

COMMITTEE DATE: 09/11/2016

APPLICATION No. **16/01808/MJR** APPLICATION DATE: 26/07/2016

ED: **ADAMSDOWN**

APP: TYPE: Full Planning Permission

APPLICANT: Graduation (Cardiff) Ltd

LOCATION: WEST WING, CARDIFF ROYAL INFIRMARY, NEWPORT ROAD LANE, ADAMSDOWN, CARDIFF, CF24 0SZ

PROPOSAL: TOTAL DEMOLITION OF THE EXISTING BUILDINGS AND REDEVELOPMENT FOR STUDENT ACCOMMODATION (APPROX. 20,391M2) COMPRISING STUDIOS, CLUSTERS AND APARTMENTS, COMMON AMENITY AREAS, EXTERNAL OPEN SPACE AMENITY AREAS, 2NO A1/A2/A3 UNITS AND ASSOCIATED LANDSCAPING AND HIGHWAYS WORKS

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 paragraph 9.2 of this report, planning permission be **GRANTED** subject to the following conditions:

1. C01 Statutory Time Limit

2. The consent relates to the following approved plans:

<i>Dwg. No.</i>	<i>Title</i>
GR_PA_GA_001_REV A:	Site Plan
GR_PA_GA_002_REV A:	Landscape Ground Level Plan
GR_PA_GA_003_REV A:	Ground Floor Plan
GR_PA_GA_004_REV A:	First and Second Floor Plan
GR_PA_GA_005_REV A:	Third and Fourth Floor Plan
GR_PA_GA_006_REV A:	Fifth and Sixth Floor Plan
GR_PA_GA_007_REV A:	Seventh and Eighth Floor Plan
GR_PA_GA_008_REV A:	Ninth and Roof Floor Plan
GR_PA_SEC_001_REV A:	Sections-Elevations
GR_PA_SEC_002_REV A:	West Courtyard Section-Elevation
GR_PA_SEC_003_REV A:	South Courtyard Section-Elevation
GR_PA_SEC_004_REV A:	East Courtyard Section-Elevation
GR_PA_SEC_005_REV A:	North Courtyard Section-Elevation
GR_PA_ELV_001_REV A:	Elevations
GR_PA_ELV_002_REV A:	Moira Terrace South Elevation
GR_PA_ELV_003_REV A:	Howard Gardens West Elevation
GR_PA_ELV_004_REV A:	Newport Road Lane North Elevation
GR_PA_ELV_005_REV A:	Glossop Road East Elevation
GR_PA_DET_001_REV A:	Moira Terrace and West Courtyard

GR_PA_DET_002_REV A:	Detail Elevations Newport Road Lane and Glossop Road Detail Elevations
GR_PA_DET_003_REV A:	Moira Terrace and Glossop Road Detail Elevations

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

3. Any A3 use shall be restricted to café/ restaurant type uses where the primary function is the sale and consumption of food within the premises, and for no other A3 Use Class unless otherwise agreed in writing by the Local Planning Authority.
Reason: To ensure the amenity of future residents and occupiers of other premises in the vicinity are protected.
4. No member of the public shall be admitted to or allowed to remain on any A3 premises between the hours of 23:00 and 08.00 hrs. on any day.
Reason: To ensure that the amenities of neighbours and future occupiers are protected.
5. There shall be no arrival, departure, loading or unloading of vehicles between the hours of 20.00 and 08.00 hrs.
Reason: Reason: To ensure that the amenities of neighbours and future occupiers are protected.
6. No above ground superstructure works shall be commenced until samples of the external finishing materials have been submitted to and approved by the Local Planning Authority. The development shall be carried out in accordance with the approved details.
Reason: To ensure a satisfactory finished appearance to the development.
7. *Submission of Remediation Scheme and Verification Plan:* Prior to the commencement of the development 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.
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.
8. *Undertaking of Remediation and Issue of Verification Report:* The remediation scheme as approved by the LPA 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.

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.

9. *Identification of Unsuspected Contamination:* 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.
10. *Importation of Soils:* 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.
11. *Importation of Aggregates:* 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 Pollution Control's Imported Materials 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.

12. *Use of Site Won Material:* Any site won recycled aggregate materials 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 reuse. Only material approved by the Local Planning Authority shall be reused.
Reason: To ensure that the safety of future occupiers is not prejudiced.
13. No development other than demolition and remediation works shall take place until a site assessment, including ground permeability testing, has been undertaken to determine whether sustainable drainage techniques can be utilised, and a drainage scheme for the disposal of both surface water and foul water including any connection to the existing drainage system has been submitted to and approved by the Local Planning Authority. The works shall be implemented in accordance with the approved details.
Reason: To ensure an orderly form of development.
14. Unless otherwise agreed in writing with the LPA no development other than demolition and remediation works shall take place until a potable water scheme to satisfactorily accommodate the site has been submitted to and approved in writing by the LPA. The scheme shall be implemented in accordance with the approved details prior to beneficial occupation.
Reason: To ensure future residents can be adequately supplied with water, and to protect existing residents from any undue detriment.
15. In accordance with the Planning Noise Assessment report by WSP/ Parsons Brinckerhoff dated September 2016 all trickle vents to windows to habitable room windows shall have an insertion loss (Rw) of no less than 27dB.
Reason: To ensure the amenity of future occupiers is not prejudiced.
16. A scheme of sound insulation works to the floor/ceiling and party wall structures between the commercial units and any residential accommodation shall be submitted to and agreed by the Local Planning Authority in writing and implemented prior to occupation.
Reason: To ensure that the amenities of future occupiers are protected.
17. No above-ground development shall take place until a scheme showing details of the 256 undercover and secure cycle parking spaces and 68

external cycle parking spaces has been submitted to and approved in writing by the Local Planning Authority and the development shall not be brought into beneficial use until the approved scheme is implemented.
Reason: To ensure that adequate provision is made for the secure parking of cycles.

