



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 13th FEBRUARY 2014

POSITION STATEMENT: 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, WOODHOUSE, LEEDS (13/04862/FU)

Electoral Wards Affected:

**Hyde Park and Woodhouse
Headingley**

Yes

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: For Members to note the contents of the report and to provide feedback on the questions raised at section 9.

1.0 INTRODUCTION

- 1.1 This presentation is intended to inform Members of the proposals for the construction of three new buildings comprising student accommodation (320 bedspaces), keyworker accommodation (262 studio 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.
- 1.2 A pre-application presentation of the proposals was presented to City Plans Panel on 4th July 2013. The minutes of that meeting are attached as Appendix 1. Officers will present the current position reached in respect of the application to allow Members to consider how the scheme responds to comments made regarding the pre-application proposals.

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 Consorts 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.

Student accommodation

- 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 for a disabled student and three more rooms could be converted if required. 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.
- 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), A2 (financial and professional services), A3 (restaurants and cafes), A4 (drinking establishments), 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 the area between the north of the building and the low stone boundary wall. The spaces would be accessed from Belle Vue Road with an egress on to St John's Road. A servicing area for the commercial units would be demarcated on Belle Vue Road itself. 3 off-street parking spaces are proposed for staff for the student accommodation. 1 disabled 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. It 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 27 cars (including 3 disabled parking spaces). 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.
- 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 264 studio 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. As there are different interpretations of keyworkers around the country the developer suggests that in Leeds it ought to include a fairly wide interpretation of 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
- 3.2.5 The developer states that the keyworker accommodation at St Michael's College will provide affordable rented accommodation. The rent would be set at a rate of not more than 80 per cent of market rent of open market accommodation of not less than equivalent quality and specification.
- 3.2.6 198 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 A gym and laundry would be located in the basement level of the original building. A bin store is proposed within the building, adjacent to an area for external cycle storage, close to the rear entrance to the building.

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 approximately 25 metres away. The central section of flats 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 parallel to the alignment of St John's Road at this point, rotated several degrees away from the 1908 building line.
- 3.3.1 This building would sit on a platform. 60 parking spaces would be provided in the undercroft area beneath the deck, including 2 disabled parking spaces. It is intended that the undercroft area would be enclosed by mesh doors to provide security. The undercroft area also incorporates two bin stores, 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. 16 visitor parking spaces would be located between the new access road and the existing boundary wall which would be reduced to its original height. The 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. The extensions to the 1908 building would be built in brickwork other than for areas of curtain-wall glazing designed as a break between the old and new building. The uppermost level of the extended building would have a mansard roof finished in zinc. 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 coloured fibre cement panels 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.

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 protected ash on Belle Vue Road. Building construction and changes in levels in close proximity to this tree will threaten its survival. 9 new trees are identified around the highway frontage of the proposed student building. No details are provided regarding 3 off-site trees immediately to the east of the police building which would overhang the rear limb of the student

building. Smaller, lower quality trees between the college and police building are to be removed and replaced by 11 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. 3 new trees are identified close to the site access and egress to the open market housing. Additionally, 10 new trees are suggested close to the rear boundary. 9 trees are also identified on the deck above the undercroft parking area. In total, 47 new trees are identified although it is not clear whether ground conditions will be suitable for them to survive and thrive.

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 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 Jones 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 developer (Watkin Jones Group) has entered into conditional contracts with both parties to acquire the sites subject to the grant of planning permission.

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 developer has 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 comment 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 CONSULTATIONS RESPONSES

Statutory:

Transport Development Services (22.1.14)

The revised student pick up / drop off details are acceptable. The section 106 agreement should require that students should not own a car at the development. Concerns remain regarding the potential for overspill parking from the keyworkers accommodation. A contribution of £20,000 should be made for Traffic Regulation Orders that may be required to control overspill parking as a result 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.

Long stay motorcycle parking should be provided for all uses. All long stay cycle parking should be enclosed. There should be shower/changing facilities for staff using the motorcycle / cycle parking.

