan, which is allocated a 20-40 year life expectancy, and which form a visually and environmentally important component of a tree avenue fronting Park Place, in the Cathays Park Conservation Area.
- 5.9 The Cathays Park Conservation is characterised in part by its extensive cover of mature trees within public spaces and the grounds of Cardiff University. This extensive and mature tree cover, which extends through Cathays Park into Bute Park, is one of the most defining and distinctive characteristics of the civic centre of Cardiff, and has helped to shape its reputation as a 'green' city, and a pleasant place to live and work. That the proposed development erodes a significant part of this tree cover, is alone a matter of significant concern. Of even greater concern is the complete failure of the development to mitigate this loss. The only concession is a statement within the DAS that says the University is committed to technical consideration of new street tree planting, on and off site, but this is caveated by the following rather elusively worded sentence: -
- 5.10 *'The architectural and urban design considerations and arboricultural feasibility of this will be examined with the Council during the determination of the planning application'.*
- 5.11 If the loss of significant trees, presumably on the grounds of 'overriding design considerations' is proposed, then full consideration should be given during the design process (not during determination of the planning application), as to how the losses will be mitigated.
- 5.12 I went to lengths at pre-application stage to offer advice in this regard as follows: -
- 5.13 *This site is within the Cathays Park Conservation Area and contains a number of large trees. These, along with any others within or bounding the site, are a material consideration as part of any development proposals, and I would expect them to be assessed in accordance with BS 5837:2012, with the assessment used to inform the design of development. Where 'A' (high quality) and 'B' (moderate quality) trees are identified, I would expect them to be retained and their above and below ground growth requirements accommodated. Only where it can be satisfactorily demonstrated that there are overriding considerations necessitating the removal of 'A' and 'B' category trees, and their removal can be fully mitigated, would this be an acceptable approach to design. Where only 'C' (low quality) category trees are identified, I would not expect them to constrain development and 'C' category trees should*

not be relied on to provide sustainable components of green infrastructure. The presence of 'C' category trees should not preclude comprehensive replacement planting as per the approach where 'A' and 'B' category trees are removed.

5.14 In terms of new planting, the preferred approach at this site is to accommodate a small number of large species trees in soft-scape – i.e. in situ, fit for purpose, vegetated soil, or site won, fit for purpose vegetated soils, or imported, fit for purpose, vegetated soils. Appropriate genera in the local context include Tilia spp. and Pinus spp., but in the context of climate change and introducing new and distinctive character to development, consideration should be given to the use of species such as Celtisaustralis, Gleditsia triacanthos 'Imperial', Quercus castaneifolia and Quercus suber. Larger Tilia, Pinus, and Q. castaneifolia will require a minimum 30m³ root available soil volume, whereas Celtis, Gleditsia and Q. suber should be allocated a minimum 20m³. In any event, the design of development should accommodate large species trees that will offer maximum street-scape and environmental benefit in this busy part of the city.

5.15 I would expect a detailed landscaping scheme to support any full or reserved matters application, comprising: -

Scaled planting plan.

Plant schedule.

Topsoil and subsoil specification.

Tree pit section and plan views for different site situations.

Planting methodology.

Aftercare methodology.

5.16 The landscaping scheme should be informed by a detailed appraisal of existing and proposed service constraints, and all other potential constraints such as CCTV and visibility splays.

5.17 Since a large part of the site currently comprises vegetated soil, development may result in significant harm to an important soil resource, leading to conflict with KP15. In addition, the in situ soil resource may be of sufficient quality to be able to support proposed planting, or retain sufficient functionality on stripping, storage and emplacement to do so. As such, prior to any site clearance, preparation or development, and prior to the finalisation of proposed landscaping, a Soil Resource Survey (SRS) should be prepared in accordance with the 2009 DEFRA Code, and used to inform the preparation of a Soil Resource Plan (SRP). The SRS and SRP may conveniently be prepared as part of a geotechnical / geoenvironmental assessment, so long as they are prepared by a soil scientist and in accordance with the Code. If the existing soil resource is found to be unsuitable or insufficient to support proposed landscaping, soils certified in accordance with BS 3882:2015 and BS 8601:2013 and found to be fit for purpose as part of a soil scientist's interpretive report should be imported and emplaced in accordance with an approved specification. The complete failure to mitigate the proposed losses is not only a failure of design, but is also contrary to LDP policies KP15, KP16 and EN8. As such, I must object to the proposed development, and it is worth

noting that notwithstanding the commitment by the University to technical consideration of street tree planting, based on the submitted plans, I cannot see any space available to accommodate new trees, even small, fastigiated trees. To my knowledge, the existing verges elsewhere on Park Place are fully stocked with trees, and the applicant has failed to highlight any locations within or without the site where new planting might even be possible. Furthermore, I would expect the design of a major development, on a busy street within a Conservation Area that is characterised in part by its mature tree cover, to not only seek to retain and protect existing significant trees, but to enhance the urban forest and Conservation Area, by incorporating significant new tree planting into the design. It must also be noted that any new tree planted to offset trees removed as part of this development will take at least a generation to mature and offer the landscape and environmental benefits that the existing mature trees provide.

IMPACT ON SOILS

5.18 In removing the existing trees, the soils that support their growth and provide other benefits including sustainable drainage, carbon storage, and a reservoir of biodiversity, will be lost or rendered dysfunctional, except perhaps in serving as a base to support structures. Since the development does not open up existing sealed ground to new soft landscaping, and does not incorporate new tree planting or other soft landscaping except for roof gardens (whose planting is to be supported by an imported medium), I find that it runs contrary to KP15, and a potentially valuable soil resource may be destroyed unless it can be made available for re-use. The fitness for purpose of site won soil for re-use should be established by a Soil Resource Survey and Plan prepared in accordance with the 2009 DEFRA Code.

5.19 *In respect of Proposals as amended*
No Change to comments

5.20 *In respect of Additional Information*
No Change to comments

Traffic and Transportation

5.21 *The Transportation Officer has been in negotiation with the applicant's transport advisor regarding aspired modification of the highway and aspects of public realm improvement.*

Standard Cycle Parking condition C3S;

Standard condition E3D;

Unique:

No part of the development hereby permitted shall be commenced until a scheme of construction management has been submitted to and approved by the Local Planning Authority. The plan shall include as required, but not limited

to details of site hoardings, site access, pedestrian or vehicle diversions, and wheel washing facilities. Construction of the development shall be managed strictly in accordance with the scheme so approved. Reason: In the interests of highway safety and public amenity;

Highway works condition or S106 requirement – Notwithstanding the submitted plans, no part of the development hereby permitted shall be commenced until a scheme of environmental improvements to the highway and footway on Park Place adjacent to the site, and programme for its implementation, has been submitted to and approved in writing by the LPA. The scheme shall include, but not be limited to, the widening of the footways and provision of new and improvements to existing site accesses and controlled crossings, and the reconstruction/resurfacing of the remaining footways and narrowed carriageway, including as required the renewal of kerbs, channels and edging, lining and signing, drainage, lighting and street furniture. The agreed scheme to be implemented to the satisfaction of the LPA prior to beneficial occupation of the site. Reason: To ensure the reinstatement of the adjacent public highway in the interests of highway and pedestrian safety and to facilitate access to the proposed development.

Additional Recommendations:

The highway works condition/S106 works and any other development related works to the existing adopted public highway are to be subject to an agreement under Section 278 Highways Act 1980 between the developer and Local Highway Authority.

Transportation Comments:

I am satisfied that the proposed development is policy compliant and otherwise acceptable subject to the above conditions/S106, and as such that any objection on traffic or parking grounds would not withstand challenge.

I would confirm that the footway widening and other public realm improvements secured by the proposed condition and shown in principle in the submission, are both welcomed and required to accommodate the anticipated intensification of pedestrian use associated with the proposed Student Centre. Full details of the highway works will be agreed through evolution of a detailed scheme package based on the submission and discharge of the condition; which will consider in detail the layout, retained and new facilities such as crossings, bus stops, cycle and disabled parking, construction and surfacing, and other technical aspects of the scheme.

The proposed access and servicing arrangements shown are similarly considered to be broadly acceptable, albeit that the access arrangements/junctions with Park Place should be constructed as crossovers rather than kerbed entrances, and the service vehicle circulation should be clockwise rather than anti-clockwise as described in the submission.

Conclusion:

Given the nature of the proposed development, along with the availability of sustainable walking, cycling and public transport options, along with the improvements to the pedestrian environment, I must conclude that an objection on traffic grounds would be unsustainable and any reason for refusal on this basis would not withstand challenge. I therefore have no objection to the application subject to the above requested conditions/S106.

Parks Services

- 5.22 *In respect of Proposals as originally submitted.*
- 5.23 Overall, although the building will make a significant positive impact architecturally on Park Place compared to the existing student union building, I share the tree officer's comments about the trees being lost and the impact on the streetscape, and on the wider green infrastructure of the area.
- 5.24 I also have some concerns about the proximity of the building to the highway footpath and whether given the size of the building, the pedestrian walkway will feel quite narrow and constrained, particularly given the large number of people using it to access the building.
- 5.25 Therefore the planned discussions looking at the public realm of the area in front of the building and wider streetscape is welcome. In terms of compensatory tree planting any replacement trees will need to be of potentially large size species to make an impact on the streetscape. In line with the public realm I believe there needs to be an assessment of tree planting in Park Place and the Cathays Park area to ensure that the long term health of the tree population and overall green infrastructure is maintained and is not compromised by future development.

Amended/Supplementary Proposals

- 5.26 I welcome the public realm proposals, particularly the widening of the footway outside the proposed Student Life Centre. This is crucial to allow a free flow of pedestrians into the building and along the street. The detailed design of the public realm will need to be set out and overseen through the Highway S278 agreement. Any potential impacts on existing trees in verges can be examined at this stage and measures taken to mitigate them.

Museum Avenue Open Space Proposals

- 5.27 I welcome the commitment to implement the improvements to the Museum Avenue Open Space, funded through the Student Life Centre scheme. The Open Space scheme will provide mitigation for the loss of mature trees on the Student Life site. It should result in a very well-used space which will greatly add to the amenity and appearance of Cathays Park, enhance the Student Life Centre itself, as well as overcoming some of the current problems experienced

due to the density of trees.

- 5.28 A detailed design process similar to the Highway scheme will need to take place. The design can be implemented through designers appointed by the University, overseen by the Council, or by the Parks Design team who provide a fee funded service. Further discussions can take place on this to reach a solution that meets the requirements of all parties. The agreed approach will need to be set out in the S106 agreement.
- 5.29 Given the confirmation that the Museum Avenue Place scheme will proceed subject to Planning approval for the Student Life Centre, I believe that discussions should be held with Strategic Estates to determine how the existing toilet block could be redeveloped to provide a café or similar serving the redesigned open space and Cathays Park in general. I believe that this has the potential to prove very popular and well-used due to the number of people working in and passing through Cathays Park.
- 5.30 *In respect of Additional Information*
Concern expressed at the extent of tarmac shown between trees, and opinion that, street trees should be maintained in extended soft landscape.

Pollution Control Noise and Air

- 5.31 *In respect of Proposals as originally submitted*

Pollution control would wish for any recommendation of approval of the scheme to be subject to conditions relating to kitchen extraction and plant noise limitation.
- 5.32 *In respect of Proposals as amended*
No Change to comments
- 5.33 *In respect of Additional Information*
No Change to comments

Waste

- 5.34 *In respect of Proposals as originally submitted*
Details of waste storage and collection access are acceptable. Proposed storage must be retained for future use.
In respect of Proposals as amended
No Change to comments
- 5.35 *In respect of Additional Information*
No Change to comments

6. **EXTERNAL CONSULTEE RESPONSES**

CADW

6.1 *In respect of Proposals as originally submitted.*

Our statutory role in the planning process is to provide the local planning authority with an assessment concerned with the likely impact that the proposal will have on scheduled monuments, registered historic parks and gardens, registered historic landscapes where an Environmental Impact Assessment is required and development likely to have an impact on the outstanding universal value of a World Heritage Site. It is a matter for the local planning authority to then weigh our assessment against all the other material considerations in determining whether to approve planning permission, including any issues concerned with listed buildings and conservation areas.

Having carefully considered the information provided with the planning application, we consider that the proposed development will have no impact on any designated historic assets. We therefore have no comments to make on the proposed development.