18. 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, to include as required but not limited to, details of site/compound, details of highway/footway closures, site hoardings and access/egress, etc. 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.
19. No part of the development hereby permitted shall be occupied until a travel/ parking/ traffic/ resident/ letting management plan to include the promotion of public transport and other alternatives to the private car; the management of traffic at the start and end of term; the control of vehicular access to the site; and the exclusion and control of student resident car parking within the site and surrounding area, has been submitted to and approved by the Local Planning Authority.
Reason: in the interest of highway safety and to regulate the impact of the development on use of the adjacent highway.
20. No part of the development hereby permitted shall be occupied until a scheme of environmental improvements to the adjacent footways of Glossop Road and Moira Terrace and adjacent footways/ carriageways of Newport Road Lane and the rear lane to the west of the site linking Newport Road Lane and Moira Terrace. The works should include as required, but not be limited to surfacing, kerbs, edging, drainage, lighting, lining, signing, street furniture, soft landscaping and Traffic Orders as may be required as a consequence of the development. The agreed scheme to be implemented to the satisfaction of the LPA prior to beneficial occupation of the site.
Reason: To facilitate safe and efficient access to and egress from the proposed development by the incoming residents; and reinstatement of the adjacent public highway in the interests of highway and pedestrian safety.
21. No above ground superstructure works shall take place until full details of hard and soft landscaping have been submitted to and approved in writing by the LPA. The submitted details shall include a scaled planting plan, plant schedule, topsoil and subsoil specification, tree pit section and plan views for different situations, planting methodology and 5 year aftercare methodology. Unless otherwise agreed in writing with the LPA, landscaping shall include provision for x2 Tilia Tomentosa 'Brabant' on the Glossop Road frontage, each to have access to a minimum 30m³ root available soil volume, largely as soft landscape; x5 Betula 'Edinburgh' on the Moira Terrace frontage with access to a minimum of 15m³ root available soil volume per tree, provided largely as soft

landscape, or, if the treatment is largely hard landscape, the species to be Betula Nigra 'Dura Heat' = 'BMNTF', Betula Nigra 'Heritage', Gleditsia Triacanthos 'Draves Street Keeper', or Tilia Cordata 'Streetwise', with access to a minimum 15m³ root available soil volume per tree; x4 Malus Baccata 'Street Parade', Malus Trilobata, Prunus x Hillieri 'Spire' or Sorbus x Arnoldiana 'Schouten', or a mixture thereof on the Newport Road Lane frontage, each having access to a minimum 15m³ root available soil volume, and x3 Malus Trilobata on the Glossop Road frontage, each having access to a minimum 15m³ root available soil volume. The scheme shall be implemented in accordance with the approved details.

Reason: In the interests of visual amenity.

22. C4R Landscaping Implementation

RECOMMENDATION 2: The highway works condition and any other works to the existing public highway (to be undertaken by the developer) are to be subject to an agreement under Section 278 Highways Act 1980 between the developer and Local Highway Authority.

RECOMMENDATION 3 : The contamination assessments and the affects 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 : To protect the amenities of occupiers of other premises in the vicinity attention is drawn to the provisions of Section 60 of the Control of Pollution Act 1974 in relation to the control of noise from demolition and construction activities. Further to this the applicant is advised that no noise audible outside the site boundary adjacent to the curtilage of residential property shall be created by construction activities in respect of the implementation of this consent outside the hours of 0800-1800 hours Mondays to Fridays and 0800 - 1300 hours on Saturdays or at any time on Sunday or public holidays. The applicant is also advised to seek approval for any proposed piling operations.

1. **DESCRIPTION OF PROPOSED DEVELOPMENT**

- 1.1 A detailed application for demolition and redevelopment for student accommodation (644 bedspaces) and communal spaces together with two retail units (A1, A2, A3 uses), landscaped courtyard, and public realm improvements both adjoining the site and off-site.
- 1.2 The proposals are for the construction of a perimeter block enclosing a large central courtyard for the use of the students. The southern wing facing Moira Terrace is 4 storeys in height and is sited 6m back from the pavement permitting the introduction of a small front garden, street trees and a significantly wider pavement.
- 1.3 The east and west wings facing Glossop Road and Howard Terrace respectively are 7 storeys high and also set back from the pavement to create space for a large area of public realm at the main entrance on Glossop Road, and a smaller area of public realm and an area for servicing and operational parking on the lane on the western edge of the site.
- 1.4 The northern wing of the building fronting Newport Road Lane varies between 5 storeys and 10 storeys with the highest tower element (located on the north-east corner) forming a local landmark in views from Newport Road.
- 1.5 Materials: The facades are layered and predominantly brick, darker at the base and lighter in the middle levels, giving way to glazing at the higher levels. The facades have also been broken up using setbacks and different materials to further reduce the visual impact, especially in terms of bulk and massing. Vertical offset openings also contribute to reduced massing.
- 1.6 The main pedestrian entrance is on Glossop Road, terminating the vista from Longcross Street. A secondary main entrance is located on the other side of the development directly opposite Howard Terrace. The two entrances are linked by the central courtyard and are designed to be permeable and transparent giving views into and out of the development.