Pedestrian-vehicle intervisibility needs to be improved at the main site access. The historic access to the playground should be closed. A wider access to the southern access point may be required for large service vehicles. The dimensions of parking bays and access into the undercroft parking area needs to be increased. There is potential for pedestrian-vehicular conflict in the space outside the student accommodation. A revised layout is required.

English Heritage (10.12.13)

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

Environment Agency (27.1.14)

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

Coal Authority (3.12.13)

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

Non-statutory

Public Rights of Way

No definitive or claimed rights of way cross the site.

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.

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.

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.

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.

Transport Development Services (Travelwise) 15.11.13

The Travel needs amending including a commitment to implement identified measures. Targets should also be set. The Travel Plan will need to be monitored. The car parking will need to be managed. The development should provide a parking space for a Leeds City Council car club car. Funding will be required to pump prime this location.

The Travel Plan should be included in the section 106 agreement. The agreement should also require a Travel Plan Review fee of £4,500; a Leeds City Council Car Club parking space and £25,000 funding to pump prime the new location and to offer free trial membership and usage for residents; £20,000 in the event that on-street parking problems occurs as a result of the development.

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.

Contaminated Land Team (8.1.14)

Conditions are recommended regarding site investigation.

Nature Conservation (2.12.13)

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.

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.

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.

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.

Access Officer (23.1.14)

The disabled parking space close to the retail units could be adversely affected by vehicles entering the site. No pedestrian access to this block from the footway is provided resulting in safety concerns for disabled people. Level access should be provided to each of the retail units. 5% (16) of the student bedrooms should be wheelchair accessible.

No level access to the keyworker accommodation appears to be proposed. A separate pedestrian access without travelling along vehicle circulation routes should also be provided. There is no level access from the keyworkers' accommodation to the open market accommodation.

10% of the parking spaces for the open market accommodation should be designed for disabled persons parking. Less than 3% are currently marked up in this way. No separate pedestrian access appears to have been provided to this block and it is unclear how safe and level access into it is achieved.

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.

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.

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 i

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
Commercial uses
Layout, scale and design
Landscape
Highways and access
Sustainability
Development benefits
Section 106 and viability

9.0 **CONSIDERATION OF MAIN ISSUES**

Members commented on the emerging scheme at pre-application stage in July 2013. A copy of the minutes from that meeting is attached at Appendix 1 below. Members are requested to consider the following matters:

9.1 Principle of the development

- 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 (para 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 Recent 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 and as such is the Council's policy on student housing.
- 9.1.3 In response to Member's comments in July 2013 and Policy H6B the applicant has provided a detailed Housing Statement. The Statement has been forwarded to Re'new for independent review although their comments were not available when this report was drafted. The applicant has also provided a Flexibility and Adaptability Study which demonstrates how the student accommodation could successfully be adapted into apartments.
- 9.1.4 Planning Policy Officers have 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 Members will recall the recent application for the third phase of the City Campus student accommodation development at Calverley Street in November 2013 and January 2014 (13/04584/FU). Officers reported that studies by UCAS, Unipol and the universities recognised 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 market.
- 9.1.6 In relation to the City Campus scheme 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; relaxing penalties for over recruitment of students. Recently the Governments Autumn Statement included the intention to remove the 'cap' on students from 2015, such that the growth in applications (3.1%) seen for students looking to study from September 2013 can reasonably be predicted to continue for future years.
- 9.1.7 In July 2013 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. 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.
- 9.1.8 The development would result in 320 students, accommodated 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. It is possible that a proportion of these 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 264 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.

- 9.1.9 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.

If the need for the additional student accommodation is accepted do Members still consider that additional student development in this area is appropriate?

- 9.2 The development identifies two new commercial units for which planning permission is sought for a range of potential uses (A1, A2, A3, A4, B1, D1 or D2). Emerging policy would support a small retail store whilst local residents have previously indicated that they would support a shop selling healthy foods and a coffee shop with the development. However, given the close proximity of residential uses, there is 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.