6.2 *In respect of Proposals as amended*

No Change to comments

DCFW

6.3 *In respect of the amended scheme*

The Proposals

The design team was procured through a design competition for a new student services building on a site adjacent to the existing student union building and Cathays train station. The ambition is to consolidate non-academic student services into one place to improve the student experience. The competition brief, which required 9,000m² floor area, has now been refined with the floor area reduced to 8,500m². The site is within a Conservation Area and faces the University's Main Building and the National Museum of Wales. A number of buildings exist on the site within the Conservation Area. We understand that none of these buildings are listed. A University Estates 'masterplan' sets the context for this project.

Main Points in Detail

6.4 Key points from the discussion are outlined below. This review meeting took place after the submission of a planning application, primarily to address concerns raised in the Commission's report of the Design Review of 23rd June 2016. Therefore, the comments in this report will focus on how these issues have since been approached.

Overall approach

- 6.5 The Design Commission reiterates that it is supportive of the principle of this project, and recognises the importance of the project for the University. The Commission also recognises the importance of the site, within a Conservation Area in the city centre.
- 6.6 A project of such importance demands the best quality in every aspect. It is encouraging that the University and the design team are also ambitious about delivering a quality scheme. The Commission urges the University, design team and local authority to continue to strive for good quality throughout the detail design and delivery of the building and public realm.

Communication and overarching idea

- 6.7 The Design and Access Statement and the presentation at this review explained and justified the design approach and overarching architectural ideas much more clearly than the previous review. This will be helpful for all stakeholders and for the local authority in their decision making process.
- 6.8 It was useful to see how the design has developed in response to the site and wider context, as well as the challenging brief. This explanation clearly justifies the 'quiet' architectural language adopted and the form and layout of the building. The additional section drawings presented better articulate how the proposal relates to important surrounding buildings.
- 6.9 The proposals now represent a courageous response to a difficult brief and complex site. It will be useful for the team to draw out the concepts essential to the scheme so that they are not diluted by procurement processes and are carried through to detail design. For example, the concept of a stepped landscape framed with a colonnade might give clues to the detailing of floor finishes. Great care should be taken to protect these key concepts throughout delivery.

Inclusive design

- 6.10 In an enhanced response to wider inclusivity, the proposed addition of a passenger lift providing a close and convenient alternative to the main external stair was welcomed by the Commission. The areas at either end of the staircase will be important social spaces, and the extra lift will make these much more inclusive.

Quality through detail design and procurement

- 6.11 The Commission recognises that the design of interior spaces and detail design in general are work in progress. However, they will be crucial to the overall quality of the building.
- 6.12 Images of some previously completed projects which the architects have worked on were presented at the review. These demonstrate that they are

experienced in delivering good quality, rich interior spaces at a scale similar to the proposed atrium in this scheme. We urge the client to protect that quality in delivery.

- 6.13 In line with the overarching architectural approach, the Commission encourages the design team to restrain the material palette inside and out. Richness can be achieved in interior spaces through careful consideration of scale, light, texture and details. The University will add posters, furniture, signage, objects and people to spaces once the building is handed over. Therefore, a more refined and restrained 'back drop' to the necessary clutter of life in the building might be the best approach. There is a risk that the addition of metal panels on the facade would dilute the strength of a minimal material palette, but further testing of the idea is required to establish the best option.
- 6.14 It is positive that the potential for glare within the building is being considered and the interior spaces and building facade refined accordingly.
- 6.15 A well designed and integrated signage strategy has potential to add significant value to the scheme and could be used creatively alongside the 'quiet' material palette.
- 6.16 Whichever procurement route is taken, quality of design should be safeguarded through the delivery of the scheme to ensure value and longevity. The University's stated commitment to delivering quality is welcomed.

Relationship to existing SU building

- 6.17 The proposed 'events terrace' would provide a more positive relationship between the existing Students Union (SU) building and the Centre for Student life than the previous proposal.
- 6.18 We would still encourage further consideration of the conditions that will be created for the exiting SU terraces through the impact of the new building. There may be opportunities to improve these existing environments to encourage better use of them. Exploration of different options for future use would be welcomed.

Public realm design

- 6.19 The design of the public realm in and around the site is as important as that of the building itself. The Commission is pleased to see that the wider public realm outside of the technical site boundary is being considered through consultation with the Local Authority.
- 6.20 The Commission urges the local authority to continue these discussions so that the best integration of public realm and building can be achieved. The proposed widening of the pavement in front of the new building will be essential. Iterative collaboration will help to resolve other public realm design issues and set a good precedent for future projects in the area.

- 6.21 The revision of the strategy for new tree planting in front of the building is welcomed and more realistic. We would question the value of the two proposed new trees at the central entrance.
- 6.22 In the future, communications with Network Rail over the new footbridge will be also be important.

Environmental design

- 6.23 The Commission welcomes the ongoing commitment to achieving BREEAM Excellent on this challenging building. We recognise that work on resolving environmental strategies in detail is ongoing at this stage and urge the team to continue to be ambitious in their approach. Achieving a passively ventilated lecture theatre on this site is commendable.
- 6.24 Resolving thermal bridging issues will be a particular challenge in this scheme and should be given appropriate consideration.

Elevation and colonnade design

- 6.25 The end elevations and roofscape have been more fully resolved since the previous review and better address the context and proposed internal uses.
- 6.26 It will be useful to test the clarity of the diagram at the south corner where the entrance is cut back from the facade behind the colonnade to align with adjacent buildings. The team should be sure that this makes the entrance visible enough. An alternative might be to stop the colonnade short of the end of the building, but this would need to be tested against the overall concept to which the columns are crucial.
- 6.27 The Commission welcomed this final opportunity to consider this important project as the design approach is set by the context of the planning determination process. The greater clarity and stronger justification of the design approach and the positive response to our earlier comments was welcomed.
- 6.28 This project is vital to setting the necessary standards of design and construction quality at the heart of an important conservation setting in the capital city. The realisation of the design ambition in delivery is critical to success. We urge client and design team to hold fast to key concepts throughout and ensure this location is enhanced by this ambitious scheme in the manner they intend.

NRW

In respect of Proposals as amended

- 6.29 NRW initially objected to the application on grounds that insufficient information had been provided to address the favourable conservation status of bats. However they have subsequently, upon receipt of additional information, revised their comments as follows:

- 6.30 We do not object to the application as submitted and provide you with our advice below.
- 6.31 We have previously provided comments on the above application as further information was required to demonstrate the proposal will not be detrimental to the maintenance of the favourable conservation status of Bats, a European Protected Species (EPS).
- 6.32 All species of British bats are EPS, protected by The Conservation of Habitats and Species Regulations 2010. Where an EPS is present and a development proposal is likely to contravene the protection afforded to it, development may only proceed under a licence issued by us, having satisfied three requirements set out in the legislation. One of these requires the development authorised will 'not be detrimental to the maintenance of the population of the species concerned at a favourable conservation status (FCS) in their natural range.'
- 6.33 These requirements are translated into planning policy through Planning Policy Wales (PPW) July 2014, sections 5.5.11 and 5.5.12, and Technical Advice Note (TAN) 5, Nature Conservation and Planning September 2009. The planning authority should take them into account when considering development proposals where a European protected species is present.
- 6.34 We have reviewed the additional information provided by Matthew White from Soltys Brewster via email dated 26 August 2016. We consider that this information is sufficient to address our concerns and therefore remove our previous objection to the application.

Other Matters

- 6.35 Our comments above only relate specifically to matters included on our checklist Natural Resources Wales and Planning Consultations (March 2015) which is published on our website at this link. We have not considered potential effects on other matters and do not rule out the potential for the proposed development to affect other interests, including environmental interests of local importance. We advise the applicant that, in addition to planning permission, it is their responsibility to ensure they secure all other permits/consents relevant to their development.

RCAHMW

In respect of Proposals as originally submitted

- 6.36 The remit of the Royal Commission permits us to comment only on the historical significance and context of a monument or structure and on the adequacy or otherwise of the record. Nos 46-48 Park Place are part of the Cathays Park Conservation area. The buildings are not listed but as later C19th domestic buildings contribute to the character of the Park Place group of historic buildings. Circular 61/96 (para 33), which is of course current advice, is quite clear that there should be a presumption in favour of retaining buildings which make a positive contribution to the character or appearance of a

conservation area. The proposals to demolish 46-48 Park Place will need to be carefully considered in the same way as proposals to demolish listed buildings.

- 6.37 If consent for demolition is granted, it is important to require as a condition of consent that a high-quality photographic record of the buildings is made before demolition for deposit in the National Monuments Record of Wales (the public archive of the Royal Commission).

NETWORK RAIL

In respect of Proposals as originally submitted

Network Rail raises an objection to this development.

- 6.38 Whilst there is no objection to the principle of the redevelopment of the application site, concerns are raised with regard to the proposed public realm design on the approaches to Cathays Station from Park Place through the development site, the developments interface with the station, and the impact of this scale of development and the proposed range of facilities to be accommodated within it upon the stations existing facilities.
- 6.39 It should be highlighted that whilst Cardiff University has liaised with Network Rails Asset Management Team with regard to the technical aspects of building adjacent to the railway line, the development proposals, in particular the proposals for pedestrian access to Cathays Station from Park Place, have not followed discussion with Network Rails Town Planning or the Route Enhancement Teams. Network Rail expresses concern that, as a result of this development proposal, rail passengers to the station on foot, by cycle or with mobility difficulties will not experience a safe, legible, and convenient route from Park Place to the station platforms.
- 6.40 Network Rail has a commitment to deliver an "Access for All" footbridge at Cathays Station to enhance the rail user experience. Therefore any development by Cardiff University on this application site must ensure that the proposals include a high quality and safe public realm environment for rail users moving between the station and Park Place as well as deliver passive provision to link into an Access for All footbridge at the station.
- 6.41 The need for improvements at Cathays Station respond to the continued increase in passenger usage of the station which had 860,502 passenger entries and exits in 2014/15; this represented a 10.2% increase in passenger entries and exits in comparison to 2012/13. In 2014/15 Cathays Station had the 3rd highest total of passenger entries and exits on the South Wales Valleys Line and is ranked 7th highest in terms of the number of passenger entries and exits in Wales, being positioned above stations such as Neath, Pontypridd, and Port Talbot Parkway. Cathays Station is therefore well-used not just by students and staff at the University but also by surrounding businesses, government offices, local residents and visitors to the area. In the context of the

above, Network Rails concerns regarding planning application 16/01739/MJR are outlined as follows:

North of the proposed University building

- 6.42 (i) Until such time as an “Access for All” footbridge at Cathays Station is delivered planning application 16/01739/MJR proposes pedestrian access to the station from Park Place to continue along the existing route alongside 49 Park Place. Not only is this path well-used by rail users accessing and egressing Cathays Station but it is also a popular east-west walking route linking Park Place to Senghenydd Road. However, it is considered that the pedestrian experience and safety for those using this route will be adversely affected due to the developments proposal to site a vehicle servicing access for the University building directly alongside this main pedestrian route to the station. This is likely to result in a conflict between pedestrians and servicing vehicles as well as a poor public realm environment on this main pedestrian route to and from the rail station. It is noted that the public realm proposals shown in Section 10.7 of the Design and Access Statement do not appear to show sufficient separation and segregation between pedestrian movement and vehicle servicing. The proximity of the vehicle servicing access to this busy pedestrian route is considered unsafe and unacceptable mindful of the high level of passenger movements to and from Cathays Station;
- 6.43 (ii) Whilst the application submission documents highlight the quality of the proposed development little thought appears to have been given to improving the main pedestrian approach to Cathays Station from Park Place which at present is already poor. In particular the proposed public realm treatment does nothing to identify that this is the main route to Cathays Station from Park Place. Considerable signage and signposting will be required so that rail users can orientate themselves to locate the approach to the rail station.
- 6.44 Furthermore, pedestrians will be funnelled down a narrow pathway, adjacent to a servicing corridor, to reach the station. This is clearly a poor and unattractive pedestrian environment, particularly for those using the station at night or in the winter, and will deter some people from using the station. Network Rail therefore considers that the public realm environment and wayfinding on this key approach to the station through the application site must be improved.

Proposed Mezzanine Pedestrian Link to Cathays Station

- 6.45 This proposed access from Park Place through the University building to Cathays Station will be a public route and is part of the station as defined in Section 83(i) of the Railway Act 1993. As such the proposed route must comply with the Department for Transport's Design Standards for Accessible Stations (March 2015). A copy of this Code of Practice has previously been provided to Cardiff University. However, the application submission does not appear to comply with this Code of Practice and therefore the proposed mezzanine route through the University building to the station could not be used by rail users as a route to the station. A compliant alternative route to the station will therefore need to be identified by Cardiff University across the site.