- 1.7 The 2no. ground floor retail units are located on Glossop Road on the SE and NE corners. The unit at the junction of Glossop road and Moira Terrace has a projecting single storey main entrance with terrace over which is set back from the pavement edge and there is the potential to create a small outdoor sitting area.
- 1.8 The central courtyard has an area in excess of approximately 1,200 sqm. The reduced height of the proposed development to the south allows sunlight to reach the centre of the space which will include water features and a series of routes defining smaller areas. Benches, planters and hedges are located throughout the central courtyard and the other landscaped areas to provide a variety of open spaces.
- 1.9 *Communal facilities:* Substantial common areas comprising common room, library, quiet rooms, multi-media room (cinema, music room, games consoles etc), yoga room, gym, dining room etc are located on the ground floor and separate common areas are included on five levels on the eastern side and six levels on the western side (available for all students). Approx. total area in excess of 1,000 sqm.
- 1.10 *Parking and servicing:* The proposed development will be predominantly car free, with three disabled spaces and two spaces for staff/maintenance only on the service lane running between Newport Road Lane and Moira Terrace. All other students will not have access to an allocated car parking space and will be subject to the terms of their tenancy agreement, which require that all residents do not operate a vehicle within 3km of the development.
- 1.11 The bike store provides for 256 bikes in a double stacking arrangement. A further 68 bike spaces are provided externally under covered canopies. Total 324 cycle parking spaces, resulting in approximately one cycle space per two bedrooms.
- 1.12 Two short stay loading/ parking laybys are located on Newport Road Lane. The laybys allow larger vehicles to access the site, with the potential to informally assist drop off and pick up arrangements for Tredegarville Primary School. The small retail unit on the SE corner can be serviced direct from the highway. Newport Road Lane will be one way in a westbound direction between Glossop Road and Howard Gardens
- 1.13 Refuse vehicles will access the binstores via Newport Road Lane and the widened carriageway between Newport Road Lane and Moira Terrace on the western boundary.
- 1.14 A detailed travel plan outlines arrangements for managing student pick-up and drop-off at the start and end of each year.
- 1.15 *Public realm improvements:* New public realm and landscaping (including new street trees) is proposed on the widened Moira Terrace footway to the southern edge of the site. Significant new areas of landscaped public realm are created at the east and west main entrances to the development. A new pedestrian

footway will be provided along the Newport Road Lane frontage of the site and the site's western edge to encourage pedestrian movement throughout the local area. This will form part of the upgrading of the service lane running between Newport Road Lane and Moira Terrace, removing the gates and opening the lane up and providing increased natural surveillance. The lane will be one way southbound.

- 1.16 In addition wider off-site pedestrian improvements will be brought forward as part of the development proposals to facilitate movement between the application site and the neighbouring Howard Gardens student development and the city centre.
- 1.17 These proposals comprise a pedestrian square linking the site with footways on Howard Terrace, the carriageway of which will also be resurfaced. A build-out will be provided at the junction of Howard Terrace and Howard Gardens in order to reduce vehicle speeds and improve visibility and crossing widths for pedestrians. A proposed uncontrolled pedestrian crossing will be provided at the northern end of Howard Gardens, and the footway on the south side of Newport Road Lane linking Howard Gardens to the northern corner of the Howard Gardens student accommodation development site will be widened.
- 1.18 Pre-application discussions have been held with Council Officers. In summary, the bulk and massing of the proposed development has been reduced from earlier iterations to reduce overlooking and overbearing impacts, particularly on the northern elevation. The height in the north western corner in particular was reduced and effectively relocated to the north eastern corner to provide a landmark local feature.
- 1.19 The following supporting information is submitted:
 - Design and Access Statement
 - Planning and Retail Statement
 - Demolition Statement
 - Waste Strategy and Management Plan
 - Ground Conditions Desk Study Report
 - Ground Investigation Interpretative Report
 - Arboricultural Planning Statement, revised Oct 16
 - Drainage Statement
 - Transport Statement (incl. Framework Travel Plan), revised Oct 16
 - Daylight and Sunlight Report
 - Planning Noise Assessment
 - Air Quality Impact Assessment
 - Archaeology and Heritage Assessment
 - Ecology Cover Note
 - Emergence/ Return Bat Surveys
 - Extended Phase 1 Habitat Survey & Bat Roost Assessment
 - Energy Statement
 - BREEAM 2014 Pre-assessment, revised Oct 16
 - Illustrative information (aerial & street visuals & façade details), rev Oct 16

- Landscape Illustrative Information

2. **DESCRIPTION OF SITE**

- 2.1 The site is located on the edge of the Cardiff & Bay Business Area in a highly sustainable location. It is a flat, square piece of land which is currently occupied by a 6 storey vacant former hospital building, a single storey dialysis unit and a two storey print room with (comprising a total floorspace on site on 7,516m²), both of which are currently occupied. An electricity substation is centrally located within the Application Site. The remainder of the site comprises a car park of approximately 100 spaces, which is not available for public use. Four trees are located on the north east/north west boundaries. The site measures approximately 0.67ha.
- 2.2 The site is bounded to the north east by Glossop Road, the Grade II listed Cardiff Royal Infirmary and a vacant public house, to the south east by the Grade II listed residential properties on Moira Terrace, to the south west by a lane and the side of residential properties in Howard Terrace and to the north west by Newport Road Lane and Tredegarville Primary School.
- 2.3 A number of tall buildings lie further afield (to the north west) on Newport Road including the Grade II listed St James' Church, the 15 storey Admiral House, the 15 storey Mercure Holland House and the 14 storey Eastgate House. Victorian era two storey terraced streets lie further to the east and south east and the Howard Gardens Bowling Green and children's play area lie beyond the residential properties in Howard Terrace to the south west.
- 2.4 Further to the south west of the bowling green and play area lies the Howard Gardens University of Wales Institute Campus. Full planning permission has recently been granted for the demolition of the existing buildings at this site and the redevelopment for bespoke student accommodation in two blocks providing 671 student bed spaces in a building of varying heights, up to 8 storeys in the north east corner (14/02670/MJR). Works have started on site.
- 2.5 Two conservation areas (Tredegarville and Wordsworth Avenue) lie to the north of Newport Road, approx. 220m from the Application Site, and the Stephenson Court Air Quality Management Area (AQMA) lies outside the Cardiff Royal Infirmary on Newport Road, approx. 90m from the Application Site.

3. **PLANNING HISTORY**

- None

Related planning history

- 14/2670/MJR PP granted May 2015 for demolition of UWIC buildings and redevelopment of a 671 student accommodation block located 120m to the west of the application site. The consented proposals are of similar size and scale to the application under consideration. The development has commenced.