Are Members willing to allow a flexible planning permission for the commercial units to include the range of uses identified?

- 9.3 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 scheme includes 61 open market apartments in a mix of one (32), two (15) and three (14) bedroom flats and the keyworker element includes a mixture of single studios (198), double studios (62) and two 2 bedroom flats. The layout of the keyworker studios varies depending upon location but averages between 25m² for a single studio and 38m² for a double studio. The applicant has indicated that the provision of larger studios and flats able to accommodate more people would be likely to result in them being occupied as shared houses as keyworkers on modest incomes are not likely to be able to afford rental levels for two and three bedroom apartments.

Do Members consider the scheme provides an acceptable mix of housing sizes and that the size of the units themselves are acceptable?

- 9.4 Current policy states that 5 per cent of the dwellings (excluding the student accommodation) should be provided as affordable housing in perpetuity. The developer 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 developer states that the keyworker accommodation (264 units) will provide the affordable accommodation on site. The rent would be set at a rate of not more than 80 per cent of 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. If it is

accepted that the keyworker accommodation represents affordable housing 264 units would be delivered on site whereas if the 5% policy requirement were applied there would be a need to provide 16 affordable units.

- 9.4.1 The applicant has also recently submitted a Viability Statement which concludes that the level of profit would be sub-optimal if the keyworker accommodation is provided but that the developers considers that this is acceptable to them. The Viability Statement is currently being reviewed.

Do Members have a view as to whether low-cost housing exclusively for keyworkers is suitable in lieu of provision of affordable housing managed by a registered provider?

- 9.5 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 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 (3, 4 and 5 storey) 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.

- 9.5.1 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 buildings, 25 metres to the south, are of a similar maximum height to the 1908 building but are heavily modelled so as to retain the primacy of the 1908 building when viewed from the south. Although the undercroft parking would be largely hidden behind the boundary wall it remains unclear how it would appear in oblique views of the site through access points.

- 9.5.2 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.

- 9.5.3 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. The construction entirely in brick did not produce the desired vertical emphasis. Similarly, detailed consideration was given to roof-form resulting in the use of mansard roofs over panelled sections to best express the vertical components and break up the mass of the street frontages. The buildings utilise a limited palette of materials with the intent to retain the 1908 building as the centrepiece.

Do Members consider that massing and design quality of the buildings responds acceptably to their context?

9.6 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 rear wing of the 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 this level providing daylight to a corridor but angled and obscurely glazed so as not to create overlooking issues.

9.6.1 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. 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 fronting 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.

Do Members consider that the development would be acceptable having regard to the scheme's effect on residents' living conditions in houses in Kelso Gardens and Consort View?

9.7 The student development provides a central courtyard area of amenity space which could be used by students. 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.

9.7.1 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.

9.7.2 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.

Do Members agree 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?

9.8 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. New trees are required to provide a suitable setting to the buildings, to provide opportunities for improving biodiversity and to mitigate the impact of the new built development.

Do Members agree that existing trees should be protected from construction work and that new trees of appropriate species, numbers, locations and ground conditions are required to provide a suitable setting to the development?

Access and highways

- 9.9 The developer's experience is that only 1% of rooms in the student accommodation that they manage are occupied by disabled students. Accordingly, it is proposed that one of the student rooms would be provided as disabled accommodation, with the potential for 3 additional rooms to be adapted if required (1.25% in total). Generally, 5% of rooms should be wheelchair accessible to comply with Building Regulations.
- 9.9.1 There is a significant change in levels across the site. It is unclear how level access to the keyworker accommodation, open market accommodation and commercial units will be achieved. There would also be potential for conflict between people and vehicles within the site.
- 9.9.2 Less than 3% of the parking spaces for the open market accommodation are designed for disabled people. The UDPR states that 10% of the parking spaces should be designated disabled persons parking. At Section 6, Highways highlight a several issues which remain to be resolved.

Do Members consider that the provision for disabled people is acceptable?

