



CITY PLANS PANEL

**Meeting to be held in Civic Hall, Leeds on
Thursday, 17th July, 2014
at 1.30 pm**

MEMBERSHIP

Councillors

P Gruen	C Campbell	R Procter	T Leadley	D Blackburn
S Hamilton				
E Nash				
N Walshaw				
M Ingham				
J Lewis				
J McKenna				
(Chair)				
C Gruen				

**Agenda compiled by:
Angela Bloor
Governance Services
Civic Hall
Tel: 0113 24 74754**

A G E N D A

Item No	Ward	Item Not Open		Page No
1			<p>SITE VISIT LETTER</p> <p>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</p> <p>To consider any appeals in accordance with Procedure Rule 15.2 of the Access to Information Rules (in the event of an Appeal the press and public will be excluded)</p> <p>(*In accordance with Procedure Rule 15.2, written notice of an appeal must be received by the Head of Governance Services at least 24 hours before the meeting)</p>	
2			<p>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF PRESS AND PUBLIC</p> <p>1 To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.</p> <p>2 To consider whether or not to accept the officers recommendation in respect of the above information.</p> <p>3 If so, to formally pass the following resolution:-</p> <p style="padding-left: 40px;">RESOLVED – That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:-</p>	

3

LATE ITEMS

To identify items which have been admitted to the agenda by the Chair for consideration

(The special circumstances shall be specified in the minutes)

4

DECLARATIONS OF DISCLOSABLE PECUNIARY INTERESTS

To disclose or draw attention to any disclosable pecuniary interests for the purposes of Section 31 of the Localism Act 2011 and paragraphs 13-16 of the Members' Code of Conduct.

5

APOLOGIES FOR ABSENCE

6

MINUTES

3 - 14

To approve the minutes of the City Plans Panel meeting held on 26th June 2014

(minutes attached)

7

Headingley;
Hyde Park
and
Woodhouse

APPLICATION 13/04862/FU - ST. MICHAEL'S COLLEGE AND POLICE DEPOT, ST. JOHN'S ROAD AND BELLE VUE ROAD, LITTLE WOODHOUSE, LEEDS

15 -
76

To consider a report of the Chief Planning Officer on an application for proposed student accommodation, key worker and apartment buildings on land at St. Michael's College and Police Depot, St. John's Road and Belle Vue Road, Little Woodhouse, Leeds.

(report attached)

8	City and Hunslet	<p>APPLICATION 14/01008/FU - 2 SKINNER LANE, LEEDS, LS7</p> <p>To consider a report of the Chief Planning Officer on an application for a proposal for 160 apartments, B1 office space, 30 car parking spaces and rear amenity deck at 2 Skinner Lane.</p> <p>(report attached)</p>	77 - 90
9	City and Hunslet	<p>APPLICATION 14/02604/ADV - MEDIA SCREEN, THE CARRIAGEWORKS, 3 MILLENNIUM SQUARE, LEEDS, LS2 3AD</p> <p>To consider a report of the Chief Planning Officer on an application for advertisement consent to display advertising via the existing media screen at The Carriageworks, 3 Millennium Square, Leeds, LS2 ad.</p> <p>(report attached)</p>	91 - 98
10	Calverley and Farsley	<p>APPLICATION 13/04824/OT - LAND NEAR RING ROAD FARSLEY AND CALVERLEY LANE, FARSLEY</p> <p>To consider a report of the Chief Planning Officer outlining the application for development of circa 70 dwellings, including access works on land near Ring Road and Calverley Lane, Farsley</p> <p>(report attached)</p>	99 - 116

11	City and Hunslet	<p>PREAPP/14/00566 - LAND OFF WEST STREET, LAND OFF DOMESTIC ROAD, LAND OFF VICTORIA ROAD, LAND AT HUNSLET LANE, LAND AT INNER RING ROAD/WOODHOUSE LANE, LAND AT CROWN POINT ROAD, MEADOW LANE, CLAY PITT LANE, LEEDS</p> <p>To consider a report of the Chief Planning Officer on proposals for new advertisement hoarding locations as part of the future management and rationalisation of the current Leeds City Council advertisement portfolio by J.C.Decaux UK Ltd</p> <p>(report attached)</p> <p><i>This is a pre –application presentation and no formal decision on the development will be taken, however it is an opportunity for Panel Members to ask questions, raise issues, seek clarification and comment on the proposals at this stage. A ward member or a nominated community representative has a maximum of 15 minutes to present their comments.</i></p>	117 - 128
12		<p>DATE AND TIME OF NEXT MEETING</p> <p>Thursday 7th August 2014 at 1.30pm</p>	
2			
a)			
b)			

Third Party Recording

Recording of this meeting is allowed to enable those not present to see or hear the proceedings either as they take place (or later) and to enable the reporting of those proceedings. A copy of the recording protocol is available from the contacts named on the front of this agenda.

Use of Recordings by Third Parties– code of practice

- a) Any published recording should be accompanied by a statement of when and where the recording was made, the context of the discussion that took place, and a clear identification of the main speakers and their role or title.
- b) Those making recordings must not edit the recording in a way that could lead to misinterpretation or misrepresentation of the proceedings or comments made by attendees. In particular there should be no internal editing of published extracts; recordings may start at any point and end at any point but the material between those points must be complete.

Chief Executive's Department
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Leeds LS1 1UR

To all Members of City Plans Panel

Contact: Angela M Bloor
Tel: 0113 247 4754
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angela.bloor@leeds.gov.uk
Your reference:
Our reference: site visits
Date 8 July 2014

Dear Councillor

SITE VISITS – CITY PLANS PANEL – THURSDAY 17th July 2014

Prior to the meeting of City Plans Panel on Thursday 17th July 2014, the following site visits will take place:

9:50 am		DEPART CIVIC HALL
10.10 until 10.40 am	Calverley and Farsley	Application 13/04824/OT – outline application for development of circa 70 dwellings, including access works, land near Ring Road and Calverley Lane, Farsley
11.00 until 11.30 am	City and Hunslet	Application 14/01008/FU - Proposal for 106 apartments, B1 office space with 30 car parking spaces and rear amenity deck on land at 2 Skinner Lane

For those Members requiring transport, a minibus will leave the Civic Hall at **9.50 am**. Please notify Daljit Singh (Tel: 247 8010) if you wish to take advantage of this and **meet in the Ante Chamber at 9.45 am for a prompt start.**

Yours sincerely

Angela M Bloor
Governance Officer

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Public Document Pack Agenda Item 6

CITY PLANS PANEL

THURSDAY, 26TH JUNE, 2014

PRESENT: Councillor J McKenna in the Chair

Councillors P Gruen, D Blackburn,
S Hamilton, G Latty, T Leadley, E Nash,
N Walshaw, M Ingham, J Lewis,
C Campbell and C Gruen

1 Chair's opening remarks

The Chair welcomed everyone to the meeting and asked Members and Officers to introduce themselves

2 Late Items

There were no formal late items, however the Panel was in receipt of additional highways information in respect of Applications 14/02521/FU and 14/02514/OT – Former Vickers Factory Manston Lane LS15 (minute 10 refers). The information had been circulated to Members prior to the meeting

Members voiced their concern that such detailed information should be submitted so close to the meeting and that the format of the information was such that it was not clear where the report had emanated from

The Chief Planning Officer apologised for the late circulation of the information and stated that the author, the Chief Transportation Officer, had sought to set out the complex highways history of the area

The Chair acknowledged the comments of Members and stated that detailed information should not be circulated so late and that, had this not been a position statement, there could have been grounds for deferring consideration of the application

3 Declarations of Disclosable Pecuniary Interests

There were no declarations of disclosable pecuniary interests

4 Apologies for Absence

Apologies for absence were received from Councillor R Procter

5 Minutes

RESOLVED - That the minutes of the City Plans Panel meeting held on 5th June 2014 be approved

6 Arrangements for site visit to Manchester

Further to minute 198 of the City Plans Panel meeting held on 5th June 2014, where Members considered pre-application proposals for a residential development at Sweet Street, Members were asked to consider a date for a site visit to Manchester to view a private rented residential development by

the same developer. It was agreed that 15th July pm would be the most suitable date for the visit

7 Application 13/02034/FU - Demolition of 14-18 The Calls, 28 The Calls and the Mission Hut building and construction of 77 apartments and bar/restaurant/ office space (use classes A3/A4/B1) and laying out of public open space - 14-28 The Calls LS2

Further to minute 38 of the City Plans Panel meeting held on 1st August 2013, where Panel considered a position statement on proposals for a mixed-use riverside development at The Calls, Members considered the formal application

Plans, photographs, historical images and graphics were displayed at the meeting

Officers presented the report and referred to the previous consented schemes on the site. The scheme under consideration proposed a reduction in the extent of the buildings compared to the previous approvals

Members were informed that the viability issues which had been raised in August 2013 had been resolved and that the scheme was now fully compliant with policy in respect of planning contributions

Concerns raised by the Panel about flood defences had been addressed, with these being incorporated into the scheme

Details about the proposed landscaping and materials were provided

Members discussed the application, with the key issues relating to:

- flood defences
- the landscaping; how this would be maintained and that Willow Trees should be considered for the site. A request for Councillor Nash to be consulted on the species of trees for the site was made
- the design of the proposals
- the design and positioning of the balconies and the possibility of incorporating heritage features in the design, e.g. through the use of cast iron on the balconies
- the phasing of the development and the need to ensure there were strict conditions for this and a realistic timescale for commencement of the work
- the use of the river, particularly for transporting building materials and the need for mooring points and appropriate access for boat users to be provided

As a representative of the applicant was in attendance, the Chair invited him to provide details on the likely start date on site, if approval was granted. Members were informed commencement on site would be in due course although the applicant's representative was unable to indicate if work would begin in 2014

RESOLVED - To defer and delegate approval to the Chief Planning Officer subject to the specified conditions in the submitted report, additional conditions in respect of provision of mooring points and access for boat users (and any others which he might consider appropriate) and also the completion of a S106 Agreement to include the following obligations:

- the provision of 4 affordable housing units (equivalent to 5% of the total number of units) if the development is commenced within two years or affordable housing provision in accordance with the relevant policy at that time if the development is not commenced within that period
- a public transport contribution between £23,540 and £24,101 (depending upon the extent of the A3/A4 and B1 office provision in the scheme)
- a travel plan review fee of £2,500; £6,000 compensation for loss of the pay and display bay and £2,970 for free trial membership and usage of the car club
- provision of public realm prior to occupation and retention of accessibility to public realm
- local employment and training initiatives
- Section 106 management fee (£2250)

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

8 Application 14/01998/FU - 6 storey office building with flexible ground floor space (A1 retail, A2 financial and professional services, A3 cafe/restaurant, A4 drinking establishment, B1 office, D1 non-residential institution and D2 assembly and leisure uses) and basement car park - Sovereign Street and Swinegate LS1

Further to minute 84 of the City Plans Panel meeting held on 14th March 2013, where Members considered pre-application proposals for plot C of the development site at Sovereign Street and Swinegate LS1, Members considered a further report of the Chief Planning Officer setting out the formal application

Plans, drawings and photographs were displayed at the meeting

Officers presented the report which sought approval for an office-led mixed use scheme on the corner of Sovereign Street and Swinegate.

Members noted that the approved development for new KPMG offices on part of the site was already underway, with work on the new area of public open space also commencing this year

The proposals were for a 6 storey office building with ground floor active uses. The pavement widths at the junction of Sovereign Street and Swinegate were sufficiently wide to allow on-street seating for the proposed A3/A4 uses. In respect of parking, a basement car park for 31 vehicles, together with cycle storage as well as lockers and shower facilities was proposed. Three parking spaces for people with disabilities would also be provided

A simple palette of materials was proposed with the quality of the scheme being provided through the detailing. The height of the building, whilst higher than the adjacent KPMG building, was in line with that set out in the Sovereign Street Planning Statement

The plant would be located at roof level, with this being screened from view. Photovoltaics would be included on the roof. Members were informed that further details on the design of the shutters and doors to the car park ramp and bin stores were needed

The Panel noted the S106 obligations which were set out in paragraph 10.9.1 of the report

RESOLVED – To defer and delegate approval of the application to the Chief Planning Officer subject to the conditions set out in the submitted report, an additional condition relating to the submission of revised designs for the shutters and doors to the car park ramp and bin stores (and any others which he might consider appropriate)

9 Applications 14/01903/FU - Use of the land as a shopper's car park for a temporary 5 year period at land bound by Vicar Lane, Lady Lane and Templar Place and 14/01924/DEM - Determination for demolition of the buildings; Lyons Works, Templar Street/Templar Lane/Templar Place - 100-104 Vicar Lane (former Bus Station), 108-116 Vicar Lane (Provident House), 1-5 and 7 Templar Street (former Park Lane College) and 130 Vicar Lane - Victoria Gate - Phase 2

Further to minute 157 of the City Plans Panel meeting held on 27th February 2014, where Panel considered pre-application proposals for works to the Victoria Gate Phase 2 site in relation to car parking provision and demolition of buildings, Members considered the formal applications

Plans, photographs, drawings and graphics were displayed at the meeting.

Officers presented the report and outlined the proposals for the car parking. Members were informed there were currently 542 car parking spaces, all of them long stay. The proposals were to increase the number of parking spaces to 687, with these spaces being reorganised to provide 370 long stay spaces and 317 short stay spaces. Disabled parking provision and parent and child spaces would also be provided. The additional short stay parking would provide replacement parking spaces for those lost on the Union Street car park for the first phase of Victoria Gate and would also provide additional parking for nearby businesses as well as for theatre-goers

Details of the landscaping proposals and boundary treatments were outlined

In respect of the proposed demolitions, Members were informed that in view of Members' comments in February about the demolition of Lyons Works, the developer had agreed to delay this for a period of 18 months to enable further discussions on the building in respect of the Phase 2 development of Victoria Gate

Members were informed that the Templar Hotel was outside of the red line boundary and would be protected. Although Templar House, a Grade II Listed Building was also outside of the red line boundary, the developer had agreed to undertake some minor improvement works to this building

Members discussed the proposals, with the main issues relating to:

- car park provision
- the proposed demolitions
- the position in respect of Lyons Works; whether the developer had been asked if Lyons Works had to be demolished and why an 18 month period of grace had been allowed for the building when the car parking application was for temporary use for 5 years

- the extent of the improvement works to Templar House with the view that additional works should be carried out to those proposed by the developer
- the North Bar Stone and whether this had been removed and stored, as requested by Members
- the landscaping proposals for Vicar Lane and need for the planting to be sufficient to provide an obvious 'stop' along this street

Officers provided the following responses:

- that the developer had been asked about the need for Lyons Works to be demolished, with Members being informed that a viability statement had been submitted by the developer indicating the retention of the building was unviable. The Chief Planning Officer stated that a helpful compromise had been reached on Lyons Works to explore its possible incorporation into a revised scheme for the second phase of Victoria Gate and that Panel would be fully engaged in this process
- that Templar House played a key role in the second phase of the development and noting the comments made about the proposed improvement works to this building, the Chief Planning Officer suggested that a further report be presented to Panel setting out reasonable actions to secure the repair of the building
- regarding the North Bar Stone, this was still in situ but was covered by a condition for its safe removal and storage prior to the commencement of works

The Panel considered how to proceed

RESOLVED -

Application 14/01903/FU – To defer and delegate to the Chief Planning Officer for approval, subject to the conditions set out in the submitted report, plus a condition relating to provision of cycle parking and any other conditions which he might consider appropriate

Application 14/01924/DEM – To defer and delegate to the Chief Planning Officer for the demolition of buildings

10 Application 14/02514/OT - Hybrid application for up to 385 dwellings, retail development, associated site access, landscaping and site works in outline with full details provided for an additional 100 dwellings including site access, public open space and landscaping - Former Vickers Factory Manston Lane LS15 - Position Statement

Further to minute 149 of the City Plans Panel meeting held on 13th February 2014, where Panel received a presentation on pre-application proposals for coal extraction, land remediation works and erection of 485 dwellings on the former Vickers factory at Manston Lane LS15, the Panel considered the first of two reports of the Chief Planning Officer setting out the current position in respect of the proposals.

Plans, photographs and drawings were displayed at the meeting. A Members site visit had taken place earlier in the day

Officers presented the report and outlined the proposals. Reference was made to the supplementary report on highways matters, with Members

being informed that the developer sought to trade the permitted HGV movements allowed before the construction of the Manston Lane Link Road (MLLR) to enable the delivery of 100 homes pre MLLR

Details of the layout of the 100 homes were provided, with Members being informed that Officers were generally satisfied with the spacing proposed apart from those dwellings which were sited 1 metre from a neighbouring property

On the landscaping proposals, Members were informed the applicant wished to remove trees on the northern and southern boundaries and site the green space in the centre of the site. A drawing prepared by Officers showed a different proposal for the greenspace provision with the trees being retained and more substantial greenspace being provided to enhance Manston Lane and provide a cycle link

Members were informed that the proposals had attracted a high level of objections, with the main issues relating to highways. The principle of development on this brownfield site seemed acceptable within the local community but not until the MLLR had been constructed

In relation to the design of the dwellings, 18 different house types were proposed, with images of some of these being shown to Members. It was noted that Officers had concerns about some elements of some of the house types

The Panel discussed the proposals in detail, with the key areas of discussion relating to:

- the extent of the housing proposed in the area as a whole
- the comments of a highways officer raising concerns about the level of HGVs on Austhorpe Road
- the design of some of the dwellings; the absence of chimneys and the need to specify to developers what the Council would wish to see as a minimum in terms of design quality. The design of the houses on the Ben Bailey Homes site adjacent which were considered to be markedly superior to those proposed by Bellways
- the inclusion of back to back dwellings in the scheme which were unacceptable
- the size of the one bedroom flats and the need for dimensions to be provided
- play facilities for children
- the consultation which had been carried out by the developer and whether this had included the neighbours of the adjacent development
- the nature of the objections raised by local residents
- the historic traffic issues in East Leeds; the delays in the construction of the MLLR due to developer discussions about their contributions
- the need to include within the traffic analysis the movements from those residents of The Limes who were now moving in
- the spacing of the dwellings; that they were crammed into the site and the need for a Leeds Standard for housing to be produced as soon as possible

- that a lower housing density should be proposed
- the need for housing for older people to be provided, with suitable facilities located nearby
- that further information was needed regarding layout/design and how sustainability issues would be dealt with
- pedestrian and cyclist connectivity and the absence of a green route through the entire site or a pedestrian through route
- the need for the Member/Officer Working Group to be reconvened to address issues including design

Officers provided the following responses to the issues raised:

- that a total of 925 dwellings were proposed for the sites on both sides of Manston Lane
- that the comments of a highways officer referred to related to a different issue and that further details on the highways issues associated with the site would form part of a future report to Panel
- the design of the dwellings and that 30% of the dwellings would have a chimney detail
- that dimensions of the one bed dwellings would be provided in a future report to Panel and that there was a need for one bed accommodation in the area as indicated by Housing colleagues
- that a children's play area would be provided on site, although something more central was required
- that a check would be made on the addresses of the objectors to ascertain where representations had been submitted from
- connectivity and the desire to join up access routes through to Central Park and Green Park

On the specific issues raised in the report, Members provided the following responses:

- that Members remained supportive of the principle of redeveloping the site for housing with ancillary retail
- to note Members' comments regarding the proposed layout, retention of trees and potential change in the location of the large public open space within the outline masterplan and to note that the adjacent development by Ben Bailey Homes was an acceptable minimum in terms of design. That some type of older person's housing/sheltered accommodation be considered for the site
- that Members were keen to see improvements to the playing pitches, pavilion and/or sports club via any greenspace contribution which was secured
- that the higher density proposed for the outline area was not appropriate and that the maximum height parameter be restricted to three storeys rather than the four currently advanced
- that a lower density of housing was required and that provision for some type of housing for older people should form part of the proposals

RESOLVED - To note the report and the comments now made

11 Application 14/02521/FU - Site remediation works (including prior extraction of coal, demolition of existing buildings, removal of hard standing, mine shafts and other below ground structures and reinstatement of ground) - Former Vickers Factory Manston Lane LS15 - Position Statement

With reference to the minute above and minute 149 of the City Plans Panel meeting held on 13th February 2014, Members considered a report of the Chief Planning Officer setting out the latest position on proposals for site remediation works at the former Vickers factory, Manston Lane LS15

Plans, photographs and drawings were displayed at the meeting. A Members site visit had taken place earlier in the day

Officers presented the report and informed Members of the nature of the proposed works; the level of activity at the site; operating hours and the chosen route for the HGVs leaving the site

Members discussed the proposals and commented on the following matters:

- the extent of the extraction period which would be 46 weeks
- the hours of operation
- the impact on residential amenity
- the size of the box cuts which were stated as being 25m wide
- the level of the community benefit fund, this being 25p per ton, which was not considered to be generous
- the need for an independent viability statement to be provided to inform Members on the economics of removing the coal
- the number of vehicle movements per hour on an already congested road
- that further reassurances were needed on the mitigation measures proposed and highways issues
- the possibility of removing the coal using the rail network
- whether those residents closest to the site were aware of the proposed works and the possible impact on their amenity

In response to the specific issues raised in the report, Members provided the following comments:

- that although the proposed approach to remediation made better use of resources it was felt that the case had not been made for the economic viability of extracting the coal
- regarding the least intensive way of remediating the site, Members did not favour the alternative option of grouting
- that Members would not consider a phased programme for extracting the coal underneath the proposed 100 houses only, prior to the MLLR being constructed
- to note Members' concerns about residential amenity
- to note Members' concerns about visual amenity and the need for further visual information on how the site would appear during the remediation works
- there were no comments on drainage at this stage
- regarding ecology and landscape, that Members did not wish to lose the existing tree line

- on the amount being offered per ton, that 25p was not sufficient; that a proper understanding regarding costs and viability was required and that a per ton rate should be agreed
- that it would be appropriate to use the monies for community based projects
- the need for the MLLR to be constructed before development commenced

RESOLVED - To note the report and the comments now made

12 PREAPP/14/00510 - Pre-application presentation of proposals for a redesigned multi storey car park, surface car parking and landscaping at land bound by Eastgate, St Peter's Street and George Street/Dyer Street - Victoria Gate Phase 1

Plans, graphics and drawings were displayed at the meeting

Members considered a report of the Chief Planning Officer on pre-application proposals for a redesign of the approved car park adjacent to the proposed John Lewis department store

The Panel received a presentation on behalf of the applicant who outlined the design changes to address issues with the split level deck layout of the approved car park and to better accommodate the requirements of the NGT route, with the result being that the car park would be reduced in width, but would be higher than the consented proposal. The external treatments would remain unchanged

Members discussed the proposals, with some concerns being raised about the increase in height and that the car park would dominate the John Lewis store

In response to the specific points raised in the report, Members provided the following comments:

- regarding the redesign of the multi storey car park which would result in a reduced footprint but an increased height, to note the concerns raised but that the majority of Members were satisfied with the proposals
- that Members were content with the increase in parking space numbers
- that Members were content with the proposal to create surface car parking adjacent to the multi storey car park, provided this was only temporary for up to 5 years
- regarding the access and egress arrangements for the car parks, Members were satisfied with the proposals
- on the level and nature of the soft landscape elements which were proposed, Members were also satisfied
- that any subsequent application for the proposals could be delegated to Officers for determination

RESOLVED - To note the report, the presentation and the comments now made

13 PREAPP/13/01135 - Pre-application proposals to demolish the existing building and to erect a new residential development at 3 St Peter's House Kirkgate LS2

Draft minutes to be approved at the meeting
to be held on Thursday, 17th July, 2014

Plans, graphics, drawings and photographs were displayed at the meeting. A Members site visit had taken place earlier in the day

The Panel considered a report of the Chief Planning Officer outlining pre-application proposals for the redevelopment of St Peters House and received a presentation on the proposals from the developer

Members were informed that the previously consented scheme had been found to be unviable due to significant structural difficulties. Whilst that scheme had proposed a partial demolition of St Peters House, the scheme now being considered would be for full demolition and the erection of a residential block with ground floor offices

The Panel considered the proposals and commented on the following matters:

- that the demolition of the property could not be considered until a suitable replacement scheme had been presented
- the loss of a building of architectural merit and that the proposals were not in keeping with the area
- the design of the proposals which were similar to those which had been rejected for Chantrell House on a previous scheme
- the need to create a Cathedral Close
- whether any consultation had been carried out by the developer

Members sought clarification on which buildings in the immediate area were listed. The Deputy Area Planning Manager advised that St Peters Hall and House were not listed but were in a Conservation Area and within the setting of a listed church. Members requested that the Conservation Officer write to English Heritage to request St Peters Hall be considered for listing

The Head of Planning Services suggested the developer should consider the routes through and views of Leeds Parish Church; the massing of the building and how this would be broken up through detailing and that a smaller building might be more appropriate. The Chief Planning Officer suggested that Cathedral Close schemes in Hereford, Southwark and Norwich which generated income and added to the character of these areas could be analysed to provide pointers for revised proposals

In response to the specific issues raised in the report, Members provided the following comments:

- that the principle of demolition of the existing building could not be considered until an acceptable scheme was presented
- that the initial design concepts for the new building in respect of its massing, positioning, appearance and materials within the heritage rich context were not acceptable
- that it was too early to consider S106 requirements
- that any subsequent application for the proposals should be presented to Panel

14 PREAPP/14/00448 - Pre-applications presentation of lighting and signage proposals for Leeds Metropolitan University Portland Way and Woodhouse Lane

Prior to consideration of this matter, Councillor P Gruen left the meeting

Photographs and graphics were displayed at the meeting

Draft minutes to be approved at the meeting
to be held on Thursday, 17th July, 2014

The Panel considered a report of the Chief Planning Officer on proposals for lighting and signage on buildings forming the Leeds Metropolitan University campus at Portland Way and Woodhouse Lane and received a presentation on behalf of the applicant

Members were informed that the name of the institution would change in September 2014 and be known as Leeds Beckett University and the proposals were to provide an illuminated sign at high level on the south-east of the Portland building which would be visible 50-150 metres away. The University also wished to unify its four City Campus buildings through the use of floodlights which would wash up the facades of the buildings. Treatment of the plant room on the Portland building was also proposed, with this being reclad to hide the existing flues. Examples of possible designs and lighting for this element were provided

Concerns were raised about the treatment to the plant room; the ornate design shown and its suitability. The need to ensure that any sculptural form for the cladding did not emit noise due to wind conditions was stressed

Members also discussed the lighting and the occasions when this could be changed to mark a particular event. Members were informed that the colour displayed on the graphics represented the corporate colour but this was not fixed, although the effect being sought was of subtlety rather than dynamism

The suggestion of using the buildings for adverts was discounted, although the possibility of utilising the lighting for the one-off event 'Light Night' could be considered

In response to the specific points raised in the report, Members provided the following comments:

- that Members agreed that the size of text, position and form of the proposed internally illuminated sign were acceptable and that the application could be determined under delegated powers
- regarding the lighting scheme, to note Members' comments about the design of the extension to the existing Portland Building plant room and the use of coloured lighting within the scheme

15 Date and Time of Next Meeting

Thursday 17th July 2014 at 1.30pm in the Civic Hall, Leeds

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Originator: Tim Hart

Tel: 3952083

Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 17th JULY 2014

PROPOSED STUDENT ACCOMMODATION, KEY WORKER AND APARTMENT BUILDINGS ON LAND AT ST. MICHAEL'S COLLEGE AND POLICE DEPOT, ST JOHN'S ROAD AND BELLE VUE ROAD, LITTLE WOODHOUSE, LEEDS (13/04862/FU)

APPLICANT

Watkin Jones Group /
Diocese of Leeds Trustee

DATE VALID

17th October 2013

PPA TARGET DATE

7th November 2014

Electoral Wards Affected:

Hyde Park and Woodhouse
Headingley

Yes

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION : DEFER and DELEGATE to the Chief Planning Officer for approval subject to the resolution of issues relating to the provision of accessible student bedrooms, the specified conditions (and any others which he might consider appropriate) and also the completion of a Section 106 agreement to include the following obligations:

**The provision of 259 low cost housing units at an affordable rent (not more than 80% of local market rent of not less than equivalent quality and specification) to key workers with a total gross salary of no more than £30,000 for single person units and a combined household salary of £60,000 for two person units (para 2.1.2-2.1.3);
Phasing of the development to ensure the renovation of the St Michael's College 1908 building as part of the first phase of development;
A public transport contribution of £30,000 to be spent on improvements to the existing pedestrian bridge over the Inner Ring Road to help link the site to the City Centre;**

Implementation of Green Travel Plan;
A Travel Plan review fee of £4,500;
Provision of space for City Car Club car within the development and £25,000 for free trial membership and usage of the car club;
A sum of £15,000 to be spent on revising Traffic Regulation Orders if the development results in on-street parking problems;
A contribution of £10,000 towards local bus stop infrastructure improvements or sustainable travel measures;
A contribution of £170,000 to the provision of improvements to off-site greenspace;
Student occupation of student building during recognised Higher Education term time;
Control of student car use in tenancy agreement;
Community use of a room in one of the buildings for not less than 2 hours per calendar month free of charge;
Local employment and training initiatives;
Section 106 management fee.

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

1.0 INTRODUCTION

- 1.1 Planning permission is sought for the construction of three new buildings comprising student accommodation (320 bedspaces), key worker accommodation (259 units) and 61 open market apartments on land at St John's Road and Belle Vue Road. All existing buildings on the former police depot and St Michael's College site would be demolished except the original 1908 element of the college which would be retained and refurbished to form part of the proposed keyworker accommodation.
- 1.2 The applicant intends commencing development of the key worker and student accommodation concurrently later in the year albeit completing the acquisition of the site and satisfying pre-commencement planning conditions may delay the start. The intention is that the student accommodation would be available for the Autumn 2016 term, and the key worker housing shortly after. The open market housing site, on the former playground area, would be used as the site construction compound for the first phase of development. The open market housing development would follow the completion of the key worker accommodation.
- 1.3 A pre-application presentation of the scheme was presented to City Plans Panel on 4th July 2013 following a site visit. The minutes of that meeting are attached as Appendix 1.
- 1.4 The planning application was submitted in October 2013 and a Position Statement was considered by City Plans Panel on 13th February 2014. Members commented that subject to the figures being acceptable for the level of student accommodation in the city, that further student development could be considered to be appropriate on the site; that whilst the location was highly sustainable for student accommodation and there was a need for keyworker accommodation in Leeds, there were concerns about the size of the accommodation being created; that further information was required on the detailed treatment of the elevations and the relationship to existing properties on Belle Vue Road; and Members indicated that low cost housing in perpetuity exclusively for key workers could be considered in lieu of provision of

affordable housing managed by a registered provider. The minutes of the meeting of 13th February 2014 are attached as Appendix 2.

- 1.5 Several Members of City Plans Panel visited Darley Bank, Derby with officers on 2nd April 2014 to view one of the applicant's most recent student schemes. As part of the visit Members viewed a 22 sqm student studio to enable comparison with studios proposed in the development. The applicant outlined how the student component of the scheme would be managed; and confirmed that the key worker accommodation was intended to address a gap in the housing market. The applicant stated that rents are to be comparable with the rents for a room in a shared house but the fit out of the interior would be a high quality. The managed key worker accommodation would also benefit from a range of additional facilities, together with external amenity space.
- 1.6 The planning application was subsequently considered by City Plans Panel on 8th May 2014. The District Valuer attended part of the meeting to provide advice regarding the viability appraisal provided by the applicant which had resulted in the applicant offering significantly reduced planning contributions for the development relative to policy requirements. The application was deferred to enable negotiations to continue with the applicant on issues raised relating to the size and nature of the key worker accommodation, the design of the new build elevations and the level of S106 contributions. This report focuses on those issues and what changes have been made. The consideration of the other "main issues" remain as reported at section 8 and 9 of the 8th May Panel report. The minutes of the 8th May meeting are attached as Appendix 3. Suggested conditions are attached at Appendix 4.

2.0 APPRAISAL

2.1 Key workers

Eligibility criteria

- 2.1.1 Key worker housing is a recognised means of providing housing for staff employed in key service sectors that are not in a position to afford open market housing. There is no current national definition and local authorities are able to consider key workers within their locally determined priorities. The applicant suggested that a wide interpretation of low income staff in the public sector, charitable and community sectors (not for profit organisations) could be used for the purposes of defining eligible occupations for the key worker housing. This approach would be consistent with the approach taken in the London Boroughs where such housing is more commonplace. It is considered that retail workers should be added to the list given their importance to the economy of the city and the wider region.
- 2.1.2 Consequently, the proposed eligible occupations would be people who work in the following areas:
- NHS health and hospital care
 - Police
 - Fire and rescue services
 - Education including university and nursery staff
 - Local government
 - Public transport workers
 - Prison and probation staff
 - Ministry of Defence
 - Government departments

- Postal workers
- Charitable and community sector workers
- Retail workers
- Staff from other organisations as may be agreed in writing with the Council.

2.1.3 In addition to eligibility by occupation a salary threshold needs to be defined to ensure that only those in need of key worker housing qualify for it. A gross total household salary limit of £60,000 has been used by the Council for our low cost home ownership schemes consistent with Homes and Communities Agency guidance. Consequently, given that this standard is already used by the Council, it is considered that this would be a suitable limit for the key worker accommodation designed for two people. For studios designed for one person a gross total salary of £30,000 is recommended – as an example, on 30th June 2014 this threshold would enable 12,696 (79%) of LCC officers to qualify for the accommodation. It would be appropriate for any future increase in eligible gross salary to be linked to nationally agreed public sector pay settlement.

Key worker accommodation

2.1.4 The scheme considered by City Plans Panel on 8th May 2014 identified 262 apartments for key workers. This arrangement comprised 198 studios intended for a single person; 62 studios suitable for a couple sharing; and 2 two-bedroom flats. Members raised concerns about the standard of living accommodation particularly in the 12 smallest units (around 19 sqm plus a mezzanine bed-deck of circa 6 sqm) in the converted college building.