4. **POLICY FRAMEWORK**

National policy

- 4.1 Planning Policy Wales (PPW) Edition 8, 2016 favours the sustainable re-use of previously developed land.
- 4.2 The following Technical Advice Notes (TANs) are relevant:
- TAN 12: Design (2009)
- 4.3 The following policies of the recently adopted 2016 City of Cardiff LDP are relevant to the consideration of this application:-
- KP2(A) Cardiff Central Enterprise Zone and Regional Transport Hub
 - KP5 Good Quality and Sustainable Design
 - KP6 New Infrastructure
 - KP7 Planning Obligations
 - KP10 Central and Bay Business Areas
 - C1 Community Facilities
 - C5 Provision for Open Space, Outdoor Recreation, Childrens' Play and Sport
 - EC3 Alternative Use of Employment Land and Premises
 - EC4 Protecting Offices in the Central and Bay Business Areas
 - EN3 Landscape Protection
 - EN12 Renewable Energy and Low Carbon Technologies
 - R6 Retail Development (Out of Centre)
 - R8 Food and Drink Uses
 - T1 Walking and Cycling
 - T5 Managing Transport Impacts
- 4.4 The following Supplementary Planning Guidance relates to the previous 1996 Local Plan. It is under review following the adoption of the LDP however it remains a material consideration in considering the application insofar as it is consistent with LDP policy:
- Safeguarding Land for Business and Industry SPG (June 2006)
 - Tall Buildings (2009)
 - Open Space (2008)
 - Community Facilities and Residential Development (2007)
 - Premises for Eating, Drinking and Entertainment in the City Centre (2000)
 - Access, Circulation and Parking Requirements (2010)
 - Waste Collection and Storage Facilities (2007)

5. **INTERNAL CONSULTEE RESPONSES**

- 5.1 **Land Use Policy & Regeneration:** The application site comprises a vacant 6 storey building, formerly used by Cardiff Royal Infirmary, a car park, a 2 storey dialysis unit and print room and falls within the settlement boundary as defined by the LDP but has no specific policy designation or allocation. The site lies adjacent to the Central Business Area and the existing uses are not afforded

any policy protection. Purpose-built student accommodation in such a sustainable location is considered an appropriate use.

- 5.2 The proposal also includes 2 retail units at the ground floor measuring 363sqm in total, for A1/A2/A3 uses. This allows for flexibility and the units could cater for a variety of uses including convenience store, hairdressers, estate agents, coffee shop etc.
- 5.3 The retail floorspace proposed falls outside of the Central Shopping Area as defined by Policy R2, and is also located outside of any designated district or local centre as defined by Policies R4 and R5 and is in an out-of-centre location in terms of retail policy. The retail floorspace should therefore be assessed against Policy R6: Retail Development (Out-of-Centre).
- 5.4 Policy R6 permits retail development at an out-of-centre location where:
- There is a need for the proposed floorspace;
 - The need cannot be satisfactorily accommodated within or adjacent to the Central Shopping Area, District or Local Centre;
 - The proposal would not cause harm to the vitality, attractiveness or viability of designated centres;
 - The site is accessible by a choice of means of transport and;
 - The proposal is not on land designated for other uses.
- 5.5 The applicants have provided a retail statement in support of the application which assesses the proposed retail floorspace against these criteria and concludes:
- The accommodation proposed will provide for 646 students in self- catered accommodation which will create a significant on-site demand for additional retail facilities for example, in the form of a convenience store to cater for the everyday top-up shopping needs of students;
 - In relation to the sequential test, the retail floorspace is intended to meet the demand generated by the new student population on this site and therefore could only be met at the application site and while there may be vacant units in designated centres they would not meet the demand generated by the development;
 - The proposed retail is a modest size (363sq m) and not of a scale that could adversely impact on designated centres;
 - The site lies in a sustainable location, in close proximity to Newport Road, one of the main arterial routes into the city and which benefits from a dedicated bus lane and frequent bus services.
- 5.6 Assessed against this policy framework, given the scale and nature of the proposed retail floorspace i.e. 363sq m intended as complimentary/ancillary retail facilities to meet the on- site demands generated by a new student population, the conclusions in the retail statement in relation to need, sequential test and impact are considered reasonable. As such, the application raises no land use policy concerns.
- 5.7 Strategic Planning (Regeneration) Considerations: The application is for the demolition of a vacant former hospital building and the redevelopment of the

site for student accommodation. This is a large scale proposal, where the introduction of circa 20,000sqm of student accommodation floor space (646 bed spaces) will place increased pressure on the surrounding pedestrian environment.

- 5.8 Planning Policy Wales, Paragraph 3.4.3 states that 'When a new building is proposed, an existing building is being extended or altered, or a change of use is proposed, developers should consider the need to make it accessible for all those who might use the building. The appropriate design and layout of spaces in, between and around buildings, including parking provision and movement routes, is particularly important in ensuring good accessibility'. Cardiff Local Development Plan Policy KP6 (New Infrastructure) seeks that new developments will make appropriate provision for, or contribute towards, necessary infrastructure required as a consequence of proposed development, including public realm improvements.
- 5.9 The West Wing of the Cardiff Royal Infirmary site is located at the junction of Glossop Road and Moira Terrace. Newport Road Lane borders the site to the north and a further lane, which currently provides a significantly poor quality pedestrian environment, is situated to the west. To help integrate the proposed building with the surrounding area and to improve pedestrian movements to, from and around the site, the following public realm works are sought as part of the development (as identified on Plan 1):
- The resurfacing of all footways and carriageways with black macadam;
 - The removal of all existing kerbs / channels and replacement with concrete products to tie-in with recently completed works along Glossop Road;
 - The removal of guard railings along Newport Road Lane and replacement with new guard rails or bollards;
 - The installation of tactile paving at the junction of the rear lane / Moira Terrace.
- 5.10 The application currently proposes an area of soft landscaping enclosed by a dwarf wall to the frontage of the development along Moira Terrace. In addition to the works identified above, it is requested that this dwarf wall be set back within the sites boundary in order to provide a widened footway and increased pedestrian movement space along this section of the street. The trees to Moira Terrace currently identified in the applicants DAS would be expected to be incorporated into the design the revised footway layout.
- 5.11 To ensure that the proposed scheme of improvements immediately surrounding the site is provided in a timely manner, it is requested that the developer undertake the public realm works as part of their development.
- 5.12 **Parks Service:** The proposed development is subject to LDP Policy C5 Provision for Open Space, Outdoor Recreation, Children's Play and Sport, and the 2008 Supplementary Planning Guidance for Open Space which sets out the Council's approach to open space provision.
- 5.13 The Council's LDP requires provision of a satisfactory level and standard of open space on all new housing/student developments, or an off-site

contribution towards existing open space for smaller scale developments where new on-site provision is not applicable.