Sustainability

- 9.10 Current planning policy is that new development should seek to achieve BREEAM Excellent / Code for Sustainable Homes Level 4 criteria. The proposed development includes the use of materials with a high environmental performance; optimisation of material use; water saving measures and systems; management of surface water run-off; use of Combined Heat and Power; efficient construction and waste management; and promotion of sustainable means of transport. However, the scheme falls just short of the current targets, achieving BREEAM Very Good and Code for Sustainable Homes Level 3.
- 9.10.1 The applicant advises that the additional steps required to achieve the higher categories of sustainability would add a significant cost which would undermine the overall viability of the development.

Given that the costs of achieving higher levels of sustainability performance could undermine the overall viability of the scheme do Members consider that the development achieves a satisfactory level of sustainability?

Development benefits

- 9.11 The applicant has identified the following benefits of the proposed development:
- Redevelopment of a redundant brownfield site, enabling the retention and enhancement of the original St Michael's College building and improvements to the appearance of the area;
 - Provision of high quality, managed, purpose-built student accommodation;
 - Release of 100-200 HMO's back to the housing market helping to support more balanced communities;

- Provision of purpose built, high quality keyworker apartments as opposed to living in unmanaged HMO's;
- The provision 264 affordable homes by a private developer avoiding traditional mechanisms for gaining access to subsidised housing, rather than 16 units required by current policy;
- The provision of a range of market housing to meet identified demand;
- The provision of communal facilities for residents and provision of a common room in the development for a monthly community association meeting;
- Support and patronage of local shops and facilities by occupiers of the development;
- Removal of existing unlawful behaviour on site and improved perception of safety in the area through new managed developments, activity and passive surveillance;
- Employment opportunities during construction and operation of the development;
- Investment of £40 million in construction of the development;
- Potential financial contributions to the improvement of the bridge link between Clarendon Road and Great George Street and towards the re-instatement of a bus service.
- The Police Authority will be re-investing the sale proceeds in policing in Leeds whilst the Catholic Diocese of Leeds will be re-investing the sale proceeds in the education of children in Leeds.

Section 106 and viability

9.12 Following pre-application consultation with officers and the local community the application was submitted with the following heads of terms to be included in a section 106 agreement if planning permission is granted:

- 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. Sum to be agreed based on LCC formula, open space provided by the development and development viability and any other relevant factors.
- 3 Keyworker / affordable housing control
Provision to control occupancy and rent for the keyworker accommodation. The key worker accommodation will be available to keyworkers on an affordable rented tenure. The keyworker accommodation (264 units) would provide the affordable accommodation on site.
- 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 phased 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.
- 7 Public transport
A contribution towards public transport improvements. Sum to be agreed based on LCC formula, the requirements of the development and development viability and any other relevant factors.
- 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.
- 10 Car Club
Provision and use of Car Club space.
- 11 Bus stop infrastructure improvements
Subject to agreement with bus provider to re-route service along Belle Vue Road, a contribution towards new bus stop infrastructure may be provided.
- 12 Community use of building
Provision to enable the Little Woodhouse Community Association use of a common room for the purpose of one meeting of not more than two hours per calendar month.
- 13 Pedestrian bridge improvements
A contribution towards improvements to the pedestrian footbridge over the inner ring road that connects Great George Street and Woodhouse Square.
- 14 Management Fee
£750 per standard obligation or £1,000 per obligation involving the payment of a commuted sum for greenspace as additional work / costs is involved in administering the greenspace programme.

9.12.1 The applicant has recently submitted a Viability Statement which concludes that the level of profit would be sub-optimal if the keyworker accommodation is provided but that the developers considers that this is acceptable to them. The Viability Statement is currently being reviewed.

Do Members have any observations regarding the components and priorities in the section 106 agreement?