2.1.5 In response to Members' comments the area previously identified to provide 12 units (in groups of 4 on 3 levels) has been reconfigured to provide 9 units. These proposed units now range in size from 22.4 sqm with a 7.9 sqm bed-deck (total 30.3 sqm), to 34.6 sqm with a 11.9 sqm bed deck (total 46.5 sqm). These rooms, as others in the converted 1908 building (38 in total), currently have floor to ceiling heights between 4.08m - 4.10m. Insertion of the mezzanine floors would produce a floor to ceiling height below the bed deck of 2.1m, with the bed deck itself having a floor to ceiling height of 1.83m – 1.85m. Such a limited height on the deck raises the possibility of collision with any fixtures and fittings attached to the ceiling whilst it may be quite an oppressive space, albeit it would only be used a sleeping area. The bed deck is proposed over approximately one-third of the living space over the entrance threshold and bathroom pod such that it would not significantly affect daylighting of the space.

2.1.6 157 single studios are proposed in the extension to the 1908 building. The majority (78%) of these units are identified as 24.8 sqm although 25 studios (16%) at the top level have a floor area of 23.8 sqm.. A further 10 (6%) of the single studios would be larger than 27 sqm.. Members will recall that the size of the studio viewed in the developer's Derby scheme was 22 sqm.. 62 of the studios in the new build would be double studios. The smallest 11 (18%) of these would be 34-37 sqm whilst 46 (74%) would be 37-40 sqm..

1908 building	23-24sqm	24-27sqm	27-30sqm	>30sqm	34-37sqm	37-40sqm	>40sqm	Totals
Single studios	-	-	7 (19%)	13 (34%)	18 (47%)			38
2 bed flat								2
								40
Extension								
Single studios	25 (16%)	122 (78%)	5 (3%)	5 (3%)	-	-	-	157
Double studios	-	-	-	-	11 (18%)	46 (74%)	5 (8%)	62
								219
								259

Key worker accommodation sizes at St Michael's College

2.1.7 The applicant has provided information which shows that the key worker accommodation is comparable in size with key worker developments in 6 other locations in the country (London, Liverpool, Manchester and Oldham) which vary in size from 18-33 sqm.. In particular, the applicant refers to Y:Cube Housing: purpose-built accommodation developed by the YMCA. Each of these self-contained studio units measures 26 sqm..

2.1.8 The applicant has also provided information to illustrate the size of studios approved in Leeds. For example, room sizes approved at 45 St Michael's Lane (12/01481/FU), adjacent to the Yorkshire CC cricket school, vary between 20-28 sqm.. As a corollary, whereas the quality of amenity is determined by additional factors other than room size, such as daylighting, outlook, noise and location, planning permission was recently refused for a studio scheme at 6 Blenheim Terrace involving studios with a floor area of 24-26 sqm..

2.1.9 At St Michael's, in addition to the key worker rooms, residents would also have access to facilities within the key worker accommodation including a gym and laundry in the basement level of the original building, and facilities in the rear link block include a common room, a games room, a reading room and a TV lounge. As previously indicated, the applicant states that if the scheme provided larger units then, by definition, there would be fewer units overall and as a consequence the income (and end value) would not be sufficient to cover the development costs and it would not be viable. Many of the development costs are fixed (i.e. dealing with the retained structure, boundary walls and landscaping) and thus by reducing the income levels the relationship between income and cost is adversely affected. Increasing the monthly rent for larger units is not an option as it would make the units unaffordable for the people that are targeted.

2.2 Design

2.2.1 The proposed architecture for the extension to the 1908 college building and neighbouring new buildings seek to emulate but not compete with the 1908 building. In May 2014 Members raised concerns that two areas of the development; the section adjacent to 100 Belle Vue Road and the extension to the 1908 building, were not of an acceptable quality. Further refinements have been made to these areas of the scheme rather than taking a fundamentally different approach to design.

Belle Vue Road

- 2.2.2 The western limb of the student building fronting Belle Vue Road abuts a 60 metre long terrace of conventional 2 storey residential properties which are elevated approximately a storey above road level, which itself rises towards the north. The terrace is brick-built, with a duo-pitch tiled roof and projecting rendered square bays.
- 2.2.3 The closest element of the student building to the residential terrace is three storeys in height, slightly lower than the ridge height of the nearest house at 100 Belle Vue Road. It is proposed that the majority of the third storey of this section of the building is now contained within a mansard roof, replacing the previous flat roof end section. The proportions of the brick corner piece to the building have been adjusted to provide a suitable response to the format of the elevation and also the neighbouring buildings. The gable end of the student building, running parallel to the residential boundary, would include recessed panels of brickwork and false windows to fragment the elevation and to provide some visual interest, albeit this elevation runs obliquely away from Belle Vue Road such that it would have limited visual impact within the street.
- 2.2.4 It is considered that the revised approach incorporating two storeys of brickwork and a mansard roof produces an improved transition between the form of the residential terrace and that of the student building. Details of the shopfront would be agreed at a later date pursuant to condition 9(iv) of the suggested conditions. As a consequence, it is considered that the improved design of this part of the building would help its assimilation into the streetscene.
- 2.2.5 Brick recesses located approximately 300mm down from the roofline have been introduced on all of the flat roof elements of both the student and apartment buildings. This creates a clear parapet and a suitable termination to the flat roofed segments of the buildings.

1908 extension

- 2.2.6 Following review of the design, subtle adjustments have been made to the proposed appearance of the buildings attached to the 1908 building. The proposed windows now have identical dimensions to create more regular elevations and a suitable ratio between solid (masonry) and void (window openings). Each of the windows now has heads and cills, and the windows are linked between Level 1 and 2, and Level 3 and 4, by recessed brick panels in a lighter tone of red brick. This creates settled elevations with verticality and a design rigour responding to, but not challenging, the appearance of the 1908 building.

2.3 Section 106 and conditions

- 2.3.1 Further to the viability appraisal prepared by the applicant the details of the applicant's offer discussed at City Plans Panel on 8th May 2014 are repeated below:

	Request	28.3.14 developer offer
Off-site greenspace	£348,920.36	£20,000
TRO review	£20,000	£15,000
Public transport	£30,964	£30,000 to be spent on improvements to the pedestrian bridge over the Inner Ring Road
Travel plan monitoring fee	£4,500	£4,500
Car club provision / use	£25,000	£25,000
Bus stop infrastructure improvements	£10,000	£10,000 if spent locally on Belle Vue Road or Clarendon Road
Metrocards for residents	£27,720	0
Total	£467,104.36	£104,500

- 2.3.2 Notwithstanding the viability report Panel stated that a significant improvement was required in terms of what was being offered by the applicant for the Section 106 contributions.
- 2.3.3 Following further discussion the applicant has now offered an additional £150,000 (£170,000 in total) towards off-site greenspace improvements in the area. As such, the greenspace contribution offered is almost 50 per cent of that calculated in accordance with adopted formula. It is considered that such a sum could make a meaningful difference to existing greenspace in the local area.
- 2.3.4 Councillor Towler has requested that consideration is given to greenspace monies being spent on the Rosebank Millennium Green. This is a green space to the west of Belle Vue Road which is looked after by local volunteers and could be used by the new residents that are expected if St Michael's is developed. A local resident and the Rosebank Millennium Green Trust have also identified the need for improvements to this space which is close to the site and could be used by occupiers of the development as both an open space and also a route to facilities in Woodsley Road.
- 2.3.5 In May, Panel confirmed that the Public Transport Improvements contribution should not be used for New Generation Transport in this case. In common with the wishes of the Little Woodhouse Community Association the applicant suggests that the contribution should be used to help deliver improvements to the footbridge/cycle path linking Clarendon Road and Great George Street (St George's Bridge).
- 2.3.6 Other components of the Section 106 agreement are set out at paragraph 9.7.2 of the attached 8th May 2014 City Plans Panel report. As such, the agreement will include a requirement to work with LCC Jobs and Skills to implement local employment and training initiatives; to control student occupation of the student accommodation and student parking; to allow for use of a common room free of charge for the purpose of one meeting of not less than two hours per calendar month by the Little Woodhouse Community Association (or similar organisation); and to ensure refurbishment of the 1908 college building as part of the first phase of the development.
- 2.3.7 As the viability appraisal is only valid for 6 months from the date of the report Officers initially recommended that the planning condition controlling the period in

which the development should be commenced should be restricted to 6 months. It is apparent that rather than securing early implementation that such a condition could fetter the development as the applicant would not be able to complete purchase of the site, raise capital and discharge pre-commencement conditions within this short period. One option would be to allow a standard period for commencement (3 years) but with a clause in the section 106 agreement which requires a further viability review 6 months after the decision date. Such a process would inevitably result in further debate regarding the section 106 contributions and a further delay in the process. As a consequence, in this instance, it is considered reasonable to extend the commencement period to 12 months.

2.4 Other matters

2.4.1 The 8th May 2014 Officer report referred to the inadequate provision of accessible student bedrooms. As confirmed in a verbal update to Panel, four accessible student bedrooms would be provided when the development is first occupied, and a further 12 would be fitted out to enable easy conversion at a later date should the demand arise. This would deliver 5 per cent of the student rooms as accessible rooms in accordance with requirements.

2.5 Conclusion

2.5.1 Rather than make any fundamental changes the scheme has been refined following City Plans Panel comments on 8th May 2014. The architecture of the new buildings has been revised providing a better response to the existing context. Additionally, some of the smallest key worker studios have been increased in size to respond to Member's concerns about the level of amenity provided by these rooms, albeit a large number of similar-sized studios remain. Notwithstanding the viability of the scheme the applicant has made a significantly increased offer with regard to the proposed contribution to greenspace in the area.

2.5.2 Whilst concerns regarding the addition of further students into the area are recognised it is considered that a need for the accommodation has been demonstrated and that the site is well located with regard to access to the universities. At the same time the development brings forward a mix of residential types which would help provide a more sustainable community. The scale of the new buildings will result in a significant impact, particularly as historic uses of the site have been dormant for some time. However, recognising the critical mass required to bring forward the development the density and scale of development, is on balance acceptable.

2.5.3 The proposed development would bring forward a number of benefits including:

- Redevelopment of a vacant brownfield site, enabling the retention and enhancement of the original St Michael's College 1908 building which is a key feature of the local area but is experiencing significant damage and anti-social behaviour which threaten its future;
- Investment of £40 million in construction of the development and support for local employment during construction and operation of the development;
- The provision of a range of housing to meet identified demand including 259 low cost units for key workers;
- Provision of high quality, managed, purpose-built student accommodation and the potential release of HMO's back onto the open housing market;

- New shops and patronage of local shops and facilities by occupiers of the development;
- Financial contributions including measures to improve accessibility of the area to the city centre and improvements to greenspace in the area.

2.5.4 Accordingly, on balance, officers recommend that the application is delegated for approval subject to appropriate conditions and the completion of a Section 106 agreement.



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 8th MAY 2014

PROPOSED STUDENT ACCOMMODATION, KEY WORKER AND APARTMENT BUILDINGS ON LAND AT ST. MICHAEL'S COLLEGE AND POLICE DEPOT, ST JOHN'S ROAD AND BELLE VUE ROAD, LITTLE WOODHOUSE, LEEDS (13/04862/FU)

APPLICANT

Watkin Jones Group /
Diocese of Leeds Trustee

DATE VALID

17th October 2013

TARGET DATE

8th May 2014

Electoral Wards Affected:

Hyde Park and Woodhouse
Headingley

Yes

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION : DEFER and DELEGATE to the Chief Planning Officer for approval subject to the resolution of issues relating to the provision of accessible student bedrooms, the specified conditions (and any others which he might consider appropriate) and also the completion of a Section 106 agreement to include the following obligations:

The provision of 262 low cost housing units at an affordable rent (not more than 80% of local market rent of not less than equivalent quality and specification) to keyworkers (para 3.2.4);

Phasing of the development to ensure the renovation of the St Michael's College 1908 building;

A public transport contribution of £30,000 to be spent on improvements to the existing pedestrian bridge over the Inner Ring Road to help link the site to the City Centre;

Implementation of Green Travel Plan;

A Travel Plan review fee of £4,500;

Provision of space for City Car Club car within the development and £25,000 for free trial membership and usage of the car club;

A sum of £15,000 to be spent on revising Traffic Regulation Orders if the development results in on-street parking problems;
A contribution of £10,000 towards local bus stop infrastructure improvements or sustainable travel measures;
A contribution of £20,000 to the provision of off-site greenspace;
Student occupation of student building during recognised Higher Education term time;
Control of student car use in tenancy agreement;
Community use of room in St Michael's building not less than 2 hours per calendar month;
Local employment and training initiatives;
Section 106 management fee.

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

2.0 INTRODUCTION

1.1 This application seeks planning permission for the construction of three new buildings comprising student accommodation (320 bedspaces), keyworker accommodation (262 apartments) and 61 open market apartments on land at St John's Road and Belle Vue Road. All existing buildings on the former police depot and St Michael's College site would be demolished except the original 1908 element of the college which would be retained and refurbished to form part of the proposed keyworker accommodation. A pre-application presentation of the current scheme was presented to City Plans Panel on 4th July 2013 following a site visit. The minutes of that meeting are attached as Appendix 1.

1.2 Subsequently, a Position Statement was considered by City Plans Panel on 13th February 2014. Members commented on the following issues:

1.2.1 Uses

Members noted the concerns of local Councillors about the amount of student accommodation in the scheme and requested information which set the application in context with the level of demand and the amount of student accommodation already granted planning permission given concerns about the possibility of the student accommodation in the city remaining empty. However, subject to the figures being acceptable for the level of student accommodation in the city, that further student development could be considered to be appropriate on the site. Bars and letting agent uses were not supported in the commercial space.

1.2.2 Design and amenity

That whilst the location was highly sustainable for student accommodation and there was a need for keyworker accommodation in Leeds, there were concerns about the size of the accommodation being created. Larger apartments, not studio apartments, should be provided which could be used by young professionals or keyworkers. Concerns were also raised about the size of some of the student rooms. There were mixed views about the general scale of the new development although the relationship with houses in Kelso Gardens and Consort View was considered acceptable. Further information was required on some elements of the buildings, including detailed treatment of the elevations and the relationship to

existing properties on Belle Vue Road. Members were of the view that the level of provision for disabled people was not acceptable.

1.2.3 Section 106 agreement

Members indicated that whilst this had not been discussed in detail, it was acknowledged that some of the comments made could impact on the agreement. However, Members indicated that low cost housing in perpetuity exclusively for key workers could be considered in lieu of provision of affordable housing managed by a registered provider. In the absence of on-site greenspace a contribution should be paid towards the provision of off-site greenspace. Members supported the potential community use of the building. Members also requested further information on the costs of achieving higher levels of sustainability possibly undermining the overall viability of the scheme

The minutes of the meeting of 13th February 2014 are attached as Appendix 2.

1.3 On 2nd April 2014, at the invitation of the applicant, several Members of City Plans Panel visited Darley Bank, Derby with officers to view one of the applicant's most recent student schemes. Following a brief tour of some of the rooms and facilities within the premises the applicant outlined how the student component of the scheme would be managed by Fresh Student Living; and confirmed that the keyworker accommodation was intended to address a gap in the housing market by providing an opportunity for people still living in their parental home in their late 20's and early 30's, and people living in shared house, their first step into self-contained accommodation. The rents are to be comparable with the rents for a room in a shared house but the applicant advised that the fit out of the interior would be a high quality. The managed keyworker accommodation would also benefit from a range of communal facilities including a gym, laundry, common room, games room, reading room and TV lounge, together with well-maintained external amenity space.

1.4 The applicant intends commencing development of the keyworker and student accommodation concurrently later in the year. The intention is that the student accommodation would be available for the Autumn 2016 term, and the keyworker housing shortly after. The open market housing site, on the former playground area, would be used as the site construction compound for the first phase of development. The open market housing development would follow the completion of the keyworker accommodation.

1.5 This report addresses issues raised by City Plans Panel and refers to the current position regarding section 106 issues and viability. A supplementary, confidential report, relating to viability appraisal is attached as Appendix 3. The report contains information relating to the financial and business interests of the applicant. It is considered that it is not in the public interest to disclose this information as it would be likely to prejudice the financial and business interests affairs of the applicant. It is therefore considered that Appendix 3 of the report should be treated as exempt under Access to Information Procedure Rule 10.4 (3). Suggested conditions are attached at Appendix 4.

2.0 SITE AND SURROUNDINGS

2.1 The site, extending over 1.8 hectares, comprises two neighbouring parcels of land. The northern third of site, abutting Belle Vue Road and St John's Road, contains a large single storey brick building originally constructed as a clothing factory. It was last used by the police. There is off-street parking on the road frontages behind a

low stone wall. A large ash tree close to the road junction is covered by a Tree Preservation Order.

- 2.2 The remainder of the site comprises the buildings and grounds of St Michael's College which closed in 2008. The college buildings are grouped around the original 1908 building designed by Benedict Williamson. The college was built to replace the rapidly developing Leeds Catholic College previously located to the rear of the current building. It was constructed on a grand scale and elevated above a large stone wall on St John's Road. Although the building is not listed it is a positive feature in the area. Later extensions attached to the north west and to the rear (north east) detract from the prominent college building. The buildings have suffered badly from vandalism, theft and lack of maintenance since being vacated.
- 2.3 The former school playground extends over much of the southern third of the site. Like the college, it is elevated above St John's Road and sits behind a high brick wall which has been extended vertically with the addition of further brickwork topped by open mesh fencing. There are lines of good quality mature trees close to the boundaries of the site, both to the front and rear of the college buildings. There are further groups of good quality trees between the sloping grassed area to the rear of the college buildings and on the eastern edge beyond the school playground.
- 2.4 Levels in the area fall noticeably from the north east to the south west such that the ground level of the police building is approximately 4 metres lower than the college buildings. Due to the changes in levels the two storey terraced houses in Kelso Gardens 13 metres to the north east currently look out over the roof of the single storey police building. Similarly, levels rise steeply behind the college buildings and playground.
- 2.5 Belle Vue Road is a widely spaced residential street. 3 and 4 storey terraces are set back 20 metres from the road on the west side. Houses on the east side of Belle Vue Road are typically two storeys in height, those north of the police depot are elevated above road level. The elevated St Michael's College buildings dwarf two storey dwellings in the 1970's Consort's properties located at a lower ground level on the west side of St John's Road. The late Nineteenth Century Consort Terrace and Consort Street are also located at a lower level but are larger in scale. Conversely, the modern 3 and 4 storey flats close to the junction with Victoria Road to the south-east are elevated relative to the site. Similarly, the three storey blocks of student accommodation at Albert Mansbridge Hall, sit above the eastern boundary of the site.
- 2.5 The Clarendon Road Conservation Area runs along the eastern fringe of the site beyond sections of original stone boundary walling. Fairburn House is a grade II listed building fronting Clarendon Road to the east. Due to the difference in levels and the presence of Albert Mansbridge Hall there is not a strong relationship between the site and the listed building. The University of Leeds campus is located to the east of Clarendon Road. The city centre is approximately 10 minutes' walk from the site via the footbridge over the Inner Ring Road at the west end of Great George Street.

3.0 PROPOSALS

- 3.1 It is proposed to demolish all existing buildings on the site other than the original St Michael's College 1908 building.

- 3.1.1 The police building would be replaced by a 4-sided building constructed on a similar footprint to the police building but set around a central, landscaped, courtyard. The building is designed with accommodation in the roofspace. It would step up in height from 3 storeys fronting Belle Vue Road, to 4 storeys at the corner of Belle Vue Road and St John's Road, then to 5 and subsequently 6 storeys on St John's Road. The building would drop down to 5 storeys then to 3 storeys adjacent to the rear boundary of houses on Kelso Gardens. This 3 storey part of the building (2 storey plus accommodation in the roofspace), which is set down approximately 4 metres below the ground level of houses in Kelso Gardens, would be around 2.5 metres from the boundary. The new 3 storey element of building would be 11-15 metres from the rear elevation of 24-34 Kelso Gardens which itself rises towards the east. This limb of the building would have rooms facing into the courtyard with a corridor containing controlled glazing on the outward-facing elevation.
- 3.1.2 The building would contain 320 student bedspaces; comprising nine 3 bed clusters, twenty-six 4 bed clusters, ten 5 bed clusters, 67 single bed studios and 16 double studios. The typical bedroom size would be 14m² in the cluster bedrooms and 20m² for the single studios. Each of the clusters would have a common room, incorporating cooking facilities and lounge areas. 1 of the bedrooms would be fitted out as an accessible room for a disabled student. The applicant states that there are potentially an additional 16 rooms which can easily be adapted into wheelchair accessible rooms if there is the demand. A large common room (circa 224m²) and laundry are proposed on the top level of the building. The entrance to the building would be located at its southern end, adjacent to the office and reception area. The refuse / recycling and plant areas for the student accommodation are also located in this area. An area of covered cycle parking able to accommodate 160 bicycles is proposed close to the southern boundary of the building.
- 3.1.3 Two commercial units (280m² and 70m²) are identified at the northern extent of the building. A flexible permission is sought to allow the units would be marketed as class A1 (shops), A3 (restaurants and cafes), B1 (business), D1 (non-residential institutions) or D2 (assembly and leisure). Refuse, recycling and an electricity substation would be housed to the rear of the commercial units, accessed via the gap between the building and the stone retaining wall to 100 Belle Vue Road. 12 parking spaces are proposed for the commercial units, laid out in a shared space area between the north of the building and the low stone boundary wall. 2 of these spaces would be marked out for use by disabled people. The spaces would be accessed from St John's Road and marked out so as to enable vehicles to leave in a forward gear. The egress would be on to Belle Vue Road. A servicing area for vehicles visiting the commercial units would be demarcated on Belle Vue Road outside the site. 3 off-street parking spaces are proposed for staff for the student accommodation located off St John's Road. 1 disabled person's parking space is identified close to the entrance into the student accommodation. Other students would have a clause in their tenancy agreement preventing them from bringing cars to university.

Keyworker accommodation

- 3.2 The 1908 St Michael's College building in the centre of the site would be refurbished and extended in similar locations to existing extensions to the north and east albeit in a different arrangement. On the north side, the new stepped extension would be connected to the retained building by a new section set back 3 metres from the front of the 1908 building. This glazed link element would terminate a metre below the eaves of the retained building. The top level of new floorspace, which projects

above the eaves but well below the ridge of the original building, would be situated 8.5 metres back from the 1908 frontage at this point. The building would then step forward, initially aligning with the 1908 frontage, and subsequently projecting to a similar building line to the student accommodation.

- 3.2.1 A new area of accommodation would replace the later structure added to the rear of the 1908 building. Due to the significant difference in floor to ceiling heights between the original building and the new structure a high atrium space is proposed in the connecting space. The retained building, with high floor to ceiling heights would contain three levels of living accommodation. New build areas would typically provide 5 levels of accommodation.
- 3.2.2 The easternmost wing to the rear would extend into the rising grass slope beyond the existing buildings. It would be constructed around a parking area for 26 cars (including 3 disabled parking spaces). Space for 3 motorcycles and a lockable enclosure for 20-40 bicycles would also be provided in this area. An additional 23 parking spaces are identified to the front of the 1908 building. A service vehicle bay would be located to the south of the building alongside the access road.
- 3.2.3 The original central entrance into the 1908 building would be restored, involving the reinstatement of the entrance steps, opening of the blocked up doorway and re-creation of the entrance hall. Whilst the simple, robust architectural features within the retained building such as arches and pilasters survive largely intact the rooms themselves are functional and lack decoration. The stairwell, although badly damaged since the closure of the college, would be restored.
- 3.2.4 This part of the development would contain 262 apartments for “keyworkers”. The developer states keyworker housing is a recognised means of providing housing for staff employed in key service sectors that are not in a position to afford open market housing. There are different interpretations of keyworkers around the country and in Leeds it could include low income staff within the following areas:
- Emergency services
 - Health
 - Education
 - Police
 - MOD
 - Public transport
 - Local government
 - Prison and probation staff
 - Workers in charitable and community sectors
 - Retail sector
- 3.2.5 The developer states that the keyworker accommodation at St Michael’s College is intended to provide affordable rented accommodation. The rent would be set at a rate of not more than 80 per cent of local market rent of open market accommodation of not less than equivalent quality and specification.
- 3.2.6 198 of the apartments are identified as 1 bed self-contained studios (suitable for a single person) and 62 are identified as 2 bed studios, suitable for a couple sharing. The layout of the studios varies depending upon location but averages between 25m² for a single studio and 38m² for a double studio. Each of the rooms would have space for a bed, a desk, a kitchenette, a shower room and cupboard space. There would also be two, 2 bedroom flats.

- 3.2.7 Communal facilities within the keyworker accommodation include a gym and laundry in the basement level of the original building, and facilities in the rear link block include a common room, a games room, a reading room and a TV lounge.

Open market accommodation

- 3.3 The existing, elevated, playground area at the southern end of the site would be excavated and removed. A part 3, part 4 and part 5 storey building would be constructed in its place. The highest element of the building would be a similar height to the ridge of the 1908 building situated approximately 25 metres away. The central section of apartments facing St John's Road would be 3 storeys in scale. The four storey southern end would be a similar height to the modern 3 and 4 storey flats close to the southern boundary of the site. The eastern side of the building would have 4 and 5 levels of accommodation. The staggered frontage to the building would be rotated several degrees away from the 1908 building line in response to the alignment of St John's Road.

- 3.3.1 This building would sit on a platform. 61 parking spaces would be provided in the undercroft area beneath the deck, including 7 disabled parking spaces. The undercroft area would be enclosed to provide security. The undercroft area also incorporates cycle and motorcycle parking, a bin store, plant room and stair and lift access to upper floors.

- 3.3.2 A new vehicular access is proposed at the southern end of the site. The access road would provide one-way vehicular access to this part of the site. 12 visitor parking spaces and a City Car Club parking space would be located between the new access road and the existing boundary wall which would be reduced to its original height. The redundant access close to the junction with Victoria Road would be closed.

- 3.3.3 The building would contain 61 open market apartments in a mix of one (32), two (15) and three (14) bedroom flats.

3.4 Materials

- 3.4.1 A simple palette of materials is proposed across the entire development. The extensions to the 1908 building would primarily be built in brickwork other than for areas of curtain-wall glazing designed as a visual break between the old and new building. An area of panelling with a brushed aluminium finish is suggested for the new elevation attached to the rear of the 1908 building, terminating in a section of brickwork as an end-stop. Whilst window lines remain constant throughout the extensions to the 1908 building recessed infill panels of brick are used to strengthen the verticality of the elevations and to reference to the original building. Stone heads and cills are proposed on the front elevation. The base of this part of the building would be expressed by a brickwork plinth. The uppermost level of the extended 1908 building would have a mansard roof finished in zinc stepped back 300mm from the elevation below. The external fabric of the original building will be cleaned and restored.

- 3.4.2 The student and open market buildings would have a common approach to architecture and materiality. The predominant material will be brick with light and dark panelling carefully utilised to help break up the mass of the buildings and to produce a vertical emphasis. Typically, the areas of panelling have zinc-faced mansard roofs above whereas areas of brickwork primarily are flat-roofed with

parapet roofs topped by pressed metal capping. Within the open market building bay windows on the corners are inset rather than protruding as elsewhere. The garage doors to the undercroft car parking spaces will be formed in horizontal timber boarding whilst the sliding access and egress doors to this area would be perforated steel.

- 3.4.3 Surfacing materials include natural stone paving outside the front of the 1908 building and entrance into the student accommodation; concrete flags to the rear of the student building; setts are proposed to be used to break up the shared space area to the front of the commercial units and for definition of parking spaces to the front of the 1908 building and student building; timber decking is identified on the deck to the front of the open market accommodation; and tarmac used elsewhere for vehicular routes.

3.5 Trees and amenity space

- 3.5.1 It is intended to retain the vast majority of existing trees which are located around the periphery of the site including the large protected ash tree on Belle Vue Road. Building construction and changes in levels in close proximity to this tree could threaten its survival. 9 new trees are identified around the highway frontage of the proposed student building. 3 off-site trees immediately to the east of the police building which would overhang the rear limb of the student building would be retained. Smaller, lower quality trees between the college and police building are to be removed and replaced by 7 new trees. 5 new trees are shown to the front boundary of the 1908 building behind the retaining wall. An ash tree to the rear of the 1908 building is shown to be replaced. A group of new trees is proposed close to the boundary to the rear of the keyworker building to infill an existing gap in tree cover. 4 new trees are identified close to the site access and egress to the open market housing. Additionally, 10 new trees are suggested to the rear of the open market housing. In total, 70 new trees are identified. Areas of shrub planting are proposed primarily around the periphery of the site, on the decking above the undercroft car park, and to provide separation between amenity areas and living space in the student and keyworker accommodation.

- 3.5.2 The courtyard located at the centre of the student buildings would provide landscaped outdoor amenity space for students. The distance between the student buildings is approximately 20 x 40 metres.

- 3.5.3 There are peripheral areas of private amenity space to the rear of the keyworker and open market apartments. However, the usability of the majority of these areas is limited by the sloping topography and proximity to buildings and trees.

4.0 **MARKETING HISTORY AND PRE-APPLICATION CONSULTATION**

- 4.1 Marketing of St Michael's College by Sanderson Weatherall commenced in September 2010. There was a failed purchase for the use of the site as an asylum seeker institution in 2011. Following further marketing final bids were invited in February 2013. The Diocese accepted the applicant's offer despite it not being the highest. Sanderson Weatherall considered that the applicant's offer was "the best overall package, largely due to their proposed scheme complementing the neighbouring police site. It retains the old building and in our view, creates a good mix of student and residential accommodation at a quantity that should be viable in the local area".

- 4.2 The former police depot was marketed by BNP Paribas from summer 2012. 5 bids were received including two for social housing neither of which provided an acceptable return for the Police Authority. Other interest was from developers of student accommodation. The applicant / developer (Watkin Jones Group) entered into conditional contracts with both parties to acquire the sites subject to the grant of planning permission. However, these contracts have now expired.
- 4.3 Pre-application discussions regarding the current scheme commenced with officers in March 2013. The scheme initially identified approximately 450 student bedspaces, 300 “keyworker” studio apartments and 60 open market apartments.
- 4.4 The developer delivered leaflets throughout the area advertising the proposals and subsequently held a public consultation event on 22nd May 2013. The applicant also set up a website and set up Facebook and twitter pages to promote discussion regarding the scheme. The developer has also been in contact with local Councillors and made presentations to the Little Woodhouse Community Association.
- 4.5 One comment was received from one of the LWCA committee members:
- Something needs to happen on the site;
 - It is believed that it is intended that students are the main occupiers of the development. There is already a massive imbalance in the area with over 70% being students. What is needed is a good demographic mix of permanent residents;
 - Public transport links are not good;
 - Redeveloping such a large site in the heart of the area can only be good but it needs to be done creatively, considering the community aspect in greater detail. This could include new homes for keyworkers and the elderly; possibly conversion of St Michael’s College to postgraduate/international student accommodation; a new school; possibly more commercial units selling healthy foods, a coffee shop, laundrette; and a playground for children.
- 4.6 Early in the pre-application process Councillor Towler, representing the Hyde Park and Woodhouse Ward, confirmed her opposition to the student component of the scheme.
- 4.7 A pre-application presentation of the proposals was presented to City Plans Panel on 4th July 2013. The scheme involved 335 student bedspaces in a combination of 80 studios and 59 cluster flats; 302 keyworker studio apartments; and 60 apartments in a mix of 1 and 2 bedroom flats. The minutes of that meeting are attached as Appendix 1.

5.0 PUBLIC / LOCAL RESPONSE

- 5.1 Site notices advertising the application were displayed widely around the site on 1st November 2013. The application was also advertised in the Yorkshire Evening Post.
- 5.1.1 11 letters were received in response to the application as originally submitted. One of these letters is from the Diocese of Leeds who comments that the Diocese can no longer afford the upkeep of the college buildings and has worked with Watkin Jones for a long time to produce a scheme that will retain the integrity of the 1908 building. The Diocese also supports the mix of new homes proposed, including for low earners, and comments that the student apartments will help to attract students to the city, located close to the university campus rather than in traditional residential areas. The Diocese also states the development should bring economic benefits to

the Little Woodhouse area. The Diocese is concerned that refusal of the application would put the future of the original college buildings in jeopardy.