- 6.46 (i) In relation to the proposal to link this development to a future Access for All footbridge at Cathays Station the application proposes a high level walkway access (as shown on the Proposed Mezzanine Plan) via a long flight of stairs situated within the curtilage / footprint of the proposed University building. It is regarded that this will cause confusion to rail users who will consider that they are entering a University building or private space and not a public route leading through to the station. The approach to Cathays Station will therefore be unclear, particularly for those unfamiliar with the area; this will necessitate directional signage to clarify the route to the station and to assist rail user orientation and wayfinding to and from the station.
- 6.47 (ii) It is also considered that the alignment of the mezzanine walkway and inclusion of a long flight of stairs leading up to the mezzanine level of the University building will increase walking times to the station from Park Place and will not be used by rail station users on foot.
- 6.48 (iii) It is noted that a lift is provided on the ground floor of the Park Place frontage of the University building to provide access to the proposed raised rail bridge link to the station for those with mobility difficulties. This lift does not meet the DfTs Code of Practice advice and must be, as a minimum, a 16 person size lift with sufficient circulation space adjacent to the lift and must be available during hours when train services are running from Cathays Station. The lift must be serviced and maintained in perpetuity by the University. This requirement must be secured by an appropriately worded planning condition;
- 6.49 (iv) It is unclear how cyclists will access the proposed rail bridge link across to Cathays station and further clarification is sought on this matter. This may be achieved via a 16 person lift;
- 6.50 (v) Clarification is sought on the width of the footway which leads to the suggested rail bridge link alongside the proposed commercial unit on the mezzanine level as this must be of a suitable width to ensure sufficient free flow for rail users mindful of the high number of passenger exits and entries to Cathays Station.
- 6.51 (vi) Clarification needs to be provided as to whether the ground level walking / cycle route to Cathays Station to the north of the proposed University building will be retained as this route is likely to be favoured by rail users on foot, by cycle and with mobility difficulties as a more direct route to the station than the proposed longer stepped route through the University building;
- 6.52 (vii) Any pedestrian link through the application site must provide 24 hour a day access on 7 days a week. Any pedestrian route must be appropriately lit and must be maintained by the University. This should be secured by an appropriately worded planning condition.
- 6.53 Noting the above concerns Network Rail queries whether the proposed public route to Cathays Station through the University building has followed consultation with the wider community. It is also queried whether an Equality

Impact Assessment or dialogue with Access Panels has been undertaken to demonstrate that the proposed route from Park Place through the building to the station meets the needs of the wide range of users of Cathays Station.

- 6.54 To address these objections Network Rail requests that the University enters into discussions before the determination of the planning application in order to achieve a better interface and public realm environment between the proposed development and Cathays Station through ensuring that the route to the station from Park Place is compliant with the DfTs Code of Practice and achieve a good quality, safe, and convenient pedestrian environment.
- 6.55 Mindful of the above comments Network Rail considers the proposed development conflicts with a number of policies within the adopted Local Development Plan including the following:
- 6.56 Key Policy KP5 Good Quality and Sustainable Design the policy states that all new development will be required to be of a high quality, sustainable design by (ii) providing legible development, (iv) creating interconnected streets which are safe, accessible, vibrant and secure; Policy T1 Walking and Cycling - wherein point (ii) identifies that developments must incorporate permeable and legible networks of safe, convenient and attractive walking and cycling routes; Policy T5 Managing Transport Impacts which aims to achieve safe and convenient provision for pedestrians, disabled people with mobility impairments, and cyclists; Policy T6 Impact on Transport Networks and Services where development will not be permitted which would cause unacceptable harm to the safe and efficient operation of pedestrian and cycle routes.
- 6.57 This is a significant University development and the nature of the uses which are proposed to achieve a Centre for Student Life and University welcome point will attract more students to the site than the existing uses and therefore increase the attractiveness of travelling by rail to Cathays Station. Passenger movements at the station will consequently increase and result in increased demand for improved rail user facilities at the station.
- 6.58 It is therefore considered reasonable that the developer should enter in to a Section 106 Agreement with Network Rail to provide a financial contribution towards enhancing facilities at Cathays Station including the provision of additional cycle facilities and a canopy to the existing cycle stands and new platform waiting shelters on each platform to enable the station to meet rail user needs as a direct result of this major development proposal neighbouring the rail station.
- 6.59 In addition, Network Rail requires confirmation that the construction of this development will not cause any disruption to rail services and will not impact upon the operation of Cathays Station or pedestrian movement between the station and Park Place.

6.60 Network Rail would therefore welcome further discussion with regard to our concerns outlined above in advance of the determination of the planning application.

6.61 *In respect of Proposals as amended*

Note that the revised plans show a glazed entrance in to the fire escape staircase in the NW corner of the proposed new building to afford a more direct route to the mezzanine bridge link over the railway line and state that a 16 person lift will be provided adjacent to this staircase.

However, there are no further details provided of the proposed public realm environment within the northern part of the site. The lack of detailing is a key concern for both Network Rail and Arriva Trains Wales mindful of the potential for conflict between servicing vehicles egressing from the north, vehicle movements to the rear of Park Place properties, and rail passengers arriving / leaving Cathays Station on foot / on cycle or with mobility difficulties.

The Transport Statement submitted states that an “improved footway environment” will be created along with de-cluttering of street furniture but no information is provided within the Statement or on the drawings as to how the public realm environment within the northern part of the site, which provides the main approach / egress to Cathays Station, will be set out.

I would also highlight that the entrance to the fire escape staircase and lift on the northern elevation of the proposed building is positioned very close to the undercroft servicing exit and Network Rail would need to be confident that rail passengers can safely access / egress the staircase and lift outside this building. The public realm environment outside this entrance must therefore be clearly shown.

Network Rail is unable to remove their objection to this planning application until such time as the public realm environment to the north of the proposed building, which lies within the application site, is clearly identified. Network Rail must be confident that the proposals will create an appropriate environment for those moving to / from Cathays Station along the existing route which is being retained, particularly as the proposed Travel Plan Framework states that initiatives will be introduced to encourage use of public transport therefore highlighting the need for a safe and high quality environment for those accessing the Station.

6.62 *In respect of Additional Information*

No Change to comments

SOUTH WALES POLICE

6.63 *In respect of Proposals as originally submitted*

South Wales Police have no objection and can confirm that we have been involved in pre application discussions with developers who have confirmed intent to build to Secure by Design standards which address any community safety issues.

- 6.64 *In respect of Proposals as amended*
No Change to comments
- 6.65 *In respect of Additional Information*
No Change to comments

GLAMMORGAN AND GWENT ARCHAEOLOGICAL TRUST

- 6.66 *In respect of Proposals as originally submitted*
The proposal has an archaeological restraint.
- 6.67 We note the submission of a desk-based assessment compiled by GGAT Projects (Report no. 2016/003, dated April 2016) in support of the application. The document assess the archaeological resource of the proposed development area and the likely impact of the application. It indicates that there will be a severe impact on 46 and 47 Park Place, as well as on a stables/coach house associated with 46 Park Place. It also notes a minor effect on a further five sites, including Post-medieval buildings. The report recommends a building survey on 46 and 47 Park Place, as well the stables/coach house of 46 Park Place. Additionally, due to the possibility of encountering below-ground remains associated with the Post-medieval buildings, or indeed the possibility of medieval remains associated with Dobbin Pits farmstead, an archaeological watching brief should be conducted during any ground intrusion works.
- 6.68 We concur with the conclusions of the report and therefore, in our role as the archaeological advisors to your Members we recommended that two conditions be attached to any consent, ensuring that archaeological and architectural investigations are carried out to mitigate the impact of the proposed development.
- 6.69 We have no objection to the determination of the consent as long as these conditions are attached and implemented.
- 6.70 In order to preserve the structures (46 and 47 Park Place, as well the stables/coach house of 46 Park Place) by record, we strongly recommend that a survey is made prior to work commencing. To ensure that work is carried out in a suitable manner, we therefore suggest that a condition worded in a manner similar to model condition 73 given in Welsh Government Circular 016/2014 is attached to any consent that is granted in response to the current application. This condition is worded:-

No works to which this consent relates shall commence until an appropriate programme of historic building recording and analysis has been secured and implemented in accordance with a written scheme of investigation which has been submitted to and approved in writing by the local planning authority.

Reason: As the building is of architectural and cultural significance the specified records are required to mitigate impact.

- 6.71 The second condition will require the applicant to submit a detailed written scheme of investigation for a programme of archaeological work to protect the archaeological resource should be attached to any consent granted by your Members. We envisage that this programme of work would take the form of a watching brief during the groundworks required for the development, with detailed contingency arrangements, including the provision of sufficient time and resources to ensure that any archaeological features or finds that are located are properly investigated and recorded; it should include provision for any sampling that may prove necessary, post-excavation recording and assessment and reporting and possible publication of the results. To ensure adherence to the recommendations we recommend that the condition should be worded in a manner similar to model condition 24 given in Welsh Government Circular 016/2014

No development shall take place until the applicant, or their agents or successors in title, has secured agreement for a written scheme of historic environment mitigation which has been submitted by the applicant and approved by the local planning authority. Thereafter, the programme of work will be fully carried out in accordance with the requirements and standards of the written scheme.

Reason: To identify and record any features of archaeological interest discovered during the works, in order to mitigate the impact of the works on the archaeological resource.

- 6.72 We also recommend that a note should be attached to the planning consent explaining that:

The archaeological work must be undertaken to the appropriate Standard and Guidance set by Chartered Institute for Archaeologists (CIfA), (www.archaeologists.net/codes/ifa) and it is recommended that it is carried out either by a CIfA Registered Organisation (www.archaeologists.net/ro) or an accredited Member.

- 6.73 *In respect of Proposals as amended*
No Change to comments

- 6.74 *In respect of Additional Information*
No Change to comments

WELSH WATER

- 6.75 *In respect of Proposals as originally submitted*
We refer to your planning consultation relating to the above site, and we can provide the following comments in respect to the proposed development.
- 6.76 We would request that if you are minded to grant Planning Consent for the above development that the Conditions and Advisory Notes provided below are included within the consent to ensure no detriment to existing residents or the environment and to Dwr Cymru Welsh Water's assets.

SEWERAGE

- 6.77 We have reviewed the information submitted as part of this application with particular focus on the Drainage Strategy dated 23rd June 2016
- 6.78 The proposed development site is crossed by a public sewer with the approximate position being marked on the attached Statutory Public Sewer Record. Under the Water Industry Act 1991 Dwr Cymru Welsh Water has rights of access to its apparatus at all times. We have conducted several meetings with the applicant and their consultant to reach a position where the application can progress without affecting the integrity of the public sewerage system or the rights of access we require on this asset. In order to control this aspect we request that if you are minded to grant planning permission that the following conditions and advisory notes are included within any consent.

Conditions

- 6.79 Prior to the commencement of works on site details of the protection measures for the 975mm public combined sewer crossing the site shall be submitted to and approved by the Local Planning Authority. These shall include a construction design method statement and risk assessment for the protection of the structural condition of the strategic sewer crossing the site. Thereafter no other development pursuant to this permission shall be carried out until the approved protection measures have been implemented in full and be retained in perpetuity.

Reason: To protect the integrity of the public sewer and avoid damage thereto protect the health and safety of existing residents and ensure no pollution of or detriment to the environment

- 6.80 Surface water flows from the development shall only communicate with the public combined sewer through an attenuation device that discharges at a rate not exceeding a 1 in 30 year storm event. This figure shall be agreed in writing with the Local Planning Authority prior to any communication of flows to the public sewer.

Reason: To prevent hydraulic overloading of the public sewerage system, to protect the health and safety of existing residents and ensure no pollution of or detriment to the environment

Advisory Notes

- 6.81 The applicant may need to apply to Dwr Cymru / Welsh Water for any connection to the public sewer under S106 of the Water industry Act 1991. If the connection to the public sewer network is either via a lateral drain (i.e. a drain which extends beyond the connecting property boundary) or via a new sewer (i.e. serves more than one property), it is now a mandatory requirement to first enter into a Section 104 Adoption Agreement (Water Industry Act 1991). The design of the sewers and lateral drains must also conform to the Welsh Ministers Standards for Gravity Foul Sewers and Lateral Drains, and conform

with the publication "Sewers for Adoption"- 7th Edition. Further information can be obtained via the Developer Services pages of www.dwrcymru.com

- 6.82 The applicant is also advised that some public sewers and lateral drains may not be recorded on our maps of public sewers because they were originally privately owned and were transferred into public ownership by nature of the Water Industry (Schemes for Adoption of Private Sewers) Regulations 2011. Under the Water Industry Act 1991 Dwr Cymru Welsh Water has rights of access to its apparatus at all times.