- 5.14 Based on the 2009 Cardiff Council Open Space Survey the Adamsdown ward, in which the development is situated, is deficient in opens space provision by 19.51 hectares (Measured by the Fields in Trust recommended standard of 2.43 hectares per 1000 population). The quality and facilities of existing open spaces also require improvement, with additional capacity to take into account the increased residential population resulting from the development.
- 5.15 Based on the information provided on the number and type of units, I have calculated the additional population generated by the development to be 646. This generates an open space requirement of 1.38ha of on-site open space based on the criteria set for Student accommodation, equivalent to an off-site contribution of £318,982.
- 5.16 However this figure has been adjusted downwards to take account of the open space within the central courtyard and the linear gardens, which although not being truly public open space will provide significant recreational opportunities for students, thereby relieving pressure on adjacent public open space. The linear garden also provides a significant improvement to the public realm, with a number of trees being provided, which will positively impact the streetscape.
- 5.17 The central courtyard and linear gardens have been measured at 0.1 hectares (see plan showing areas – calculation for central courtyard included footpaths directly around the central space which are not shaded on plan), resulting in a reduction of the contribution to £295,800.
- 5.18 The calculation for student accommodation applies a lower rate compared to the full amount required for general purpose housing. This takes into account omission of the play provision element which is not applicable and the resident's accessibility to student sports facilities.
- 5.19 In the event that the Council is minded to approve the application, I assume it will be necessary for the applicant and the Council to enter into a Section 106 Agreement to secure payment of the contribution.
- 5.20 The Public Open Space Contribution shall be used by the Council towards the design, improvement and/or maintenance of public open space within the locality of the development site. The closest areas of existing recreational open space are **Cemetery Park and Adamsdown Square**.
- 5.21 **Community facilities:** The Neighbourhood Regeneration Officer notes that the development proposes on-site facilities for the new student population and requests a reduced financial contribution of £100,000. In the absence of community facilities on site based on a student population of 644 the contribution calculated in accordance with the SPG would be £264,040.
- 5.22 **Transportation:** The submission is considered acceptable subject to the following comments and conditions:

- 5.23 The adopted Access, Circulation and Parking Standards SPG confirms that up to one parking space per 25 beds may be provided for operational use, amounting to a maximum of 28 spaces for the proposed development; there is no requirement for on-site resident or visitor car parking. I am therefore satisfied that subject to the cycle parking condition, the application is compliant with adopted parking policy.
- 5.24 The Officer is satisfied, subject to agreement of the Traffic Management Plan, that there is sufficient capacity within the adjacent public highway to manage the arrival and departure of the student residents at the start and end of term. This approach is consistent with a number of other similar student residences. It should also be noted that the incoming student residents would not qualify for Resident Parking Permits, and that the letting/management plan will control vehicle access to and student car parking within the site, and surrounding area.
- 5.25 It is noted that the site is located within easy reach of a well-served, high frequency main bus corridor (Newport Road), with inbound and outbound stops/services. The site is also within an easy, level walk or cycle of the City Centre, with the employment, shopping, entertainment, leisure, university and other facilities/amenities such a location affords.
- 5.26 Highway records show that part of the area of Newport Road Lane public highway may be within the application site red line and may therefore require a stopping-up order to extinguish the highway rights.
- 5.27 Standard cycle parking, construction management plan, combined travel and student accommodation traffic management plan, and highway works conditions are requested.
- 5.28 **Highways (drainage):** No observations received.
- 5.29 **Pollution Control (Contaminated Land):** No objection subject to standard contaminated land remediation and verification plan, remediation and verification implementation, unforeseen contamination, imported aggregates, imported soils and use of site won materials conditions, and a contamination and unstable land advisory notice.
- 5.30 **Pollution Control (Noise & Air):** The PC Officer comments as follows: The acoustic assessment is satisfactory and recommends conditions that specify the type of glazing and the type of trickle vents to be installed in the development. The AQ assessment conclusion and proposals are acceptable.
- 5.31 **Waste Management:** Following correspondence with the agent Waste Management now has no concerns over the access for refuse collections. Waste Management approves of this development.
- 5.32 **Trees:** The Trees Officer provided detailed comments which were forwarded to the agent. A revised landscaping plan and Arboricultural Planning Statement (APS) have been received. The Tree Officer makes the following comments:

- 5.33 My only concern with this is the proposed line of x5 *Betula* 'Edinburgh' on the Moira Terrace frontage, since the tree pits appear to be in hard landscape. Many *Betula* planted as large trees, particularly into a harsh, urban, hard-scape environment, struggle to establish and thrive. Amongst *Betula* likely to be more tolerant of such conditions and that are likely to deliver a very similar aesthetic impact in relation to the proposed architecture, are the North American selections of the river birch, *Betula nigra*, going by the names of 'Dura Heat' (= 'BNMTF') and 'Heritage'. An alternative tree, also very tolerant of urban environments, would be the thorn-free 'Draves Street Keeper' form of *Gleditsia triacanthos* (honey locust). Like *Betula*, *Gleditsia* has a light, airy canopy, so should have a similar aesthetic impact. Finally, the upright 'Streetwise' form of *Tilia cordata* (small leaved lime) would be appropriate and reflective of the current tree-scape at this site, dominated by European limes (*Tilia x europaea*), but less prone to aphid colonisation and the associated nuisance of honeydew covering street furniture and the face of buildings.
- 5.34 What the indicative details do not provide, is site specific, detailed specifications for planting and aftercare, so much of my suggested condition below remains relevant. In addition, there is no indication of the minimum root available soil volume to be provided for each tree. Adequate provision of root available soil volume is critical to the success of the planting, and commitment to provide specified, minimum volumes should be given as early as possible in the planning process to avoid pitfalls later (usually requirements for services, existing and proposed, including drainage). The indicative use of load bearing soil cells for hard-scape situations is supported, but site specific, product manufacturer specifications, are important in giving comfort regarding achievability.