- 5.1.2 The remaining 10 letters primarily raise concerns regarding the proposals whilst also highlighting that the development would provide some benefits.
- 5.1.3 Little Woodhouse Community Association (LWCA) recognise that the site is a prime site for development. They state that they are happy that Watkin Jones has consulted the LWCA regarding the proposals. However, whilst LWCA accept that students can add to the vibrancy of an area they are concerned regarding the additional student accommodation proposed given the significant numbers of students already living in the area. They state that those students using the area to access the city and universities already have a negative effect on the quality of life through noise and disruption. Additional undergraduates would create similar problems for nearby long-term residents and occupiers of sheltered housing. LWCA question the need for additional student accommodation. At the same time they suggested that the developer should target mature/international students rather than undergraduates. LWCA seek to attract longer term residents and to improve the demographic mix of the area. They also suggested that starter accommodation would be useful and state that they very much welcome the keyworker apartments.
- 5.1.4 LWCA considers that the scale of the 1908 building has dictated the scale of the neighbouring buildings contrary to the Neighbourhood Design Statement. They are also concerned about the movement of additional vehicles in the area, whilst no provision has been made for students at the beginning and end of terms and for taxis. They do not agree that public transport in the area is excellent, noting that the City Bus doesn't pass nearby and in any event takes a long route to the city centre. LWCA would like to see improvements to the footbridge / cycle path over the Inner Ring Road as it is likely to take the bulk of additional footfall to and from the city centre. They would oppose the use of the commercial units as off-licences or hot-food take-away shops.
- 5.1.5 South Headingley Community Association object to the provision of student accommodation as it would harm local amenities including those of other residents of the development, adversely affect the balance of the community and be contrary to policy. They question whether studios would be attractive to keyworkers.
- 5.1.6 Leeds HMO Lobby has no objection to the principle of development of the site but objects that the student accommodation would be contrary to amenity and to policy, especially with regard to sustainable communities. They refer to several applications in the wider area where planning permission was refused on this basis.
- 5.1.7 The remaining 7 representations come from individuals who largely comment on similar issues to those above with regard to student accommodation and the demographic balance of the community. Additionally, one writer states that most of the accommodation would be occupied by students, not solely the proposed student accommodation. There is no need for any additional student accommodation due to falling numbers. Two writers comment that there is already significant vacancy of all types of housing in the area and the development is not needed. The development would adversely affect the local economy by reducing opportunities for local workers. The development would result in an increase in crime as students move out of HMO's.
- 5.1.8 Three writers comment that the scale and design of the development is not in keeping and that the new buildings would dominate the area. 3 storey development

would be an appropriate response to the scale of buildings on Belle Vue Road. The location of the substation to the front of the building would be incongruous and create access problems. It is stated that there is a long walk to the nearest bus stop and that the road layout proposed would cause considerable nuisance to neighbours. Limited on-street parking for customers would be favoured.

5.1.9 Several writers comment that there is a great need for graduate accommodation in the area and 2 bedroom apartments on the police site would be favoured. Additionally, others comment that the key worker proposals would provide much needed accommodation in the area. The private flats would also bring in permanent residents. The retention of trees, historic walls and the 1908 building is supported whilst consideration should be given to the need for high quality development on the former playground area. There would be an impact on nature conservation, including bats and birds. Additionally, the impacts of construction through noise, dust, light and tv / radio signals needs to be considered

5.1.10 Following receipt of revised plans the application was re-advertised on 17th January 2014. Little Woodhouse Community Association responded that:

- the relocation of the substation is welcome;
- that they endorse the comments of the Highways regarding the layout and section 106 contribution, and Access to ensure that “boundaries” to movement are removed;
- that the change in materials is advantageous but the computer visualisations may not relate to the real world;
- they are pleased to see the addition of the 3 bedroom flats, although remain concerned that these could be used as shared housing by students; and
- that the Developer has not yet committed to making improvements to the footbridge/cycle path linking Clarendon Road and Great George Street.

5.1.11 One other letter of representation has been received since receipt of the revised plans. It notes the positive responses from the developers with regard to the provision of larger flats; supports the robust conditions sought by Highways; and refers to the desire to see the oldest part of the college retained and the risk that the site will become a problem if nothing happens. It is hoped that the mixed use development will reflect the diversity of Little Woodhouse and make the student block feel part of the community.

6.0 CONSULTATION RESPONSES

6.1 Statutory:

6.1.1 Transport Development Services (7.4.14)

Whilst concerns remain regarding the potential for overspill parking from the keyworkers accommodation if these apartments are restricted to keyworkers and a contribution of £20,000 is made for Traffic Regulation Orders that may be required to control overspill parking, then the parking provision is, on balance, acceptable. An assessment of existing parking levels will need to be provided prior to the commencement of the development. No residents of the development will be permitted a resident parking permit. A car parking management plan is required to ensure that the parking across the site is allocated efficiently and appropriately for the different uses.

Additional cycle parking facilities need to be identified for the open market and keyworker apartments. There should also be shower/changing facilities for staff using the motorcycle / cycle parking.

A series of conditions are recommended to ensure safe operation during site development and provision of the identified facilities. Clauses are also requested in the Section 106 agreement to ensure contributions towards public transport improvements; the City Car Club; Traffic Regulation Orders necessary arising from any overspill parking; travel plan monitoring fee; to control keyworker housing; and to control students bringing cars to the development.

6.1.2 English Heritage (10.12.13)

EH do not wish to offer any comments on this scheme.

6.1.3 Environment Agency (27.1.14)

The EA recommend a condition requiring the management of surface water run-off.

6.1.4 Coal Authority (3.12.13)

Future intrusive site investigations are required. A condition is recommended.

6.2 **Non-statutory**

6.2.1 Public Rights of Way

No definitive or claimed rights of way cross the site.

6.2.2 Flood Risk Management (23.1.14)

The revised Flood Risk Assessment addresses the previous concerns. The FRA outlines an acceptable surface water management plan. A condition is recommended requiring details of surface water drainage works to be agreed and implemented.

6.2.3 Yorkshire Water (20.11.13)

If planning permission is granted conditions are requested regarding the provision of separate systems of drainage for foul and surface water on and off site; to ensure that surface water from vehicle parking areas passes through an interceptor; and to ensure that access to water mains are not adversely affected.

6.2.4 Environmental Protection Team (18.12.13)

There is potential for noise and dust during the demolition and construction phases. Conditions regarding hours of construction, construction activities are recommended. On completion conditions regarding sound insulation of plant and machinery, and opening hours of the retail units are recommended.

6.2.5 NGT Project Team (25.11.13)

The development will have a significant travel impact, a proportion of which will have to be accommodated on the public transport network. In accordance with the terms of the Public Transport Improvements and Developer Contributions SPD a

contribution of £30,964 should be sought towards the cost of providing the strategic enhancements which are needed to accommodate additional trips on the network.

6.2.6 Transport Development Services (Travelwise) 3.4.14

The Travel Plan needs to be included in the section 106 agreement. The agreement should also include commitment to pay the travel plan review fee; the provision of a City Car Club space and £25,000 funding to pump prime its use. The travel plan should explain how the car parking will need to be managed. The travel plan should include targets for car usage and should identify an annual budget for the site wide travel plan coordinator with increased budgets if targets are not met. References in the Travel Plan to monitoring ceasing after 5 years should be removed.

6.2.7 Environmental Studies (20.11.14)

The proposal is not likely to have a significant detrimental impact on local air quality. However, there will be an increase in vehicle ownership such that support is given to the suggested travel plan measures, including the installation of electric vehicle charge points.

6.2.8 Contaminated Land Team (8.1.14)

Conditions are recommended regarding site investigation.

6.2.9 Nature Conservation (20.3.14)

A bat roost has been identified in one of the buildings in the Bat Survey Report. Conditions are recommended requiring the provision of a Biodiversity Enhancement and Management Plan; a plan for bat roosting and bird nesting opportunities; and a method statement for the control and eradication of Japanese Knotweed.

6.2.10 Police Architectural Liaison Officer (20.11.13)

Taking control of and restricting unwanted access is vital to security and will be a key consideration to the sustainability and success of this development. It is welcomed that Secure by Design criteria are of paramount importance to the developer. Questions are raised regarding access controls to the service road; control of access into the student accommodation; the extent of coverage of the site by CCTV; the need for parking areas to be well lit during the hours of darkness and afforded clear lines of sight. The absence of access control into the undercroft parking area is a great concern.

6.2.11 Leeds Civic Trust (LCT) 20.11.13

LCT welcomes recognition that the 1908 building must be retained. The Trust supports the concept of key worker and private housing on the site. The extensions to the 1908 building sit well with the existing building. However, the scale of the other two blocks, would transform what is a single dominant building in views of the area to a long and dominant wall of building. The design of the private housing is alien to the area. The development of purpose-built student accommodation does not accord with current policy and would add to the existing problems of anti-social behaviour associated with the movement of large numbers of students through the area.

6.2.12 West Yorkshire Archaeology Advisory Service (9.12.13)

The demolition of the police building will destroy important archaeological evidence of a prominent local (clothing) industry. A condition is recommended to secure the implementation of a programme of architectural and archaeological recording of the former clothing factory.

6.2.13 Access Officer (2.4.14)

Concerns remain regarding the proposed adaptable rooms in the student accommodation. Additional provision would involve combining two rooms, demolition of a wall and construction of a new bathroom. Bollards in the shared space to the front of the student block could present a potential obstruction to disabled people.

6.2.14 Forward Planning (2.12.12)

Student accommodation can be accepted as part of the nature of development in this locality close to the University of Leeds. The remainder of the development is focussed on small dwellings. The city-wide analysis shows a need for some provision to meet larger households. The non-student elements should provide a broader mix of unit sizes.

The site is in the Area of Housing Mix. The student development would satisfy 3 of the 5 criteria in policy H15 whilst consideration regarding design and impact on neighbours should take into account comments from Environmental Health, the Police and Urban Design.

Policy H6B of the Draft Core Strategy was approved by Executive Board on 4.9.13. In terms of the criteria:

- i) The scheme provides student accommodation of a high quality in terms of on-suite facilities, internet access and security. The Housing Statement claims that there is a need for the accommodation is based upon evidence that the accommodation would appeal to thousands of returning students who have traditionally looked to share private market housing.
- ii) The proposal would not involve the loss of existing housing suitable for family accommodation. The Housing Statement identifies how many local shared houses in the area could be returned to family accommodation, creating a net gain in family accommodation in the area.
- iii) The proposal would involve a judgement on the impact upon local amenity. The Housing Statement explains that the student housing provider will have arrangements with students and a nationally recognised code of standards to minimise nuisance to residents.
- iv) The site is extremely well located for the University of Leeds.
- v) The quality of accommodation appears to be very good.

There is no policy objection to the student accommodation.

6.2.15 Local Plans (9.1.14)

The ward of Hyde Park and Woodhouse records one of the highest levels of greenspace deficiency across the city. Despite the proximity of Woodhouse Moor the area lies within a priority area for green space improvement (policy N3). The development does not provide any publicly accessible open space on site and in the absence of this a commuted sum of £348,920.36 is required.

6.2.16 Metro (12.2.14)

Residents would benefit if a bus stop on Burley Road were to be improved through the addition of live bus information displays at a cost of approximately £10,000. Metro also recommend that use of public transport is encouraged through the provision of Metrocards for residents. A contribution of £27,720 is requested towards costs of this scheme.

6.2.17 Re'new 6.2.14

Re'new was requested to review the applicant's statement submitted primarily in response to revised Policy H6B of the Draft Core Strategy (see 7.5.6 below). Re'new initially refer to a series of reports produced over the last few years with regard to the needs of a changing student population in Leeds; on student housing demand and preferences; in terms of type of accommodation and location and on the housing market conditions in areas where students live. Re'new states that this research established that:

- Student numbers are likely only to increase slightly but there could be scope for further expansion from 2015.
- Purpose built accommodation is very popular, particularly amongst new students, and especially the closer to the university campuses it is. Post-graduate and international students also provide a source of demand for this type of accommodation.
- Older university accommodation does not provide the type of amenities new purpose-built student accommodation does.
- There has been a clear movement of students away from areas furthest from the campuses to areas close to them.
- Whilst the movement of students from HMO's offers the potential to restore those properties to more stable residential accommodation this may not be easy given property types and locations.
- There has been an increasing take up of private rented lettings by young working households sharing in recent years.

Re'new subsequently reviewed the applicant's statement which summarised the local housing context; identified the quantitative and qualitative need for purpose built student accommodation; set out the management arrangements and benefits of it. The statement also explains the need for, and benefits of, the keyworker accommodation.

Re'new state that the applicant's report demonstrated a demand for the purpose built student accommodation in the vicinity of the proposed scheme and the changing preferences of students, whom are increasingly seeking purpose built student accommodation as opposed to shared housing as identified in the research carried out by Unipol and re'new in 2012, and notes the increasing benefits of purpose built accommodation perceived by returning students. Re'new state that it could certainly attract international and post graduate students and that demand problems are unlikely to materialise. Re'new state that the applicants make a strong case that the development would help stem the loss of housing suitable for family occupation and could attract students from existing HMO's in the area. Given the aim to attract returning students, post graduates from HMO's and international students it is unlikely that there would be a significant impact at all on the balance within

neighbouring communities. Re'new concludes that this is a scheme which positively satisfies the criteria set out in Policy H6B and should be supported.

6.2.18 Housing (23.4.14)

The floor area, excluding mezzanine, of the smallest studios in the keyworker housing (19.0 sqm), of which there are 4 of the 262 units, is not all usable for living, sleeping and cooking. After subtracting 5 sqm for the non-usable floor areas the space achieves the Council's minimum standards of 13 sqm. without taking into account the mezzanine floorspace.

7.0 **PLANNING POLICY**

7.1 The introduction of the NPPF has not changed the legal requirement that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The policy guidance in Annex 1 to the NPPF is that due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF. The closer the policies in the plan to the policies in the Framework, the greater the weight that may be given.

7.2 Unitary Development Plan Review

7.2.1 The site is within the Area of Housing Mix designated under policy H15 of the UDP. In the area additional student housing will be managed so as to maintain a diverse housing stock and encouragement is given to proposals for purpose-built student housing that improve the total stock of student accommodation, relieve pressure on conventional housing and assist in regenerating areas in decline or at risk of decline.

POLICY H15

WITHIN THE AREA OF HOUSING MIX PLANNING PERMISSION WILL BE GRANTED FOR HOUSING INTENDED FOR OCCUPATION BY STUDENTS, OR FOR THE ALTERATION, EXTENSION OR REDEVELOPMENT OF ACCOMMODATION CURRENTLY SO OCCUPIED WHERE:

i) THE STOCK OF HOUSING ACCOMMODATION, INCLUDING THAT AVAILABLE FOR FAMILY OCCUPATION, WOULD NOT BE UNACCEPTABLY REDUCED IN TERMS OF QUANTITY AND VARIETY;

ii) THERE WOULD BE NO UNACCEPTABLE EFFECTS ON NEIGHBOURS' LIVING CONDITIONS INCLUDING THROUGH INCREASED ACTIVITY, OR NOISE AND DISTURBANCE, EITHER FROM THE PROPOSAL ITSELF OR COMBINED WITH EXISTING SIMILAR ACCOMMODATION;

iii) THE SCALE AND CHARACTER OF THE PROPOSAL WOULD BE COMPATIBLE WITH THE SURROUNDING AREA;

iv) SATISFACTORY PROVISION WOULD BE MADE FOR CAR PARKING; AND

v) THE PROPOSAL WOULD IMPROVE THE QUALITY OR VARIETY OF THE STOCK OF STUDENT HOUSING

The area of housing mix is identified under policy R2 as an area policy initiative where a student housing strategy will be developed. The strategy will:

- Manage provision of new student accommodation so as to maintain a reasonable balance with other types of housing
- Seek progressive improvement of the student housing stock
- Identify opportunities for provision of purpose-built and managed student housing that would reduce pressure on the rest of the housing stock.

7.2.2 Paragraph 7.5.35 states that “significant potential exists for further student housing in the City Centre and in locations elsewhere. To be successful, such provision will need to be well served by public transport connections to the Universities, have the potential to appeal to students and be capable of being assimilated into the existing neighbourhood without nuisance. The City Council will encourage and support pioneer developments in such locations to help establish a critical mass of student presence and, ultimately, generate alternative popular locations for students to live, other than the wider Headingley area”.

7.2.3 Policy H4 of the Unitary Development Plan Review (UDPR) allows for residential development on unidentified, brownfield sites subject to the proposals being compatible with the area and all other normal development control considerations. Policy H9 of the UDPR states that the Council will seek to ensure that a balanced provision in terms of size and type of dwelling is made in housing development.

7.2.4 UDPR policies H11-H13 set out the requirement for the provision of affordable housing. The Interim Affordable Housing policy states that 5 per cent of the dwellings (not student accommodation) should be provided as affordable housing if the development is implemented in two years.

7.2.5 UDPR policy GP5 states proposals should resolve detailed planning considerations; seek to avoid loss of amenity; avoid highway congestion and maximise highway safety and resolve access issues. Policy T2 amplifies these requirements and subsequent policies T2B-D set out the need for transport assessments, travel plans, and public transport contributions. Policy T6 states that satisfactory access for disabled people and others with mobility problems is required. Car parking, cycling, and motorcycle parking requirements are contained within Appendix 9.

7.2.6 UDPR policies N2 and N4 identify where new development should assist in supporting the establishment of the hierarchy of greenspace.

7.2.7 Policy N12 identifies fundamental priorities for urban design, including ensuring new buildings are good neighbours. Policy N19 states that new buildings within or adjacent to conservation areas should preserve or enhance the character of the area. Policy BD6 states that alterations and extensions should respect the scale, form, detailing and materials of the original building.

7.2.8 The site is not located within a centre where retail development is normally encouraged. UDP Policy S6 states that support will be given to modern convenience goods retailing in areas where residents have poor access to such facilities, including Burley, Hyde Park and Woodhouse. Policy S9 refers to criteria for consideration of smaller retail proposals.

7.3 Natural Resources and Waste Local Plan 2013 (NRWLP)

7.3.1 The Natural Resources and Waste Local Plan was adopted by Leeds City Council on 16th January 2013. The NRWLP is part of the Local Development Framework.

- 7.3.2 One of the strategic objectives of the NRWLP is the efficient use of previously developed land. General Policy 1 is that when considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework.
- 7.3.3 Policy Land 1 states that trees should be conserved wherever possible and new planting should be introduced to create high quality environments for development. Where removal of existing trees is agreed in order to facilitate development tree replacement should be provided on a minimum three for one replacement to loss. Such planting will normally be expected to be on site as part of an overall landscape scheme. Where on-site planting cannot be achieved off-site planting will be sought or an agreed financial contribution will be required for tree planting elsewhere.
- 7.4 National Planning Policy Framework (NPPF)
- 7.4.1 Planning should proactively drive and support sustainable economic development; and seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings. One of the core planning principles in the National Planning Policy Framework encourages the effective use of land by reusing land that has previously been developed. Paragraph 49 states that housing applications should be considered in the context of the presumption in favour of sustainable development. The NPPF states that local authorities should deliver a wide choice of homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities (para 50).
- 7.4.2 Annex 2 of the NPPF defines affordable rented housing as that which is let by local authorities, or private registered providers of social housing, to households who are eligible for social rented housing. Affordable rent is subject to rent controls that require a rent of no more than 80 per cent of the local market rent. Local Planning Authorities should look for opportunities for new development within the setting of heritage assets to enhance or better reveal their significance (para. 137).
- 7.5 Draft Core Strategy (DCS)
- 7.5.1 The draft Core Strategy sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. On 26th April 2013 the Council submitted the Publication Draft Core Strategy to the Secretary of State. The Inspector examined the Strategy during October 2013. The weight to be attached is limited where representations have been made.
- 7.5.2 Policy H2 refers to new housing development on non-allocated land. The development will be acceptable in principle providing the development does not exceed the capacity of transport, educational and health infrastructure; and the development should accord with accessibility standards.
- 7.5.3 Policy H4 says that developments should include an appropriate mix of dwelling types and sizes to address needs measured over the long-term taking into account the nature of the development and character of the location. A minimum of 20% and a target of 30% of the units should be 3 bed.
- 7.5.4 Policy H5 states that the Council will seek affordable housing from all developments of new developments either on-site, off-site, or by way of a financial contribution if it is not possible on site.

7.5.5 DCS Policy H6B considers proposals for purpose built student accommodation. Developments should extend the supply to take pressure off the use of private housing; avoid excessive concentrations of student accommodation; and avoid locations which are not easily accessible to the Universities by foot or public transport.

7.5.6 Following approval from Executive Board the Council put forward changes to Policy H6B in response to new evidence concerning future demand / supply of student accommodation and concern about an increasing surplus of bedspaces forecast in Leeds. The changes were subject to 3 weeks public consultation prior to being considered as late changes at the Core Strategy examination in October. The changes would alter Policy H6B as follows:

B) Development proposals for purpose built student accommodation will be controlled:

~~i) To help extend the supply of student accommodation taking pressure off the need for private housing to be used,~~ accept new provision where a provider demonstrates that there is a need for additional student accommodation or that it has a formal accommodation agreement with a university/higher education institution for the supply of bed-spaces

ii) To avoid the loss of existing housing suitable for family occupation,

iii) To avoid excessive concentrations of student accommodation (in a single development or in combination with existing accommodation) which would undermine the balance and wellbeing of communities,

iv) To avoid locations which are not easily accessible to the Universities by foot or public transport or which would generate excessive footfall through residential areas which may lead to detrimental impacts on residential amenity.

v) To ensure new accommodation is of an appropriate quality and size in terms of environmental health standards

vi) To ensure new accommodation can be physically adapted for occupation by average sized households

7.5.7 DCS Policy P10 requires new development to be based on a thorough contextual analysis to provide good design appropriate to its scale and function, delivering high quality innovative design and enhancing existing landscapes and spaces. Policy P11 states that heritage assets will be preserved. P12 states that landscapes will be conserved and enhanced. Policy CC3 states that development in appropriate locations is required to help and improve routes connecting the City Centre with adjoining neighbourhoods, and improve connections within the City Centre. Policies EN1 and EN2 identify sustainable development criteria including achieving a BREEAM standard of Excellent from 2013 onwards. DCS Policies T1 and T2 identify transport management and accessibility requirements for new development. Specific accessibility standards are included in DCS Appendix 2.

7.5.8 The DCS proposes designating Burley Lodge (Woodsley Road) as a lower order local centre. Policy P3 states that small food stores compatible with the size of the centre would be acceptable in and on the edge of local centres. Policy P4 indicates that small scale food stores, up to 372m² will be acceptable in principle in residential areas where there is no local centre or shopping parade within a 500 metre radius that is capable of accommodating the development within it.

7.6 Supplementary guidance

Relevant supplementary guidance includes:

- 7.6.1 Public Transport Improvements and Developer Contributions SPD which identifies where development will need to make a contribution towards public transport improvements or enhancements.
- 7.6.2 Building for Tomorrow Today – Sustainable Design and Construction SPD identifies sustainable development requirements.
- 7.6.3 Travel Plans SPD identifies the need for sustainable approaches to travel.
- 7.6.4 SPG3 Affordable Housing. The Interim Affordable Housing policy states that 5 per cent of dwellings should be provided as affordable housing if the development is implemented in two years.
- 7.6.5 SPG6 Development of Self Contained Flats.
- 7.6.6 SPG13 Neighbourhoods for Living (2003)
- 7.6.7 Little Woodhouse Neighbourhood Design Statement (2011)

The Little Woodhouse Neighbourhood Design Statement (LWNDS) identifies the distinctiveness of the area, encourages improvement where it is needed, and seeks to protect the best elements of the neighbourhood. The LWNDS states that any redevelopment proposal at the college site should:

- Retain the 1908 building and the three storey building to the north of the property;
- Re-use the Chapel stained glass windows;
- Provide facilities for community meetings which St Michael's did over the years;
- Retain greenspace to the rear of the buildings for public use;
- Redevelop the area occupied by the extensions and playground;
- Restore footpath links to Kelso Gardens and Clarendon Road to provide better connections in Little Woodhouse;
- Prepare a masterplan in consultation with the local community and the City Council.

7.7 Other material considerations

7.7.2 Vision for Leeds 2011-2030

One of the aims is in 2030 Leeds' economy will be prosperous and sustainable. This includes having a skilled workforce to meet the needs of the local economy. Leeds will be the best city to live including the provision of high quality buildings, places and green spaces.

8.0 **MAIN ISSUES**

Principle of the development
Layout, scale and design
Landscape

Highways
Accessibility
Sustainability
Section 106 and viability

9.0 APPRAISAL

9.1 Principle of the development – purpose built student accommodation

- 9.1.1 The site is located within the Area of Housing Mix where the provision of additional student housing is managed so as to maintain a diverse housing stock that will cater for all sectors of the population, including families. The UDPR (paragraph 7.5.32) also notes that the Council will encourage proposals for purpose-built student housing to improve the total stock of student accommodation, to relieve pressure on conventional housing and assist in regenerating areas in decline or at risk of decline.
- 9.1.2 Policy on purpose built student accommodation has been advanced through Policy H6B of the Core Strategy. Following on from the recommendations of the Student Housing Working Group, the Council brought forward changes to Policy H6B in response to evidence concerning the future demand / supply of student accommodation and concern about the potential surplus of bedspaces in the city. The policy (see para 7.5.6 above) was approved for Development Control purposes in September 2013 and as such is the Council's policy on student housing. At the same time the Inspector's modifications use the Consolidated Core Strategy as the starting point for changes. This suggests that the Inspector has rejected the late changes to Policy H6B agreed at Executive Board that were put to him just before the Examination.
- 9.1.3 In response to Member's comments in July 2013 and Policy H6B the applicant submitted a detailed Housing Statement with the planning application. The Statement was independently reviewed by Re'new and their comments are set out at paragraph 6.2.17 above. Re'new state that the applicant's report demonstrated a demand for the purpose built student accommodation in the vicinity of the proposed scheme and the changing preferences of students such that demand problems are unlikely to materialise. Re'new conclude that this is a scheme which positively satisfies the criteria set out in Policy H6B and should be supported.
- 9.1.4 Planning Policy Officers reviewed the submission against the criteria in Policy H6B and comment that the need for the student accommodation is based upon evidence that the accommodation would appeal to thousands of returning students who have traditionally looked to share private market housing; that the development could result in many local shared houses in the area being returned to family accommodation, creating a net gain in family accommodation in the area; that the student housing provider will have arrangements with students and a nationally recognised code of standards to minimise nuisance to residents; that the site is extremely well located for the University of Leeds; and that the quality of accommodation appears to be very good.
- 9.1.5 In February 2014 City Plans Panel requested information which set the application in context with the level of demand and the amount of student accommodation already granted planning permission given concerns about the possibility of the student accommodation in the city remaining empty.

PIPELINE STUDENT DEVELOPMENTS – 22.4.14

APPLICATION	LOCATION	BEDROOMS	DECISION	POSITION
12/00152/FU	City Campus Phase 2, Calverley Street	404	25.5.12	To be occupied Autumn 2014
13/04584/FU	City Campus Phase 3, Calverley Street	465	14.4.14	To commence Autumn 2014
08/06681/FU	The Gateway Phase 3, East Street	508	24.11.09	There has been a technical commencement.
08/02061/FU	Cavendish Street, Woodhouse	411	15.6.09 (EXPIRES 15.6.2014)	No contact since approval.
12/00684/FU	22 Lovell Park Hill	66	15.6.12	Commenced.
11/05195/FU	Servia Road	300	16.3.12	Unlikely to start 2013
11/04825/FU	20-28 Hyde Terrace	27	16.2.12	Commenced.
12/02531/RM	4-28 Westfield Road	131	20.9.12	Postponed due to funding problems, 2 conditions still to be discharged
12/04154/FU (13/05802/FU)	Pennine House, Greek Street	119	31.1.13	To be occupied Autumn 2014
12/03456/FU	26-30 Clarendon Road	15	16.11.12	Completed
10/05548/EXT 14/01512/RM	Moorland Road, Woodhouse	53	31.3.11	Reserved matters application submitted 17.3.14
09/00856/FU	Glass works, Cardigan Road	154	1.2.11 (appeal)	All but 1 condition now discharged. Start date unknown
12/00373/FU	St Ann's Lodge, St Ann's Lane	49	16.3.12	On site
13/02844/FU	78 Lofthouse Place	30	19.2.14	
14/01360/FU	20 Clarendon Road	29	Undetermined	
13/04862/FU	St Michael's College and former police depot, Belle Vue Road and St John's Road	320	Undetermined	
Total		3081		

9.1.6 The above table identifies that there is currently planning permission in place for 2732 student bedspaces. 680 of the 2732 are likely to be occupied by Autumn 2014. 1403 of the 2732 bedspaces are currently unlikely to proceed in the near future such that within 6 months there will be permission in place for 649 student bedspaces (based on current figures).

9.1.7 Studies by UCAS, Unipol and the universities acknowledge that historic trends in demand for places from students had resumed in 2013-2014 following the blip in 2012-2013. According to Unipol, the larger, purpose built student accommodation developments were full from late August 2013 leading to students returning to the off-street (HMO) market.

9.1.8 Re'new referred to series of measures the Government has introduced including increasing the number of government funded places available; allowing universities to recruit unlimited numbers of students with AAB grades; and relaxing penalties for over-recruitment of students. The Government's Autumn Statement included the intention to remove the 'cap' on students from 2015, such that the growth in

applications (3.5%) seen for students looking to study from September 2013 can reasonably be predicted to continue for future years.

- 9.1.9 Given the increasing preference for purpose built accommodation it is likely that this growth will feed through into an additional demand for purpose built student accommodation in areas closer to the university campuses such as the application site. At the same time the movement of students away from HMO's offers the potential for those properties to be restored to more stable, residential occupation. The applicant forecasts that 53-107 HMO's would be returned to the open market as a result of the development. However, it is recognised that their return to family housing may not be straight-forward given the property types and locations involved.
- 9.1.10 It is recognised that a significant number of properties in the area are occupied by students. 10 letters of representation from community organisations and local residents have been received in response to the application referring to the adverse impact that additional student accommodation would have on the balance of the community and the amenities of residents. In February 2014 Members stated that subject to further analysis of the need for additional student accommodation taking place, Members were supportive of additional student development in this area having regard to local and national policies relating to the objective of creating balanced communities and the supply of other student accommodation.
- 9.1.11 The development would result in 320 student bedspaces, arranged in a mix of clusters (221 bedspaces) and studios (99 bedspaces). Consequently, there is the potential for the accommodation to be occupied by a mix of undergraduates, postgraduates and international students. The applicant states that they have changed the mix, increasing the proportion of studios, in direct response to comments from the local community. It is likely that a proportion of the students would otherwise have lived in shared accommodation in the locality such that the number of students new to the area may well be less than 320. The scheme also proposes 262 bedspaces in the keyworker accommodation and 104 bedspaces in the open market accommodation such that a wide mix of occupiers is likely in the development as a whole.
- 9.1.12 The application site is located in a predominantly residential area other than for the historic uses of the site. At the same time the eastern boundary of the site abuts existing student accommodation at Albert Mansbridge Hall and university accommodation in Fairburn House. The site is in close proximity to the University of Leeds campus and also has good access to Leeds Metropolitan University and the city centre.
- 9.1.13 The size of the student rooms is typically 14 sqm in the cluster bedrooms and 20 sqm for the smaller studios. This size is commensurate with other purpose-built student accommodation built in the city in recent years.
- 9.1.14 Consequently, it is considered that there is a clear demand for additional purpose built student accommodation and, as it is important to retain a pipeline of student accommodation in the city in suitable locations to accommodate and attract new students and to replace existing dating stock, that there is a need for the proposed student development. The applicant has also confirmed that without the student component of the scheme the development would not be able to progress.

Principle of the development – keyworker accommodation

- 9.1.15 The central element of the site proposes 262 apartments for “keyworkers”. A combination of factors including high house prices, low levels of new housing being constructed, a growing population, tight household finances and limited funds to bring forward new affordable housing construction has led to a situation where demand is being unmet and household sizes are growing as more and more people are forced to share the stock that exists. The applicant seeks to address this gap in the housing market and provide high quality self-contained accommodation at a price that is affordable for keyworkers. Keyworker housing is a recognised means of providing housing for staff employed in key service sectors that are not in a position to afford open market housing albeit, to date, there have been no examples of keyworker housing in the city. As there are different interpretations of keyworkers around the country it is suggested that in Leeds it ought to include a fairly wide interpretation of staff as set out within paragraph 3.2.4.
- 9.1.16 The layout of the studios varies depending upon location but averages between 25 sqm for a single studio and 38 sqm for a double studio. There are also 4 small studios which are 19 sqm, which also include a mezzanine. Each of the rooms would have space for a bed, a desk, a kitchenette, a shower room and cupboard space. There would also be two, 2 bedroom flats. Communal facilities within the keyworker accommodation include a gym and laundry in the basement level of the original building, and facilities in the rear link block include a common room, a games room, a reading room and a TV lounge.
- 9.1.17 The applicant has presented market research showing that a keyworker in a shared house in Leeds will typically pay about £320-380 rent per calendar month. The applicant suggests that providing the proposed studio apartments on an affordable rent (80% of average market rent), single studios will let at about £380 pcm and double studios at about £480 pcm. These rents are intended to be comparable to the rent for a room in a shared house albeit it is also intended that the accommodation being proposed is far superior as it provides high standard, well maintained and managed self-contained living with communal facilities and good opportunities for social interaction. If approved, officers propose a clause in the section 106 agreement that would set the rent at a rate of not more than 80 per cent of local market rent of open market accommodation of not less than equivalent quality and specification.
- 9.1.18 In February 2014 City Plans Panel raised concerns about the size of some of the keyworker units, commenting that flats for keyworkers would be more attractive. The 4 smallest studios are 19 sqm, plus a mezzanine. The usable floor space within these smallest rooms achieves the Council’s minimum standards of 13 sqm, without counting the mezzanine area. The applicant states that if the scheme provided larger units, then by definition there would be fewer units overall and as a consequence the income (and end value) would not be sufficient to cover the development costs and it would not be viable. Many of the development costs are fixed (i.e. dealing with the retained structure, boundary walls and landscaping) and thus by reducing the income levels the relationship between income and cost is adversely affected. Increasing the monthly rent for larger units is not an option as it would make the units unaffordable for the markets that are targeted.

Principle of the development – open market accommodation

- 9.1.19 The final residential component of the development involves 61 open market apartments. The apartments would be located on the former school playground and

as such, the scheme constitutes brownfield development in accordance with policy H4 of the UDP and policy H2 of the Draft Core Strategy. The properties would be located in a highly sustainable location close to the periphery of the city centre. Although close to the University of Leeds, they would be situated in a predominantly residential area such that the principle of residential development is appropriate.

- 9.1.20 The Strategic Housing Market Assessment 2011 identified a general need across the city for 2 and 3 bed properties to meet housing need. At the same time there is also potential for a higher demand for smaller properties in the future as a result of Welfare Reform. The keyworker housing responds to this likely demand. The open market apartments involve a wider mix of properties one bedroom (approximately 65sqm), two bedroom (80 sqm) and three bedroom (95 sqm) flats positively responding to the SHMA and policy H4 of the Draft Core Strategy.

