



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.

1.0 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.

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 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.

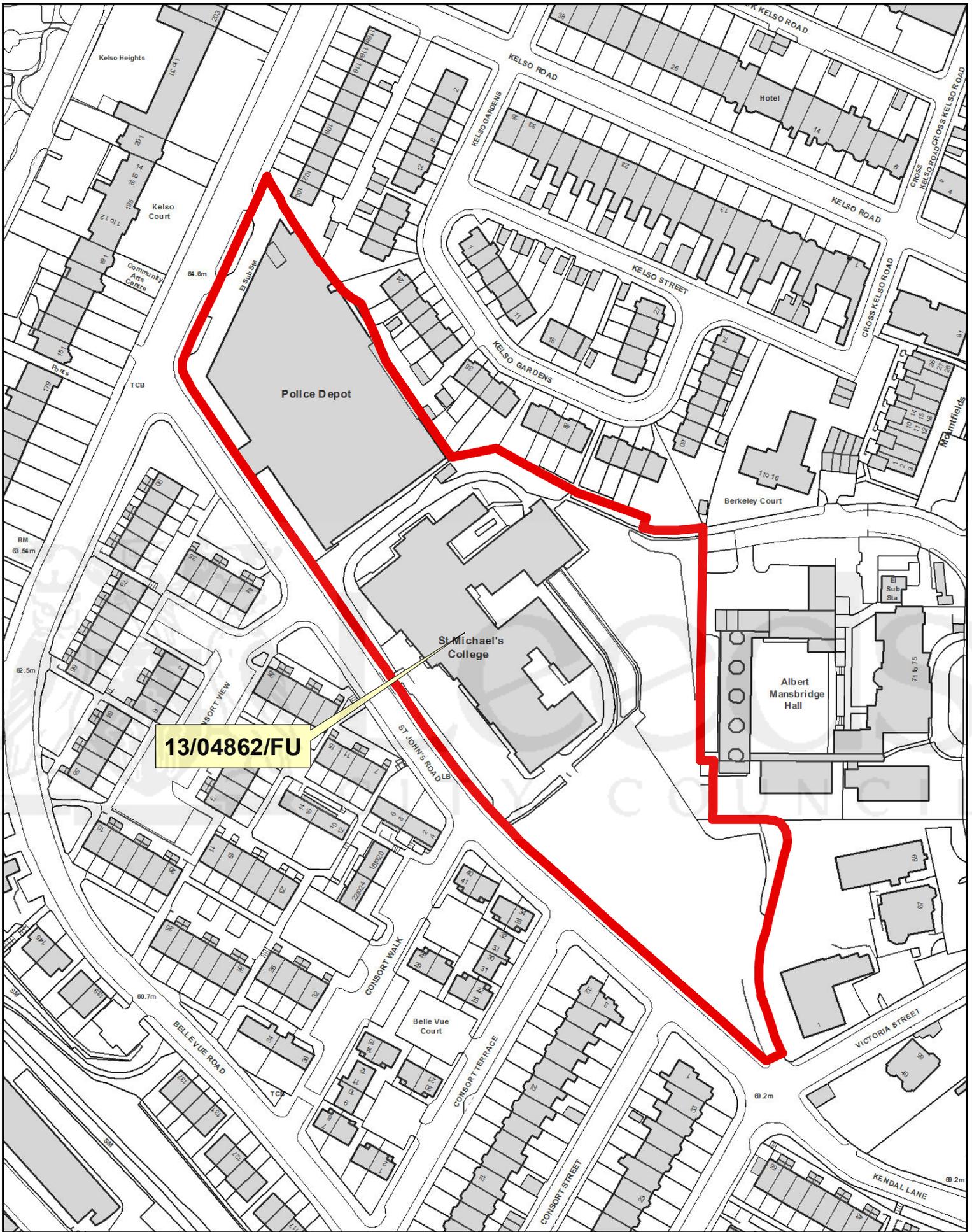
9.8.2 Whilst concerns regarding the addition of further students into the area are recognised it is considered that a need for the accommodation has been demonstrated and that the site is well located with regard to access the universities. At the same time the development brings forward a mix of residential 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

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Notice also served on Yorkshire Distribution plc and Police and Crime Commissioner for West Yorkshire



13/04862/FU

CITY PLANS PANEL

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