6. **EXTERNAL CONSULTEE RESPONSES**

- 6.1 **Welsh Water:** No objection subject to potable water and standard drainage details conditions. DCWW have identified water supply problems in the area and this was communicated to the applicant at the pre-app stage and the advice given was that the developer should fund a hydraulic modelling assessment. To date such an assessment has not been carried out hence the need for a condition which requires details of a potable water supply scheme to ensure future residents can be adequately supplied with water, and to protect existing residents from any undue detriment.
- 6.2 **GGAT:** No objection.
- 6.3 **South Wales Police:** No objection and make a number of recommendations relating to lighting, access, security of doors and windows, alarms, installation of CCTV, and opening hours of any A3 retail premises.

7. **REPRESENTATIONS**

- 7.1 The proposals were advertised as a major application in the press and on site, and neighbours and local members were consulted. Three representations have been received from local residents objecting on the following grounds:
- Development should be accommodation for the elderly;
 - Loss of buildings with architectural and historic interest. A new use should be found for such buildings to ensure their retention and enhancement;
 - Given the recent Windsor House and Howard Gardens developments the need for additional student housing in the local area is questioned;
 - Potential delays on Glossop Road caused by vehicles servicing the retail unit.

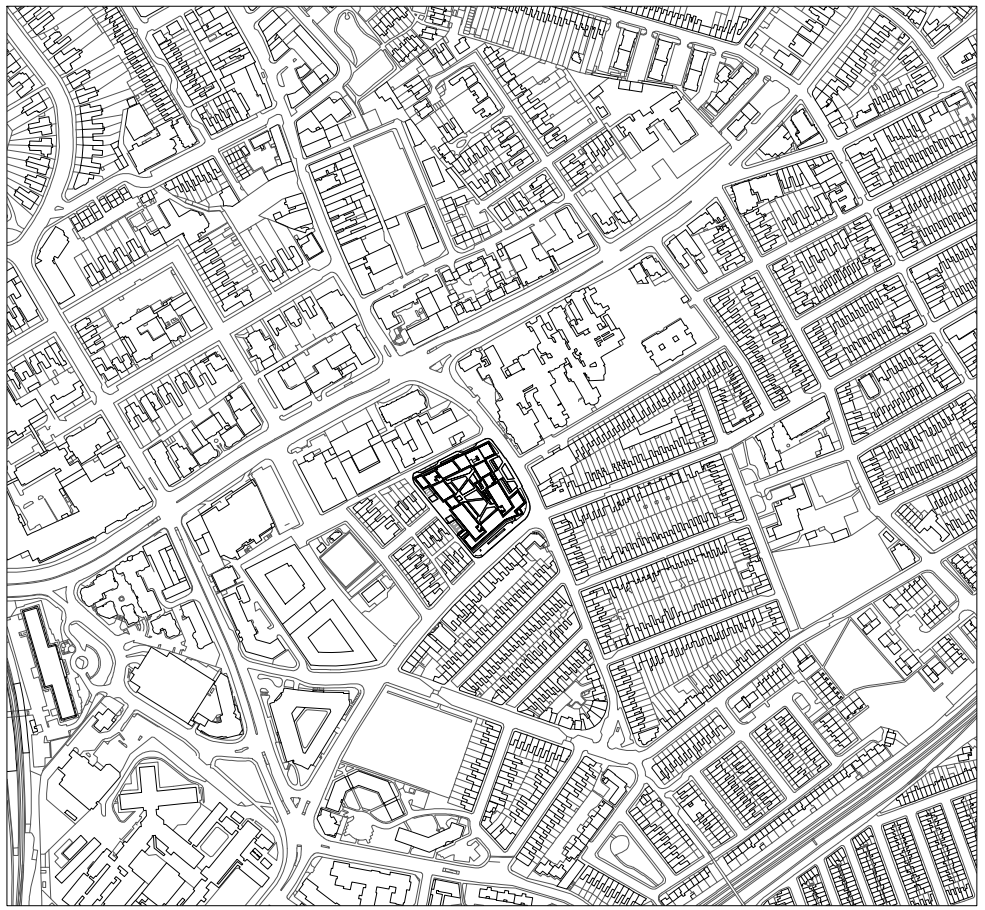
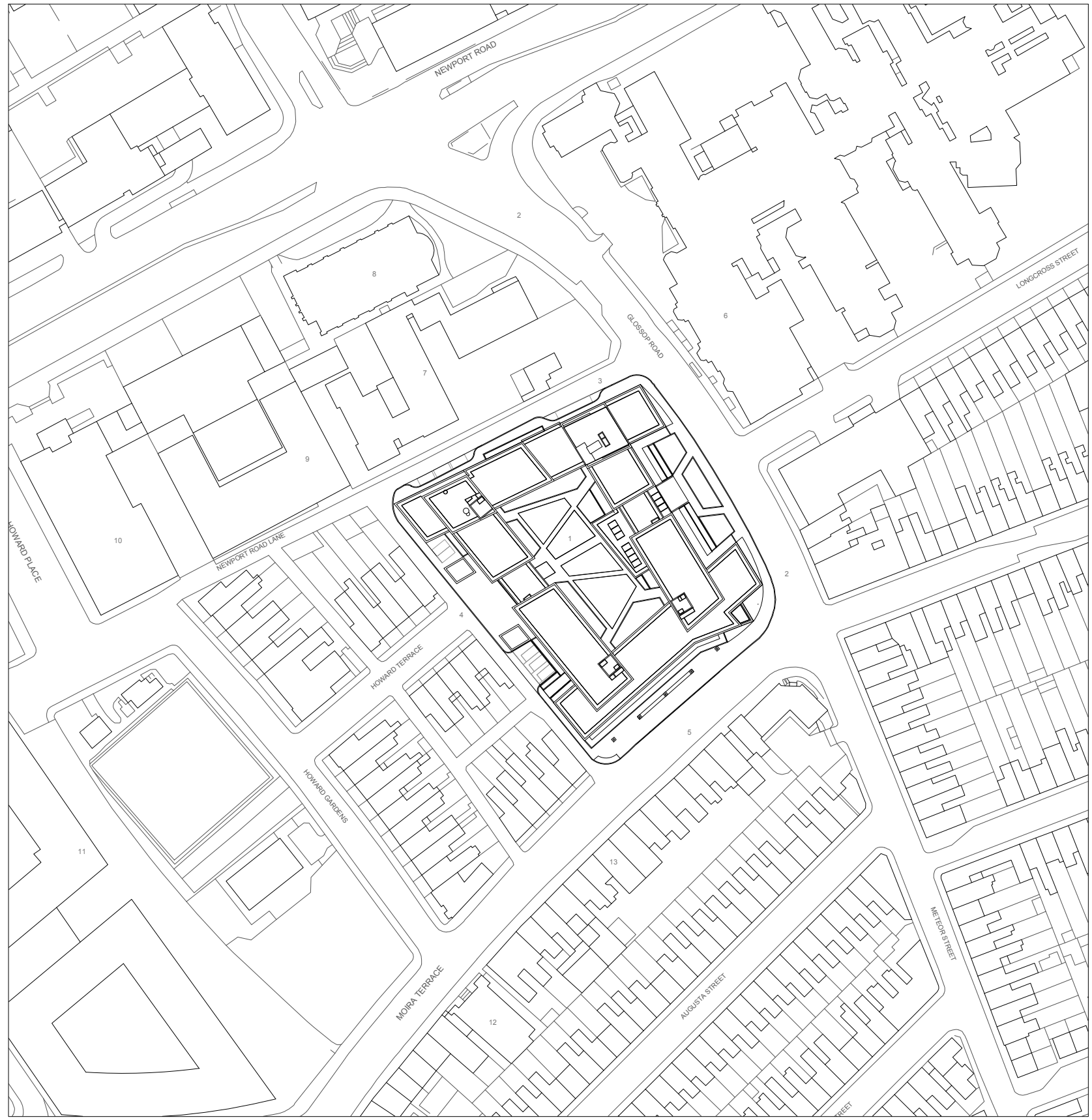
8. **ASSESSMENT**