Affordable housing

- 9.1.21 Current policy states that 5 per cent of the dwellings (excluding the student accommodation) should be provided as affordable housing in perpetuity. The applicant comments that keyworker housing is widely recognised as a valuable source of specialist affordable accommodation designed to meet the specific needs of workers that provide essential local services but cannot afford to access open market housing. The applicant states that the keyworker accommodation (262 units) will provide the affordable accommodation on site. The rent would be set at a rate of not more than 80 per cent of the local market rent of open market accommodation of not less than equivalent quality and specification. The range of organisations who may qualify for keyworker accommodation is set out at paragraph 3.2.4.
- 9.1.22 Affordable housing would normally involve a Registered Provider such that the regulatory and perpetuity requirements of affordable housing would be safeguarded. Additionally, the affordable housing would normally include a mix of social and intermediate tenures and would be let to households who are eligible for social rented housing. The applicant has presented a financial statement that shows that the likely level of profit generated from the scheme without taking into account affordable housing, is below what is considered to be an acceptable level of profit to most reasonable, hypothetical developers. However, if it is accepted that the keyworker accommodation is acceptable as low cost housing, 262 units would be delivered on the site, compared to the current policy requirement to provide 16 affordable units on site. The arrangements for regulating the rent, controlling occupation by keyworkers, and maintaining these arrangements in perpetuity would form part of the section 106 agreement.

Principle of the development – Commercial units

- 9.1.23 The development identifies two new commercial units for which planning permission is sought for a range of potential uses. Emerging policy supports a retail store up to 372sqm whilst local residents have previously indicated that they would support a shop selling healthy foods and a coffee shop within the development. However, given the close proximity of residential uses, there was the potential for noise and disturbance from some of the proposed activities. Little Woodhouse Community Association oppose the use of the commercial units as off-licences or hot-food take-away shops. In response to Members' comments in February the applicant has deleted proposals for the commercial units to be occupied as letting agents (A2) or drinking establishments (A4). The range of uses now sought (A1, A3, B1, D1 and D2) should respond to local demand without unacceptably affecting the amenities of the area.

9.2 Layout, scale and design

- 9.2.1 The original 1908 St Michael's College building was built on a grand scale in an elevated position relative to St John's Road. Unfortunately, subsequent extensions to the building were less successful and some of these diminish its setting. There is a mix of building scale and form beyond the site boundaries and the changing topography and layout affects their impact. Buildings to the east are typically 3 to 4 storey in height and elevated relative to the site. The Kelso's to the north and the Consorts across St John's Road to the south are primarily conventional two-storey terraced houses. The scale of housing on the west side of Belle Vue Road is larger although these buildings are set slightly down, and 20 metres back, from the road helping to create a widely spaced street and junction with St John's Road.
- 9.2.2 The scale of the proposed buildings takes reference from the height of the 1908 building. The extensions to the 1908 building have been refined in footprint, materials and design to create a visual break between the 1908 building and the extension on its northern side. The open market apartment building, 25 metres to the south of the 1908 building, are of a similar maximum height to the 1908 building but are modelled so as to retain the primacy of the 1908 building when viewed from the south.
- 9.2.3 Existing buildings along Belle Vue Road are typically 2, 3 and 4 storeys in scale. The proposed student building would replace a much lower structure such that there would inevitably be an impact upon the appearance of the streetscene. The proposed building rises from 3 levels adjacent to housing on Belle Vue Road to 4 levels around the road junction, and 5 and 6 levels of accommodation along Belle Vue Road. There would be a break of 10 metres from the extensions to the 1908 building which would be of a similar finished height.
- 9.2.4 Although built close to site boundaries the existing police building has a limited impact on the amenities of neighbours by virtue of its use, its height and the topography of the land. The student development would replace this building with one of much greater height (3 to 6 storey). The section of the student building closest to housing at 100 Belle Vue Road would be 3 storeys in height. As 100 Belle Vue Road is elevated relative both to the site and to road level the 3 storey section of student building would be the same height as that property. Obscure glazing would be fitted in corridor windows facing towards 100 Belle Vue Road and existing boundary walling would be increased in height to maintain privacy. The rear wing of the student building would accommodate 3 levels of accommodation close to the rear boundary of the site with Kelso Gardens. However, the difference in levels between the two areas is such that only elements of the roof would extend above the ground level to the rear of Kelso Gardens which also rises towards the east. There would be a limited amount of fenestration at lower levels of this building providing daylight to a corridor but angled and obscurely glazed so as not to create overlooking issues.
- 9.2.5 Properties on the west side of St John's Road are located at a lower level than the application site. The outlook of the properties opposite the 1908 building will be largely unaffected given existing extensions to that building and soft landscaping proposals. Much of the development on the former playground area will not be visible from within properties in the Consorts' due to the difference in levels and the retention of the boundary wall. Towards the northern end there are 4 dwellings at 27-35 St John's Road that would face the tallest parts of the student building. The properties are splayed relative to St John's Road such that the distance to the

development varies between 22-30 metres. Although this part of the building would have an impact on the amenities of occupants of those properties no overshadowing would occur given the position of the new building north of those existing.

- 9.2.6 The proposed buildings and extensions seek to deliver an architectural approach with rhythm and depth to the fenestration that would emulate the 1908 building but not in any way compete with it. A series of design studies informed the approach to the architectural form, culminating in the current proposals which have been refined and developed since City Plans Panel reviewed the proposals in February 2014.
- 9.2.7 A simple palette of materials is proposed across the entire development. The extensions to the 1908 building would primarily be built in brickwork other than for areas of curtain-wall glazing designed as part of the visual break between the old and new building. An area of panelling with a brushed aluminium finish is suggested for the new elevation attached to the rear of the 1908 building, terminating in brickwork as an end-stop. Whilst window lines remain constant throughout the extensions to the 1908 building recessed infill panels of brick are used to strengthen the verticality of the elevations and to reference to the original building. Stone heads and cills are proposed on the front elevation. The base of this part of the building would be expressed by a brickwork plinth in response to the original building. The uppermost level of the extended 1908 building would have a mansard roof finished in zinc stepped back 300mm from the elevation below so as to further reduce its impact and retain the primacy of the 1908 building. The external fabric of the original building will be cleaned and restored.
- 9.2.8 The student and open market buildings flanking the keyworker building would have a common approach to architecture and materiality. The predominant material will be brick with light and dark panelling carefully utilised to help break up the mass of the street frontages and to produce a vertical emphasis. Typically, the areas of panelling have zinc-faced mansard roofs above whereas areas of brickwork primarily are flat-roofed with parapet roofs topped by pressed metal capping.
- 9.2.9 The section of student building closest to 100 Belle Vue Road has been refined following Member's comments involving reducing the extent of brickwork to present a more conventional residential format; the introduction of horizontal bands of recessed brick to further break up the façade; and adding metal caps to areas of flat roof so as to better terminate the building. Details of shopfronts would be provided at a later date following the identification of occupiers.
- 9.2.10 Within the open market building bay windows on the corners are now inset rather than protruding as elsewhere to help soften the visual impact of the building when viewed from Kendal Lane to the south and St John's Road to the north. The garage doors to the undercroft car parking spaces will be formed in horizontal timber boarding whilst the sliding access and egress doors to this area would be perforated steel both for functional and aesthetic reasons.
- 9.2.11 Surfacing materials include natural stone paving outside the front of the 1908 building and entrance into the student accommodation; concrete flags to the rear of the student building; setts are proposed to be used to break up the shared space area to the front of the commercial units and to define parking spaces to the front of the 1908 building and student building; timber decking is identified on the deck to the front of the open market accommodation; whilst tarmac is used elsewhere for vehicular routes. The retained, but lowered, boundary wall to the front of undercroft parking area works limits the visual impact of this part of the site but careful treatment of this space is required in order that it does not appear as an unattractive

service frontage. Notwithstanding the submitted landscape plan a condition is proposed to this effect.

- 9.2.12 The proposed development would have a significant impact upon the existing appearance of the immediate area. Proposed extensions to the 1908 building replacing those existing would have a beneficial impact upon its setting. They would also bring forward a scheme which would allow the preservation of the existing 1908 building which is an increasingly precarious condition following thefts of materials and a series of arson attacks. The open market apartment building would respond to both the scale of the 1908 building and other larger buildings towards the city centre to the south. The mass of the new student building would have the most dramatic impact both on the streetscene and neighbours albeit its stepped form has been developed in response to its context. The applicant has also confirmed that the student building needs to be this scale to make the scheme viable.

9.3 Landscape and greenspace

- 9.3.1 Existing mature trees around the site provide a valuable amenity to the wider area and also help to provide a buffer to some of the properties around the periphery of the site. Although much of the new development is located in similar locations to existing buildings the new buildings will have a significant impact upon the appearance of the streetscene.
- 9.3.2 Proposed retained trees to the front of the 1908 building are susceptible to disturbance during construction and ground resurfacing such that a detailed method statement will be required to protect them from damage. It is considered unlikely that the protected Ash tree fronting Belle Vue Road will survive for a lengthy period following redevelopment of the police depot. Consequently, the landscaping scheme will need to identify proposals for appropriate replacement planting in light of this, given that the existing mature tree has a significant presence in the wider streetscape. All new frontage trees within hard surfacing required to provide a suitable setting to the buildings will require underground root cells to provide the necessary soil volumes for the trees to thrive.
- 9.3.3 The student development provides a central courtyard area of amenity space which could be used by students. This space will be affected by shade much of the time such that soft landscaping proposals need to be designed to take this into account. The keyworker and open market apartments benefit from peripheral areas of private amenity space primarily to the rear of the buildings, the usability of which is limited by the site's topography and the juxtaposition to buildings and trees.
- 9.3.4 Hyde Park and Woodhouse ward records one of the highest levels of greenspace deficiency across the city. Despite the proximity of Woodhouse Moor the area lies within a priority area for green space improvement. Adopted policy requires that developments of this scale also provide areas of publicly accessible amenity space.
- 9.3.5 In July 2013 Members stated that the public amenity space should be provided on site. However, the density of the development is such that the greenspace requirements (theoretically over 5 hectares) could not be delivered on this 1.8 hectare site as part of this development. In the absence of on-site greenspace a commuted sum of £348,920.36 has been calculated to accord with UDPR policies N2 and N4. In February 2014 Members confirmed that a contribution towards off-site greenspace should be paid. In light of viability issues the applicant has offered a sum of £20,000 in this respect.

9.4 Highways

- 9.4.1 The scheme is located in a sustainable position close to the city centre and there is an existing controlled parking zone surrounding the site. It is intended that the student element of the scheme is car free, other than for 1 disabled person's parking space and 3 staff parking spaces. It is proposed that a clause is included in the student's tenancy agreement, and referenced in the Section 106 agreement, that students, other than disabled ones, should not bring a car to the premises. Fresh Student Living, who operate the student scheme visited by Members on 2nd April, is the applicant's management arm and will act as the management group for the development. Fresh Student Living uses a highly managed moving in and out strategy whereby students book slots of 20 minutes to drop off their belongings. During these periods 10 parking spaces will be made available to facilitate drop off, resulting in 30 students being able to drop off in any one hour. This means the student development could theoretically be filled or emptied in 11 hours albeit this is likely to take place over several days such that the impact upon the local highway network would not be significant.
- 9.4.2 The commercial units would benefit from 12 off-street parking spaces, including 2 of which would be marked out for use by disabled people. The spaces would be accessed from St John's Road with an egress on to Belle Vue Road. A servicing area for vehicles visiting the commercial units would be demarcated on Belle Vue Road outside the site.
- 9.4.3 The keyworker development would provide parking for 49 cars (including 3 disabled parking spaces), 3 motorcycles and a lockable enclosure for 20-40 bicycles. Additional bicycle spaces are needed which it is intended would be secured by condition. Given the number of keyworker units (262) there is the potential for overspill parking occurring albeit the site is in close proximity to the city centre. Consequently, a contribution of £20,000 is sought in order to pay for additional parking restrictions that may be required as a result of the development. The applicant has offered £15,000 in this respect.
- 9.4.4 61 car parking spaces, including 7 disabled parking spaces, are identified in the undercroft area for the 61 open market apartments. Space is also provided in this area for 5 motorcycles and 10 bicycles.
- 9.4.5 The application was supported by a Transport Assessment and a Travel Plan has been refined during the determination of the planning application in response to officer comments. The applicant has agreed to pay the £4,500 fee for monitoring the Travel Plan. One of the key components of the Plan is the provision of a space within the site for parking a City Car Club car which would be available to hire by all people. The applicant has also agreed to pay the sum of £25,000 requested to pump prime use of the car club.
- 9.4.6 It is considered that the development is likely to generate a number of trips, a proportion of which will have to be accommodated on the public transport network. In accordance with the terms of the Public Transport Improvements and Developer Contributions SPD a contribution of £30,964 has been sought towards the cost of providing the strategic enhancements needed to accommodate additional trips on the network. In this respect the applicant has offered £30,000 to be spent on improvements to the pedestrian bridge (St George's Bridge) over the Inner Ring Road adjacent to St George's Crypt which links the Little Woodhouse area with Great George Street and the city centre. This contribution would help bring forward improvements to the bridge sought by the Little Woodhouse Community Association

and referred to in the Little Woodhouse Neighbourhood Design Statement. These could include improving visibility over the bridge by building up levels, improving landscaping and lighting, or re-surfacing the paving to improve the pedestrian experience.

9.4.7 Metro has sought a contribution of £10,000 towards improvement of a bus stop on Burley Road and a sum of £27,720 to provide Metrocards for residents. The applicant has offered £10,000 if spent on local bus stops in Clarendon Road or if a bus service is re-established on Belle Vue Road. Metro has indicated that it will not be possible to re-introduce a service on Belle Vue Road whilst it is not considered that facilities on Clarendon Road are in need of improvement. Due to the location of the site and local topography it is not considered that the bus stop on Burley Road that Metro seeks to improve would be used by residents of the proposed development. Further, given the location of the site it is considered that provision of the car club facilities and improvements to other sustainable modes of travel are preferable. Consequently, it is suggested that the £10,000 offered by the developer could be better utilised on other sustainable travel measures, such as further improvements to St George's Bridge or potentially the provision of bicycles for hire on the site.

9.4.8 The development would result in the removal of historic uses which could potentially generate a significant amount of vehicular traffic. At the same time it provides measures by way of a Travel Plan and financial contributions to help mitigate the potential impact of the scheme on the local area. Negotiations regarding whether the proposed contributions are sufficient and how they should be apportioned remain to be concluded.

9.5 Accessibility

9.5.1 Generally, 5% of student bedrooms should be wheelchair accessible to comply with Building Regulations. However, the applicant's experience is that only 1% of rooms in the student accommodation that they manage (over 5000 rooms) are occupied by disabled students. It is understood that universities typically prioritise provision of accessible accommodation on campus such that there is not a strong demand for off-campus accessible student bedrooms. As such, the applicant proposes that just one of the student rooms would be provided as disabled accommodation in the first instance. However, it has been demonstrated that 16 additional rooms could be adapted to provide accessible bedrooms, albeit this would involve combining existing rooms. The developer is unwilling to provide larger bathrooms in some of the larger studios at this stage which could be adapted in the future into accessible bathrooms should demand arise.

9.5.2 There is a significant change in levels across the site. Revised plans have confirmed that level access to the student, keyworker, open market accommodation and commercial units will be achieved. The applicant has also confirmed that all ramps and steps will be designed in accordance with the latest guidance and a condition has been drafted in this respect.

9.5.3 The scheme involves shared use of the space between the student building and adjacent roads. This leads to a potential for conflict between people and vehicles within this area of the site. As a result, the proposed flow of vehicular traffic has been reversed such that vehicles leaving the parking spaces would do so in a forward gear. Additionally, block pavoir strips have been introduced to help motorists recognise that they are travelling on a surface intended for pedestrians as well as vehicles. The careful positioning of bollards in this area should also provide

some additional protection for pedestrians. However, it is important that the bollards do not interrupt the building line which would act as a guideline for blind and partially sighted people.

9.5.4 The initial scheme showed a significant shortfall in the number of parking spaces in the open market accommodation designed for disabled people. Since City Plans Panel comments in February the number of such spaces has been increased beyond the 10% requirement set out in the Unitary Development Plan

9.5.5 The applicant has responded well to the majority of issues in respect of accessibility. However, concerns remain regarding the number of student bedrooms (1) available for disabled people when the development is first occupied and the likelihood of rooms being adapted in the future should demand arise.

9.6 Sustainability

9.6.1 In February 2014 Members requested further information regarding the sustainable features of the development. The proposed scheme includes:

- the use of materials with a high environmental performance and optimisation of material use;
- reuse of the 1908 building;
- energy saving measures such as energy efficient lighting and lifts;
- water saving measures such as low flow taps and showers, and water leak detection systems;
- management of surface water run-off through the use of sustainable urban drainage systems (SUDS);
- use of Combined Heat and Power to provide a proportion of the heating requirements for the student accommodation and an air source heat pump for the commercial units; and
- efficient construction and waste management.

9.6.2 Additionally, the scheme which is located in a sustainable urban location promotes sustainable means of transport through a travel plan; a contribution towards physical improvements to St George's pedestrian bridge over the Inner Ring Road; the provision of cycling facilities; and the provision of a car club space and pump priming to encourage its use. However, the scheme still falls short of the current targets, achieving BREEAM Very Good and Code for Sustainable Homes Level 3. Current planning policy is that new development should seek to achieve BREEAM Excellent / Code for Sustainable Homes Level 4 criteria.

9.6.3 The applicant advises that the additional steps required to achieve the higher categories of sustainability would add a significant cost. In this respect energy is by far the most expensive part of compliance with the Code for Sustainable Homes and BREEAM; typically representing circa 90% of the cost of achieving the standards. Furthermore, "Level 4" of the Code and "Excellent" of BREEAM carry a mandatory requirement for a 25% uplift on Part L of the Building Regulations. It is this item that is responsible for the bulk of the cost increase and the reason why the scheme is achieving "Level 3" and "Very Good". The introduction of features such as photovoltaics, gas CHP, a building management system (BMS) and thermal fabric improvements would add a further £1,193,000 onto the existing construction costs to achieve the higher sustainability level. The applicant states that this would further undermine the overall viability of the development. Accordingly, a condition is recommended which encourages the development to seek to achieve BREEAM

Excellent / Code for Sustainable Homes Level 4 criteria albeit it is recognised that these targets may not be realised.

9.7 Section 106 and viability

9.7.1 Following pre-application consultation with officers and the local community the application was submitted with heads of terms to be included in a section 106 agreement if planning permission is granted. Details of these, with reference to comments made in the Appraisal section above, are set out below. Following submission of the application the applicant submitted a Financial Appraisal which concludes that the level of profit would be sub-optimal but that the applicant considers that this is acceptable to them. However, as noted, given viability issues, the applicant has made a reduced offer on some of the section 106 financial contributions. Details of the Financial Appraisal and the associated review by the District Valuer on behalf of the Council are attached in the accompanying confidential report. Given changing market conditions the District Valuer comments that his appraisal is only valid if construction work commences within 6 months. Consequently, given the District Valuer's comments, the applicant's requirement to commence development as soon as possible, and the condition of the 1908 St Michael's College building, it is recommended that commencement of the scheme is required within 6 months of the grant of planning permission if the viability conclusions are accepted.

9.7.2 Member's views are sought on the following Heads of Terms:

- 1 Employment & Training
The developer to use reasonable endeavours to cooperate and work with LCC Jobs and Skills.
- 2 Off-site greenspace contribution
A contribution towards off-site greenspace / amenity space in-lieu of the deficiency of on-site provision. A sum of 348,920.36 was calculated based on adopted LCC formula. The applicant has offered £20,000.
- 3 Keyworker housing control
Provision to control occupancy and rent for the keyworker accommodation. The entirety of the keyworker accommodation, 262 units, would be provided for rent at an affordable rate (not more than 80% of local market rent of equivalent properties) in perpetuity to keyworkers (a public sector, charitable or community sector employee who is considered to provide an essential service). The maximum salary level of tenants needs to be set at a suitable point so as to ensure that only those people in need of the accommodation qualify for such. This will need to be monitored on an annual basis such that a monitoring fee will need to be agreed.
- 4 Student occupation
Provision to control occupation of the student accommodation for students only during recognised higher and further education term time.
- 5 Phasing
Provision to control development phasing and ensure refurbishment of St Michael's College as part of the first phase of development. Provision to ensure phased payment of commuted sums and delivery of S106 obligations proportionate and relative to each phase of the development.

- 6 TRO review
Traffic Regulation Orders on neighbouring roads may be required to be updated. A sum of £20,000 was requested and the applicant has offered £15,000.
- 7 Public transport
A contribution towards public transport improvements. A sum of £30,964 was calculated based on LCC formula. The applicant has offered £30,000 to be spent on improvements to St George's Bridge.
- 8 Student parking
Provision to control student parking in the tenancy agreement.
- 9 Green Travel Plan
Developer to implement a Green Travel Plan and pay the Travel Plan monitoring fee of £4,500. The applicant has accepted these arrangements.
- 10 Car Club
Provision of Car Club space on site and pump priming of the facility by way of a £25,000 contribution. The applicant has accepted these arrangements.
- 11 Bus stop infrastructure improvements
A sum of £10,000 was requested by Metro to improve a bus stop on Burley Road. The applicant has offered £10,000 to be spent on more local bus stop improvements. Given the proximity to the City Centre officers consider that this sum would be more beneficial if used on other sustainable travel measures. Metro has also requested £27,720 to provide Metrocards for residents. Officers consider that this is unnecessary given the proximity to the City Centre.
- 12 Community use of building
Provision to enable the Little Woodhouse Community Association (or similar organisation) use of a common room free of charge for the purpose of one meeting of not less than two hours per calendar month.
- 13 Management Fee
£750 per standard obligation (excluding Green Travel Plan and keyworker monitoring).

9.7.3 The Section 106 obligations are compliant with the Community Infrastructure Levy Regulations 2010 Statutory Tests.

9.8 Conclusion

9.8.1 The proposed development would bring forward a number of benefits including:

- Redevelopment of a vacant brownfield site, enabling the retention and enhancement of the original St Michael's College 1908 building which is a key feature of the local area but is experiencing significant damage and anti-social behaviour which threaten its future;
- Investment of £40 million in construction of the development and support for local employment during construction and operation of the development;
- The provision of a range of housing to meet identified demand including 262 low cost units for keyworkers;
- Provision of high quality, managed, purpose-built student accommodation and the potential release of HMO's back onto the open housing market;

- New shops and patronage of local shops and facilities by occupiers of the development;
- Financial contributions including measures to improve accessibility of the area to the city centre.

9.8.2 Whilst concerns regarding the addition of further students into the area are recognised it is considered that a need for the accommodation has been demonstrated and that the site is well located with regard to access the universities. At the same time the development brings forward a mix of residential types which would help provide a more sustainable community. The scale of the new buildings will result in a significant impact, particularly as historic uses of the site have been dormant for some time. However, recognising the critical mass required to bring forward the development the density and scale of development, is on, balance acceptable. The architecture of the new buildings has been refined in response to the existing context and Member's comments, and highway's issues have largely been agreed. Details of cycling provision, landscaping treatment and the provision of bedrooms for disabled persons remain to be resolved.

9.8.3 Accordingly, officers recommend that the application is delegated for approval subject to resolution of outstanding issues, appropriate conditions and the completion of a Section 106 agreement.

Background papers

Application file 13/04862/FU

Certificate of ownership : signed by Watkin Jones Group / Diocese of Leeds Trustees.
Notice also served on Yorkshire Distribution plc and Police and Crime Commissioner for West Yorkshire

Appendix 1 – Minutes of City Plans Panel meeting 4th July 2013

Preapp/13/00354 - Pre-application presentation - Demolition of Extensions to St Michael's College and Police Depot and construction of 335 Student Bedspaces, 302 Keyworkers Studios and 66 Apartments at St Johns Road, Woodhouse, Leeds 3

Plans, photographs and graphics were displayed at the meeting.

A Members site visit had taken place earlier in the day.

The Chief Planning Officer submitted a report which set out details of a pre-application proposal for a residential development at St John's Road and Belle Vue Road, Woodhouse, Leeds 3.

It was reported that the proposals were to provide a mixed residential development which would comprise student accommodation; key worker studios and open market apartments on a key site, close to the city centre. Currently the site housed a former school and police depot. The proposal was to retain the 1908 element of St Michael's Catholic College, but to demolish the extensions which had been erected. The adjacent former police depot would also be demolished.

Members received a presentation on the scheme from the applicant's representative Mr A Shaw (Watkins Jones Group) and Mr Grimshaw (Stephen Levrant Heritage Architecture).

Mr Shaw highlighted the key issues of the proposal which included:

- The heritage context – Site evolution
- Significance of site components
- Architectural context – Positive contributor to the neighbourhood
- Key design parameters
- Significant consultation undertaken
- Retain the 1908 element of St Michael's Catholic College
- Re-use of the site supporting mixed use residential and student accommodation (Student accommodation element 33%)
- Retention of mature trees on site with additional planting
- The proposed development would bring forward many benefits to the local area and the city e.g. employment opportunities for local people.

Members commented on the following matters:

- whether appropriate market research been undertaken to explore the viability of creating student accommodation together with key worker studios apartments on this site
- to welcome the proposal to retain the 1908 element of St Michael's Catholic College
- whether appropriate consultation been undertaken with the local community
- that an objective assessment on the viability of the student market would be welcomed
- that the proposals were trying to squeeze too much on the site and whether larger sized units had been considered, particularly for the key workers
- Desire for a prestigious scheme with quality design and materials, good landscaping and to include a community benefit element
- Concern about the scale and close proximity of the proposed student block to Kelso Gardens
- a preference for pitched roofs on the new blocks
- to welcome proposals for underground car parking

In responding, Mr Shaw, commenting on the viability of the scheme and the market research undertaken said that the Watkins Jones Group was one of the largest producers of student accommodation in the Country with a proven track record. Addressing the issue of including key worker studio apartments within the development, Mr Shaw said feedback from post graduate students suggested there was a market for this type of accommodation. Commenting on the quality of design and use of materials, Mr Shaw confirmed the development was a quality scheme. Responding to the concerns raised about Kelso Gardens and the proximity to the new development, Mr Shaw said that further consideration would be given to this issue.

Feedback from Panel Members

- Members were of the opinion that the sensitive redevelopment of the site, including refurbishment of the 1908 college building, in terms of scale and use, should be encouraged and that any development that takes place should provide employment and training opportunities for local people
- That subject to further analysis of the need for additional student accommodation taking place, Members were supportive that additional student development in this area was appropriate having regard to local and national policies relating to the objective of creating balanced communities and the supply of other consented schemes and pre-application enquires for student accommodation
- Members were of the opinion that the scheme provides an acceptable mix of housing sizes, however, there were questions over the unit sizes for the key workers accommodation
- Members called for further clarification around the definition of 'key workers' including their income levels and the proposed rentals in respect of the provision of affordable housing
- Members requested further consideration of the schemes effect on residents living conditions in houses in Kelso Gardens and Consort View
- It was the general opinion of Members that the location, massing and design quality of the buildings should be of high quality. Members were also concerned about the relationship of some of the proposed buildings adjacent to existing housing
- Members were of the opinion that the development should provide greenspace on site
- Members were of the opinion that it was important that existing trees were appropriately protected from construction work and that new buildings should be arranged so as not to result in their future removal
- Members supported in principle the introduction of community uses into the development.

In summing up the Chair said, Members welcomed the relationship between the old college building and the new student accommodation and in general were supportive of what the developers were trying to achieve.

RESOLVED – To note the report, the presentation and the comments now made

Appendix 2 – minutes of the meeting of City Plans Panel 13th February 2014

Application 13/04862/FU - Proposed student accommodation, key worker and apartment buildings on land at St Michael's College and former Police Depot - Belle Vue Road and St John's Road Little Woodhouse LS3

Further to minute 24 of the City Plans Panel meeting held on 4th July 2013, where Panel received a presentation on proposals for the demolition of all existing buildings on the site, other than the original St Michael's College (the 1908 building); refurbishment and extensions to the 1908 building and the development of two new buildings to provide key worker housing; student accommodation; private market apartments and two commercial units, to consider a further report of the Chief Planning Officer setting out the current position on the application

Plans, photographs and graphics were displayed at the meeting Officers presented the report and outlined the proposals which would provide a mix of student housing – in studios and cluster flats in a new development – key worker accommodation in the 1908 building and extensions and finally a new development of open market apartments on the former playground area. Details of the proposed materials and the building heights of the different blocks were provided. Layouts of the different types of units were also shown together with an indication of how these could be converted to larger units, if required in the future

The comments of Re'new which had been received after the report had been published were read out to the Panel, with the organisation being satisfied the proposals met the criteria of Policy H6B Members were informed that comments from Highways were awaited.

Members considered the proposals and commented on the following matters:

- the number of key worker apartments and whether this had changed since the scheme was last presented. Members were informed that the level of key worker accommodation had been reduced from 302 units to 262
- the concerns of local Councillors about the amount of student accommodation in the scheme
- the new emerging strategy on student accommodation; the concerns about empty units and the need to provide, when considering applications for student housing, information which set the application in context with the level of demand and the amount of student accommodation already granted planning permission
- the need for further information on policy H6B and how this application related to that
- that the retention of the 1908 building was welcomed but concerns that the extensions and new build elements dwarfed the historic former College
- that more public open space should be provided on the site
- the possibility of the student accommodation remaining empty and that larger apartments should be provided instead which could be used by young professionals or key workers
- the impact of the proposals on the house nearest the new build element on Belle Vue Road
- concern that Re'new had not addressed the strategic questions about the level of student accommodation in the City
- the size of the key worker accommodation which was considered to be small and that people required flats, not studio apartments. Concerns were also raised about the size of some of the student accommodation
- that the scheme was over-intensive and led to cramped living conditions, particularly in the key worker and some of the student accommodation
- the possibility of the student accommodation being converted at a later date although the infrastructure would have been created for a different scheme

- that the location was highly sustainable for student accommodation and there was a need for key worker accommodation in Leeds, however there were concerns about the design of some of the buildings and the size of the accommodation being created. On the issue of design and materials, the Chief Planning Officer suggested that further work be undertaken on the student accommodation to ensure the quality being required was achieved. It was also important to ensure the future of the 1908 building which was currently suffering from neglect and vandalism and that the development of this should not be left to the end of the scheme

In response to the specific questions raised in the report, Members provided the following comments:

- that subject to the figures being acceptable for the level of student accommodation in the City, that further student development could be considered to be appropriate on the site
- that the area required retail facilities but to guard against a letting unit or bar, with the A2 and A4 uses requiring deletion
- that concerns existed about the size of some of the units and that flats for key workers would be more attractive. Members requested further work to be carried out on this
- on whether low cost housing exclusively for key workers was suitable in lieu of provision of affordable housing managed by a registered provider, as long as it was genuine low cost housing and would be so in perpetuity, then this could be considered. Again, Members requested further details on this
- regarding massing and design, that there were mixed views and that further detailing was required on some elements, including detailed treatment of the elevations and the relationship to existing properties on Belle Vue Road
- that having regard to the scheme's effect on residents' living conditions in houses in Kelso Gardens and Consort View, that the scheme was acceptable
- that in the absence of on-site greenspace that a contribution should be paid towards the provision of off-site greenspace having regard to UDPR policies N2 and N4
- that the existing trees should be protected from construction work and that new trees of appropriate species, numbers, locations and ground conditions were required to provide a suitable setting to the development
- concerning provision for disabled people, Members were informed that 5% of rooms in the student accommodation would be expected to meet the needs of people with disabilities. However the developer was proposing 1%. Similarly a lower level of disabled parking provision was being proposed. Members were of the view that this level of provision was not acceptable
- in respect of the costs of achieving higher levels of sustainability performances possibly undermining the overall viability of the scheme, Members requested further information on this
- on the proposed Section 106 Agreement, whilst this had not been discussed in detail, it was acknowledged that some of the comments made could impact on this. Two non-standard obligations were proposed, one relating to a contribution towards a pedestrian crossing over the Inner Ring Road, which was being discussed with the developer. The other condition related to the key worker accommodation which would be offered at a sub-market rent and the need for this to be in perpetuity as it would replace the requirement to provide affordable housing on the site. Regarding community use of the building, it was felt that the wording of the draft S106 should be amended to allow some flexibility as to the name of the community association which could use the building and in respect of the length of their meetings

RESOLVED - To note the report and the comments now made

During consideration of this matter, Councillor Lewis left the meeting

Appendix 3 – Minutes of City Plans Panel meeting 8th May 2014

184 Application 13/04862/FU - Proposed student accommodation, key worker and apartment buildings - Former Police Garages and St Michael's College - Belle Vue Road Woodhouse LS3

Further to minute 148 of the City Plans Panel meeting held on 13th February 2014, where Panel considered a position statement on proposals for student accommodation, key worker accommodation and apartment buildings, Members considered a further report of the Chief Planning Officer setting out the formal application. An exempt report relating to a viability appraisal was appended to the main report. It was noted that a site visit to a similar development in Derby had taken place in April, which had been attended by some Panel Members and Officers

Plans, photographs, graphics and a sample panel of materials were displayed at the meeting

Officers presented the report which sought approval of a residential development comprising student accommodation; key worker accommodation and apartment buildings, together with two new commercial units on land at the former St Michael's College and Police Depot at St John's Road and Belle Vue Road LS3. It was noted that the 1908 element of the former college would be retained and refurbished within the scheme but that this was not a Listed Building

Members were informed that the number of bedrooms for use by students with disabilities had been increased from 1 to 4, with 12 further rooms being capable of being converted to accommodate disabled students, which provided the required level for such facilities

In respect of the demand for further student bedspaces, the level of planning permissions in place for student accommodation was provided, for Members' information

Details of the key worker accommodation were provided, with Members being informed the smallest rooms would be 25sqm in size, compared to that seen in Derby which had been 22sqm. Communal facilities would also be provided, which would include seating areas, TV lounge, reading room, gym and laundry. Undercroft parking space for 61 vehicles would be provided under the private apartment block

Revisions to the design of the proposals were also outlined

Reference was made to the level of S106 contributions which were being offered and that the greenspace contribution fell far short of that required by policy

At this point, the Panel considered the financial information contained in Appendix 3 to the main report, in private

The Chair welcomed a representative of the District Valuer who had been asked to consider the financial information submitted by the applicant and who had also carried out an analysis of the issues

Members discussed the information and commented on the following key issues:

- the profit levels of the scheme indicated by the applicants
- the different components of the scheme and how this could affect profit levels

- the minimum planning contributions being offered; the level of need in the area and that from the information provided, that a significant uplift in the greenspace contribution should be considered
- the size of the key worker accommodation and whether enlarging these units would impact on viability
- the condition requiring the development to commence within 6 months from approval; whether if a longer period was allowed, the full S106 contributions could be achieved and what constituted a start on site
- the contribution the scheme would make towards the Council's target for new homes

Following this discussion the press and public were invited back into the meeting

For clarity, the obligations of the S106 agreement were outlined

The Panel discussed the application with the main issues relating to:

- the public transport contribution and that this should not be used for the NGT in this case. The Transport Development Services Manager confirmed that this sum would be spent on improvements to St George's Bridge and would not be directed towards NGT
- the extent to which purpose-built student accommodation was enabling HMOs in Headingley to be returned to family housing; that information from the Working Group considering student housing indicated there would be an oversupply if all schemes were approved and that Members therefore would not expect Officers to recommend approval of all such applications
- the impact on local areas of high levels of students and that accommodation for post-graduate or mature students could have less of an impact, especially in terms of creating a longer-term community
- the lack of community benefits from the development and the need for a significant improvement in what was being offered by the applicant in terms of the S106 contributions
- the importance of refurbishing the 1908 college building and the need for this to be part of the legal agreement
- design issues relating to the new build elements and that the poor design of these reduced the quality of the historic college building
- the design and size of the key worker apartments with the view these would not support lengthy tenure. Concerns were also raised about the suitability of the proposed living accommodation for the 21st century and that people wanted privacy rather than communal facilities
- the definition of key workers, with the Chief Planning Officer stating this should be detailed in relation to salary level

The Panel considered how to proceed

RESOLVED - That determination of the application be deferred to a future meeting to enable negotiations to continue with the applicant on issues raised relating to the size and nature of the key worker accommodation, the design of the new build elevations and the level of S106 contributions and that the Chief Planning Officer be asked to submit a further report addressing all of the outstanding issues, for Members' consideration

Appendix 4 – draft conditions

- 1 The development hereby permitted shall be begun before the expiration of twelve months from the date of this permission.