WATER SUPPLY

- 6.83 Dwr Cymru Welsh Water has no objection to the proposed development.
- 6.84 A water supply can be made available to serve this proposed development. The developer may be required to contribute, under Sections 40 - 41 of the Water Industry Act 1991, towards the provision of new off-site and/or on-site watermains and associated infrastructure. The level of contribution can be calculated upon receipt of detailed site layout plans which should be sent to the address above.
- 6.85 Our response is based on the information provided by your application. Should the proposal alter during the course of the application process we kindly request that we are re-consulted and reserve the right to make new representation.
- 6.86 *In respect of Proposals as amended*
No Change to comments

VICTORIAN SOCIETY

- 6.87 *In respect of Proposals as originally submitted*
Thank you for notifying the Victorian Society of this proposal. The case has been considered by the Society's Southern Buildings Committee at its most recent meeting, and I write now to convey our objection to the application due to the harmful impact it would have on the character and appearance of the Cathays Park Conservation Area and the setting of the Grade II*-listed main university building.
- 6.88 46 Park Place was constructed in 1875. It is an attractive detached Gothic revival villa of the sort that characterises the east side of Park Place and which form a group that the Conservation Area Appraisal identifies as being significant to the appearance, character and setting of the area. Number 47-48 was built in 1890 and was designed by the notable architect *Edwin Wortley Montague Corbett*. Here *Corbett* interestingly departed from the Gothic-revival villa idiom (though not the scale) that defines Park Place, producing an attractive, originally symmetrical, red-brick pair of semidetached dwellings. Extension in the 1930s was sympathetically achieved.
- 6.89 The coherent sense of scale achieved by these Victorian properties – and

those all the way down Park Place – is significant in creating a strong boundary on the east side of Cathays Park, clearly defining its extent and that of the civic building within it. It also provides the context in which to best appreciate and experience the full splendour of the Park's civic buildings, particularly *W. D. Caroe's* Grade II*-listed main university building, with later wings completed by his son Alban.

- 6.90 Notwithstanding the loss of 46-48 Park Place, we also object in principle to a building of the height and manner proposed. It would introduce the scale and civic character of the grand Cathays Park edifices, which have hitherto been restricted to the west side of Park Place.
- 6.91 Implementation of the scheme would have a transformative impact on the Conservation Area and the setting of the main university building. It would entail the demolition of two locally significant buildings, in the process causing harm that would be further compounded by the Centre for Student Life proposed. The new building would represent an unprecedented departure from the scale, character and defining characteristics of the east side of Park Place. A recent appeal decision (ref. no. APP/Z6815/A/15/3009037) concerning 23-24 Park Place underlines both the significance of the Victorian villas on the east side of Park Place and the desirability of preserving them.
- 6.92 *Caroe* conceived the university building as a quadrangular building with a central courtyard. In this sense it was never actually completed and the hall he had envisioned for the eastern wing was never built. Later his son attempted to resolve the situation, leaving us with the present arrangement. Having considered the scheme in this context, it occurred to the Committee that perhaps the most logical approach the University could adopt would be to build a new student centre as a fourth side of the quadrangle on the west side of the road . It need not be seen necessarily as an attempt to 'complete' *Caroe's* building, but could certainly be in the spirit of it. An assessment of the important contrast and differences of scale and character between the east and west sides of Park Place point to this being a reasonable solution, one we urge the University to explore.
- 6.93 Implementation of this proposal would erode the strongly defined character and appearance of the Cathays Park Conservation Area and would harm the setting of one of its most significant buildings. In light of the above we object to the application and recommend that is refused consent.

7. **REPRESENTATIONS**

Members

7.1 **Cllr Elizabeth Clark**

OBJECTION TO PLANNING APPLICATION FOR 46.47 AND 48 PARK PLACE, CARDIFF: 16/01739/MJR

I am writing to object to the current planning application for 46, 47 and 48 Park

Place, Cardiff. I do not object to having a Centre for Student Life in principle. However, I feel these current designs would have such a negative impact on Park Place and the wider city that they should be radically changed. I have already expressed these views to Cardiff University.

I object to the proposals for the current design of the building on Park Place as it would result in the demolition of the historic Victorian Villas of 46, 47 and 48 Park Place. As they were built in 1875 and 1890 respectively they predate the buildings in Cathays Park, including the Cardiff University Main Building.

Cardiff has already lost too many of its historic buildings. These include Preswylfa House in Canton, Reardon Smith Court in Fairwater and the Red House pub on Ferry Road. Most recently, we have seen the Poets Corner in City Road and the University Settlement in Splott earmarked for demolition resulting in great distress and controversy.

Park Place is a conservation area. Not only would the city lose these Victorian/Edwardian buildings but demolishing these villas would result in a very dangerous precedent for Cardiff. It will send a signal that buildings in other Cardiff conservation areas are not safe and are able to be demolished. I disagree with the argument that it will not put other historic buildings in conservation areas at risk as planning applications are considered on their individual merits. Time and again I have seen Council and Planning Inspector decisions which have taken into account previous planning application judgements.

The Planning Inspector has recently stressed the importance of maintaining the Victorian Villas in Park Place. In his judgement to dismiss an appeal which proposed demolishing 23-24 Park Place on 19 June 2013 he said, "In particular, the existing building is an integral and positive element of a largely harmonious street frontage which still reflects its affluent Victorian residence origins and provides a coherent context to the adjacent public buildings and spaces."

The proposal is in breach of the Council's 2016 Local Development Plan which commits to protecting Cardiff's built heritage. Key Policy 17 says, "Cardiff's distinctive heritage assets will be protected, managed and enhanced, in particular the character and setting of its Scheduled Ancient Monuments, Listed Buildings, Registered Historic Landscapes, Parks and Gardens, Conservation Areas, Locally Listed Buildings and other features of local interest that positively contribute to the distinctiveness of the city".

As the proposed building is colonnaded, white, far higher than other buildings fronting Park Place, not set back and in a classical style it jars with the adjoining street scene. As the proposed building has unused atrium space, café's and shops I'm sure a design could be produced which would be less overbearing and out of context and keep the 46, 47 and 48 Park Place Victorian Villas intact. Alternatively, there are other nearby sites where a Centre for Student Life could be built.

The proposal appears to be sub-judice as it would prejudice the joint Cardiff University and Cardiff City Council commission to prepare a master-plan "for a landscape and urban design framework for the Cathays Park area". I understand that the commission, set up in November 2015, has yet to report to the Council so any planning application should be delayed until after that work is completed.

I understand that widely respected groups and people have also objected to the proposals. This includes the Cardiff Civic Society, Victorian Society members and the esteemed local historian and planner, John Hilling. It is imperative that full account be taken of their views.

Cardiff University Pre-Planning Consultation Process

I have spoken to people in Cardiff about the proposals and many feel there should have been a wider consultation and engagement process. For example, the Victorian Society wished to be invited to a formal meeting and presentation at a mutually agreeable time at an early stage by the University so that the proposals can be discussed in detail. Also, I understand that members of the local conservation group have not been informed about the proposals and some are very alarmed.

I'm also concerned that the 16 June 2016 drop-in style consultation event was only held on one day and at less than 2 weeks' notice. In addition, as it appears the proposals were only posted on the Cardiff University website on 17 June 2016, this only allowed about 2 weeks to comment as it is planned to submit the planning application in July 2016.

Conclusions

I do not object to these proposals lightly. I am pleased to have worked on many projects with Cardiff University in the past. These include various new buildings, the introduction of Additional Licensing in Cathays, various waste management systems which improved living conditions for students and the establishment of the Student Liaison Officer position. It is important that Cardiff University always be perceived as a custodian of the city's heritage. I fear these proposals would damage that perception.

On a personal level my grandmother was one of the first women to be granted a degree by the University and later became a governor there and I have been proud of those links.

7.2 **Cllrs Weaver, Merry and Knight**

We feel that the plans are incongruous and will dramatically alter the street scene in this conservation area for the worse.

The Victorian Villas along Park place are an essential make up of this conservation area and having lost one Villa recently to accommodation status rather than maintaining offices, we feel this that this application accelerates the

destruction of this heritage. Arguments can be made on the state and significance of individual Villas but it is clear that this application would remove significant Villas and continues the cumulative impact developments are having on this road.

The make up of buildings along Park Place are that the buildings sit off the main the pavement. This building does not attempt to follow this pattern on this side of the street and sits not only right along side the pavement but protrudes onto this busy pavement making access harder for those with wheelchairs or pushchairs.

The road is a magnificent gateway into the city and a development this incongruous, that closes off light and visibility. For these reasons the application should be rejected.

7.3 Central Area Conservation Group

We the Conservation Group object against the proposed redevelopment as follows;

By definition, we are not building Victorian houses any more. They are a des' res' and give our city it's unique character. They are integral to the look and feel of the city of Cardiff, and are one of our most important USPs. They are key to our attraction, not least to students, and are hence key to our prosperity.

Once gone, they will not come back. We will be destroying our inheritance, and future generations will look on our actions scornfully.

If it is decided to demolish the buildings, then please ensure that the decision maker puts his/her signature to the approval, so that future generations of his/her family and our city might know how he/she contributed to our city's neutered future look and feel.

Further more, the Conservation Group regrets that the regular meetings that we used to have with Officers of the Council, the Officers and meetings being excellent, have ceased.

The Group requests that the meetings be reinstated, as they will ensure that we, as citizen custodians, act to balance understandable short-term business gain with long-term strategic guardianship of the assets and environment of our unique and beautiful city.

Thank you for your consideration. We implore you to think of our city in fifty and in one hundred years time, and reflect on what will be lost for ever if this proposal goes ahead.

There must be other ways of achieving the desired development output without the demolition of the irreplaceable gems of our unique city.

7.4 Neighbours

A resident of Hazelhurst Road in Llandaff North objects to the application on the grounds of the loss of “one of the few remaining historical and special properties in our City. The University is taking over too much of our beautiful City”.

Nick Russell Cardiff Resident:

Please could I raise some concerns with regard to the proposed design for the Cardiff University's Centre for Student Life.

The design in its present form encroaches on the pavement such that I do not feel there is enough room for students to walk there in any great numbers. This means that the building will push them onto the road which is a safety concern.

The proposals also include a plan to destroy a number of the 150 year old trees that line Park Place. Whilst these may not have been listed, their destruction does constitute a material change to the character of Cathays Park which is a conservation area.

Taken in isolation it may be tempting to prioritise a modernist and practical vision over the heritage considerations but what if this is just the beginning? I am concerned that if this planning application is granted it will signal the beginning of the end for Cathays Park in its current form as successive years go by. This matters, not only for reasons of Cardiff's shared cultural identity, which is very important, but also economically. Heritage tourism is a big part of the Welsh economy and Cathays Park is a part of that.

I would ask the Council in its judgement to uphold and adhere to its own rules. Cathays Park has been designated a conservation area for a reason and the people of Cardiff are looking to its leaders to preserve its character. With a little bit of creativity it must be possible to have a Centre for Student Life which keeps the trees and lets the students walk past without getting run over. The Victorian buildings planned for demolition as part of the Centre for Student Life do also have some cultural significance too. For example, I believe I have seen a pathé video of King George VI on Park Place during his visit to Cardiff in 1937 with these buildings in the background. I would like to see them preserved but if they are to be lost it would be better if the new building could be in keeping, at least in some small measure, to the Victorian architecture that characterises Cathays Park. Ideally I would like to see:

The Victorian buildings currently planned for demolition preserved in their entirety

The 150 year old trees currently planned for demolition preserved in their entirety

A design that does not force the students into the road and instead leaves enough pavement left over to pass safely as a group of pedestrians, which they are entitled to do.

A design that is in keeping with the Victorian architectural tradition of Cathays Park.

John Hilling [Cardiff Resident and established and respected practitioner and commentator on historical architecture]

I am an architect (retired) and past member of the Town Planning Institute. As the author of 'The History and Architecture of Cardiff Civic Centre', recently published (May, 2016) by the University of Wales Press.