- 8.1 The site is located adjacent but outside the Central Business Area and the existing former hospital use is not afforded any policy protection. The principle of large purpose-built student housing schemes in or close to the city centre is established.
- 8.2 Notwithstanding the location of the proposed flexible A1/ A2/ A3 retail use (outside the Central Shopping Area and any district or local centres) the scale and nature of the A1 retail floor space, intended primarily as an ancillary facility to meet the on-site demands generated by a new student population, is considered acceptable in land-use policy terms. A condition is imposed to restrict any A3 use to café/ restaurant use only.
- 8.3 The layout, scale and design of the buildings are a significant improvement on the existing health buildings and car park, enhances the immediate area, and creates significant improved areas of public realm adjoining the site. Careful attention has been paid to the footprint, massing and heights of the development to ensure that it responds sensitively to the context of the site and to key views from Newport Road, Longcross Street, and Moira Terrace. Building materials are high quality and appropriate.
- 8.4 The location, scale and design of the proposals preserves the setting of the grade II listed Moira Terrace buildings and the grade II listed Royal Infirmary.
- 8.5 The scheme benefits from a range of onsite community facilities and a significant element of outdoor amenity space and public realm, and this is reflected in reduced s106 financial contributions.
- 8.6 The loss of 3no. category B trees is adequately mitigated by the planting of 12no. new street trees to Moira Terrace, Glossop Road, and Newport Road Lane.
- 8.7 The wider off-site public realm works that will be brought forward as part of the development proposals to facilitate movement between the application site and the neighbouring Howard Gardens development and the city centre will be required as part of the Section 106 legal agreement.

- 8.8 *Representations:* In relation to the need for student housing in the local area there is strong demand for such accommodation within the city as evidenced by the number of schemes recently approved and coming forward. The general principle of locating high quality purpose-built student housing schemes in sustainable locations is supported by the LDP. There is no specific policy framework for where such student accommodation is located, or for assessing the cumulative impact of concentrating student accommodation within a particular area.
- 8.9 The buildings to be demolished are not listed (and not locally listed) and the site is not in a conservation area. Notwithstanding the fact that the 6 storey block to be demolished has some architectural and historic value it is not afforded any protection under the planning system.
- 8.10 The retail units are small and can be relatively easily serviced from the Newport Road Lane layby and on-street from Moira Terrace. Highways and Transportation has no objection to the proposed servicing arrangements.

9. **CONCLUSION**

- 9.1 The proposals redevelop a derelict brownfield site and provide a significant quantum of high quality purpose-built student housing in a sustainable city centre location. The quality of the layout and design significantly enhances the appearance and amenity of the area and creates new and reinforces existing pedestrian and cycle links.
- 9.2 The granting of planning permission is recommended subject to conditions and the signing of a Section 106 legal agreement to secure the following:
- Financial contribution of £235,000 towards the improvement of existing public open space in the locality.
 - Financial contribution of £90,000 towards the improvement of existing community facilities in the locality.
 - Off-site public realm works (see indicative plan no. TPBR0155-SK-100revC in the Transport Statement dated Oct 2016) to be delivered as part of the development comprising:
 - Provision of a pedestrian square linking the site with footways on Howard Terrace,
 - Resurfacing of the Howard Terrace carriageway
 - Provision of a build-out at the junction of Howard Terrace and Howard Gardens in order to reduce vehicle speeds and improve visibility and crossing widths for pedestrians.
 - Provision of an uncontrolled pedestrian crossing at the northern end of Howard Gardens
 - Widening of the footway on the south side of Newport Road Lane linking Howard Gardens to the northern corner of the Howard Gardens student accommodation development.