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

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

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

- 3 The Local Planning Authority shall be notified in writing of the date of the commencement of development at least one week prior to such commencement.

To enable the Local Planning Authority to monitor conditions which come into force at the commencement of development.

- 4 Development shall not commence on the relevant phase of development until a Statement of Construction Practice for that phase has been submitted to and approved in writing by the Local Planning Authority. The Statement of Construction Practice shall include full details of:

- a) the methods to be employed to prevent mud, grit and dirt being carried onto the public highway from the development hereby approved;
- b) measures to control the emissions of dust and dirt during construction;
- c) location of site compound and plant equipment/storage;
- d) details of access, storage, parking, loading and unloading of all contractors' plant, equipment, materials and vehicles (including workforce parking); and
- e) how this Statement of Construction Practice will be made publicly available by the developer.

The approved details shall be implemented at the commencement of work on site, and shall thereafter be retained and employed until completion of works on site. The Statement of Construction Practice shall be made publicly available for the lifetime of the construction phase of the development in accordance with the approved method of publicity.

In the interests of residential amenity of occupants of nearby property and to ensure the free and safe use of the highway in accordance with adopted Leeds UDP Review (2006) policy GP5 and T2 and the National Planning Policy Framework.

- 5 Equipment to enable mud and grit to be removed from the wheels, tyres and underside of vehicles prior to their entering the public highway shall be provided and utilised in the position shown on the approved plan and maintained in working order at all times when traffic is leaving the site. The site access road shall be maintained in a clean condition at all times when traffic is leaving the site.

To ensure that mud is not deposited on the road in the interests of amenity and highway safety.

- 6 No development, including demolition, shall commence until a photographic record of the former clothing factory building has been undertaken by an appropriately qualified and experienced archaeological / building recording consultant in accordance with a written scheme of investigation which has been submitted by the applicant and approved in writing

by the Local Planning Authority. The scheme shall include details of the provision to be made for publication and dissemination of the analysis and records of the site investigation; and the provision to be made for archive deposition of the analysis and records of the site investigation.

To ensure necessary archaeological and architectural recording of the buildings before alteration.

- 7 Construction activities shall be restricted to 0800 hours to 1800 hours Monday to Friday; 0800 hours to 1300 hours on Saturdays with no works on Sundays and Bank Holidays.

In the interests of residential amenity in accordance with adopted Leeds UDP Review (2006) policy GP5 and the National Planning Policy Framework.

- 8 Details and samples of all external facing and finishing materials including walls, roofs and windows shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of the relevant phase of the development. The samples shall include full-size panels of typical details of the proposed new buildings. The external surfaces shall be constructed in accordance with the details thereby agreed.

In the interests of visual amenity.

- 9 The following external façade works shall not be commenced until details at a scale of not less than 1 to 20 of the typical details have been submitted to and approved in writing by the Local Planning Authority:

- (i) Details of each type of window unit including bays.
- (ii) Eaves treatment and roof details.
- (iii) Details of external repair of the 1908 St Michael's college building.
- (iv) Details of shopfronts

The works shall be carried out in accordance with the details thereby approved.

In the interests of visual amenity.

- 10 Details of the proposals for reinstatement of the main entrance, including steps, door and handrails, shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of their construction. The entrance shall be constructed in accordance with the details thereby agreed prior to first occupation of that phase of the development.

In the interests of amenity and accessibility to meet the aims of adopted Leeds UDP Review (2006) policy GP5, T6 and BD6.

- 11 Prior to the commencement of development a survey of on-street car parking taking place within an 400m radius of the site shall be submitted to and agreed in writing by the Local Planning Authority. The survey shall be carried out on a weekday during the day and the evening, and a weekend in accordance with details which shall first be agreed with the Local Planning Authority.

In order to establish the existing on-street parking taking place within the vicinity of the site.

- 12 All off-site highway works shown on the approved plans and contained within the approved Transport Assessment by Cameron Rose must be completed before first occupation of the relevant phase of development on the site.

In the interests of highway safety in accordance with adopted Leeds UDP Review (2006) policies GP5 and T2.

- 13 Notwithstanding the approved details, full details of cycle/motorcycle parking and facilities shall be submitted to and approved in writing by the Local Planning Authority prior to their installation. The development shall not be occupied until the approved cycle/motorcycle parking and facilities for that phase have been provided. The facilities shall thereafter be retained for the lifetime of the development.

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

- 14 The student residential building shall not be occupied until a car parking strategy for the management of vehicles at the start and end of the academic year has been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the strategy thereby approved.

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

- 15 The student residential building shall not be occupied until details of shower / changing room and locker facilities for staff of the student residential building have been submitted to and approved in writing by the Local Planning Authority. The approved details shall be provided prior to occupation of that phase of the development and thereafter be retained for the lifetime of the development.

In the interests of sustainable transport in accordance with adopted Leeds UDP Review (2006) policy T2 and T7A.

- 16 The open market units shall not be occupied until details of electric vehicle charge points, or first fix, have been submitted to and approved in writing by the Local Planning Authority. The approved details shall be implemented prior to occupation of the open market units and thereafter be retained for the lifetime of the development.

In the interests of sustainable transport in accordance with adopted Leeds UDP Review (2006) policy T2 and policy AIR1 of the Natural Resources and Waste Development Plan Document.

- 17 No part of the development shall be occupied until a Car Park and Servicing Management Plan (including timescales) for that part of the site has been submitted to and approved in writing by the Local Planning Authority. The plan shall be fully implemented and operated in accordance with the approved timescales. For the avoidance of doubt the parking spaces hereby approved shall only be used by residents and staff of the development hereby approved. The spaces shall not be leased to off-site users.

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

- 18 No part of the development shall be occupied until the approved one-way vehicular entry and exit arrangements and appropriate signage for that part of the site, including restrictions for large vehicles on the open market flats site, are fully implemented, and must be maintained as such thereafter for that part of the site.

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

- 19 Notwithstanding the details of the plans hereby approved prior to the insertion of any bollards outside the entrance to premises full details of their design and location shall be submitted to and agreed in writing by the Local Planning Authority. The bollards shall be installed in accordance with the details thereby agreed.

In the interests of pedestrian safety and accessibility and in accordance with adopted Leeds UDP Review (2006) policy GP5, T2 and T6.

- 20 Prior to the first occupation of the open market apartments the redundant access at the junction of St John's Road and Victoria Street shall be closed and the footway made good in accordance with details which shall first be submitted to and approved in writing by the Local Planning Authority.

In the interests of highway safety and visual amenity and to accord with adopted Leeds UDP Review (2006) policy GP5 and T2.

- 21 All proposed pedestrian gradients across the site and all formal ramps into and within the site must be constructed in accordance with the guidance provided by the British Standard BS8300:2009 + A1:2010 and retained as such thereafter.

In order to meet the aims of adopted Leeds UDP Review (2006) policy T6.

- 22 Prior to the first occupation of the student phase of the development a wall shall be constructed along the boundary of the site with 100 Belle Vue Road in accordance with details shown on drawing x. The wall shall thereafter be retained as such.

In the interests of amenity and to accord with adopted Leeds UDP Review (2006) policy GP5.

- 23 a) No works shall commence until all existing trees, hedges, bushes shown to be retained on the approved plans are fully safeguarded by protective fencing and ground protection in accordance with approved plans and specifications and the provisions of British Standard 5837 (2012) Trees in relation to design, demolition and construction, unless otherwise agreed in writing by the Local Planning Authority. Such measures shall be retained for the duration of any demolition and/or approved works.

b) No works or development shall commence until a written arboricultural method statement for a tree care plan has been submitted to and approved in writing by the local planning authority. Works or development shall then be carried out in accordance with the approved method statement.

c) No equipment, machinery or materials shall be used, stored or burnt within any protected area. Ground levels within these areas shall not be altered, nor any excavations undertaken including the provision of any underground services, without the prior written approval of the Local Planning Authority.

d) Seven days written notice shall be given to the Local Planning Authority that the protection measures are in place prior to demolition and/or approved works, to allow inspection and approval of the works.

To ensure the protection and preservation of trees, hedges, bushes and other natural features during construction works, in accordance with adopted Leeds UDP Review (2006) policies GP5, N23 and LD1.

24 Notwithstanding the submitted landscape plan development of the relevant phase shall not commence until full details of both hard and soft landscape works, including an implementation programme, have been submitted to and approved in writing by the Local Planning Authority. Hard landscape works shall include:

- (a) proposed finished levels and/or contours,
- (b) boundary details and means of enclosure, including details of the lowered wall to the front of the proposed open market apartments; the boundary wall to the front of the 1908 St Michael's College building; the low wall to the front of the proposed student accommodation and boundary treatment around the rear boundaries,
- (c) other vehicle and pedestrian access and circulation areas including the space to the front of the open market apartment building ,
- (d) hard surfacing areas,
- (e) minor artefacts and structures (e.g. furniture, signs, lighting etc.),
- (f) proposed and existing functional services above and below ground (e.g. drainage, power cables, communication cables, pipelines etc., indicating lines, manholes, supports etc.).

Soft landscape works shall include

- (g) planting plans
- (h) written specifications (including soil depths, cultivation and other operations associated with plant and grass establishment) and
- (i) schedules of plants noting species, planting sizes and proposed numbers/densities.

25 All hard and soft landscaping works shall be carried out in accordance with the approved details, approved implementation programme and British Standard BS 4428:1989 Code of Practice for General Landscape Operations. The developer shall complete the approved landscaping works and confirm this in writing to the Local Planning Authority prior to the date agreed in the implementation programme.

To ensure the provision and establishment of acceptable landscape in accordance with adopted Leeds UDP Review (2006) policies GP5, N23, N25 and LD1.

26 A landscape management plan, including long term design objectives, management responsibilities and maintenance schedules shall be submitted to and approved in writing by the Local Planning Authority prior to the occupation of the development. The landscape management plan shall be carried out as approved.

To ensure successful aftercare of landscaping, in accordance with adopted Leeds UDP Review (2006) policies GP5 and LD1.

27 a) No retained tree/hedge/bush shall be cut down, uprooted or destroyed nor any tree be pruned, topped or lopped or suffer root severance other than in accordance with the approved plans and particulars, without the prior written approval of the Local Planning Authority. Any approved pruning, topping or lopping shall be carried out in accordance with current British Standards and any tree survey approved by the Local Planning Authority.

b) If any retained tree/hedge/bush is removed, uprooted or destroyed or dies the Local Planning Authority shall be notified forthwith in writing. Another tree/hedge/bush of an agreed size and species shall be planted at the same place and at such time, as may be specified in writing by the Local Planning Authority.

Retained tree/hedge/bush refers to vegetation which is to be retained, as shown on the approved plans and particulars, and the condition shall have effect until the expiration of five years from the date of occupation.

To ensure the continuity of amenity afforded by existing vegetation in accordance with adopted Leeds UDP Review (2006) policies GP5, N23 and LD1.

- 28 If within a period of five years from the date of the planting of any tree/hedge/shrub that tree/hedge/shrub, or any replacement, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the Local Planning Authority, seriously damaged or defective, another tree/hedge/shrub of the same species and size as that originally planted shall be planted in the same location as soon as reasonably possible and no later than the first available planting season, unless otherwise agreed in writing by the Local Planning Authority.

To ensure maintenance of a healthy landscape scheme, in accordance with adopted Leeds UDP Review (2006) policies GP5 and LD1.

- 29 Prior to the commencement of development a Biodiversity Enhancement & Management Plan shall be submitted to and approved in writing by the LPA. The Plan shall be based upon the proposals in Appendix 1 and Appendix 2 of the "BREEAM New Construction 2011 Land Use and Ecology Assessment" Report No. 3 dated September 2013 by Wardell Armstrong. The Plan will include a maintenance schedule of how these features will be managed on an annual basis. The Plan shall thereafter be implemented.

To provide local biodiversity enhancements.

- 30 Prior to the first occupation of the development, a Plan shall be submitted to and approved in writing by the Local Planning Authority of bat roosting and bird nesting opportunities (for species such as House Sparrow, Starling, Swift, Swallow and House Martin) to be provided within buildings and elsewhere on-site. The agreed Plan shall show the number, specification of the bird nesting and bat roosting features and where they will be located. The Plan shall include a timetable for implementation. The features shall thereafter be retained.

In order to maintain and enhance biodiversity.

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

In order to ensure the protection of wild birds during the breeding season.

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

In order to control the spread of invasive plant species.

- 33 Any mechanical plant within the completed development shall not be operated until a scheme to control noise from it has been approved in writing by the Local Planning Authority and installed as approved. The scheme shall limit noise to a level at least 5dBA below the existing background noise level (L90) when measured at the nearest noise sensitive premises with the measurements and assessment made in accordance with BS4142:1997. The approved scheme shall thereafter be retained.

In the interests of amenity and to accord with Unitary Development Plan policy GP5.

- 34 Details of any proposed external extract ventilation system/air conditioning plant/or measures to control odours from the commercial units shall be submitted to and approved in

writing prior to their installation. The facilities shall only be installed in accordance with the approved details.

In the interests of visual and residential amenity and in accordance with UDPR policy GP5 and the National Planning Policy Framework.

- 35 The opening hours for the commercial uses shall be restricted to 0700 hours to 2300 hours. The hours of delivery to and from these premises shall be restricted to 0800 hours to 2000 hours Monday to Saturday with no deliveries on Sundays and Bank Holidays.

In the interests of amenity and to accord with Unitary Development Plan policy GP5.

- 36 Unless otherwise agreed in writing by the Local Planning Authority no building or other obstruction shall be located over or with 3.0 metres either side of the centre line of the water mains which enter the site.

In order to allow sufficient access for maintenance and repair work at all times.

- 37 The site shall be developed with separate systems of drainage for foul and surface water drainage on and off site.

In the interests of satisfactory and sustainable drainage in accordance with policies GP5 and N39A of the Unitary Development Plan.

- 38 No development shall take place until details of the proposed means of disposal of foul and surface water drainage have been submitted to and approved in writing by the Local Planning Authority. The works thereby approved shall be made available for use prior to the first use of the relevant phase of the development.

To ensure that the site can be properly drained in accordance with policies GP5 and N39A of the Unitary Development Plan.

- 39 The development shall be carried out in accordance with the approved Tier Consult Flood Risk Assessment dated 12 December 2013. The mitigation measures shall be fully implemented prior to occupation of the relevant phase of the development and thereafter maintained as such.

To prevent flooding by ensuring the satisfactory storage of and disposal of surface water from the site.

- 40 Development shall not commence until a Phase I Desk Study has been submitted to, and approved in writing by, the Local Planning Authority and:

(a) Where the approved Phase I Desk Study indicates that intrusive investigation is necessary, development shall not commence until a Phase II Site Investigation Report has been submitted to, and approved in writing by, the Local Planning Authority,

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

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

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

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

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

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

- 43 Site investigation works shall be carried out in accordance with the Coal Mining Risk Assessment to establish the position regarding coal mining legacy issues on the site. In the event that the site investigations confirm the need for remedial works details of such works, including a programme for implementation, shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development. The mitigation works thereby approved shall be undertaken in accordance with the details thereby agreed.

In the interests of safe construction of the development and to accord with Leeds Natural Resources and Waste DPD policy M3.

- 44 Prior to the commencement of development

(i) a pre-assessment using the BREEAM assessment method showing how the development will seek to achieve a credit score of at least Very Good and preferably an Excellent standard; and

(ii) an energy analysis showing the percentage of on-site energy that will be produced by Low and Zero Carbon (LZC) technologies and a carbon reduction target for the development

shall be submitted to and approved in writing by the Local Planning Authority and the development shall be carried out in accordance with the detailed scheme.

A post-construction review assessment shall be submitted to the Local Planning Authority within two weeks of the first occupation of the development and a BRE certificate confirming the rating which has been achieved and final confirmation of the percentage of on-site energy that will be produced by Low and Zero Carbon (LZC) technologies shall be submitted to the Local Planning Authority within 20 weeks of occupation of the development.

The development shall be maintained and retained in accordance with the approved detailed scheme and post-completion review statement or statements.

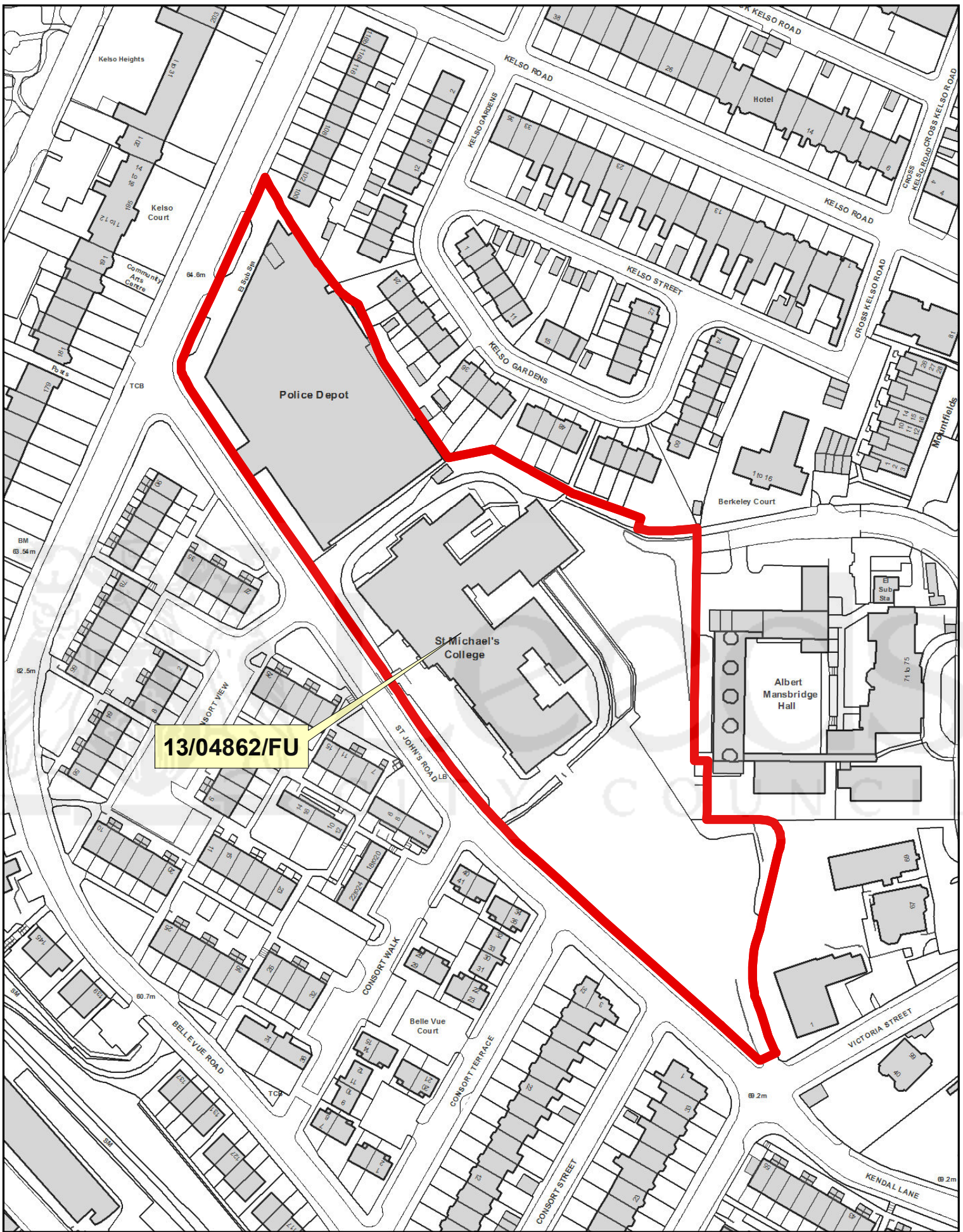
In the interests of sustainable development in accordance with Policies GP11 and GP12 of the Unitary Development Plan (Review) the SPD Building for Today: Sustainable Design and Construction, the Draft Core Strategy and the National Planning Policy Framework.

- 45 The windows to the corridor of the student building facing 100 Belle Vue Road shall be fitted with obscure glazing prior to the first occupation of the building and thereafter retained as such.

In the interests of amenity in accordance with Unitary Development Plan policy GP5.

- 46 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any order revoking or re-enacting that order with or without modification) planning permission shall be obtained before any change of use of any commercial premises referred to in this permission, to any use within Use Class A2 or A4 as detailed in the Town and Country Planning (Use Classes) Order 1987 (or any order revoking or re-enacting that order with or without modification).

In order that the Local Planning Authority can retain control over uses which it considers could be harmful to the character and amenity of the area in accordance with UDP policy GP5.



CITY PLANS PANEL



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Originator: P. Kendall

Tel: 0113 2224409

Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 17th JULY 2014

Subject: PROPOSAL FOR 106 NO. APARTMENTS, B1 OFFICE SPACE WITH 30 CAR PARKING SPACES AND REAR AMENITY DECK ON LAND AT 2 SKINNER LANE (14/01008/FU)

Electoral Wards Affected:

City and Hunslet

Yes

Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: DEFER and DELEGATE to the Chief Planning Officer for approval subject to the specified conditions (and any others which he might consider appropriate) and also the completion of a Section 106 agreement to include the following obligations:

- Provision of 5% (5no.) affordable housing units
- £6,000 to make a number of existing TRO's in the area 'No Waiting At Any Time'
- £23,259 Public Transport Infrastructure contribution
- £2,635 Travel Plan Review Fee and travel plan measures including Travel Plan Co-ordinator
- £7,360 Provision of free trial membership of the city car club
- £11,200 Car Club parking bay works
- Local Employment Initiatives
- Any other obligations which arise as part of the application process.

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

Conditions

1. Standard 3 year permission
2. Development to be carried out in accordance with approved plans
3. Walling, roofing and surfacing materials to be submitted and approved
4. Submission and implementation of a landscaping plan to include edge treatment of amenity deck
5. Landscape maintenance schedule
6. Planting replacement if landscaping fails
7. Submission and approval of surface water drainage details
8. Details of bin and cycle storage enclosures to be submitted
9. Details of boundary treatments
10. Details of security barriers and shutter to vehicles entrance and exit
11. Areas to be used by vehicles to be laid out, surfaced and drained
12. Details of acoustic attenuation of residential units
13. Method of ventilation for residential units
14. Details of lighting within and around the external areas of the site
15. Amendment of remediation statement if unexpected contamination is discovered during development
16. Submission of contaminated land verification reports
17. Hours of construction to avoid impact on residents
18. Provision for contractors during construction
19. Means to prevent mud and grit on the highway
20. Maximum 2 car spaces to be allocated to the office units
21. Vehicle entry gate to be no less than 5m from the public highway
22. Retention of obscure glazing to the side boundary windows.
23. Details of reduction in terrace size to western roof top to prevent over-looking

1.0 INTRODUCTION:

The site is located on Skinner Lane and currently contains a temporary surface car park. It sits within a defined block of development bounded by Skinner Lane, North St, Concord St and Leylands Rd and is the last remaining part of the block to be developed. The other buildings are largely residential, some with office content, and were constructed in 3 separate developments approximately 10 years ago. A previous consent existed on this site, for a larger residential building than is proposed by the current application, but clearly this was never constructed. The surrounding residential developments have been constructed in a way which accounts for a building to be located across the Skinner Lane frontage, leaving the area to the rear open to allow daylight penetration. Analysis of the previous permissions and the evidence on site supports this position.

2.0 PROPOSAL:

- 2.1 The proposal is to construct a mixed use development providing 106 apartments with 2 no. B1 office units at ground floor level, fronting Skinner Lane. The proposed building is nine storeys including a recessed top floor and has car parking to the rear, accessed via an in/out one-way system at either end of the Skinner Lane frontage. A deck is proposed to be built over the top of the parking to provide visual screening to the vehicles beneath and amenity space for the residents on top.
- 2.2 The building has been designed in response to a site which is bounded by residential neighbours on 3 sides - although these neighbours have been designed utilizing architectural devices which will help to protect the amenity of their occupiers as well as the amenity of the potential future occupiers of the proposed building. They have

open access walkways, high-level windows, translucent screening or glazed circulation zones already in place around the perimeter of the site. The proposed building has been located across the Skinner Lane frontage leaving an important open area to the rear to allow light to penetrate the proposed and surrounding buildings.

- 2.3 To the Skinner Lane frontage, the ground and first floor of the building are set back to provide an area for planting and incorporated seating at ground level around the centrally located front entrance. The 2nd to 8th floors are contained within a double-height, brick framework which oversails the ground and first floor. Set within this framework is an aluminium framed curtain-walling system containing full height glazing and timber cladding to add depth and visual interest to the main façade. The rear elevation is a simplified version of the front elevation, retaining a brick framework but without the depth of projection and the double height emphasis.
- 2.4 The apartments are single aspect and arranged in two parallel blocks served by a central core. The apartments are then oriented to face either northwards to Skinner Lane or southwards over the amenity deck. The upper apartments are replicated over seven identical floor plates which provide 9 no. 1 bedroom apartments, 4 no. 2 bedroom apartments and 1 no. studio apartment per floor. The top floor would provide 8 no. 2 bedroom apartments all utilizing the recessed building line to provide external terraces to each unit, although the extent of this would be reduced along the western boundary to prevent looking down into the lounge and terrace of the neighbouring unit. All of the upper floor apartments have full height sliding glazed doors over 2.2m high and, for the first to seventh floor units, a glazed Juliette balcony to provide increased levels of natural lighting and the ability to interface with the outside environment. The main access to the building is centrally located on Skinner Lane although access can also be gained through the car park to the rear.
- 2.5 The unit sizes range from 46 - 53 sqm for the 2 bed units, 36 - 43 sqm for the one bed units and the studios are 30 sqm. All of the rooms have full height windows, facing either north or south as described above, with the exception of the bedrooms to the 2 bed units located at either end of the building. These particular bedroom windows would be located in the end gable walls, in close proximity with the end gables of the neighbouring buildings. These windows will be obscure glazed, as clearly there would be little in the way of a view out whilst still allowing natural light to penetrate these particular rooms.
- 2.6 In line with the interim Affordable Housing Policy the applicant is proposing to provide 5 no. units for affordable housing, 2 no. 2 bed units and 3 no. 1 bed units.
- 2.7 To the rear of the building will be the amenity space for the residents. The area is of considerable size, 38m x 13m (approx. 500 sqm), and this is set within the overall rear space between the buildings of dimensions 40m x 23m. It is proposed to landscape its surface, although this will be restricted because of the elevated nature of the construction. Walkways, seating areas and feature lighting would be included in addition to some low level planting which would offer the possibility for habitat creation. The deck located above the car park level and is at the same height as the lowest deck access of the neighbouring building to the east (Cypress Point). There would also be a perimeter treatment to prevent users from falling off the edge of the deck and this would take the form of a barrier running around the perimeter which could itself incorporate landscaping. The deck will also help to screen from view a considerable proportion of the car parking to the benefit of the amenity of all of the residents who will have cause to interface with the rear area. The areas which are not covered by the deck will have planting growing along steel wires to provide some level

of screening and visual interest. In addition the main frontage to Skinner Lane will incorporate feature low level planting and also low level walling.

- 2.8 As the north facing flats front on to Skinner Lane, the applicant is to provide a level of acoustic attenuation which enables the internal spaces to meet the relevant standards for internal rooms. The building is to be artificially ventilated in order that, if there is a requirement to keep the windows closed to maintain the appropriate level of acoustic attenuation, then the rooms can still be ventilated.
- 2.9 Access to the site parking areas is proposed by a one way system entering the site from the eastern end with the exit being through the upper, western end, of the site. The entrance and exit points will be controlled by a security barrier with a nighttime shutter protecting the recessed entrance area in the evening and overnight. There will be 30 car parking spaces provided on site including electric vehicle charging points. 28 spaces will be provided for the residential units and 2 for the offices, including spaces dimensioned to accommodate disabled users. In addition 4 motorcycle spaces and 27 cycle spaces are to be provided.
- 2.10 The scheme will be designed to meet a minimum of Code for Sustainable Homes Level 4 and will provide the following energy saving items:
- Low energy light fittings
 - Water saving flush and shower fittings
 - Energy efficient heating system
 - Reduced thermal loss wall construction

The proposed amenity deck will also help to manage the partial dispersment of rainwater. This development is well located and in the city centre defined boundary set out in the Unitary Development Plan Review. A Travel Plan has been submitted (see Travelwise comments below). Whilst the scheme is inherently sustainable due to its location and restricted number of parking spaces, the submitted Travel Plan sets out details including a trial scheme for a car club space to be located on Leylands Rd (cost £11,200) including a free trial membership period for residents (£7,360). Remedial measures will be employed if, after regular review, it is considered that targets are not being met. These range from competitions and incentives for residents to additional financial support and free bike use.

3.0 SITE AND SURROUNDINGS:

- 3.1 The site is located on Skinner Lane and is vacant and cleared. It currently contains a temporary surface car park approved under the capped long stay car parking initiative brought forward in 2012. The area is mixed in character comprising residential, offices, light industry, warehousing and an army barracks to the north.
- 3.2 Immediately adjacent the site to the west is Lovell House which contains apartments and a currently vacant office element. There is a full height vertical communal stair window, some deck access to storage and plant areas, corridor windows and a top floor (6th floor) residential unit with windows and a terrace/balcony area which face both north and east towards the site. At ground floor level there is an access route to the front door of 12 apartments which runs along the common boundary, albeit that this is elevated above the application site due to the underlying topography of the area. 3 external light fittings are located on Lovell House immediately above the walkway. Just to the west of this is the access point to Lovell House's lower level car park.

- 3.3 To the east is Cypress Point residential scheme which contains apartments in the upper floors above ground floor office space and a car park. There is a vertical section of blank gable-end wall which gives way to open deck access walkways to the upper floor flats which have doors and both bathroom and high level bedroom windows facing out over them. The pedestrian access to the scheme is recessed beneath the building close to the common boundary with the application site. It is supported on a single column and there is a wooden boundary fence which provides physical separation from the application site. Cypress Point has a car park access and this is located on Leylands Rd.
- 3.4 To the south, Concord St apartments have a series of deck access corridors with doors and windows oriented towards the application site, although these are screened from view by a large obscure glazed screen located along the common boundary to protect the amenity of the existing residents. The car park access for this scheme is also located on Leylands Rd.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 This site received approval for 104 residential units in a 9 storey building fronting Skinner Lane, with ground floor offices and basement car parking for 48 vehicles accessed via car lifts. This application was approved under delegated powers app. ref. 20/518/05/FU dated 24th April 2006. (For information, the current proposal is 3.6m lower and has a reduction in depth of nearly 5m when compared to the original approval).
- 4.2 Concord St residential development, approved by app. ref. 20/101/01/FU dated 18th Dec 2001
- 4.3 Lovell House approved app. ref. 20/275/03/FU dated 17th Oct 2003
- 4.4 To the east Cypress Point, originally approved for 37 units by app ref 20/325/05/FU dated 30th Sept 2005. Subsequent approval for 10 additional units approved by app. ref. 06/02231/FU dated 28th June 2006
- 4.5 On the current application site - 75 no. space temporary surface car park, app. ref. 11/05310 approved 19th March 2012. Permission terminates 15th March 2017.