My main concern is the detrimental effect that the proposed building would have on Cardiff's wonderful civic centre. I therefore wish to object to current proposal for Cardiff's University's Centre for Student Life, in Park Place, on the following grounds:

1. The proposed building is unnecessarily intrusive and will visually detract from the civic centre. The civic centre, which is the finest in Britain and architecturally of international significance, is a discrete area of public buildings around an internal park. The civic centre relies for effect on a number of features, such as scale, overall use of Portland stone, classicism, and contrast to its surroundings, i.e., greenery on south and west borders; domestic scale, mostly residential, on north and east. The Student Life building as proposed would seriously impact in an intrusive way on the eastern periphery of the civic centre.

2. The eastern side of Park Place mostly comprises two-storey, red-brick domestic buildings with pitched roofs of slate. The newer University buildings, though not domestic, do not seriously upset the balance when seen from either the north or the south. The result is a generally continuous line of buildings of reddish buildings on the east side of Park Place which is in contrast to and accentuates both the whiteness and the form of the civic centre. The proposed Student Life building would negate this contrast by removing three buildings (nos. 46, 47 & 48) and a number of trees and imposing a new building of entirely different character, thereby breaking the existing line of buildings.

3. The proposed Student Life building would be too dominant and overbearing an intrusion, as it would stand forward of the existing buildings in Park Place (which are generally set back from the pavement), and be considerably higher and of an altogether different character.

4. The proposed Student Life building would compete too arrogantly with the main building of the university, by being too close and having a restless architectural character derived from over-glazing and a multitude of spindly columns (in-situ concrete on the drawings, but precast in the text!).

5. Because of the way that the proposed Student Life building squeezes out from the main line of building on the east side of Park Place, it might suggest that part of the civic centre has leaped across the road to mingle with the red-brick buildings of Park Place's eastern side. This would seriously diminish the visual appearance of the civic centre which partly relies on its feeling of

being a discrete self-contained community.

A resident of Wyncliffe Gardens, Pentwyn

Objects to the destruction of Victorian houses and trees along Park Place, that Enhance the approach to the city, and their replacement with a building that is out of character with it's neighbours. Additionally the proposed building is very high and would overwhelm the surrounding Victorian buildings.

A resident of Pommergelli Road, Llandaff North

I note the recent public realm plans and letter regarding the potential use of the land between the University's main building and the Museum.

These do not materially affect the objections from myself and others that the building is out-of keepingwith it's context, much too high and involves the complete demolition of some of Park Place's most visually impressive Victorian houses. Most of the points of my objection (made against application 16/01740/MJR - which appears to be a duplicate of this application) to have, therefore, not been addressed.

The recent proposals do, however, go a small way towards addressing the existing problems this part of Park Place has for pedestrians, cyclists and public transport users. Following the success of the recent "car free day", I see no reason why Park Place along the entire frontage of Main Building should not be tabled, narrowed and closed to private cars.

The proposals make an attempt to mitigate for the loss of the green space lost by the demolition of the walled garden and loss of mature trees by formalising the existing green space between the University's main building and the Museum. However, this attempt itself involves the further removal of mature trees.

A more realistic mitigation would be to restore the Main building car park to gardens. This would have the advantage of further removing the need for private vehicles to travel along the tabled section of Park Place and reducing the current danger posed by vehicles turning into and out of Main building.

Finally I agree with other objectors that creating a Centre for Student Life by joining the two wings of Main Building around a central quadrangle as envisaged by its original architects would be a far more fitting proposal

A resident of 10 Algernon Road, London NW6 6PU

As a active member of the students union and athletics union during my time at Cardiff University ('14), I know first hand the benefit this will bring to students. This is a chance to to lead the way in student welfare. Not only in the UK but across the world. The street views look excellent. I would be proud to see this in the city. Due to the large roof space I would like to see more solar cells and an eco roof. Maybe a drone pad to make it fit for future.

A resident of Franklen Road, Whitchurch, Caerdydd

My main concern is that the proposed structure overpowers the stretch of Park Place that it sits along. The structure should sit a little back from the road as currently happens with the buildings currently there. Computer generated

visuals from different vantage points along Park Place make this clear.

I was unable to attend the consultation meetings held at the university, however the report from those meetings makes it clear that others have the same concerns:

"Concern about impact of new building on character of Park Place in terms of length and strong form of the building questioned whether there is a way of softening the frontage"

My view is that the frontage is out of proportion to the setting. If the structure were to be sited a few metres further back (from the standard pavement/walkway) with realistic space for some trees to grow up in front, then the whole feel of the building in relation to the other buildings and road will be much better.

The new building for the Royal Welsh College of Music and Drama is a particularly good design, but it looks even better because of the proportionate way it is set back from the road. Clearly there is less space from 46-48 Park Place, but it seems that a desire to maximise the internal dimensions is pushing the building too close to the road.

7.5 **MIND Cymru**

AMOSSHE, the Student Services Organisation, carried out research this year which found that 80% of student services directors had seen a noticeable increase in student mental health crises over the previous two years, and three-quarters had worked on an increased number of student suicides.

It is important that universities engage with students and the wider community, encourage people to talk about mental health and remove stigma for those who are experiencing poor mental health. We know young people are increasingly willing to talk about mental health. Student engagement in mental health support at universities across the country is also increasing. It is critically important that students are able to access support services when they need them, both in the community and in our universities, to ensure that they have the best possible student experience.

Cardiff University's Centre for Student Life will enable the University to transform the range of ways students can access services. It will improve access to mental health support through providing new public engagement space for student support services, new group work space and a purpose-built counselling and wellbeing consultation suite. These rooms will allow much greater access to students with increased opening hours and a greater range of services provision linking mental health support to other areas such as careers.

The Centre for Student Life will transform the way student support services in Cardiff work to better meet the needs of the clients they serve. But it will also provide the city with an exemplar building for this type of work at the heart of the city and the civic centre, a very public commitment to de-stigmatising mental

health. As a result we hope the University will improve the student experience both in Cardiff and after graduation for students who experience poor mental health. The building and the services that operate from it represent placing the student experience, and in particular the services that support the experience of the most vulnerable students, at the centre of the University.

7.6 Victorian Society Wales Group

The new Centre for Student Life does not respond positively to the context of Cathays Park or respect the smaller scale of its Victorian neighbours.

This scheme will have a very negative impact on the eastern elevation of the most important collection of major listed buildings in Wales. The facing elevation along Park Place will appear too over-bearing, situated as it is so close to the pavement. It is a long narrow building containing facilities that already exist on the campus and for this, the City is losing a fine Victorian villa and large garden, which enhance the sense of park campus in the middle of a Capital city. It is effectively damaging the essential setting of the original University building by W.D.Caroe, and the rest of Cathays Park, due to its scale and lack of relationship to these and neighbouring buildings. Also it is not clear how the loss of the avenue of trees at this point along Park Place will be mitigated.

The effect on the character of this part of the Cathays Park Conservation Area will be very significant. The neo classical idiom and use of materials that have been chosen for the design are at odds with the rest of Park Place, which are largely late Victorian Gothic revival or a diluted form of the same. This is not an accident of planning, but in fact reflects the later development of Cathays Park, which itself is evidence of the growing wealth and power of Cardiff and crucially of the push for 'home' institutions and the decades that it took for Cardiff to acquire the land from the Bute Estate, for these national institutions. In their turn, the Bute Estate prescribed the use of Portland Stone and the cornice height of the buildings, also the layout of the site and avenues of trees as a condition of sale. This proposal therefore affects the clarity of the defined area of Cathays Park by 'spilling' across the boundary.

I think there should be greater public participation in this consultation. It is also a premature proposal given that the joint master planning commission has not yet reported on the enhancements for the area.

7.7 Cardiff Civic Society

Cardiff Civic Society objects to Cardiff University's Centre for Student Life building on a number of counts.

First of all it will result in the demolition of the historic Victorian villas of numbers 46, 47 and 48 Park Place – within the Conservation Area. Losing these buildings will damage the integrity of the area, and also result in a dangerous precedent – placing historic buildings in this, and other city conservation areas at risk.

The proposed building will also result in the loss of many trees in the avenue, a loss which cannot be mitigated.

Aesthetically, the proposed scheme jars with other buildings in its location, particularly as it is higher than neighbouring buildings, and fronts Park Place, rather than being set back from it.

Furthermore, the proposal is in breach of Cardiff Council's own commitment to protecting Cardiff's built heritage. Key Policy 17 says "Cardiff's distinctive heritage assets will be protected, managed and enhanced, in particular the character and setting of its Scheduled Ancient Monuments, Listed Buildings, Registered Historic Landscapes, Parks, Gardens, Conservation Areas, Locally Listed Buildings and other features of local interest that positively contribute to the distinctiveness of the city."

The Planning Inspector recently stressed the importance of maintaining the Victorian villas in Park Place, stressing in a recent judgement the importance of maintaining a 'coherent context' and 'harmonious street frontage' in Park Place.

A Centre for Student Life could be built that respects the city's heritage rather than damaging it, as this proposal does.

8. **ANALYSIS**

ENVIRONMENTAL IMPACT ASSESSMENT

- 8.1 The works have been screened [SC 15/0017/MJR] and are concluded not to be a Schedule 2 development for the purposes of assessment under the Environmental Impact Assessment regulations and are not considered to have any significant environmental effects warranting the submission of an Environmental Statement or impacts of more than local importance.

PRINCIPAL ISSUES

- 8.2 The development proposes a large new building for Cardiff University in a prominent location in Cathays Park Conservation Areas. Apart from Land Use, key issues are therefore those of Design; the impact of the development on the Historic Environment; the adequacy and any necessary Improvement of Infrastructure and Public Realm; and consideration of the impact on the City's Economy.

LAND USE

- 8.3 The application site falls within the settlement boundary and within the Central and Bay Business Area [CBBA] as defined on the LDP proposal map. Policy KP10 is of relevance. This policy describes the range of uses that are appropriate within the Central and Bay Business Areas and includes new offices, and commercial uses and encourages a mix of complementary uses to

maintain and enhance the vitality, attractiveness and viability of the CBBA.

- 8.4 This proposal for the Centre for Student Life comprises a new building totalling 8,500sq m which will link to the existing Students Union building. The CSL is intended to centralise in one location all non-academic student services, which are currently located at a number of locations across the city. The CSL accommodation will include an advice centre, consultation rooms, learning space, an auditorium and retail and catering facilities and will link with the existing Students Union building via a covered stair.
- 8.5 The CSL will provide a welcome point for students and the public, provide information and assistance to students and the public and showcase the offer of the University and of the Students Union.

Taking into account the nature of the development (i.e. University related) and its location in the Central Bay Business Area, in a position centred between the University Main building and the Students Union, the proposal raises no land use policy concerns in terms of its intended use in the location proposed.

DESIGN

Context

- 8.6 Policy KP5 requires that new developments respond to the local character and context of the built environment and landscape setting so that layout, scale, form, massing, height, density, colour, materials, detailing and impact on the built and natural heritage are all addressed within development proposals.
- 8.7 Built Heritage issues are considered separately below, but there are recognised impacts and overlaps between Policy KP5 and Policies KP17 and ENV 9 which seek to preserve and enhance the character and appearance of the Cathays Park Conservation Area which will influence the design.
- 8.8 The design concept and building detail is described at length in the submitted design and access statement but can be summarised as a proposal to extend the geographical confines of the area of grand individual set pieces of the Civic Centre characteristic on the western side of Park Place to the eastern side and to continue their aesthetic of principally pale coloured stone and concrete to the other side of the carriageway.
- 8.9 The proposed building does not attempt to mimic or replicate any of the existing buildings in the immediate area in terms of layout scale or massing. Rather taking a classical idiom and interpreting it to take the best elements of modern technology and construction to provide a wholly unique building blending both the classical and the modern.
- 8.10 The proposed building will unashamedly be far longer and taller than any of the other buildings on Park Place. There are no other buildings in the immediate area which have such a long unbroken frontage or which would have the continuous height proposed by the CSL. As such the building is presented as an architectural entity in its own right. The building would be some 140m long

and would present a frontage of approximately 127m to Park Place in the form of a continuous colonnade of slimline columns tracing the slow arc of the existing highway. The building would be some 21.6m high from footway to roofline, and would include for a further 6m of roof structures set back toward the railway line/student union boundary (some 27.6m total height). Visually the height of the building would be broken with a terrace line at its second floor level at a height of approximately 13.5m which would correspond to some 4/7th of its height as a classical proportion which would be provided as a glass balustrade enclosure forward of a visually slimline floor construction. This also allows for a visual change in the column presentation of the upper floors of the building.