Appendix 1 – Minutes of City Plans Panel meeting 4.7.13

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

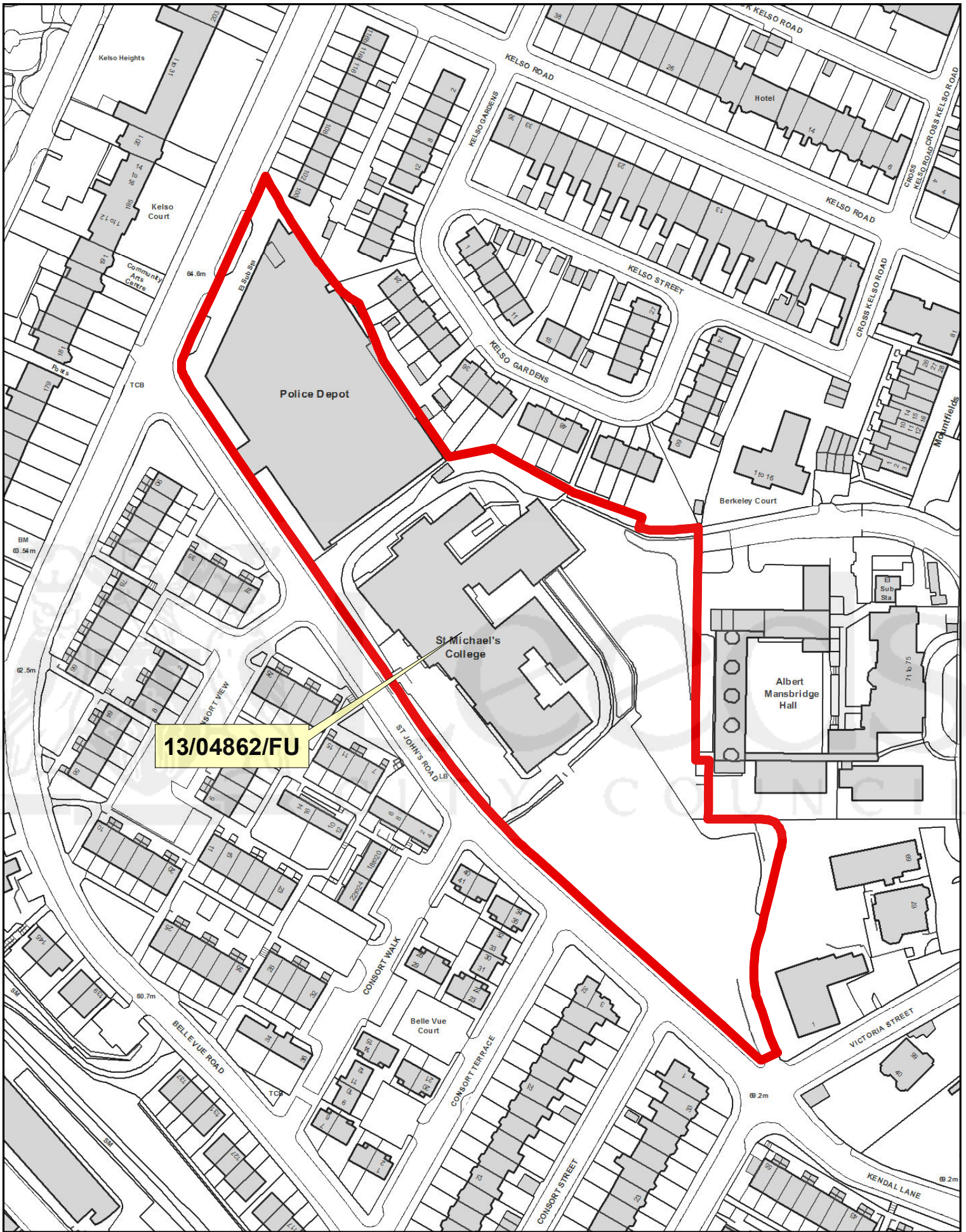
In responding, Mr Shaw, commenting on the viability of the scheme and the market research undertaken said that the Watkins Jones Group was one of the largest producers of student accommodation in the Country with a proven track record. Addressing the issue of including key worker studio apartments within 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



13/04862/FU

CITY PLANS PANEL

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