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 This application has been the subject of pre-application discussions with officers concerning a range of relevant planning matters.

6.0 PUBLIC/LOCAL RESPONSE

- 6.1 The proposal was the subject of a pre-application exhibition for which 250 local properties were notified by letter. During the four hour event on 5th February, two persons attended. No negative comments were raised about the scheme itself with the points raised being:

- What the impact would be on trying to sell a property in the area
- Disruption during construction on residents of Lovell House
- Security of people using the passage between the application site and Lovell House. (N.B. the agent discussed hours of working and external lighting).

- 6.2 One letter of representation has been received from the owner of the neighbouring Cypress Point office and residential scheme. This states that the proximity of the eastern elevation of the proposed development may affect the open gallery accesses to the flats at Cypress Point. It is considered that the new building should not extend beyond the solid brick portion of the west elevation of Cypress Point. Similarly, the base level of the rear garden "deck" should be at the same level as the first floor deck of Cypress Point without a solid wall adjoining the Cypress Point access walkway. Concern is also expressed over the proximity of the proposed vehicle access to the site, immediately adjacent to the pedestrian access to Cypress Point.
- 6.3 It should be noted that these comments were made to the original submission. Since this time the applicant has reduced the depth of the building on the boundary to Cypress Point by 0.3m and therefore the building now extends past the end of Cypress Point by 1.85m with the window being 2.875m from this flank wall. The owner of Cypress point has been informed of this revision and has responded that they have no further comments to make.

7.0 RESPONSE FROM CONSULTEES

7.1 Statutory:

None requested or received

7.2 Non Statutory:

Highways Services: The level of parking provision on site is acceptable in this sustainable location. Funding is required for the strengthening of the TRO's on Skinner Lane and possibly Leylands Rd to avoid uncontrolled parking in the area at evenings and weekends (£6,000 – to be paid by the applicant). Cycle parking and location of refuse storage areas are both acceptable. The position of the access and egress are acceptable as is the method of securing the access with a daytime barrier and night-time security shutter.

Travelwise: This development is in the city centre. A Travel Plan Coordinator will be appointed. They will promote car sharing, the use of sustainable modes of transport, cycling & the use of the secure cycle parking facilities and issue travel packs on first occupation. It is considered that a car club trial is the most appropriate method of trying to impact modal shift here and therefore, in preference to a Metrocard scheme, a car club space is to be trialed on Leylands Rd (cost £11,200 if retained or if the space is ultimately not required if the trial is considered to be unsuccessful). Free trial membership period of the car club to the value of £7,360. Electric vehicle charging points will be included in the private parking area.

NGT: £23,259 has been agreed as a contribution to public transport and infrastructure improvements in the area.

Environmental Protection: The units can receive acoustic attenuation which will reduce noise levels to that required in the internal rooms. This will also require artificial ventilation in order that the rooms can be ventilated without the requirement to open the window. The details of both of these elements will be controlled by condition.

Sustainability – Contamination: All pathways will be broken to any potential contamination. No objections subject to conditions.

Police Architectural Liaison Officer: Advice offered on methods of ensuring the levels of security achieved on site are the best possible.

Flood Risk Management: No objections subject to condition requiring drainage details to be submitted.

L.C.C. Education: No contribution required, No objection

Coal Authority: No objection

Metro: Have requested an upgrade to an out-bound route bus stop on North St and a Metrocard scheme for the residents.

8.0 RELEVANT PLANNING POLICIES:

8.1 The Development Plan

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the application to be determined in accordance with the development plan unless material considerations indicate otherwise. The development plan is the adopted Leeds Unitary Development Plan (Review 2006) (UDPR) and the Natural Resources and Waste DPD. These development plan policies are supported by supplementary planning guidance and documents. The introduction of the NPPF has not changed the legal requirement that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The policy guidance in Annex 1 to the NPPF is that due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF. The closer the policies in the plan to the policies in the Framework, the greater the weight they may be given.

8.2 National Planning Policy Framework (NPPF)

Planning should proactively support sustainable economic development and seek to secure high quality design. It encourages the effective use of land and achieves standards of amenity for all existing and future occupiers of land and buildings. One of the core principles is the reuse of land that has previously been developed. Paragraph 49 states that housing applications should be considered in the context of the presumption in favour of sustainable development. The NPPF states that local authorities should deliver a wide choice of homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities (para 50).

8.3 Leeds Unitary Development Plan (Review) 2006

The development plan comprises the Unitary Development Plan Review 2006 (UDPR) and the National Resources and Waste Local Plan 2013 (NRWLP). The site lies within The City Centre boundary but is not allocated for any particular use.

8.4 Policy H4 of the Unitary Development Plan Review (UDPR) allows for residential development on unidentified, brownfield sites subject to the proposals being compatible with the area and all other normal development control considerations. Policy H9 of the UDPR states that the Council will seek to ensure that a balanced provision in terms of size and type of dwelling is made in housing development.

8.5 Policies H11-H13 set out the requirement for the provision of affordable housing. The Interim Affordable Housing policy states that 5 per cent of the dwellings should be provided as affordable housing if the development is implemented in two years.

- 8.6 Policy GP5 states proposals should resolve detailed planning considerations; seek to avoid loss of amenity; avoid highway congestion and maximise highway safety and resolve access issues. Policy T2 amplifies these requirements and subsequent policies T2B-D set out the need for transport assessments, travel plans, and public transport contributions. Policy T6 states that satisfactory access for disabled people and others with mobility problems is required. Car parking, cycling, and motorcycle parking requirements are also set out.
- 8.7 In addition the following policies are relevant to this site:
 SA9 - Promote City Centre aspirations to become one of principal cities of Europe.
 CC3 - Character of City Centre maintained by protecting built fabric and style, good innovative design for new buildings/spaces, upgrading the environment to increase vitality of the Centre.
 GP3 - Proposed uses to be compatible with existing
 GP5 - Development should resolve detailed planning considerations.
 GP7 - Use of Planning Agreements to achieve a satisfactory form of development.
 N12 - Development to respect fundamentals of urban design; linked and appropriate spaces, high quality new build, respect grain.
 N13 - New build should be attractive, normally of contemporary design.
 H7 - New housing encouraged in City Centre.
 H9 - Balanced provision in terms of size/type of housing.
 H11 - Need to provide appropriate proportion of affordable housing.
 BD1-5 - Quality design, materials for new buildings, disabled access, location of plant, amenity space, daylight.
 Appendices 9A, 9B and 9C lay down vehicle and cycle parking guidelines for the City Centre (the site lies within the City Centre Fringe for these purposes).
- 8.8 Natural Resources and Waste Local Plan 2013 (NRWLP)
 The NRWLP was adopted by Leeds City Council on 16th January 2013. The NRWLP is part of the Local Development Framework. The plan sets out where land is needed to enable the City to manage resources, like minerals, energy, waste and water over the next 15 years, and identifies specific actions which will help use natural resources in a more efficient way. One of the strategic objectives of the NRWLP is the efficient use of previously developed land. General Policy 1 ensures that, when considering development proposals, the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the NPPF. Policy Air 1 requires that low emission sources of transportation be included in developments.
- 8.9 Draft Core Strategy (DCS)
 The draft Core Strategy sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. The Inspector examined the Strategy during October 2013 and May 2014. Some weight can now be attached to the document and its contents recognizing that the weight to be attached may be limited by outstanding representations which have been considered at the examinations.
- 8.10 Policy H2 refers to new housing development on unallocated land. The development will be acceptable in principle providing the development does not exceed the capacity of transport, educational and health infrastructure and the development should accord with accessibility standards.
- 8.11 DCS Policy H4 says that developments should include an appropriate mix of dwelling types and sizes to address needs measured over the long-term taking into account the nature of the development and character of the location. Policy H5 states that the

Council will seek affordable housing from all new developments either on-site, off-site or by way of a financial contribution if it is not possible on site.

- 8.12 Policy P10 requires new development to be based on a thorough contextual analysis to provide good design appropriate to its scale and function, delivering high quality innovative design and enhancing existing landscapes and spaces. Policies T1 and T2 identify transport management and accessibility requirements for new development. Environment and sustainability policies EN1 and EN2 will make the requirements of the Sustainable Construction SPD mandatory. However, these are currently the subject of Examination by the Planning Inspectorate and therefore, at this point in time, it is not possible to know whether they will be adopted in their current form.

8.13 Supplementary Planning Documents

SPG3 - Affordable Housing: The Interim Affordable Housing policy states that 5 per cent of dwellings should be provided as affordable housing if the development is implemented in two years.

SPD - Public Transport Improvements and Developer Contributions: To ensure that developers take full account of ensuring access to their site by means other than the private motor vehicle.

SPD - Sustainable Design and Construction: Advocates the use of a range of measures to ensure that the best possible practices are used to ensure that a sustainable environment is created. As policies EN1 and EN2 of the DCS are to undergo further examination, the objectives of the SPD should be pursued although these are not mandatory at this time.

SPD - Travel Plans: Sets out the requirements to be placed on developers to ensure that their sites will be accessible by means other than the private motor vehicle.

9.0 ISSUES

- 9.1 Principle of Residential and Office Uses proposed
Building Design
Amenity Considerations
Highway Considerations

9.2 Principle of Residential and Office Use

The site is currently vacant, with the former commercial building having been demolished a number of years ago. The site lies within the City Centre boundary but is unallocated in the UDPR. The proposed use therefore has to be assessed on its merits taking into account all material planning considerations.

- 9.3 This proposal represents the reuse of previously developed land and satisfies the requirements of UDPR policy H4. Policy H7 also encourages the provision of City Centre Housing and therefore the application is considered to comply with the UDPR as well as Central Government guidance contained in the NPPF. The scheme proposes a range of unit sizes with the majority being 1 or 2 bedroom apartments and the level of provision of affordable housing is in accordance with the guidance set out in the relevant SPD, which is clearly welcomed by officers.

- 9.4 The scheme also provides ground floor office use and this means that the objective of providing local employment opportunities will also be met. The proposed uses on the site are therefore considered to be acceptable.

9.5 Building Design

The building has been designed to reflect the scale and massing of the two schemes to either side on Skinner Lane and it is considered that it fits well into this context. The set-back top floor will act to top the building off with a light-weight glazed structure and this also assists in reducing the perceived height of the building whilst providing a meaningful level of accommodation. The proposed scale is therefore considered to be both appropriate and acceptable.

9.6 The use of a brick framework containing full-height glazing and timber is designed to provide a robust and distinct outer edge to the main body of the building whilst also offering a lightness and depth created by the use of large areas of glass and timber. This is an unusual format but it is considered to respond well to the brickwork of its neighbour at Cypress Point and the façade of Lovell House, with its projecting glass balconies and stair towers. This will provide a unifying element which will complete this frontage and help to tie the diverse architectural styles of the street together. The rear elevation is a simplified version of the front elevation and in this context, where it is not visible from the street, is an acceptable elevational treatment.

9.7 The building is being designed to include what are now becoming a standard range of sustainable features in new-build apartments, from the construction methods and materials to the fit-out of the lighting, water and heating systems. This will result in less energy used and reduced running costs with the achievement of a minimum of Code for Sustainable Homes Level 4. This approach is clearly welcomed by officers and is acceptable.

9.8 Amenity Considerations

The apartments sit above the ground floor office which extends across a substantial part of the building frontage. This means that residential uses are not immediately fronting the footway which could cause potential disturbance to residents, a loss of privacy and security issues. The neighbouring Cypress Point has also used this device to good effect and this is considered to be acceptable.

9.9 The rear apartments face out over the amenity deck and towards the obscured face of the Concord St residential units, which is a distance of 24m away and is considered an acceptable relationship. Given that the elevations of the neighbouring schemes have been designed to allow light penetration but prevent overlooking from primary living space windows, there would be no overlooking into the rear area from the windows of any surrounding residential units other than from the high level bedroom windows of Cypress Point. This arrangement is considered to be acceptable in this city centre context where higher density development is more likely to occur.

9.10 The majority of the residential units have one and two bedrooms. The applicant wishes to provide 7 studios, one to each floor. These are 30 sqm being 4m wide and 7.5m deep. The double bedroom is fully sectioned off from the remainder of the unit by a sliding door and has space along 2 sides of the bed. This is comparable in size with the smaller double bedrooms in the 2 bedroom units. The kitchen is provided as part of the lounge area and has full height glazing with a Juliet balcony, which is the same arrangement as exists in the larger units. There is a bathroom, with bath, as well as built in storage and wardrobes. This is considered to be a well-proportioned arrangement with ample natural light. In this case, where studios account for just under 7% of the total number of units on the site, it is considered that this is an acceptable level of studio provision.

9.11 The owner of Cypress Point has raised the issue of the relative position of the rear of the proposal in respect of the windows of his own development. This has a set of high

level bedroom windows which face out towards the southern end of the proposed eastern flank wall. The northern-most bedroom windows of Cypress Point are set away from the boundary by the width of the access deck (approx. 1.7m) and are also at a slight angle, facing in the direction of the amenity deck. The proposal is also built away from the common boundary by 1.15m which adds further distance between the bedroom windows and the proposed flank wall. The applicant has reduced the depth of the building at this point and the flank wall now sits across approximately half of the high level bedroom window. These have been designed at high level due to their location adjacent a communal walkway. It is also noted that, at the southern end of the Cypress Point access decks, there are high level bedroom windows which are located in close proximity to their own communal access staircase and a solid boundary wall. These have a much poorer level of amenity than those to the north would have if the current scheme were to be constructed in its proposed location.

- 9.12 It is noted from the site history that the Cypress Point scheme was submitted at the same time that the previous larger building on the current application site was approved. The Cypress Point scheme retained its deck access along the common boundary and was approved with this relationship being fully considered and understood, even though the original proposal on the current application site was almost 5m deeper and therefore had a much greater impact on this part of Cypress Point. It is clear that the current proposal has a far better relationship to its neighbour than the original approval would have had, although it is recognized that the previous permission has now lapsed.
- 9.13 On balance, in this tight urban area, where buildings are in close proximity to each other and existing windows have been located close to common boundaries, it is considered that the relative position of the new building to these high level bedroom windows is a reasonable relationship and therefore acceptable.
- 9.14 It must not be over-looked that the feature which has enabled the neighbouring buildings to be constructed very close to their respective boundaries is the open space at the rear of the application property. Without this the neighbouring sites would clearly not be able to provide the existing levels of light and amenity for their own occupiers, which in most cases have relied on architectural devices to achieve this. The current proposal is slimmer and lower than the previous permission on this site, which is an indication of how much the current proposal has endeavoured to protect the amenity of its neighbours. A more accurate assessment of the relationships between the existing buildings and the proposal has been made easier due to the fact that all of the surrounding buildings have now been constructed.
- 9.15 To the west, Lovell House residential units have been designed to avoid windows facing out over the application site as they face in to their own courtyard, although one single unit located on the roof at 6th floor level has a corner lounge window which faces both north and east. This has been recessed from the edge of the building by 1.5m to create a wrap-around terrace on both elevations and Lovell House itself is set away from the boundary by approx. 2.0m at this point to create some breathing space between the two developments. The current proposal is a further 1.5m away from the common boundary at this point due to a slight splay in the site boundary. This gives a total distance of approximately 5.0 m between the eastern facing window in Lovell House and the flank wall of the proposal. This unit has been designed to make the most of its corner aspect but it also has a fully glazed elevation facing north, which is the same orientation as the other units in Lovell House on the Skinner Lane elevation. The current proposal is taller than Lovell House at this point by one and a half stories and is 5m away.

- 9.16 On balance, it is considered that the relationship between Lovell House and the proposal at this point is acceptable, given that the residential unit has a full height window facing north and there is physical separation between the two buildings. The location of the proposal relative to the vertical stair window, the deck access areas and the access walkway along the boundary is also considered to be acceptable. A condition will be placed on the permission to control any external lighting and boundary treatments.
- 9.17 The rear courtyard will be the amenity space for the residents. Whilst the level of planting is restricted it will nevertheless provide a valuable area where the residents can sit out and enjoy a relatively peaceful environment away from passing vehicle noise. Its height respects that of the Cypress Point access walkway and will be surrounded by a protective perimeter treatment which is also set just away from the boundary by 1.5m. This will maintain an acceptable level of separation from the nearest residents and this relationship is considered to be acceptable. The area is of considerable size and would also help to screen from view a substantial amount of the car parking, to the benefit of the amenity of all of the residents who look out over it.
- 9.18 Highway Considerations
The total numbers of spaces are considered to be acceptable for the uses they support in this accessible city centre location and these two factors in themselves will help to reduce the number of vehicle based trips associated with the site. The agreed Travel Plan contains a range of measures designed to promote more sustainable forms of transport and the Car Club trial is intended to make people aware that they can still use a car without actually owning one themselves. This initiative will be funded by the applicant and this is acceptable. As the site is close to the city centre a Metrocard scheme and improvement to a bus stop on the outbound carriageway are not considered to be either necessary or appropriate for this site.
- 9.19 With reference to the point raised in the letter of representation regarding the pedestrian entrance to Cypress Point, the pedestrian entrance is well recessed here and the building is also set back from the back edge of footpath with a robust wooden fence located along the common boundary. The proposal has its own secondary pedestrian access point located on the other side of this common boundary which has the effect of moving the vehicle access further away from Cypress Point. There is considered to be adequate pedestrian circulation space provided by this arrangement, thereby avoiding vehicles turning in to the proposal creating a hazard on the footway. Skinner Lane is one way at this point so vehicles will only approach the site from one direction (westbound). The access point is in an appropriate location and is considered to be acceptable by Highways Services.
- 9.20 Servicing is controlled by the existing Traffic Regulation Orders on Skinner Lane and the applicant has agreed to fund the strengthening of the current TROs on Skinner Lane and Leylands Rd as required by Highways Services. Details of the proposed design and location of entrance barriers to the basement car park will be controlled by condition to ensure no blocking of the public highway will occur when vehicles are waiting for the security barrier to open.

10.0 CONCLUSION

- 10.1 It is considered that the scheme is of good contemporary design and is sympathetic to the character of the area. The area is characterised by apartment buildings which are built close to their boundaries and require the openness afforded them by the rear space of the application site and the proposal duly provides this. The relative locations of the proposal to its neighbours described above are the product of this tight urban

form. The proposal has been designed in order to protect the amenity of the neighbouring occupiers and it is considered that this has been maintained to an acceptable level, whilst still allowing a meaningful and reasonable development to come forward on the application site.

- 10.2 There have been very few residential developments in the city in the last few years. It is possible that this scheme may act as a catalyst for not only this area but also, if successful, other sites which are on the periphery of the city centre. The new development will revitalise the street to the benefit of the regeneration of the area providing further homes within the city centre, including affordable housing.

Background Papers:

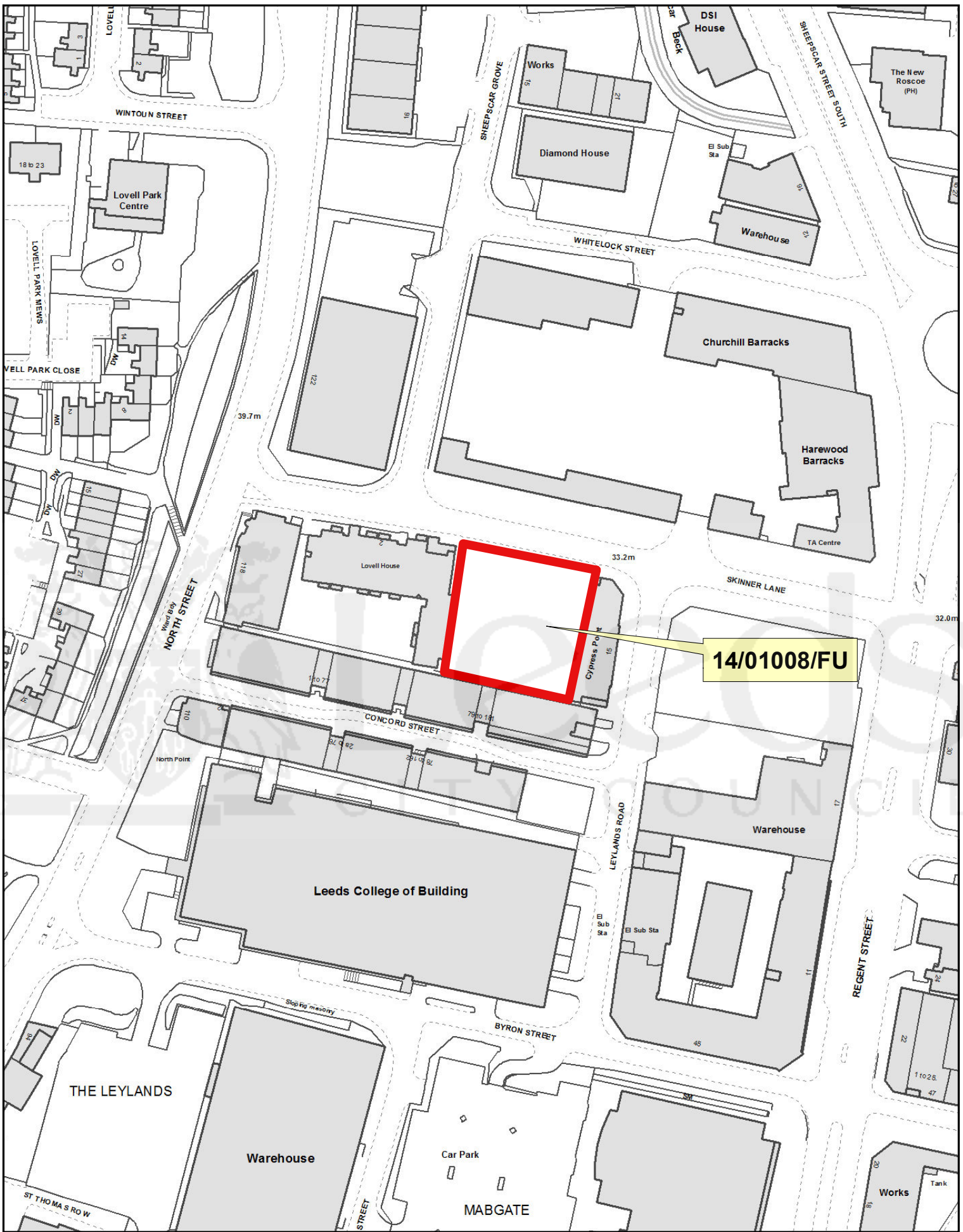
Original application on this site app. ref. 20/518/05/FU

Concordia St residential development to the south app. ref. 20/101/01/FU

Lovell House app. ref. 20/275/03/FU

Cypress Point approved by app. ref. 20/325/05/FU and app. ref. 06/02231/FU

75 no. space temporary surface car park, app. ref. 11/05310/FU



CITY PLANS PANEL





Originator: Matthew Walker

Tel: 3952082

Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 17th July 2014

Subject: 14/02604/ADV - APPLICATION FOR ADVERTISEMENT CONSENT TO DISPLAY ADVERTISING VIA THE EXISTING MEDIA SCREEN, THE CARRIAGEWORKS, 3 MILLENIUM SQUARE, LEEDS, LS2 3AD

Electoral Wards Affected:

City and Hunslet

No

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: Defer and delegate to the Chief Planning Officer for approval, subject to the specified condition (and any others which he might consider appropriate).

Conditions

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

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

Notwithstanding the submitted details, the level of commercial advertising shall not exceed 30% of the total output of content.

In accordance with the terms of the application as submitted.

1.0 INTRODUCTION

1.1 The application relates to the introduction of commercial television broadcasts to the existing digital media screen located to the Carriageworks building on Millennium Square.

- 1.2 In 2005, Leeds City Council entered into a contract for the lease of the Millennium Square screen as part of the BBC's Public Space Broadcasting Initiative (PSB). Following the expiry of the lease for the first screen, a replacement screen was erected following the grant of planning approval by the Plans Panel in 2012. The BBC was the content provider for the screen until September 2013. Following the expiry of the former content arrangement with the BBC the City Council are investigating ways in which the screen content can be managed going forward.
- 1.3 The application for Advertisement Consent is brought before members as Leeds City Council are proposing the introduction of this additional advertisement capability and, the introduction of additional advertisements would affect a large public space within the City Centre.

2.0 SITE AND SURROUNDINGS

- 2.1 The site is the Carriageworks building to the south side of Millennium Square opposite the Civic Hall which contains a theatre, meeting and conference facilities and a number of bars and restaurants. The uses surrounding the square comprise a mixture of hospital, residential, office, and leisure uses, including the Leeds City Museum, as well as the Brotherton Wing of the LGI. The square forms a focus for community and entertainment events. There are a number of listed buildings surrounding the square including the Grade II* Leeds Museum, Grade II* Civic Hall and Electric Press / The Carriageworks (Grade II). The application site is located within the City Centre Conservation Area.

3.0 PROPOSALS

- 3.1 The application comprises a request by Leeds City Council for Advertisement Consent to allow for the broadcast of commercial television events via the Millennium Square Screen whilst also continuing to utilise the screen for the promotion of local and cultural events and a community information platform.
- 3.2 It is proposed the screen would periodically show free-to air commercial television broadcasts as well as sponsored events. The council would benefit from the potential income this would provide. It is proposed there will be sponsored events/screen showings and that consent is also sought to show an agreed level of commercial and other advertising at no more than 30% of the total screen output.
- 3.3 Leeds City Council will continue to manage and programme the screen. All advertising material would be subject to strict guidelines and standards and would not feature political content or content relating to alcohol or tobacco promotion or gambling. Editorial control would rest with Leeds City Council.
- 3.4 The Screen is switched completely off after 11 pm and doesn't restart until 7 am.

4.0 RELEVANT PLANNING HISTORY

- 4.1 20/200/05/FU & 20/202/05/SI - 1 internally lit LED media screen to proposed theatre, The Carriageworks, 3 Millennium Square Leeds, LS2 3AD

The original screen application was approved by Members at panel on 23rd June 2005. The building was designed for the TV screen to fit into a shallow recess in the Millennium Sq facade with the intention that it would be seen as part of the building rather than mounted on it.

4.2 12/00511/FU - Replacement media screen, The Carriageworks, 3 Millennium Square Leeds, LS2 3AD

The media screen on The Carriageworks, facing Millennium Square was upgraded to a high definition screen of the dimensions 6.1m x 3.6m in 2012. The screen facing Millennium Square is used to show public events and public information and is not used for commercial advertising. This screen faces on to a large public space sufficient to accommodate the associated crowds.

5.0 PUBLIC/LOCAL RESPONSE:

5.1 The Leeds Civic Trust have objected to the grant of Advertisement Consent as they feel that large scale digital advertisements are in their view, generally intrusive in the street scene and in addition, the proposal will add to the impression that the city is 'for sale'. The Leeds Civic Trust feel the proposal will set a precedent for other applications elsewhere in the city which as a result, will be difficult to refuse. The Leeds Civic Trust suggest a policy decision needs to be made to identify a specific area for the siting of large scale digital signage in the City Centre where such signage can be directed and resisted elsewhere. It is also suggested that such a policy is set out within a Supplementary Planning Document and put to public consultation.

6.0 CONSULTATIONS RESPONSES:

6.1 Statutory

6.2 There are no statutory consultees associated with this application.

6.3 Non-statutory:

6.4 Highways

The proposals do not raise any specific road safety concerns as there are no direct views from the nearest road to the screen whilst service vehicles can park in the vicinity of the screen on authorisation from the council. Therefore highways have no objection to the proposal.

6.5 Sustainable Development Unit - Conservation Team

No objections.

7.0 POLICY

7.1 National Planning Policy Framework (NPPF)

7.2 Paragraph 67 of the NPPF states that poorly placed advertisements can have a negative impact on the appearance of the built and natural environment. Control over outdoor advertisements should be efficient, effective and simple in concept and operation. Only those advertisements which will clearly have an appreciable impact on a building or on their surroundings should be subject to the local planning authority's detailed assessment. Advertisements should be subject to control only in the interests of amenity and public safety, taking account of cumulative impacts.

7.3 Leeds Unitary Development Plan Review

7.4 The application site lies within the designated City Centre Conservation Area. Relevant UDPR policies include:

7.5 BD8: All signs must be well designed and sensitively located within the street scene. They should be carefully related to the character, scale and architectural features of the building on which they are placed.

BD9: Projecting and illuminated signs will only be permitted in conservation areas and predominantly residential areas where they do not detract from visual amenity, the building, or the character of the street.

GP5: Proposals should resolve detailed planning considerations including design and safety.

7.6 Leeds City Council's supplementary planning document on advertising design guidance recognises digital screens as an emerging form of advertising and advises that they should not be located adjacent to highways for safety reasons. This guidance requires special attention be given to protecting the character and setting of conservation areas and listed buildings.

The guide states the designation of an area as a conservation area does not automatically preclude outdoor advertising, but special attention should be paid to the necessity of preserving or enhancing the character or appearance of that area.

The guide also states that special care is essential to ensure that any advertisement displayed on, or close to, a listed building or schedule monument does not detract from the integrity of the building's design, historic character or structure, and does not detract from or compromise its setting.

The guide goes on to states that special care is essential to ensure that any advertising display does not lead to a reduction in road safety.

7.7 CABE and English Heritage 'Large Digital Screens In Public Spaces' (2009):
This offers guidance to LPA's on the issues to consider when assessing the suitability of sites for both public event display screens and digital media/advertising screens.

The 3 overriding principles set out are that a screen should:

1. Be in an appropriate location
2. Be of excellent design quality in its own right and ensure that the building façade is suitable
3. Enhance the qualities of its immediate location and wider setting.

7.8 **Draft Core Strategy (DCS)**

7.9 The draft Core Strategy sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. On 26th April 2013 the Council submitted the Publication Draft Core Strategy to the Secretary of State. The Inspector examined the Strategy during October 2013. The weight to be attached is limited where representations have been made.

7.10 Policy P10 requires new development to be based on a thorough contextual analysis to provide good design appropriate to its scale and function, delivering high quality innovative design. Development should protect and enhance locally important buildings, skylines and views.

7.11 Policy P11: The historic environment, consisting of archaeological remains, historic buildings, townscapes and landscapes, including locally significant undesignated assets and their settings, will be conserved and enhanced, particularly those elements which help to give Leeds its distinct identity:

8.0 **MAIN ISSUES**

Context and Function
Amenity
Public Safety

9.0 **APPRAISAL**

9.1 Context and Function

9.2 For information, the proposal is for permission for permission to show commercial television broadcasts via the existing screen. This proposal is to compliment rather than replace the current function of the screen as a public information and entertainment resource for the users of the public space within Millennium Square. The screen would continue to predominantly be utilised for its existing purpose, however the grant of advertisement consent would allow the flexibility to provide commercial broadcasts in addition to its current function.

9.3 Amenity

- 9.4 The application under appraisal is solely related to the use of the existing digital screen to show commercial television broadcasts. This will include the broadcast of commercial breaks. It is also proposed to show promotional content from partners and organisations across the city. These will comprise the promotion of cultural events, selected charities and campaigns. The content will be under the control of Leeds City Council.
- 9.5 The existing screen structure has the benefit of planning permission. There are no physical changes proposed to the existing screen as part of this proposal. Separate planning permission would be required if physical changes were to be proposed in future. Under existing planning controls the brightness of the screen can be adjusted to match the ambient light level in the square (from sources such as the buildings, bars and street lights).
- 9.6 The screen and its associated content would be read within the context of listed buildings and there is also a requirement to preserve the character of the conservation area. However the proposal would have no more detrimental impact than the existing visual content. The screen is well designed and located within a communal environment and in this instance is considered appropriate in that it is located next to a public space. The proposal is therefore considered to preserve the setting of listed buildings and the conservation area.
- 9.7 The proposal for advertisement consent includes the use of audio on the same basis as the existing arrangement with the BBC. Sound levels can be set to match ambient background noise levels and as the speakers in general use are directional and closer to their audience the overall volume can be decreased. There are existing planning controls in this regard and the screen would continue to operate in consultation with Environmental Health as is the case currently. Between 11pm and 7am the screen will normally be switched off. It is proposed to members that the existing controls regarding the operation of the screen are suitable in ensuring the restriction of noise and light pollution to ensure no loss of amenity to nearby residents and to control the impact to the visual amenities of the setting.
- 9.8 It is considered the screen will continue to add to the attraction of the square as a public event venue and enhance the cultural character of this area following this proposal. Experience has shown that the screen has helped to develop a public space as a meeting place, as an information and performance outlet for local arts and community groups and as an entertainment venue and seems to be enjoyed and valued by the public and people of Leeds.

10.0 Public Safety

Highways have responded with regard to the potential issue of highway safety and have no objection and consider that the screen can be serviced without impacts upon public safety. The existing screen is within a suitable setting, located within a large public square and it is therefore considered that there would be no impacts upon highway safety as a result of the proposal. Existing planning controls are in place to ensure the level of luminance is controlled to an acceptable and safe level to prevent distraction.

11.0 Representations

- 11.1 As discussed within paragraph 5.1 of the above report, a letter of objection has been received from the Leeds Civic Trust.

In response to the objection, the City Centre is a large commercial centre where advertising is present in a variety of forms, including a large scale digital screen at the Trinity development.