- 8.11 In context the building would screen the current Student Union building which has a roof height of some 19m, and appear above the nearest adjacent buildings being the University Gymnasium to the North, and the 45 Park Place to the South, both having roof heights of approximately 13.5m tall, but would be separated from those buildings by a distance of approximately 12m.
- 8.12 The roof line of the Main University building is approximated at some 15.00m tall at a distance of around 20m at its closest point. However the principal elevation of the main building is some 90metres distant, which is considered to offset any potential competition between the two structures.
- 8.13 The Design policy requires that new developments have regard to their existing context, and address it in their design; it is acknowledged that it is the Architect's intent that the building is designed to have a commanding presence in the street scene and through modern construction, to reflect the finish of the Portland Stone used on the classical architecture opposite, in respect of the choice of a sympathetic white concrete aesthetic. This is a change to the characteristic use of dressed brick and render currently existing to the eastern side of the road, but is not a discordant material within the area generally.

Scale and Massing

- 8.14 The building is taller than its immediately adjacent neighbours (some 8m between roof lines in respect of the Villas, and Gym with addition height of roof structures from longer views) but would be set apart from those buildings by a reasonable separation to ensure for space about the building and to mitigate against any overbearing juxtaposition. It is noted that compared to the University towers to the Junction of Colum Road and Park Place, that even at 5 storey height it would by no means be the tallest building in the conservation area.
- 8.15 Positively, the scale of the building would ensure that it would obscure the current student union building, and would remove the impact of its current staircase to Park Place which is considered to be a significant enhancement to the current street scene.
- 8.16 The linear frontage of the building is also proposed to be a design strength, allowing for the manifestation of a colonnade which will gently curve to follow the boundary of the site with the adjoining footway, behind which the

presentation of the building is broken into three principal sections of glass curtain walling to the south, masonry staircase to the central mid section of the building (corresponding with the entrance position of the driveway to University Main building); and further panelled and glazed concession offers to the north.

- 8.17 Amended plans indicate that the length of the building has been modestly reduced to accommodate a more generous approach to the Cathays railway station and to facilitate a rear service access with less potential for conflict between service vehicles, pedestrians (whether students or rail users), and car and delivery vehicles accessing the rear of properties on Park Place. This is considered beneficial in respect of increasing the distance between the new building which is higher than the adjacent University Gym and thereby lessening the visual disparity between them, whilst allowing airspace about the new building which allows it to settle more comfortably within the available plot. To the south, the ground floor double height curtain glazed presentation of the building is set well back in an attempt to reconcile the building line of 45 Park Place, which is a three storey building. This is welcomed and will reduce the visual impact of the return of the building as appreciated from street level.

Legibility

- 8.18 Access to the building is considered reasonably intuitive and an improvement to the designs originally submitted. The central staircase position and lift appropriately invites students and members of the public to the open plan events space which also provides the crossing to the Student Union Building, as well as upper floors of the CSL. The rake of the stairway is considered to passively orientate people to the upper level of the Student Union whilst at double access doors to the central reception space benefit from the transparency of activity which will guide people to the centre of the CSL. The southern access doorways within the glazed façade presentation to the building are readily apparent when approaching from the south, and the Northern access position on the NW elevation of the building which will provide stair and lift access to the upper levels of the building to enable out of hours crossing of the railway line in the future.

- 8.19 Internally the building will have a generous foyer with central reception desk from which appropriate wayfinding can be provided to the various internal spaces.

Diversity

- 8.20 The provision of a number of A3 and A1 concessions within the building in addition to the main café/eatery is considered a positive response to the policy requirement to provide for a diversity of land uses and to create additional vitality both in the development and along Park Place. The provision of an auditorium in the building will also provide opportunity for a variety of uses and functions and appropriately attract a greater intensity of use to the area.

Sustainability

- 8.21 The building will target sustainability credentials of BREEAM Excellent, and includes for roof mounted renewables and passive ventilation. Although no longer a mandatory Planning requirement, this is very welcomed. BREEAM Excellent would provide independent accreditation that that Centre for Student Life has gone beyond UK Building Regulations to provide a more sustainable building
- 8.22 The design of the building has been developed to minimise the carbon footprint of the new development, with the main strategy being to provide passive ventilation where possible. The main advantages of a naturally ventilated building include simpler and more manageable environmental control systems, lower energy consumption, lower construction costs and enhanced user satisfaction through occupant control.
- 8.23 A detailed façade study has been carried out to Improve solar performance of the south façade and to ensure that solar gains are minimised. Additional screening will be provided by an aluminium adornment to the façade reflective of the scalloped detailing of classical orders.
- 8.24 The building is also proposed to utilise circa 550m² of photovoltaics (PVs) to meet the minimum standards for BREEAM's Ene 01 Reduction of Energy Use and CO2 Emissions and to utilise materials and construction techniques to achieve higher than average u values. Again the incorporation of sustainable materials and enhancements within the construction is welcomed.

Inclusive design

- 8.25 Section 149 Equality Act 2010 requires that due regard be given to any actual or potential differential impact of the development on the needs of those with protected characteristics.
- 8.26 Originally the proposals were considered to be deficient in opportunities for equal access, however design changes now provide for a more centralised lift position, and multiple lifts throughout the building, as well as interior legible ramped access routes for the mobility impaired.
- 8.27 Better connectivity to the Student Union and facilities contained therein, as well as the variety in the nature of spaces available for users on a timetabled or commissioned basis will allow use of the building by a broad variety of groups of individuals, societies, clubs and study groups.
- 8.28 As such the development is considered to Improve access arrangements to the Student Union for those with special needs and to provide an inclusive design with no abnormal differential impacts.

Security and Crime Prevention

- 8.29 The CSL building has been designed in line with the principles of 'Secured By Design' and will have well-defined routes, circulation spaces and entrances/exits that facilitate convenient movement and natural way-finding.

- 8.30 There will be a staffed reception located on the ground floor to ensure natural surveillance of the main entrance and foyer of the building.
- 8.31 Security will also be ensured by use of discreet digital technologies.
- 8.32 South Wales Police have also confirmed their liaison on the scheme in respect of secured by design accreditation, and have raised no objection to the proposals.

Waste

- 8.33 Policy KP12 and W2 seeks to ensure developments have effective waste management processes, capacity and collection arrangements. The University also has its own sustainable waste agenda and the Council's Waste Manager is satisfied with access arrangements for waste collection and storage. A waste management strategy and streaming of waste can be secured by condition.

Air, Noise and Light Pollution and Contaminated Land.

- 8.34 Policy EN13 seeks to protect amenity and safety of users and those who may be impacted upon by development.
- 8.35 The local authority has not placed any requirements for noise limitation from activities with the building, as the proposed use is considered unlikely to generate any unduly damaging sound emissions that would require suppression beyond that provided by the building fabric.
- 8.36 Building Plant can be required to only modestly exceed existing backgrounds noise levels by imposition of a plant noise limitation condition limiting any additional plant noise to 10 dB below the background noise during the day (07:00 – 23:00) and night (23:00 – 07:00) time periods in accordance with BS4142:2014.
- 8.37 It is expected that the applicant will aspire to have a mood sensitive lighting scheme on such a prestigious building and also appropriate security lighting in service areas. Given the proximity to the railway, and the need to ensure an appropriate aesthetic, these can be controlled by means of planning condition
- 8.38 In respect of potential contamination, the Pollution Control Officers requirement for a standard suite of investigative, remediation and verification conditions are concurred with given the history of the site, and also from an archaeology perspective a watching brief in respect of any groundworks is also supported.

BUILT HERITAGE

General

- 8.39 Local Authorities are required by Section 72 of the Planning Listed Buildings and Conservation Areas Act, in the exercise of their powers under the Planning

Acts, to pay special attention to the desirability of preserving or enhancing the character or appearance of a conservation area.

- 8.40 Policy KP17 of the LDP, requires that Cardiff's distinctive heritage assets will be protected, managed and enhanced, and makes particular reference to the character and setting of its Listed Buildings and Conservation Areas as heritage assets which are also recognised as contributing to the distinctiveness of the city.
- 8.41 Detailed Policy ENV9 provides that Development relating to any of the City's heritage assets (or which affects their setting) will only be permitted where it can be demonstrated that the development 'preserves or enhances' the asset's architectural quality, historic and cultural significance, character, integrity and/or setting.
- 8.42 It is noted that the loss of the buildings on the site is seen by those opposing the development as being contrary to policy KP17 but also that the design of the proposed building is seen as an undesirable change in the character and appearance of the Conservation Area contrary to Policy ENV9. In that the building will not preserve or enhance the victorian domestic aesthetic.

In considering the proposed development, the merit of the proposed new building is considered below.

- 8.43 It is considered that the proposals will impact on the character of the Cathays Park Conservation Area in two principal ways; namely the loss of the existing buildings and landscape/trees to provide for the new building, and also in terms of the impact of the new building itself .

Loss of existing Buildings.

- 8.44 The development entails the loss of three unlisted Victorian buildings
- 8.45 Section 33. of Welsh Office Circular 61:96 indicates that there should be a general presumption in favour of retaining buildings which make a positive contribution to the character or appearance of a conservation area; and that proposals to demolish such buildings should be assessed against the same broad criteria as proposals to demolish listed buildings.
- 8.46 The general criteria relevant to the consideration of all listed building consent applications to modify, extend or demolish listed buildings relate to consideration of the importance of the building, its intrinsic architectural and historic interest and rarity; the particular physical features of the building; its setting, and its contribution to the local scene; and the extent to which any proposed works would bring substantial benefits for the community, in particular by contributing to the economic regeneration of the area or the enhancement of the environment.
- 8.47 Circular 61:96 (Section 91) suggests that proposals to demolish unlisted buildings which make a positive contribution to the character of a conservation

area should take the following into account

- (i) the condition of the building, the cost of repairing and maintaining it in relation to its importance and to the value derived from its continued use.
- (ii) the adequacy of efforts made to retain the building in use. (Including the offer of the unrestricted freehold of the building on the open market at a price reflecting the building's condition. *(normally relevant in instances where buildings are in poor condition or poorly maintained)*).
- (iii) the merits of alternative proposals for the site.

8.48 The developer's heritage consultant suggest that the three buildings concerned are, and have always been, of only modest significance, and in the case of 48 Park Place, has been heavily altered, and has little prospect of ever being restored to its original appearance and character. As such it is suggested that these buildings make a modest positive contribution to the character of the domestic buildings along Park Place, but make a negligible contribution to the conservation area in relation to the Civic Centre group, which is the principal reason for the designation.

8.49 It is argued that the extended and adapted frontage of 48 Park Place actually detracts from the setting of the listed Main Building and from the approach to the City Centre.

8.50 It is noted that given that the duty placed on the Local Planning Authority is to have special regard to the desirability of preserving the character and appearance of the area, (as opposed to the preservation of building fabric, as is the case with a Listed Building), that there would therefore appear some potential for the replacement of the buildings if the redevelopment would equally preserve, or enhance the character and appearance of the area.

8.51 It is also noted, that Planning Committee have been asked to consider the principle of demolition of 46 and 46a Park Place before, albeit some time ago, when it considered the removal of the buildings and their replacement with a 4 storey academic building was acceptable, and approved planning permission and Conservation Area Consent for their removal in June 1999. The scheme however was never progressed because of financial reasons.

8.52 Given the above, particular attention needs to be given to the architectural merit of the proposal and to the potential direct and extended economic, regenerative and enhancement merit of the proposed building.

The Proposed Building

8.53 The Circular confirms that the decision-maker is entitled to consider the merits of any proposed development in determining whether consent should be given for the demolition of an unlisted building in a conservation area.

8.54 The civic qualities of the proposed building, together with the utilisation of

modern construction technologies, make it an exceptional piece of contemporary architecture, which will positively impact on the character of the area by obscuring the very massive Student Union building, which is of little architectural merit and is to the detriment of the Cathays Park Conservation Area.

Alternatives

- 8.55 It has been argued that if it necessary to build a non academic centre for students that this might be done elsewhere in the civic centre, or elsewhere in the City, perhaps by completing Caroe's original concept of a quadrangle for the Main building, or utilising other buildings or plots around Cathays park which may become available; However these are not material to the consideration of this application.