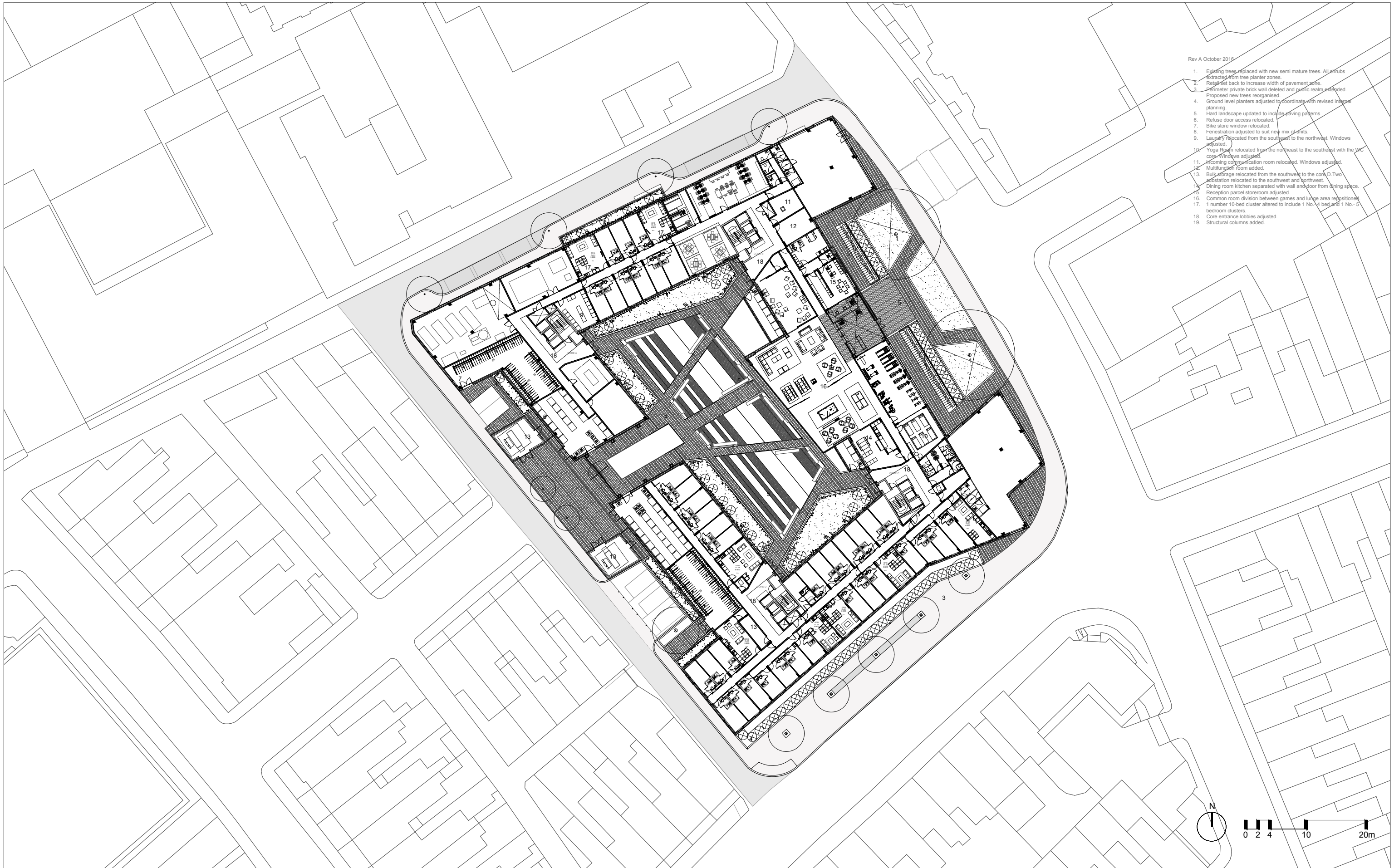


- 1. Cardiff Student accommodation
- 2. Glossop Road
- 3. Newport Road Lane
- 4. Howard Terrace
- 5. Moira Terrace
- 6. Cardiff Royal Infirmary
- 7. Tredgarville Primary School
- 8. St James' Church
- 9. Admiral House
- 10. McKenzie House_Cardiff University
- 11. Howard Gardens student accommodation
- 12. Cardiff Reform Synagogue
- 13. Moira Terrace Listed Buildings

Rev A October 2016
 1. Roof plan generally updated

GLOSSOP ROAD, CARDIFF

GR_PA_GA_001_REV A
 SITE PLAN SCALE 1:500 / 1:1250 (A0)



Rev A October 2016

1. Existing trees replaced with new semi mature trees. All shrubs extracted from tree planter zones.
2. Repaved back to increase width of pavement zone.
3. Perimeter private brick wall deleted and public realm extended. Proposed new trees reorganised.
4. Ground level planters adjusted to coordinate with revised internal planning.
5. Hard landscape updated to include paving patterns.
6. Refuse door access relocated.
7. Bike store window relocated.
8. Fenestration adjusted to suit new mix of units.
9. Laundry relocated from the southeast to the northwest. Windows adjusted.
10. Yoga Room relocated from the northeast to the southeast with the WC core. Windows adjusted.
11. Incoming communication room relocated. Windows adjusted.
12. Multifunction room added.
13. Bulk storage relocated from the southwest to the core. Two adaptation relocated to the southwest and northwest.
14. Dining room kitchen separated with wall and door from dining space.
15. Reception parcel storeroom adjusted.
16. Common room division between games and lounge area repositioned.
17. 1 number 10-bed cluster altered to include 1 No. 4 bed and 1 No. 5 bedroom clusters.
18. Core entrance lobbies adjusted.
19. Structural columns added.

GLOSSOP ROAD, CARDIFF

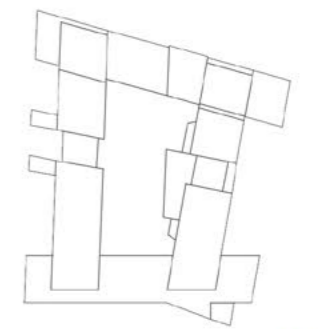
GR_PA_GA_003_REV A
GROUND FLOOR PLAN SCALE 1:200 (A0)

JULY 2016

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03 STREET VIEW FROM GLOSSOP ROAD LOOKING NORTH



GLOSSOP ROAD, CARDIFF
ILLUSTRATIVE PROPOSALS

OCTOBER 2016

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