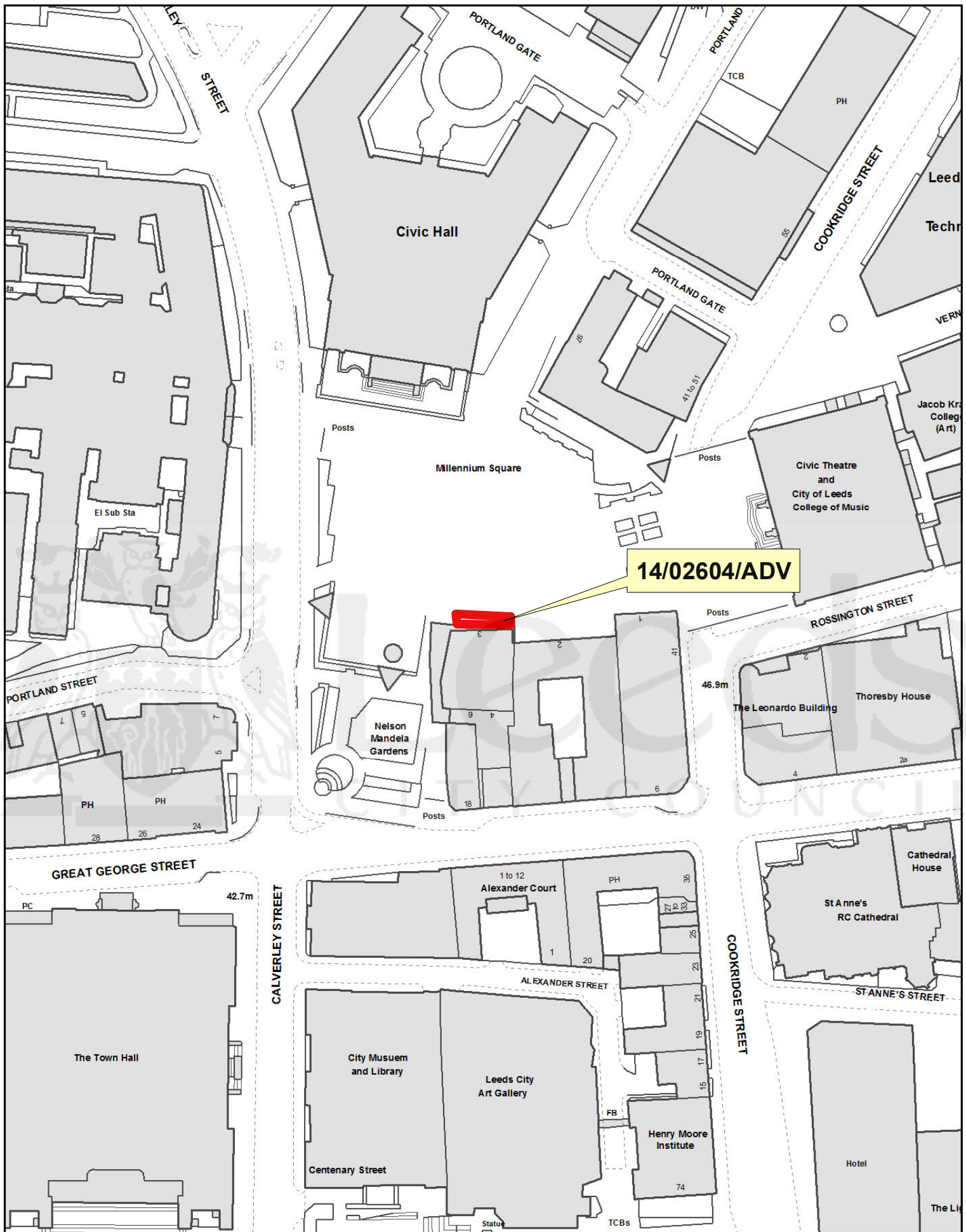
The Leeds City Council Advertisement Design Guide provides clear guidance on where advertising will generally be acceptable and where it is likely to be resisted. Guidance and UDPR policies require special attention to be given to protecting the character of the conservation area and listed buildings.

Each case must be considered on its own merits. The Local Planning Authority has supported proposals for screens at the Trinity retail centre and the Pinnacle building whilst resisting proposals in more inappropriate locations.

In this particular case it is considered that the proposal would be acceptable within the setting of the square and would have no greater impact upon the existing visual amenities and public safety in the context of the square than the existing BBC broadcasting.

Background Papers:

Application file 14/02604/ADV, letter of objection from Leeds Civic Trust dated 11th June 2014



14/02604/ADV

CITY PLANS PANEL





Originator: Bob Packham

Tel: 2478204

Report of the Chief Planning Officer

PLANS PANEL: City

Date: 17 July 2014

Subject: APPLICATION: 13/04824/OT – outline application for development of circa 70 dwellings, including access works. Land near Ring Road and Calverley Lane, Farsley

APPLICANT	DATE VALID	TARGET DATE
Gaunts Ltd. and Ian Driver	24.10.13	23.1.14

Electoral Wards Affected:

Calverley and Farsley

Yes Ward Members consulted (referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

Defer and delegate to the Chief Planning Officer for approval, subject to the specified conditions and following completion of a Section 106 Agreement to cover the following matters:

- Affordable housing: 15% provision with 50% social rent/50% submarket housing.
- Education contribution of £333,467.08. (based on 70 houses, contribution would vary depending on final number of units).
- Transport SPD contribution figure of £826/dwelling.
- Metrocard contribution figure of £462/dwelling.
- Travel Plan Review fee of £2,500.
- A contribution of £40000 towards the improvement of Rodley roundabout .
- Greenspace contribution. £1511.20 per dwelling.

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

Conditions:

1. **Outline relates to Access only. All other matters Reserved.**
2. **Reserved Matters to be submitted within 1 Year**

3. Development to commence within 1 year of approval of last Reserved Matter.
4. Plans to be approved.
5. Samples of walls, roofing, doors, windows, surfacing material to be approved.
6. Details of means of enclosure including retaining walls.
7. Details bin stores.
8. Landscape scheme
9. Implementation of landscape scheme
10. Tree protection conditions.
11. Tree replacement conditions.
12. Plan for bat and bird nesting opportunities.
13. Access roads and car parking to be complete prior to first use.
14. Development in accordance with FRA, including specified mitigation measures.
15. Details of surface water balancing facilities.
16. Details of treatment of on-site water courses.
17. Separate systems of foul and surface water drainage on and off site.
18. No piped discharge until works for satisfactory outfall of surface water.
19. Cycle/motorcycle provision notwithstanding submitted drawings.
20. On site provision for contractors during construction, including means to prevent mud on road and dust suppression.
21. Contamination reports.
22. Unexpected contamination.
23. Verification reports.
24. Any remedial works identified by site investigation relating to shallow mine works to be completed prior to commencement.
25. Condition relating to specified off-site highway works.

1.0 INTRODUCTION:

- 1.1 The application is reported to Panel as it relates to a site identified as a Protected Area of Search in the Leeds Unitary Development Plan (Review 2006) and needs to be considered in the context of Development Plan Policy, the Interim Policy for the release of PAS sites adopted by the Executive on 13 March 2013 and other material considerations.

2.0 PROPOSAL:

- 2.1 This is an outline planning application for the development of the site with circa 70 houses. Approval is sought for approval of the access to the site but all other matters (appearance, landscaping, layout and scale) are reserved for subsequent approval.
- 2.2 Although the majority of matters are reserved for subsequent approval the applicants have submitted an indicative layout to illustrate that the site can be developed for up to 70 houses.
- 2.3 The layout shows a single access point with an estate road running west from Calverley Lane, turning north- west towards the Ring Road. There are no houses proposed between the estate road and the recreation ground to the south. Within the site a further road will run north and north east to serve a group of properties in the northern corner of the site (at the junction of the Ring Road and Calverley Lane). These properties are described as providing a terraced frontage to the site to reflect the character of the older

terraced vernacular within Farley and Rodley and are shown as six separate blocks, five containing three units and the other four units. The remainder of the development on the Calverley Lane frontage comprises detached housing (5 units).

- 2.4 The centre of the site is primarily proposed as landscaped open space, mainly beneath the no build zone under the overhead power lines, with an extension to the north to provide a central play area. Beyond this open area the indicative layout shows a development of detached and semi-detached properties served off the estate road and a number of private drives running towards the western extremity of the site.
- 2.5 The illustrative layout also includes a number of other features, described as “key objectives”. These include:
- the retention of the existing raised bund and tree screen to the Ring Road and its extension to the Calverley Lane junction along the remainder of the site frontage;
 - parking for visitors to the adjacent recreation ground within the site and the possible provision of a gated pedestrian access to the recreation ground;
 - new buffer planting to the southern boundary of the site where it abuts Beech Lees;
 - the retention of the existing tree belt to the south (which is in any event within the recreation ground); and
 - widening of the footway to Calverley Lane between the access and the Ring Road to 1.9 metres.
- 2.6 The site has an area of 2.8 hectares and the density of development based on 70 houses would be 25 units per hectare (approximately 10 per acre). This is a relatively low density of development but the no build zone under the overhead lines reduces the developable area by about 0.4 hectares. It should be noted that whilst the application is described as “circa 70 houses” the application is in outline and only access is to be determined at this stage. As such the layout of any reserved matters application will need to meet policy requirements and will be considered against the guidance in SPDs and SPGs, including Neighbourhoods for Living. This may impact on site capacity.
- 2.7 The application also includes a drawing showing a streetscape from Calverley Lane and sections of the site to show the relationship of new properties with those on the adjacent Beech Lees site. The streetscape shows the development could reflect the traditional features of existing local housing, including features such as chimneys, bay windows and similar roof to wall and window to wall ratios. All properties shown in the streetscape are two storeys. The sections show that because of the fall of the land the finished floor levels of the new houses will be below those of Beech Lees properties by 1.65 and 2.18 metres (for the two examples shown). In any event if permission is granted these details of floor levels, appearance and back to back distances would be considered at reserved matters stage.
- 2.8 In addition to these indicative details the application includes detailed reports on the following topics : desk study and geo-environmental report; design and access statement; planning statement; statement of community

involvement; transport assessment and travel plan; extended Phase 1 habitat study; bat and reptile surveys; tree survey; flood risk assessment; landscape and visual assessment; acoustic assessment; air quality assessment; and heads of terms.

- 2.9 Two further drawings are submitted, one showing local facilities in relation to the site and the other local schools and routes.
- 2.10 The applicants, agent has indicated that the following obligations, to be included in the 106 Agreement and detailed in this report, are acceptable: affordable housing provision; education contribution; Transport SPD contribution; metrocard contribution; Travel Plan Review fee; greenspace contribution; and a contribution of £40000 towards the improvement of Rodley roundabout.

3.0 SITE AND SURROUNDINGS:

- 3.1 The site is located north of the main built up area of Farsley. It is a triangular site. The entire north-west boundary abuts the Ring Road, with a frontage of 275 metres from the northern edge of the Beech Lees development to the junction with Calverley Lane. For much of this frontage (approximately 195 metres) the site is screened by a bund and trees. From the junction the north east boundary of the site runs along the south western side of Calverley Lane for approximately 185 metres. The southern edge of the site (300 metres) abuts the recreation ground for 137 metres. Thereafter the southern boundary is formed by the rear garden boundaries of properties in Beech Lees, running 163 metres from the north-west corner of the recreation ground to meet the north-west boundary at the Ring Road.
- 3.2. The site is currently an open field which slopes down to the east and north from the western corner and southern boundary. The lowest part of the site is on Calverley Lane where the site is retained by a stone wall. Approximately in the centre of the frontage and close to the wall is a large electricity pylon. Houses in Beech Lees are visible from this frontage across the site.
- 3.3 The only current building on the site is a small corrugated metal building approximately in the centre of the site, which may be associated with the existing use of the site for the grazing of horses.
- 3.4 Beyond the two roads which define the north-west and north-east boundaries is open countryside. That on the opposite side of the Ring Road is within the Green Belt and Special Landscape Area and is characterised by large open fields and scattered housing.
- 3.5 Land to the north east (Kirklees Knowl) is defined as a Protected Area of Search for potential long term development (PAS) in the Leeds UDPR (as is the application site). The Kirklees Knowl site was the subject of a recent planning application which was the subject of an appeal against non-determination last year. The decision has yet to be issued. It was originally expected to be issued in early April but the Secretary of State has extended his date for decision, currently to 17th July, but subsequent delays cannot be ruled out.

- 3.6 As previously indicated the southern boundary abuts both recreational open space and housing. The former is within the Farsley Conservation Area the boundary of which runs along the southern boundary of the site where it abuts the recreational land. The boundary to the Conservation Area continues along the western boundary of the recreation ground with the adjacent Beech Lees housing development, which is a 1970s housing development of 2 storey houses and bungalows. South of the recreation ground is Farsley itself, with mainly residential development to the Green. The retail premises south of the Green are included in the S2 shopping centre and are some 400 metres from the site entrance.
- 3.7 The site is largely screened from the Ring Road by the bund and planting. There are extensive views to the north east from the Calverley Lane frontage across Kirklees Knoll and towards Horsforth and reverse views of the site from these locations. The extent of the site looking west, as it slopes up, is apparent from Calverley Lane, with the trees on the southern boundary with the recreation ground and the houses in Beech Lees being visible.

4.0 RELEVANT PLANNING HISTORY:

Application reference H25/411/74. Outline application to erect residential development, junction Ring Road and Calverley Lane Farsley. Refused 10 February 1975.

5.0 HISTORY OF NEGOTIATIONS:

Following submission there has been discussion between the Highway Authority and the applicants' agent which are referred to in the appraisal. The applicants' agent has also discussed the Section106 requirements with the case officer. These are set down in the recommendation and have been accepted by the applicant.

6.0 PUBLIC/LOCAL RESPONSE:

- 6.1 The applicants have submitted a Statement of Community Involvement. This indicates that a Public Exhibition of the proposals for the site took place on 11 June 2013 between 3 p.m. and 7.30 p.m. at Farsley Community Church. This meeting had been previously advertised in the Pudsey Town Observer, Freestyle Magazine and by a leaflet circulation to 567 households in the area and local businesses on Town Street.
- 6.2 There were 107 visitors to the exhibition of which 60 filled in the response forms provided by the applicant. The SCI includes a summary of responses where these were made by more than 10% of those commenting, the concerns expressed being as follows:

- Not enough schools 53%
- Traffic in Farsley 42%
- Not enough doctors and dentists 30%
- Traffic/access onto ring road 22%
- Question need for housing 17%
- Enough development in Farsley 17%
- Impact on character of Farsley 13%

- Loss of Green Belt 12%
- Suitability of Calverley Lane for traffic 12%
- Drainage 10%

6.3 The application was the subject of a site notice, posted on 8 November 2013 in 8 locations around the site. It was also the subject of a notice in the Yorkshire Evening Post on 21 November 2011.

6.4 Objections were received from Councillor Carter on the basis that this is a PAS site and should only be considered as part of a review as indicated by the Inspector's report relating to the Leeds UDP Review. Councillor Carter considers that piecemeal release of such sites without proper review would undermine public confidence in the planning process. In considering the site the Inspector's conclusions that the site has some of the attributes of Green Belt land should be taken into account.

6.5 An objection has also been received on behalf of the Farsley Residents Action Group, and 18 further representations have been received, all of which object to the development of the site for housing.

6.6 The objections submitted relate to the following issues:

- Impact of traffic on Town Street, Calverley Lane and the Ring Road, exacerbated by other developments in the area. *Referred to in the appraisal.*
- Highway safety issues relating to children visiting adjacent park and to pedestrians on Ring Road. *Referred to in the appraisal.*
- Lack of capacity in local facilities (schools, doctors, dentists) and infrastructure (foul and surface water). Development therefore not sustainable. *See appraisal. The education issues are addressed by the requirement for an education contribution. The site is close to a wide range of existing services. Foul and surface water drainage are considered acceptable subject to conditions.*
- Loss of greenfield land in important gap between Leeds/Bradford and Farsley, Calverley and Rodley. Loss of green wedge in long distance views. Site should be returned to Green Belt. *Referred to in the appraisal.*
- Development of PAS area should be the subject of proper consultation through development plan process as indicated by LUDPR Inspector. *Referred to in the appraisal.*
- Housing development should be on brownfield sites first (reference to NPPF). *The NPPF does not preclude the development of greenfield sites*
- Parking provision for recreation ground inadequate. *The proposal is for new parking provision thereby increasing parking for the recreation ground.*

- Narrowing of Calverley Lane will create parking problem, worse if Kirklees Knowl also developed. *The matter will be addressed as part of the off-site highway works.*
- Too many houses have already been built in Farsley and area. *There is a need for a large number of houses to be built in Leeds on sustainable sites. Farsley is not subject to a specific housing cap or requirement.*
- Improvements to Rodley roundabout inadequate. *The Rodley roundabout proposals will be implemented in accordance with proposals approved by the Highway Authority on the basis of the highway requirements*
- Public transport facilities inadequate – too far to bus stops and train stations. *The development is located relatively close to existing public transport facilities including Pudsey railway station.*
- Development should not be permitted until the impact of Clariant development is assessed and the outcome of Kirklees Knowl appeal known. *The proposals have been assessed in the context of the Clariant site and the potential development of Kirklees Knowl.*
- Application was not sufficiently publicised. *The application was advertised in the normal way with site notices and newspaper advertisements and was the subject of a pre-application exhibition.*
- The development of the site will not make a sufficient impact on the housing shortfall to justify releasing it. *The release of the site will contribute to the Council's aim of promoting housing delivery.*
- Application has been cynically timed to pre-empt Local Plan consideration. *The application has presumably been submitted in response to the Council's interim Policy on PAS sites.*
- Site abuts Conservation Area and will affect the character of the area and the “gateway” to Farsley. Need to consider Village Design Statement. *Referred to in appraisal*
- Insufficient study of impact on bats. Loss of wildlife habitat. *The matter has been considered by the Council's Nature Conservation Officer who is satisfied with the proposal subject to conditions.*
- Methodology of Transport Assessment is inadequate. *The Highway Authority has been consulted and considers the Transport Assessment addresses the relevant issues adequately.*
- Development will affect urban/rural balance and character of village life in Farsley. *All development has some impact on the area, but this is a relatively small development and complies with the Council's policy on the development of smaller PAS sites,*

7.0 CONSULTATIONS RESPONSES:

Statutory:

Environment Agency: No objection subject to conditions

National Grid Plant Protection Team - No response received

Non-statutory:

Contaminated Land Team: No objection subject to conditions.

Sustainability – Landscape: No objection to the principle of development.

Sustainability – Nature Conservation: No objection subject to condition.

Transport Development Services (Travel Wise): Travel Plan and monitoring fee (£2500) to be required through 106 Agreement.

NGT/Public Transport: Contribution of £826 per dwelling required (£57826 for 70 houses) to address strategic transport enhancements

Local Plans: Site is acceptable in terms of the criteria set out in the Council's Interim Housing Development Policy. Greenspace contribution of £105784.26 required (1511.20 per dwelling)

Neighbourhoods and Housing (Affordable Housing): The scheme falls within the outer suburbs housing market zone where there is a requirement for 15% affordable housing split 50/50 social rent/submarket housing. Therefore there is a requirement for 11 affordable units (based on 70 units); 5 for social rent and 6 for submarket.

Highways: No objection on principle subject to the agreement of appropriate off site highway improvements, funded by the developer secured through the 106 Agreement (£40000) and conditions, and general conditions relating to the development.

Mains Drainage: No objection subject to conditions

Children's Services (Education Leeds): Education requirement in 106 Agreement. £333,467.08.

Public Rights of Way: No definitive or claimed rights of way cross the site.

Metro: Bus only metrocards should be secured through 106 Agreement (£462 per house).

Yorkshire Water: No objection subject to conditions.

Coal Authority. No objection subject to a condition requiring sites investigations to be completed in accordance with Desk Study before development.

7.0 PLANNING POLICIES:

National Planning Policy Framework (2012):

- The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these are expected to be applied.
- The introduction of the NPPF has not changed the legal requirement that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The policy guidance in Annex 1 to the NPPF is that due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF. The closer the policies in the plan to the policies in the Framework, the greater the weight that may be given.
- The NPPF states at paragraph 85 that Local Planning Authorities should identify safeguarded land and that planning permission for permanent development should only be granted following a local plan review which proposes the development. Paragraph 14 of the NPPF emphasises the presumption in favour of sustainable development and indicates that in making decision on planning applications, planning

permission should be granted where the development plan is absent, silent or relevant policies are out of date, unless:

- Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the NPPF or taken as a whole; or
- Specific policies in the NPPF indicate development should be restricted.

Leeds Unitary Development Plan (2006 Review)

- Proposals Map: the site is shown as a protected area for search for long term development (PAS).
- SA1: Secure the highest possible quality of environment.
- SA3: Adequate provision for housing needs.
- SA7: Promote physical and economic regeneration of urban areas.
- SP3: New development concentrated largely within or adjoining the main urban areas.
- GP5: General planning considerations.
- GP11: Sustainable development.
- N4: Provision of greenspace.
- N19: Development within and adjacent to Conservation Areas.
- N 24: Developments adjacent to Green Belt Boundary
- N34: Development in Protected Areas of Search for Long Term Development
- N38b: Flood Risk Assessments.
- N39a: Sustainable drainage.
- T2: Transport infrastructure.
- T24: Parking provision.
- BD5: General amenity issues.
- LD1: Landscape schemes.

Leeds City Council Supplementary Planning Guidance

- SPG4 Greenspace relating to new housing development.
- SPG10 Sustainable Development Design Guide.
- SPG13 Neighbourhoods for Living.
- SPG22 Sustainable Urban Drainage.
- SPD Street Design Guide.
- SPD Public Transport Improvements and Developer Contributions.
- SPD Designing for Community Safety.
- SPD Travel Plans.

Local Development Framework:

The Emerging Core Strategy was examined by an Inspector in October 2013. The Inspector has subsequently indicated that two issues must be addressed if It is to be found sound, these are Affordable Housing and Provision for Gypsy and Traveller Sites. Nevertheless it is considered that some weight can be attached to the policies contained within the Core Strategy.

The Spatial Development Strategy outlines the key strategic policies which Leeds City Council will implement to promote and deliver development. The intent of the Strategy is to provide the broad parameters in which development will occur, ensuring that future generations are not negatively impacted by decisions made today. The Spatial Development Strategy is expressed through strategic policies

which will physically shape and transform the District. It identifies which areas of the District play the key roles in delivering development and ensuring that the distinct character of Leeds is enhanced. Of particular relevance is policy SP1: Location of Development.

It is complemented by the policies found in the thematic section, which provide further detail on how to deliver the Core Strategy. This includes housing (improving the supply and quality of new homes in meeting housing need), and the environment (the protection and enhancement of environmental resources including local greenspace and facilities to promote and encourage participation in sport and physical activity. Relevant policies include:

- H1: managed release of sites.
- H2: New housing development on non-allocated sites.
- H3: Density of residential development.
- H4: Housing mix
- H5: Affordable housing
- P11: Conservation
- P12: Landscape
- T1: Transport management
- T2: Accessibility requirements and new development
- G3: Standards for open space, sport and recreation
- G4: New greenspace provision
- G7: Protection of species and habitats
- G8: Biodiversity improvements
- EN1: Climate change
- EN2: Sustainable design and construction
- EN5: Managing flood risk.
- ID2: Planning obligations and developer contributions

Site Allocations DPD – Issues and Options 2013

The site (reference 2121) is shaded orange on the Site Allocations DPD Map as a “Site which has potential but issues, or not a favoured as green sites” The site area is given as 2.755 hectares and the capacity as 72.

Interim Policy relating to the release of PAS sites

On 13 March 2013 the Executive Board considered a report on how Leeds’ housing land portfolio and housing delivery may be enhanced, including the setting of criteria for the release of a selection of Protected Area of Search (PAS) sites for development. The Executive Board agreed to adopt the criteria set down in the report as an Interim Policy against which to consider the allocation of PAS sites, pending the adoption of the Site Allocations DPD.

9.0 MAIN ISSUES

- 1 Principle of development**
- 2 Highway Issues**
- 3 Visual amenity and character**
- 4 Residential amenity**
- 5 Drainage**
- 6 Other matters raised by representations**

10.0 APPRAISAL

Principle of Development

- 10.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990 state that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.
- 10.2 Paragraph 12 of the National Planning Policy framework indicates that development that accords with an up-to-date Local Plan should be approved, and proposed development that conflicts should be refused unless other material considerations indicate otherwise. The starting point for any consideration of the development must therefore be the provisions of the LUDPR (2004), in order to assess whether the development is in accordance with the development plan.
- 10.3 In considering the site against the provisions of the development plan, the key issue is that the application site is identified on the proposals map as a Protected Area of Search for Long Term Development. Policy N34 of the LUDPR states that development of PAS sites will be restricted to that which is necessary for the operation of existing uses together with such temporary uses as would not prejudice the possibility of long term development. As such the proposal constitutes a departure from the Development Plan.
- 10.4 Paragraph 5.4.9 of the LUDPR indicates that the suitability of protected sites will be reviewed as part of the preparation of the Local Development Framework. The grant of planning permission would also be contrary to this supporting text.
- 10.5 Having established that the proposal is contrary to the provisions of the development plan it is still necessary to assess the proposal against other material considerations.
- 10.6 Paragraph 14 of the NPPF reiterates that development proposals should be approved if they accord with the development plan but also indicates that permission should be granted where relevant policies are out of date, unless:
- any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or specific policies in this Framework indicate development should be restricted.*
- 10.7 On 13th March 2013 the Council's Executive Board, resolved to enhance housing delivery by releasing some designated PAS sites in advance of the preparation of the Site Allocations Plan. The Board agreed that some sites could be released provided they met agreed criteria set down in an Interim PAS policy.
- 10.8 In effect this decision recognises that the need to increase the level of housing development outweighs the provisions of Policy N34 of the LUDPR

(which states that **every** PAS site should be reassessed through the local plan process), and in relation to PAS sites which meet defined criteria within the Interim PAS policy, planning permission should be granted. In relation to these sites Policy N34 is therefore out of date, and subject to the other considerations referred to in Paragraph 14 of the NPPF planning permission should be granted.

- 10.9 The purposes of the Interim PAS policy are to broaden the land supply and (along with a number of other measures e.g. the interim affordable housing policy) to promote housing delivery, and to reduce the risk of ad hoc development on greenfield and potentially on Green Belt sites by ensuring a continuous supply of housing land to meet housing requirements.
- 10.10 In relation to housing requirements, the Council has a supply of 28,131 net homes between 1st April 2014 and 31st March 2019, which when assessed against the requirement for 24,151 homes provides a 5.8 year housing land supply.
- 10.11 This supply has been sourced from the Strategic Housing Land Availability Assessment Update 2014 and includes over 21,000 units, including sites for students and older persons housing. In addition the identified supply consists of some safeguarded sites (including the application site) adjacent to the main urban area which meet the Council's interim policy on Protected Areas of Search (approved by Executive Board in March 2013). The supply also includes evidenced estimates of supply, based on past performance, from the following categories: windfall, long term empty homes returning into use and the conversion of offices to dwellings via prior approvals. The supply figure is net of demolitions.
- 10.12 The requirement is measured against the Core Strategy Inspector's latest set of Main Modifications (16th June 2014) which he considered were necessary to make the Core Strategy sound. They indicate that the Council should supply land at a rate of 4,375 homes per annum throughout the life of the plan, but that because of market signals and the need for infrastructure be judged for performance purposes against meeting a requirement of at least 3,660 homes per annum between 2012 and 2016/17. This basic requirement is supplemented by a buffer of 5% in line with the NPPF. The requirement also seeks to make up for under-delivery against 3,660 homes per annum since 2012. It does this by spreading under-delivery, since the base date of the plan, over a period of 10 years to take account of the circumstances under which the under-delivery occurred i.e. the market signals and the need to provide infrastructure to support housing growth.
- 10.13 In adopting the interim PAS policy members added a further caveat reducing from 5 years to 2 years the period by which any permission granted to develop PAS sites remains valid. This amendment is to discourage land banking and ensure that where permission is granted for the development of PAS sites the proposal is implemented in a short timescale in order to meet the purposes of the policy to promote housing delivery.

- 10.14 The principle in favour of sustainable development is enshrined in the NPPF where it is stated that permission should be granted where the development plan is out of date. In this case the Council has specifically adopted a Policy to address the need to bring forward additional housing land over and above that which is being developed on housing sites allocated in the development plan, and in circumstances where additional sites are shown to be sustainable and have already been identified as having potential for long term development.
- 10.15 The Policy has been adopted in the knowledge that whilst the LUDPR indicates that PAS sites will be reviewed as part of the preparation of the Local Development Framework ideally this would be through the Site Allocations Plan, but given the changes in circumstances since the adoption of the LUDPR, including the publication of the NPPF, the Council has recognised through the Interim Policy that there is a need to identify those sites that can help address the additional housing need in advance of the Site Allocations Plan.
- 10.16 The Interim PAS Policy is therefore a key consideration in assessing the current proposal and as the most up to date policy relating to PAS sites the principle for the development of this site falls to be considered against these agreed criteria. Each of the criteria is considered below.
- (i) *Locations must be well related to the Main Urban Area or Major Settlements in the Settlement Hierarchy as defined in the Core Strategy Publication Draft.*
- 10.17 The site is bounded on two sides by roads, that to the north-west being the Ring Road which separates the site from the Green Belt and Special Landscape Area. Much of the site boundary with the Ring Road is defined by a screening bank and trees. The southern boundary of the site abuts, for much of its length, existing housing development which is visible across the site from Calverley Lane. The whole of the southern boundary is shown on the UDP proposals map as the edge of the urban area.
- 10.18 The site is also relatively well located in relation to existing facilities, being within 400 metres of an S2 centre, 600 metres from the nearest primary school and with 2 secondary schools within 1.5 kilometres. Pudsey Railway Station is just over 1.5 kilometres to the south west.
- 10.19 The site is considered therefore to be well related to the Main Urban Area and satisfies this criterion.
- (ii) *Sites must not exceed 10ha in size ("sites" in this context meaning the areas of land identified in the Unitary Development Plan) and there should be no sub- division of larger sites to bring them below the 10ha threshold;*
- 10.20 The site is 2.8 hectares in size and does not form part of a larger area of land, and is defined as a single PAS site in the LUDPR.

(iii) *The land is not needed, or potentially needed for alternative uses.*

- 10.21 The land is not considered needed for other uses. It is noted that a school site may be required in this area, however, this would normally be located on a larger site and the release of this site is not considered to prejudice any future need that will come through the Site Allocations process.
- 10.22 The site therefore complies with the relevant criteria of the Interim Policy. Whilst there are two other criteria, these relate specifically to sites exceeding 10 hectares. In terms of the Interim Policy the proposal is therefore acceptable in principle, subject to the caveat that in all cases development proposals should satisfactorily address all other planning policies, including those in the Core Strategy, and other material considerations should be taken into account.
- 10.23 One further issue needs to be considered in relation to the PAS designation of the site. In the Inspector's report relating to the 2001 UDP the Inspector noted, in relation to this site and the adjacent Kirklees Knowl site, that: "these two areas should be considered together in terms of their contribution to the Green Belt and, in the present context, to housing for potential long term needs"
- 10.24 It is reasonable to assume that the use of the term "considered together", the Inspector took the view that for a decision maker a consideration of proposals for the development of both sites was linked. This theme is carried through in the the Issues and Options Site Allocations Plan which suggests that the site should be considered alongside the land on the opposite side of Calverley Lane (the site which is currently the subject of an undetermined appeal against the refusal of a planning application for housing development), through the Plan Review. The Kirklees Knowl site is 19.7 hectares.
- 10.25 The UDP Inspector went on to note that in relation to these sites that the urban edge of Farnley is well defined and this area forms part of an important tract of open land and could contribute to Green Belt purposes, and that these issues should be considered at Plan review stage as part of a comprehensive review of potential sites.
- 10.26 This matter has been the subject of considerable debate during the consideration of this application. However, with the continuing delay of the Kirklees Knowl appeal decision Officers have come to the conclusion that there is no justification for continuing to delay the present decision. Such justification would require a clear link between the two sites which would make it essential for development to take place in a comprehensive manner, for example the need to construct a joint access.
- 10.27 In addition, under the terms of the interim policy the two sites are to be considered differently. Sites such as Kirklees Knowl exceeding 10 hectares are required to satisfy 2 further criteria: they must be in an area where housing land development opportunity is demonstrably lacking; and the development proposed should lead to significant planning benefit.
- 10.28 The applicants have taken legal advice on the matter of further delay in the consideration of this proposal pending the Kirklees Knowl decision and

have provided a copy of his Counsel's opinion. This opinion has been considered by the Head of Legal Services and her conclusion is that the Council cannot unreasonably delay the determination of this application pending the Kirklees Knowl decision without some key material consideration to justify such a delay.

- 10.29 In view of this it is recommended that the site is considered on the basis of the material considerations identified in this report these being: whether the site is acceptable in principle in the context of the criteria of the Interim PAS Policy (which it is); whether it can be developed in isolation from the other PAS sites in the area (particularly in relation to access issues); and whether it would be acceptable in terms of other material considerations. These include impact on visual amenity and the character of the area; residential amenity; drainage and other matters raised by representations. These matters are considered below.

Highway Issues

- 10.30 Following negotiation with the applicant, the Highway Authority has no objection to the development of the site in terms of the impact on the highway network and the safety of pedestrians, subject to a number of matters to be covered through a Section 106 Agreement and the implementation of off-site highway works.
- 10.31 In relation to off-site highway works, the main issue is whether the appeal relating to the Kirklees Knowl site is allowed. In order to address this the Highway Authority requires alternative packages of off-site works depending on whether it is necessary to provide additional capacity only for the current proposal or for the combined impact of this proposal and the Kirklees Knowl proposals.
- 10.32 To secure this it will be necessary to apply conditions in the alternative to provide for the necessary works depending on the circumstances. It is clear that in either case the highway requirements of the development can be met and the proposal, subject to those conditions, is considered to comply with Policy T2 of the LUDPR. The internal road layout will be required to comply with the Street Design Guide at detailed stage.