Public Benefit

- 8.56 Lastly it is recognised that the continued use of the Civic Centre by Cardiff University is an important component of the existing character of the Cathays Park Conservation Area. The use of the site for one of the core purposes of the University – for the support of its students, and the opportunity to create flexible spaces in which they can study and learn in a more social environment, as well as the provision of an auditorium for award presentations and other functions, will help ensure that the core of the conservation area remains alive and prosperous, and that these are the sorts of major public benefit which the National Guidance would consider exceptional, and which could outweigh the harm caused by the loss of the Victorian buildings, in this instance.
- 8.57 It is concluded therefore, that this is one of a very rare number of instances where the character and appearance of the wider conservation area is better preserved, and enhanced, by the replacement of the three Victorian buildings with an appropriate and sensitive contemporary architectural structure.

INFRASTRUCTURE / PUBLIC REALM

- 8.58 Policy KP6 requires that new development will make appropriate provision for, or contribute towards, all essential, enabling and necessary infrastructure required as a consequence of the development and that such infrastructure will be delivered in a timely manner...
- 8.59 The policy is consistent and supported by other policies within the Environment, Transport, and Community policy sections of the LDP.
- 8.60 KP6 draws attention, amongst other things to the infrastructure needs of development in respect of highway and transport networks, including access, circulation, parking, public transport and walking and cycling facilities; and Policies T1: T5: and T6 further to seek to manage and promote a sustainable transport agenda whilst seeking to control the impacts of development on existing transport networks and services.

- 8.61 The Policy also recognises open space provision, recreational facilities; and protection, management, enhancement and mitigation measures relating to the natural and built environment and Public realm as infrastructure items, and are considered below.

Public Realm/Setting of the building

- 8.62 A number of criticisms of the scheme cite issues of the building being physically over scaled and massive for the confines of the site, and that the proposal to encroach onto an already narrow footway against a parked and trafficked carriageway was both dangerous in terms of the expected intensity of usage with regard to the potential volume of students exiting the building at any one time and the likelihood of them being forced into the carriageway. But also disrespectful of the need to create a setting for the proposed building.
- 8.63 The applicant has always been clear however that it has been intended to offer a package of public realm enhancements to support the development, but was unable to table any finite scheme at the time of submission. The applicant accepts that there is an evident need to engross the width of the footway adjacent to the building, to provide some enhancement of the green spaces and trees around the development and to seek to introduce passive traffic calming measures into the scheme.
- 8.64 To this end additional information has been submitted to the Planning Authority which commits to undertake a package of improvements to the area of footway and carriageway immediately to the west of the building façade to Park Place and the areas of access and egress from the site, and extending toward the boundary of the University Main Building; proposed in two phases.
- 8.65 Indicatively, drawings and images have been submitted which indicate the reduction of the vehicle carriageway width to the minimum required for two way traffic; a corresponding extension of the footway and verges behind white granite kerbs, as are traditional and appropriate in the area; the removal on street pay and display parking, to provide a for better pedestrian priority and passive traffic calming measures, and the movement of the long term coach stop slightly to the north to an area near College lane, and for an improved approach to Cathays station.
- 8.66 These works are considered essential to provide an adequate setting to the building but also have the potential to provide an overall enhancement to the quality of the Conservation Area. Discussions are ongoing as to the final palette of materials and proportion of soft landscaping, but this can ultimately be controlled by means of approval of any future detailed scheme by means of S106 agreement.
- 8.67 Currently the developer would wish to provide any enhancements in two phases of work. The first to provide works necessary for the safe and operational beneficial use of the building to the eastern side of the carriageway before the point of first beneficial use of the building and further to this, to complete the scheme of works to the western side of the carriageway within 18

months of that juncture.

- 8.68 The applicant has been encouraged to provide the works in one phase, and to include for such materials as Pennant stone footways and Granite Kerbs, but cites the cost of materials and implementation of the works as being prohibitive to the aspired quality of the proposed building in a single phase. Negotiations are ongoing, however the detail of the final scheme can be subject to further negotiation within the terms of any S106 agreement.

Drainage

- 8.69 A full Drainage statement accompanied this application.
- 8.70 A 975mm x 600mm brick sewer crosses the rear of the site, running parallel with the railway line. This sewer receives flows from a large area of Cardiff to the north and is classified as a combined public sewer maintained by Dwr Cymru Welsh Water (DCWW).
- 8.71 The applicant has secured an in-principle building over agreement with DCWW which allows for access to the sewer easement should this be needed in the future.
- 8.72 DCWW have agreed that since there is not an increase, but a re-distribution of the existing student population, then the foul flows from the proposed development can be catered for in the combined sewer.
- 8.73 Storm water flows generated from the lower terraces and the stairs of the existing Student's Union building discharge via drainage channels into high level rainwater pipes and into the combined DCWW sewer.
- 8.74 Surface water runoff from the CSL building will be attenuated so that the 1 year and 100 year storm events, including an allowance for climate change from the proposed site would not exceed the existing 1 year and 100 year storm events.
- 8.75 There is therefore considered no detriment to the public sewerage network . DCWW have agreed to this principle and have raised no objection to the planning application.

TREES AND SOFT LANDSCAPING

- 8.76 Policies C4 and C5 seek to protect open space : PROTECTION OF OPEN SPACE

C5: PROVISION FOR OPEN SPACE, OUTDOOR RECREATION, CHILDREN'S PLAY AND SPORT

Trees

- 8.77 The comments of the Trees Officer are noted. It is accepted that the development will adversely impact on the mature tree stock which contributes greatly to the character of the area and the developer recognises that some form of compensation will be necessary to offset that loss.
- 8.78 Policy EN8 seeks to prevent *unacceptable harm to trees, woodlands and hedgerows of significant public amenity, natural or cultural heritage value, or that contribute significantly to mitigating the effects of climate change,*
- 8.79 The proposed development will result in the loss of x17 trees. Of predominantly low to moderate value, and one 'B' category rowan and one 'A' (high quality and value) London Plane.
- 8.80 It is noted however that the majority of these trees are contained behind the high stone boundary wall of 46 Park Place and that although they have highly visible canopies, that they are not on public land.
- 8.81 Recognising this, the developer has noted the area of grassland, owned by the Council located to the south of the University Main Building, which contains a great number of trees of variable condition and cramped arrangement which makes the area rather dark and uninviting, but which potentially might be transformed into a high grade park area where accessibility and connectivity to Alexandra Gardens could be improved and which might provide for a much more inviting Public space, with enhanced and better managed tree stock.
- 8.82 The University has confirmed therefore that a financial contribution of **£154,953.50** would be paid to the Council to design and undertake such works as mitigation for the trees lost as a consequence of the development.
- 8.83 The loss of trees as a consequence of development is always regrettable, however it is concluded that in this instance the financial contribution in combination with other works to trees as a component of the public realm enhancement works to the front of the building, provides not only for an appropriate level of mitigation, but also for a more publically accessible and sustainable future for trees in the area, and is supportive of the proposal.
- 8.84 The financial contribution offered can be secured via S106 Agreement.

Transportation

- 8.85 The Transportation Officer's observations are reported above.
- 8.86 The potential for improvements to the public realm are welcomed, but the following works are considered to be essential to ensure for the safety and ease of passage of pedestrians:
- 8.87 As a minimum, the engrossment of the pavement width to the front of the building must be secured prior to the beneficial use of the building. This is covered above. These works are however considered as the minimum required to allow the building to function, and are not considered as providing the

necessary public realm enhancement or to have the special regard to the character of the conservation area required to meet policy compliance , and the completion of a finished scheme to the entire highway width in front of the building must be secured within 18 months of the opening of the building.

Bikes

- 8.88 It is noted that secure cycle storage is located at ground floor as a de-mountable space within the service corridor, (So as to be easily removable if servicing work is required on the sewer). Access is via a secure door adjacent to Park Place.
- 8.89 There are 62 bike racks with 62 lockers and this is considered policy compliant. The Transport Manager also recognises the provision of 8 No. shower/changing cubicles with additional associated locker space; and one wheelchair accessible WC/shower at ground floor level which will promote the use of sustainable transport modes including running and cycling and also provide inclusive freshening up facilities for independent wheelchair users and other modal users. This is welcomed.
- 8.90 The prioritisation of cycles over motorised vehicle uses will however need to be demonstrated within the detail of the submitted public realm scheme and should aim in principle and in physical provision to be able to be extended along the length of Park Place in the future to establish a priority Cycle route.

Cars / Motorised Vehicles

- 8.91 Given the location of the building so close to the City Centre, and the benefit of an adjacent railway station; excellent public transport opportunities, and opportunities for walking, there is no requirement for on site car parking. As such 0 provision is considered both appropriate and welcomed.

Tables

- 8.92 The scheme of Public Realm Enhancement directed at the modification of the current vehicle carriageway should aim at passive reduction in vehicle speeds outside the building to reduce the potential for pedestrian and vehicle conflict.
- 8.93 Safe crossing will likely be enhanced by the provision of elevated tables within the carriageway and the detail of these will need to be considered as part of the public realm package. Ultimately however it is likely that scheme will need to include for a Light controlled crossing, though the specific design and location of this can be left to a detailed stage of consideration.

Servicing

- 8.94 The sewer easement on the site provides the opportunity for a generous service corridor at the rear of the ground floor. This space can allow for bins for the CSL building, as well as for the separate retail units.

- 8.95 Service vehicles can use the 5m high undercroft as a one way traffic route [The Transportation Officer preferring a Clockwise rotation] to avoid vehicles needing to wait or reverse onto Park Place. This also allows for simple parking of any truck/van alongside the goods entrance for the CSL or retail units. From which access can be granted via the goods lift in the South Core for the CSL or the North Core for Retail Unit 02, and direct to Retail Unit 01.
- 8.96 Security of services/deliveries to the building can be subject of telephone/video contact to gain entry.

Collaborative working with Network Rail

- 8.97 The site is located adjacent to the Merthyr Branch railway line and as such, there are a range of technical and logistical issues to consider in the design.
- 8.98 Cardiff University have entered into a Basic Asset Protection Agreement with Network Rail to allow dialogue and technical design and approval work to continue with their appointed Asset Manager. This includes for the maintenance of a 4.5m wide rail 'impact' zone designed to reflect the access and maintenance needs of the the railway.
- 8.99 The building has also been designed to facilitate a future railway footbridge to be installed at the North end of the new building from level 1 across the railway to a future stair/lift core on the North side of the tracks.
- 8.100 The bridge design will be developed to Network Rail Grip 1 approval stage and the abutment wall constructed on the new building side to allow a bridge to be installed in the future. The design will also take into account the future plans for electrification of this part of the network.
- 8.101 The objection of the Planning Division of Network Rail and their request for a third party incorporation into any Section 106 legal agreement is noted, however the Planning Officer considers that any obligation on the developer in respect of improvements to the approach to Cathays Station need only to be limited to the public realm enhancement to the area around the North of the site and that any expectation of monies for station improvements and signage/wayfinding exceeds any likely impact of the development on rail services. Further collaborative working is therefore encouraged, and that agreement be reached regarding opportunities for physical enhancement and improved wayfinding of the station in the context of the widened access which the development will realise.
- 8.102 From a planning perspective, the Local Planning Authority welcome the recognition of the potential for a new bridge crossing and the inclusion of a stair core and lift within the design of the building to receive such a facility in the future, and note that the specification of the lift arrangement to a 16 person lift has now been incorporated into the proposals, however the management arrangements of such a facility are considered matters between Network Rail and the applicant as the application/new building does not propose the crossing at this time. onlyto accommodate the potential for it.

8.103 Neither do the proposals impact on the status of the current rail crossing, which would remain until such time as Network Rail choose to remove it, and or provide the new crossing.

8.104 As such although it is a stated intent, there are no proposals before the LPA for a new bridge crossing of the rail track at this time, nor any guarantee that such a development will be progressed in the future. It would therefore seem unreasonable to apply planning conditions to any permission as may be granted in respect of the hours of operation of a facility that has yet to exist, and that these are best resolved through any contractual arrangements between interested parties.

ECONOMY

8.105 It should not be ignored that the University is both one of the major employers in the City, and since being founded in 1883 the University has been one of the principal reasons for the City's growth and attractiveness as an the investment Capital of Wales as well as its Capital City.

8.106 The University convincingly argue that if it is to maintain its status as one of the top universities in the country, to play a role on the international stage, and to maintain the buoyancy of City's economy which is in no small part derived from its student population, that it must be able to effectively compete with its competitors and establish the Campus centre which it currently lacks .

8.107 The importance of the scheme to the University is therefore acknowledged, and Supported.

OTHER POLICY CONSIDERATIONS

EN7: PRIORITY HABITATS AND SPECIES

8.108 An Extended Phase 1 Habitat Survey has been carried out by Soltys Brewster to inform the development proposals. The survey identified that the Park Place site comprises a limited range of habitats and, with the exception of the mature trees along Park Place the habitats associated with the site are generally considered to be of little or no ecological value.

8.109 The mature trees and scrub associated with the railway corridor alongside the site are likely to function as locally important habitat for birds and bats, but the existing buildings / structures are considered of negligible - low potential for roosting.

8.110 NRW, who will require to issue a licence to address any necessary bat disturbance now appear satisfied in respect of the findings of submitted bat studies and their view is supported by the Local Authority Ecologist.

8.111 It is recognised that the tree and vegetation around the site would likely provide nesting ng habitat for birds, and therefore any clearance of vegetation

associated with the development will be undertaken outside of the bird-nesting season (i.e. tree felling / vegetation clearance can be carried out between September and February inclusive).

Biodiversity enhancements

- 8.112 In order to enhance the site ecology it is noted that the proposed CSL building incorporates a series of biodiverse roof gardens with planting rich in nectar providing plant types. In addition there are a number of integrated bird / bat boxes proposed within these roof garden spaces and on the roof / parapet of the new building. These are welcomed.

EN14: FLOOD RISK

The development is not located within Flood Zone C1 or C2 where special consideration of the consequences of flooding apply.

R6: RETAIL DEVELOPMENT (OUT OF CENTRE)

The proposed retail offers are not considered to compromise the economy of the City Centre or its shopping role.

R8: FOOD AND DRINK USES

The concessions are considered as ancillary provisions within the development and not to conflict with any environmental or amenity considerations. opening hours of the concessions can be controlled by condition

C2: PROTECTION OF EXISTING COMMUNITY FACILITIES

The development does not result in the loss of any community facilities.

OTHER MATTERS RAISED IN REPRESENTATIONS

- 8.113 Cllr Clark has raised the issue of the narrative of the Planning Inspector in respect of a recent appeal decision relating to the proposed demolition of 23-24 Park Place..
- 8.114 However each proposal must be viewed on its merit, and there is considered a significant difference in respect of the relationship and quality of replacement development proposed in respect of the consideration of that development, and the enhancement opportunity that would be derived from the removal of the buildings on this site.
- 8.115 It has also been suggested that the application is premature/sub-judice in terms of agreement being reached on any master planning proposals for the area between the Council and the University. This is not concurred with as the development proposals are clear, and their impact able to be considered in the context of the situation and circumstances of the existing local environment.
- 8.116 In respect of a call for wider public consultation of the proposals. The application was submitted prior to and statutory requirement to undertake any

public engagement on the proposals pre-planning application submission. It is understood however that the University did undertake a consultation exercise to gauge student and public opinion.

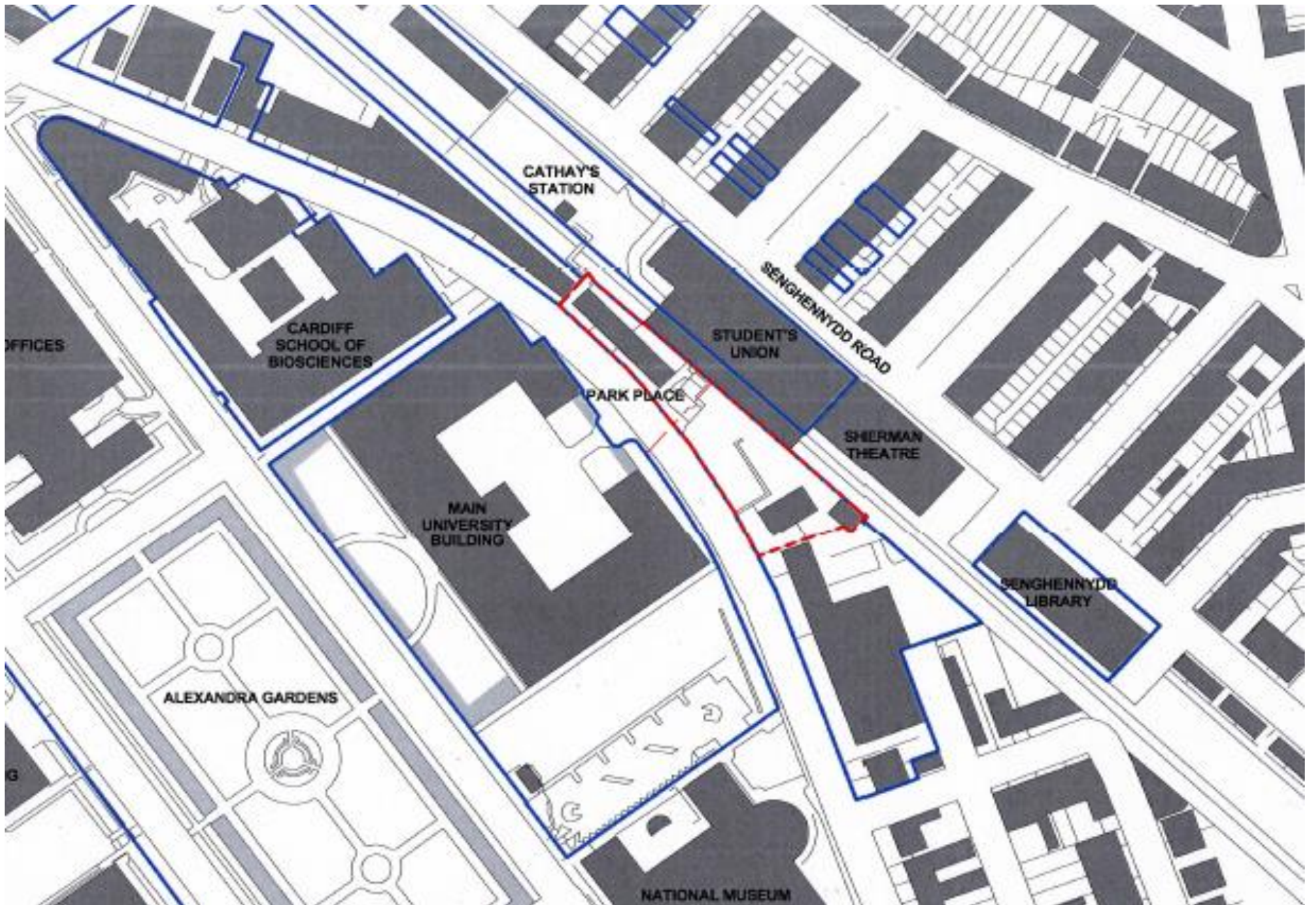
- 8.117 The Local Planning authority has undertaken advertising of the submitted planning application in accordance with statutory requirements and advice, including advertising of the proposals by notice in very many locations around the site and in the local press.

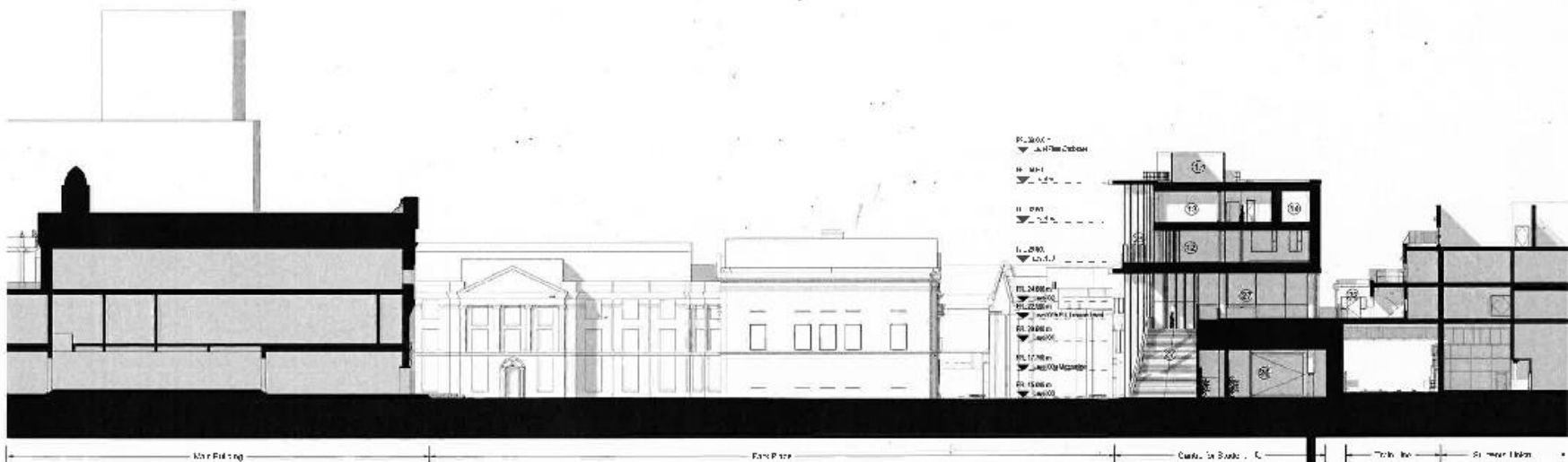
9. **SECTION 106 MATTERS**

- 9.1 For Clarity the applicant is required to pay a financial contribution to the Council of **£ 154,953.50** toward the implementation of parkland and tree works to the gardens immediately south of the University Main Building; and
- 9.2 To implement a scheme of Highway improvement, hard and soft landscaping and such other Public Realm enhancement works as shall be agreed by Members of the Council's Planning Committee to the area indicated on plan Reference 'A' .

10. **RECOMMENDATION**

- 10.1 It is concluded that the development does adequately fulfil the requirements of the Development Plan in terms of Preserving and Enhancing the Character and Appearance of the Cathays Park Conservation Area; Does appropriately address a Sustainable Transport agenda and principles of Inclusive Design; and will provide for an architectural set piece in the context of Improved Infrastructure, the use of which will promote and maintain the attractiveness of the University, and thereby such benefits to the Economy of Cardiff, as are appropriate to a University City.
- 10.2 It is therefore recommended that planning permission be granted, subject to the signing of a legal agreement to secure the public realm enhancement scheme and parks improvements required to ensure both policy compliance and an appropriate setting for the building proposed.





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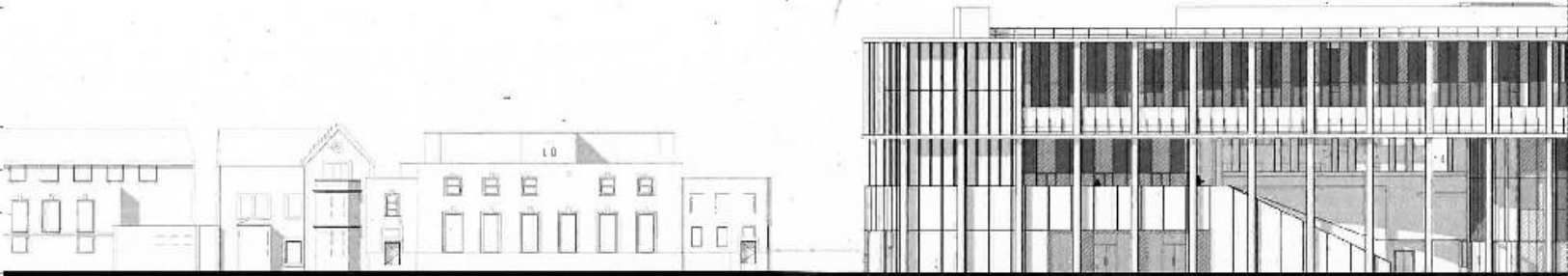
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Section FFb - 0404

Section FFb - 0404

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Site Section FFa
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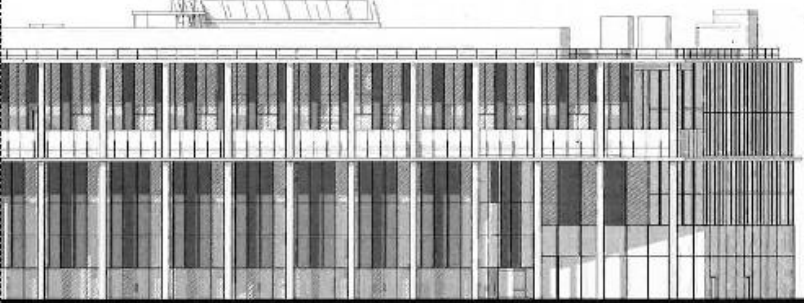
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Section FFa - 0403

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Section FFb - 0403

Site Section FFb
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All drawings to be read in conjunction with the contract documents.