Visual amenity and character

- 10.33 The site is well screened along the majority of the by-pass boundary and therefore the development will have limited impact on views from the north-west. The effect of this is that the site is not seen in wider views, other than from long distance, and in any event the strong boundaries of this site to the Ring Road, Calverley Lane to the north east and the housing development to the south differentiate this site from the wider Green Belt area and the more extensive PAS site to the east. In view of this it is not considered that its development will have any significant visual impact on the gap between Leeds and Bradford or between Farsley and Calverley. The extension of the bund and planting will enhance the screening of the site from the Ring Road. In view of this the visual impact of the development on the Green Belt and Special Landscape Area will be limited. Similarly, views across the site from the south are restricted by the existing housing on

Beech Lees and trees along the boundary of the recreation ground to the south.

- 10.34 The development will impact on views from housing on Beech Lees, but this is not a planning consideration. Development will be visible beyond the trees on the site boundary with the recreation ground but it is not considered that the impacts justify objection to the proposal and can be mitigated by additional planting and locating built development away from this boundary as shown on the indicative layout.
- 10.35 The boundary with the recreation ground is also the boundary of Farsley Conservation Area. The recreation ground is included in Character Area 2 (referred to as the Cenotaph) in the Conservation Area Appraisal and Management Plan. The appraisal notes that trees and greenery make an important contribution to this area, and it is clear that in developing the application site the area adjacent to the recreation ground should be kept open as shown on the indicative layout.
- 10.36 Within the site itself the illustrative layout proposes that there should be frontage development to Calverley Lane. This is the most open aspect of the site, with views south east toward the houses on Beech Lees. Whilst the loss of these open views will undoubtedly alter the character of the site, the justification is that this reflects the character of the adjacent Conservation Area, one of the key characteristics of which is that buildings face on to main streets. Detailed consideration of the proposed development on this frontage can take place at reserved matters stage.
- 10.37 Overall it is considered that the relationship of the site to the Green Belt, SLA and Conservation Area is such that development would be acceptable when assessed against policies GP5, N19 (by preserving the character of the Conservation Area) and N24 (development adjacent to the Green Belt).

Residential amenity

- 10.38 The only existing residential development abutting the site is that in Beech Lees. As stated the development will impact on views from these properties but the illustrative layout and the sections show that if developed along these lines the development would not impact on the amenities of the existing houses by reason of overlooking or overshadowing. In any event the detailed layout will be considered against the provisions of the advice set down in Neighbourhoods for Living, including garden lengths and window to window distances, whilst conditions will ensure that means of enclosure and any additional planting are appropriate and adequate between existing and proposed properties on this boundary. In view of the above it is considered that the proposal will comply with the requirements of LUDPR Policy GP5 in terms of impacts on residential amenity.

Drainage

- 10.39 The submitted application includes a detailed Flood Risk Assessment which has been considered by both the Environment Agency and Flood Risk Management. It is their view that the proposal, subject to appropriate conditions, is acceptable and will not increase the risk of flooding. The

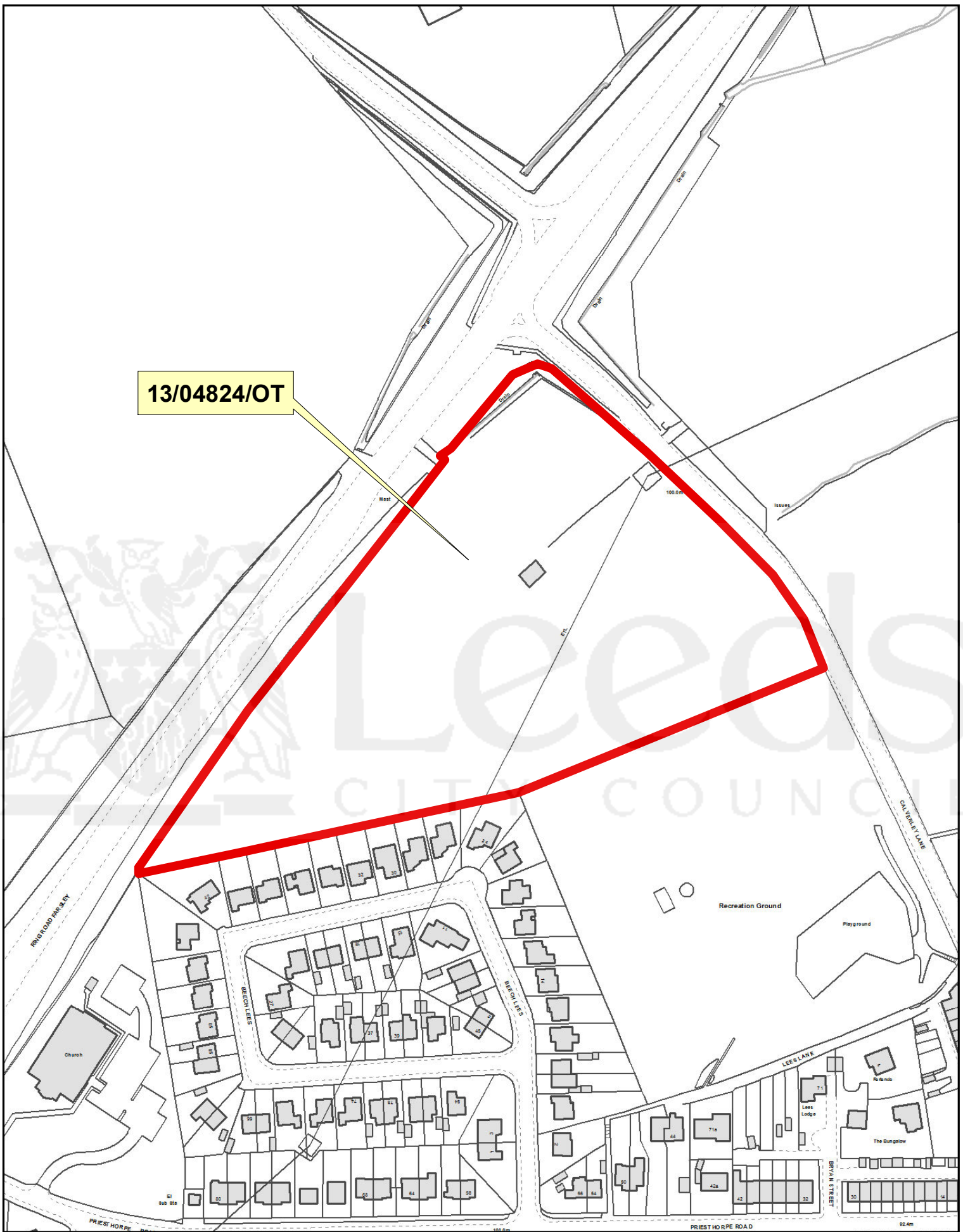
development will therefore comply with the requirements of N38a and N39b of the LUDPR.

11.00 CONCLUSIONS

- 11.1 Consideration has been given to other matters raised in representations and where responses are not given in the appraisal they are given in the section relating to public local response.
- 11.2 On balance it is considered that it is appropriate to assess the development in the context of the Council's Interim Policy on PAS sites, and that it meets the criteria of that Policy . Whilst the application is in outline, the indicative layout clearly demonstrates that, with the imposition of appropriate conditions and careful consideration of detailed design issues at reserved matters stage, the site can be developed in a way that complies with Council policies referred to above.
- 11.3 Whilst the UDP Inspector and the Site Allocations Issues and Options indicate that the development of the site should be developed along with Kirklees Knowl, this is largely on access grounds and it is clear that these can be addressed through conditions which provide either outcome of the Kirklees Knowl appeal.
- 11.4 In summary, whilst the Council have opposed the Kirklees Knowl proposal, the Interim PAS Policy treats the two sites differently and the Council maintains objections to the Kirklees Knowl proposal as being contrary to PAS Policy, unlike the present this application. There are no material objections to the development of the present site that could be the subject of reasons for refusal that would stand up on appeal.
- 11.3 It is therefore recommended that the application is deferred and delegated to the Chief Planning Officer for approval subject to conditions and the completion of a 106 agreement to cover: affordable housing; education contribution; public transport contribution; provision of metrocards; travel plan review fee; greenspace contribution; and a contribution of £40000 towards the improvement of Rodley roundabout.

Background Papers:

Application and history files 13/04824/OT
Certificate of Ownership (A) dated 15/10/13



13/04824/OT

CITY PLANS PANEL





Originator: Matthew Walker

Tel: 3952082

Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 17th July 2014

Subject: PREAPP/14/00566, PRE-APPLICATION PRESENTATION OF PROPOSALS FOR NEW ADVERTISEMENT HOARDING LOCATIONS AS PART OF THE FUTURE MANAGEMENT AND RATIONALISATION OF THE CURRENT LEEDS CITY COUNCIL ADVERTISEMENT PORTFOLIO BY J.C.DECAUX UK LTD.

Electoral Wards Affected:

City and Hunslet

No

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

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

1.0 INTRODUCTION

- 1.1 This presentation is intended to inform Members of the emerging proposals for development and rationalization of the current Leeds City Council Advertisement Portfolio in partnership with J.C.Decaux UK LTD.
- 1.2 The Chief Planning Officer considers that this proposal should be presented to the Plans Panel for information as it represents an evolution of the Local Authority's own advertisement portfolio and pre-empt a contract between Leeds City Council and J.C.Decaux UK LTD for the ongoing management of this portfolio. The pre-application proposals should therefore be given due consideration by members prior to formal applications for the siting of the new hoardings.

2.0 SITE AND SURROUNDINGS

The proposal relates to 10 individual sites located within or close to the City Centre Boundary, mainly located along main arterial routes in and out of the city. The individual sites and their respective contexts are outlined in paragraph 3.0 of this report.

3.0 PROPOSALS

3.1 As part of the rationalization programme put forward by J.C.Decaux UK LTD, 10 existing hoardings within the Leeds City Council Advertisement Portfolio are programmed for removal. The sites are as follows:

Viaduct Road, Jack Lane, Tong Road/Wortley Moor Road, Commercial Road, Sydenham Street, Geldard Road, 4 Tong Road, Bridge Street/Sweet Street/Holbeck Lane, 18/28 Bradford Road, 139 Town Street Stanningley.

3.2 Following pre-application discussions between officers and representatives of J.C. Decaux UK LTD, new hoardings to the following sites are proposed.

3.3 Land at A643 nr Domestic Road

The proposal is for a single sided, internally illuminated display panel, 7.45 metres x 5 metres with associated support structure located to the central reservation adjacent to Sydenham Street facing the inbound carriageway. The central reservation features a number of semi mature trees.

3.4 Land at Victoria Road

The proposal is for a double sided, internally illuminated 48 sheet display, 3.33 metres x 6.27 metres with associated support structure to a maximum height of 6.5 metres located on a cleared area of land within the central reservation at the junction of Victoria Road and Meadow Lane.

3.5 Land at Hunslet Lane

The proposal is for a double sided, scrolling 48 sheet display 3.33 metres x 6.27 metres with associated support structure to a maximum height of 6.5 metres located adjacent to the junction of Hunslet Lane and Pym Street. The hoarding would be located to a landscaped strip between Hunslet Road and the pedestrian footway.

3.6 Land at Inner Ring Road/Woodhouse Lane

The proposal is for a single sided, internally illuminated display panel, 7.45 metres x 5 metres with associated support structure located to the central reservation adjacent to the Woodhouse Lane MSCP facing westbound traffic.

3.7 Land at Inner Ring Road/Woodhouse Lane (2)

The proposal is for a single sided, 48 sheet, 6.27 metre x 3.325 metre backlit display located to the bridge on the eastbound approach to the Woodhouse Lane MSCP.

3.8 Land at Crown Point Road

The proposal is for a double sided, internally illuminated display 12.45 metres x 3.28 metres with associated structure to a height of 11.25 metres. The hoarding is proposed to be located to the existing landscaped area adjacent to the public pedestrian and cycle route at the junction of Crown Point Road and East Street. The site is approximately 40 metres from the City Centre Conservation Area boundary to the west of the site and also approximately 100m from the Grade I Listed Leeds Minster also located to the west of the proposed siting.

3.9 Land at Clay Pit Lane

The proposal is for a double sided, internally illuminated display panel, 7.45 metres x 5 metres with associated support structure located to the central reservation adjacent to the Junction of Clay Pit Lane and Chapeltown Road.

3.10 Land at Kirkstall Road

The proposal is for a single sided, internally illuminated display, 12.45 metres x 3.28 metres with associated support structure, located to the existing landscaped bank adjacent to the junction of West Street and Kirkstall Road. The banking is a greened area which treats the transition of levels between Kirkstall Road and the West St. flyover, and includes a series of mature trees to its perimeter.

3.11 Land at Clay Pit Lane Bridge

The proposal is for a single sided, internally illuminated display, 3 metres x 12 metres, located to the Clay Pit Lane bridge above the Inner Ring Road, facing eastbound traffic. The proposed sign would be located within existing views of the First Direct Arena and sited adjacent to a non-pedestrian portion of the bridge which is predominantly un-landscaped at the pedestrian level.

3.12 Land at Meadow Lane

The proposal is for a single sided, internally illuminated display 12.45 metres x 3.28 metres with associated structure to a height of 11.25 metres. The hoarding would be located at 2.5 metres from ground level and located to the landscaped central island at the junction of Meadow Lane and Great Wilson Street.

4.0 **RELEVANT PLANNING HISTORY**

No applications are directly relevant to the pre-application proposal before members.

5.0 **HISTORY OF NEGOTIATIONS**

5.1 In January 2014, J.C. Decaux UK LTD submitted an overview proposal for 13 hoardings and 2 digital screen advertisements in response to the tendered opportunity from Leeds City Council.

- 5.2 In May 2014 a series of detailed proposals were submitted to the Chief Planning Officer in relation to the 15 sites for consideration prior to pre-application discussions between planning officers and highways officers.
- 5.3 On 5th June 2014, representatives of J.C. Decaux UK LTD met with the Chief Planning Officer, planning officers and highways officers and feedback on the merits of each scheme were provided. Negotiations took place and a rationalized proposal prepared for consideration by officers which was received on 8th June 2014. Based on those discussions, the proposed sites were reduced in number to the ten proposed sites outlined in 3.0 of this report.

6.0 POLICY

6.1 National Planning Policy Framework (NPPF)

- 6.2 Paragraph 67 of the NPPF states that poorly placed advertisements can have a negative impact on the appearance of the built and natural environment. Control over outdoor advertisements should be efficient, effective and simple in concept and operation. Only those advertisements which will clearly have an appreciable impact on a building or on their surroundings should be subject to the local planning authority's detailed assessment. Advertisements should be subject to control only in the interests of amenity and public safety, taking account of cumulative impacts.

6.4 Leeds Unitary Development Plan Review

- 6.5 The UDPR includes policies requiring that matters such as good urban design principles, sustainability, flood risk, highways and transportation issues, public realm, landscaping, and access for all are addressed through the planning application process. The application site lies within the designated City Centre. Relevant policies include:

- 6.6 BD8: All signs must be well designed and sensitively located within the street scene. They should be carefully related to the character, scale and architectural features of the building on which they are placed.

BD9: All signs within or adjoining Conservation Areas should preserve/enhance the character and appearance of the Conservation Area.

GP5: Proposals should resolve detailed planning considerations including design and safety.

- 6.7 The Leeds City Council Advertisement design guide advises where advertising would and would not generally be acceptable, encourage design excellence, innovative ways of advertising and high standards of maintenance.

6.9 **Draft Core Strategy (DCS)**

- 6.10 The draft Core Strategy sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. On 26th April 2013 the Council submitted the Publication Draft Core Strategy to the Secretary of State. The Inspector examined the Strategy during October 2013. The weight to be attached is limited where representations have been made.
- 6.11 Policy P10 requires new development to be based on a thorough contextual analysis to provide good design appropriate to its scale and function, delivering high quality innovative design. Development should protect and enhance locally important buildings, skylines and views.
- 6.12 Policy P11: The historic environment, consisting of archaeological remains, historic buildings, townscapes and landscapes, including locally significant undesignated assets and their settings, will be conserved and enhanced, particularly those elements which help to give Leeds its distinct identity:

7.0 **ISSUES**

- 7.1 Outlined below is a brief appraisal of each of the proposed site locations. It should be noted that a number of sites are located adjacent to or within the public vehicular highway network. Notwithstanding the appraisals below, specific, site by site safety audits are required to further assess the suitability of the proposals in terms of both highway safety and servicing the proposed hoardings.

7.2 Land at A643 nr Domestic Road

The proposed site is located within a visually commercial environment and this proposal would also include the removal of an existing hoarding to the junction of Sydenham Street which is considered to be a visual enhancement of the setting. There is suitable provision for the servicing of the signage. The proposed style of hoarding is sculptural in its appearance and would appear as part of a city wide 'family' of signage with consistent designs of signage proposed across the city as part of the portfolio. The sign would be located to an area of highway without the potential for driver distraction as there are only limited driver decisions to make on this section of the highway however a 1 metre clearance distance between the signage and the edge of highway will be required to satisfy highway safety.

7.3 Land at Victoria Road

The proposed site is located within a commercial environment and the signage would be read against the backdrop of modern buildings and tree belts but not located in such proximity to trees as to place pressure on the existing landscaping in the area. There is suitable provision for the servicing of the signage. The hoarding would not conflict with signal heads or directional signage and is considered acceptable in highway safety terms providing that a 2 metre clearance is provided to the underside of the hoarding to allow for suitable line of sight.

7.4 Land at Hunslet Lane

The proposed site is located within a visually commercial / industrial environment and this proposal would also include the removal of an existing hoarding of lower visual quality than the new hoarding. There is suitable provision for the servicing of the signage. The signage has been proposed in such a position that it would not conflict with the adjacent pedestrian footway or highway where only simple lane changes would be required, whilst adding some visual interest adjacent to a generous length of the blank façade of an adjacent warehouse.

7.5 Land at Inner Ring Road/Woodhouse Lane

The proposed siting has been suggested following pre application discussions with the applicant. The sign would be sculptural in its form and would be read against the backdrop of the Woodhouse Lane MSCP, in a location where it would not cause distraction to the driver decision process or conflict with existing directional signage. This proposal would be required to be the subject to a safety audit and the provision of additional protective barriers.

7.6 Land at Inner Ring Road/Woodhouse Lane (2)

The proposed hoarding is considered to be visually acceptable as it would add interest to an otherwise undetailed area of blank walling (which forms part of the structure of a bridge crossing the inner ring road). The sign would be read as part of the built fabric of the bridge. It is considered that the hoarding would not conflict with the driver decision making process as directional signage has been well indicated along the approach to and well in advance of the slip-road the sign is proposed adjacent to. A structural assessment of the bridge will be required for this proposal which would be carried out by Highways Bridges and Structures section to ensure the bridge is capable of hosting the structure.

7.7 Land at Crown Point Road

The site is approximately 40 metres from the City Centre Conservation Area boundary to the west of the site and also approximately 100m from the Grade I listed Leeds Minster and so consideration must be given to the setting of the Conservation Area and the setting of this important building.

The proposed hoarding consistent with other examples within the portfolio would be a cantilever style hoarding with a modern, bespoke, sculptural appearance and would be identifiable as part of a city wide family of signage. From eastbound, northbound and southbound views, the hoarding would be read against the backdrop of commercial buildings including the Ibis hotel, Quarry House and Northern Ballet.

The A61 forms an existing visual division between the commercial context of modern buildings (to the east of the A61 are the Ibis hotel, the Gateway building and Merchants Quay) and to the west of the A61 is the City Centre Conservation Area (and therefore a more heritage sensitive context).

Whilst it is acknowledged that from southbound and from some westbound views along the highway network the hoarding and the Leeds Minster would be read within the same view, it should be noted that the hoarding would be identifiable as part of

the more modern and commercial setting within a wide landscaped area which will help mitigate it's overall impact.

The loop road takes the driver immediately away from the siting of the hoarding towards the Leeds Minster and therefore from southbound views, the juxtaposition of the hoarding and Leeds Minster would be fleeting. There are no views containing both the Leeds Minster and the proposed hoarding from a northbound direction.

In highways terms, there is a requirement for the proposal to be supported with additional directional lane designation signage.

7.8 Land at Clay Pit Lane

The double sided signage is proposed in a location which maximises exposure of the sign from a number of key views whilst avoiding the need for a proliferation of different hoardings to take advantage of these available viewpoints. The sign will be viewable from Meanwood Road, Sheepscar Street, Clay Pit Lane and Roundhay Road and would be read as part of a commercial/industrial environment. In highway safety terms, consideration must be given as part of any application to the location of existing gantry signs and lighting columns.

7.9 Land at Kirkstall Road

The hoarding would be read against the backdrop of high sided landscaping which will soften the visual impact of the sign, which will be read against the backdrop of trees, planting and the modern 'West One' building within an otherwise generally commercial context. The sign is to be set into the banking to ensure no conflict with directional signage and to prevent an over-dominant impact upon the highway and public footpath. To support the siting of the proposal, additional directional signage would be required to be located to the northern edge of the adjacent West Street Car Park to ensure continuing highway safety.

7.10 Land at Clay Pit Lane Bridge

The proposed siting of the hoarding would be to the east bound side of the Clay Pit Lane Bridge. There are very limited driver decisions required on the approach to the bridge and be seen against the backdrop of Opal 1 and the First Direct Arena. The sign would sit above the footway and it is proposed that the rear of the hoarding would be subject to a landscaped treatment to avoid a blank façade facing into the public domain. A structural assessment of the bridge will be required for this proposal which would be carried out by Highways Bridges and Structures section to ensure the bridge is capable of hosting the structure.

7.11 Land at Meadow Lane

The proposed siting of the hoarding has been amended since the initial submission of details to ensure that the proposed hoarding would not place pressure on the existing trees. From a westbound direction the sign would be read against the backdrop of a belt of trees and modern buildings whilst the proposed style and design of signage is considered to be in keeping with the modern backdrop of Bridgewater Place. Further discussion will be required to agree the treatment of the rear of the hoarding, which will be visible through trees at the northbound junction with Great Wilson Street.

7.12 Members are asked to comment on the proposed scheme and to consider the following matters:

7.13 Visual Amenity

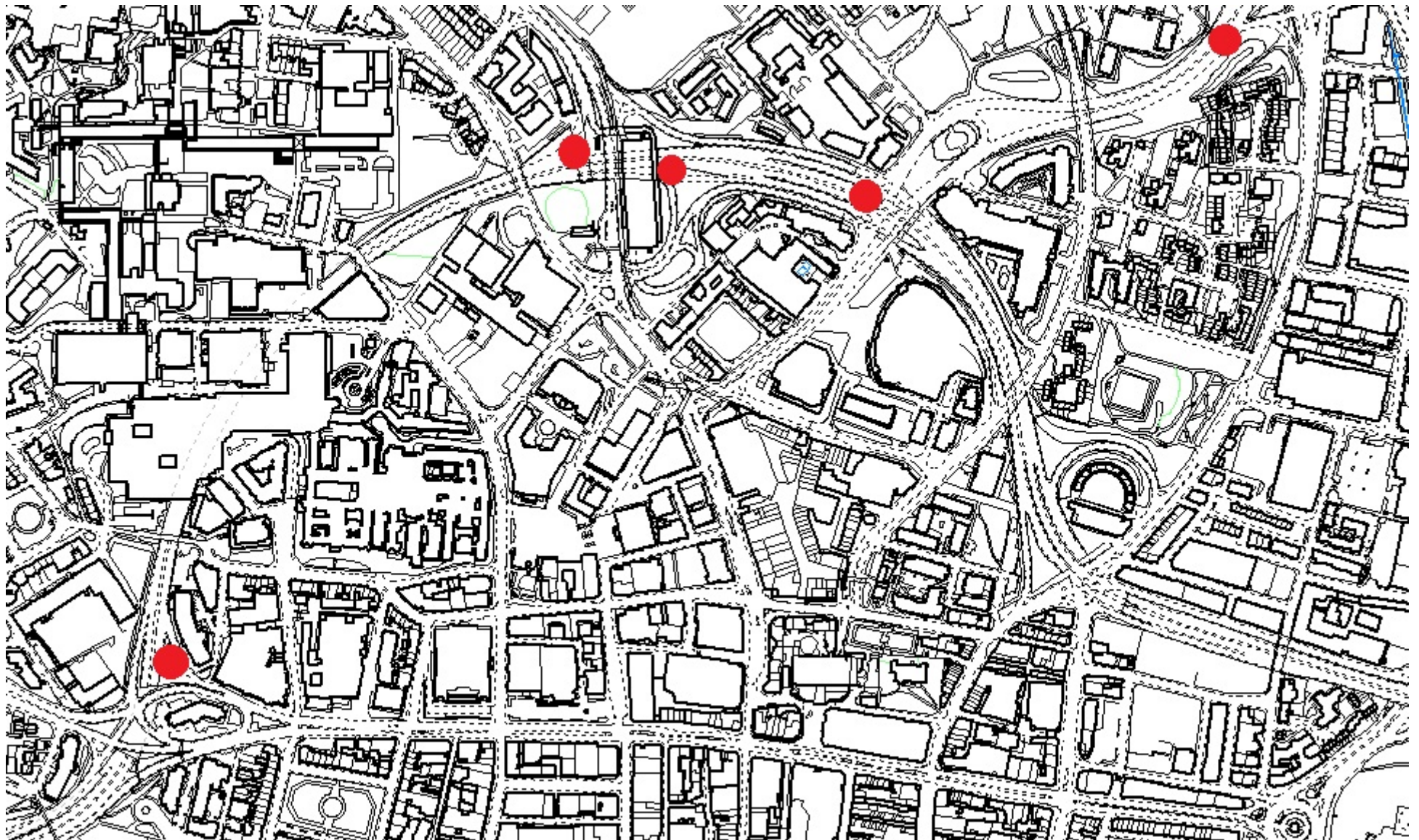
Do Members agree that the visual impact from the proposals are acceptable and appropriate for these locations?

7.14 Public Safety

Do Members agree that there are unlikely to be any adverse highway safety implications arising from the proposed advertisement hoardings?

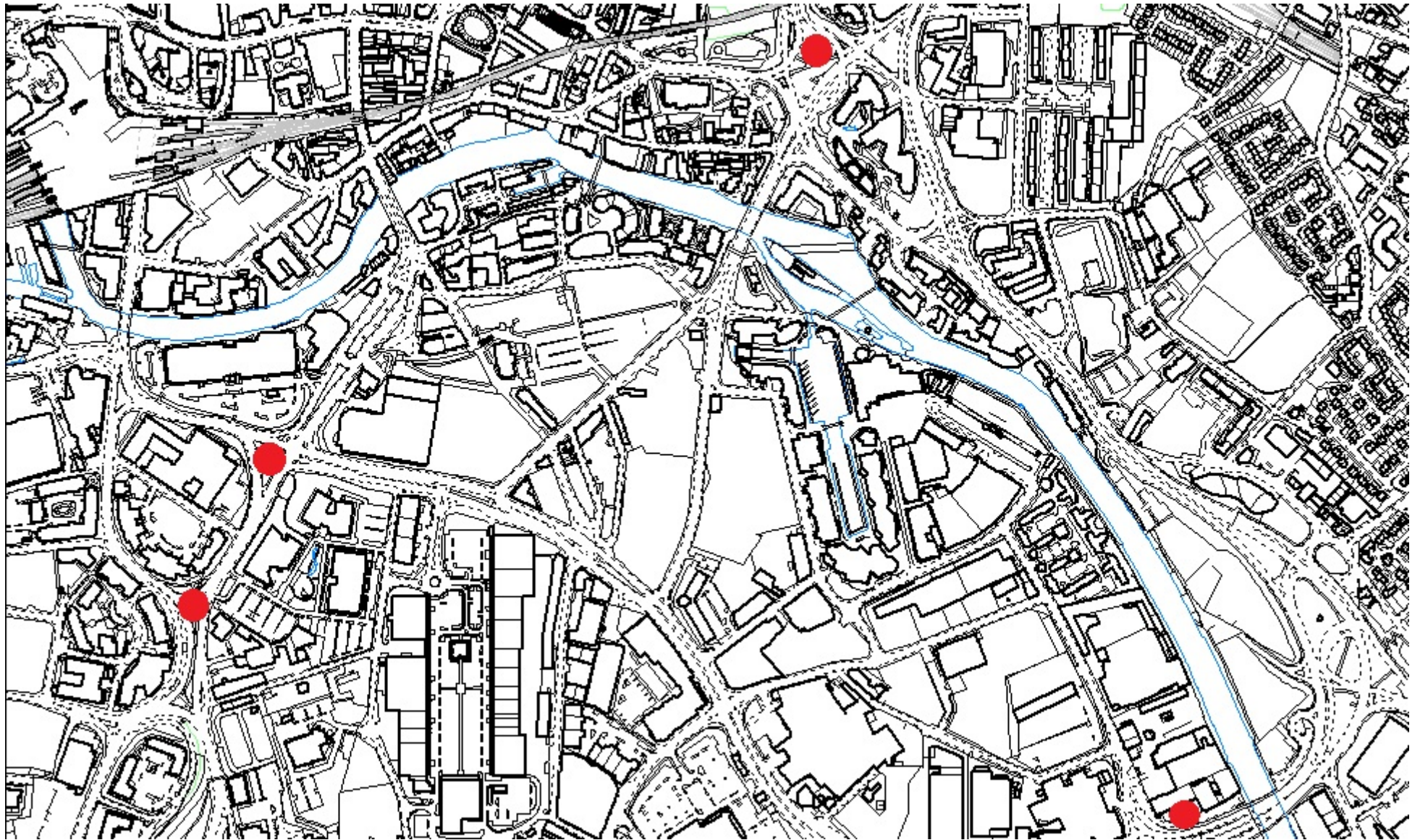
Background Papers: PREAPP/14/00566

PREAPP/14/00566 - 5 X HOARDING LOCATIONS – CITY CENTRE NORTH



CITY PLANS PANEL

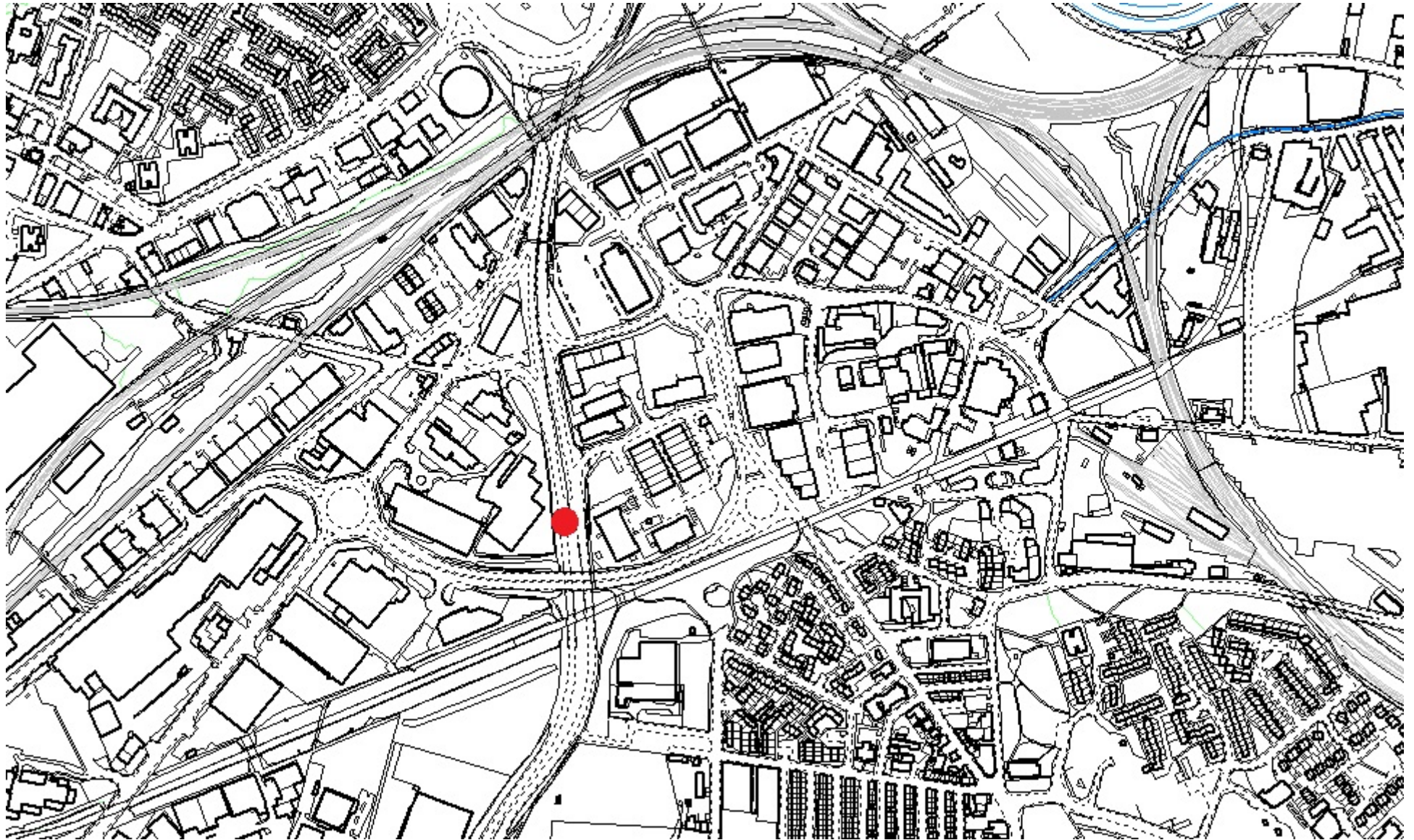
PREAPP/14/00566 - 4 X HOARDING LOCATIONS – CITY CENTRE SOUTH



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NOT TO SCALE

PREAPP/14/00566 - 1 X HOARDING LOCATION – CITY CENTRE, SYDENHAM STREET



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