
CITY PLANS PANEL

Meeting to be held in Civic Hall, Leeds on
Thursday, 16th May, 2024
at 1.30 pm

MEMBERSHIP

Councillors

C Campbell
B Anderson
K Brooks
P Carlill
D Cohen
K Dye
R Finnigan
A Khan
A Maloney
H Bithell
J Heselwood
Whip's Nominee

We strive to ensure our public committee meetings are inclusive and accessible for all. If you are intending to observe a public meeting in person, please advise us in advance of any specific access requirements or if you have a Personal Emergency Evacuation Plan (PEEP) that we need to take into account by email (FacilitiesManagement@leeds.gov.uk). Please state the name, date and start time of the committee meeting you will be observing and include your full name and contact details.

Note to observers of the meeting. To remotely observe this meeting, please click on the 'View the Meeting Recording' link which will feature on the meeting's webpage (link below) ahead of the meeting. The webcast will become available at the commencement of the meeting:

[Council and democracy \(leeds.gov.uk\)](https://www.leeds.gov.uk/council-and-democracy)

Agenda compiled by:
Andy Booth, 0113 3788665
Governance Services,
Civic Hall

Enquiries specific to
planning applications on
the agenda should be
directed to Panel Team;
Phone 0113 3786980
Email;
planspanel@leeds.gov.uk

A G E N D A

Item No	Ward	Item Not Open		Page No
1			<p>ELECTION OF CHAIR</p> <p>To see nominations for the election for the position of Chair.</p>	
2			<p>APPEALS AGAINST REFUSAL OF INSPECTION OF DOCUMENTS</p> <p>To consider any appeals in accordance with Procedure Rule 15.2 of the Access to Information Rules (in the event of an Appeal the press and public will be excluded)</p> <p>(*In accordance with Procedure Rule 15.2, written notice of an appeal must be received by the Head of Governance Services at least 24 hours before the meeting)</p>	

Item No	Ward	Item Not Open		Page No
3			<p>EXEMPT INFORMATION - POSSIBLE EXCLUSION OF PRESS AND PUBLIC</p> <p>1 To highlight reports or appendices which officers have identified as containing exempt information, and where officers consider that the public interest in maintaining the exemption outweighs the public interest in disclosing the information, for the reasons outlined in the report.</p> <p>2 To consider whether or not to accept the officers recommendation in respect of the above information.</p> <p>3 If so, to formally pass the following resolution:-</p> <p>RESOLVED – That the press and public be excluded from the meeting during consideration of the following parts of the agenda designated as containing exempt information on the grounds that it is likely, in view of the nature of the business to be transacted or the nature of the proceedings, that if members of the press and public were present there would be disclosure to them of exempt information, as follows:-</p>	
4			<p>LATE ITEMS</p> <p>To identify items which have been admitted to the agenda by the Chair for consideration</p> <p>(The special circumstances shall be specified in the minutes)</p>	
5			<p>DECLARATION OF INTERESTS</p> <p>To disclose or draw attention to any interests in accordance with Leeds City Council’s ‘Councillor Code of Conduct’.</p>	
6			<p>APOLOGIES FOR ABSENCE</p>	

Item No	Ward	Item Not Open		Page No
7			<p>MINUTES - 11 APRIL 2024</p> <p>To confirm as a correct record, the minutes of the meeting held on 11 April 2024.</p>	9 - 18
8	Little London and Woodhouse		<p>APPLICATIONS 23/06280/FU & 23/06281LI - SPRINGFIELD HOUSE, HYDE STREET, WOODHOUSE, LEEDS</p> <p>To receive and consider the report of the Chief Planning Officer regarding applications for the demolition of adjoining wings and erection of replacement buildings of between 4 and 13 storeys to create purpose-built student accommodation; Internal and external alterations to listed building including partial reinstatement of historic floor plan, revealment of side elevations, replacement of windows and replacement of stone steps to front entrance to facilitate level access. Hard and soft landscaping works.</p>	19 - 58
9	Little London and Woodhouse		<p>PRE-APPLICATION 24/00010 - BLENHEIM HOUSE, DUNCOMBE STREET, LEEDS, LS1 4PL</p> <p>To receive and consider the attached report of the Chief Planning Officer regarding a pre-application presentation for a purpose built student accommodation development including a mixed offer of cluster and studio units, totalling c.717 units and associated residential amenity spaces.</p>	59 - 76
10			<p>PRE-APPLICATION 24/00053 - WELLINGTON ROAD AND ARMLEY ROAD, LEEDS</p> <p>To receive and consider the report of the Chief Planning Officer regarding a pre-application presentation for the creation of a multi-storey residential development with ground floor commercial uses (Class E), internal and external amenity spaces, integral cycle storage and accessible car parking provision at Wellington Road and Armley Road, Leeds.</p>	77 - 96
11			<p>DATE AND TIME OF NEXT MEETING</p> <p>Thursday, 13 June 2024 at 1.30 p.m.</p>	

Item No	Ward	Item Not Open		Page No
---------	------	---------------	--	---------

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

Use of Recordings by Third Parties– code of practice

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

This page is intentionally left blank

Planning Services

To all Members of City Plans Panel

Ninth Floor East
Merrion House
110 Merrion Centre
Leeds LS2 8BB

Contact: Daljit Singh
Tel: 0113 3787971
daljit.singh@leeds.gov.uk

Our ref: City Site Visits
Date: 3.05.2024

Dear Councillor

SITE VISITS – CITY PLANS PANEL – Thursday 16th May 2024

It has been agreed with the Chair of City Plans Panel to undertake site visits on the morning of the next City Plans Panel meeting.

A 16 seater minibus has been booked for the site visits. To check numbers please can Members contact PlansPanel@leeds.gov.uk as soon as possible if they wish to travel via the minibus.

For those travelling by mini-bus please meet in the **Ante-Chamber, Civic Hall at 9.55am for a prompt start at 10.00am.**

Time	Ward	Site
10.00 am	MINIBUS DEPARTS FROM OUTSIDE CIVIC HALL ENTRANCE	
10.10-10.40	Little London & Woodhouse	Application reference 23/06280/FU & 23/06281/LI– Proposed student housing development at Springfield House, Hyde Street, Leeds
10.50-11.20	Little London & Woodhouse	Pre Application reference PREAPP/24/00010 – Proposed student housing development at Blenheim House, Duncombe Street, Leeds
11.30-12pm	Little London & Woodhouse	Pre Application reference PREAPP/24/00053 – Proposed residential development with ground floor commercial (class E) use at land at the junction of Armley Road and Wellington Road, Leeds

Please notify PlansPanel@leeds.gov.uk if you will be attending.

Yours sincerely

Daljit Singh
Group Manager
Planning Services

CITY PLANS PANEL

THURSDAY, 11TH APRIL, 2024

PRESENT: Councillor J McKenna in the Chair

Councillors C Campbell, B Anderson,
D Blackburn, K Brooks, P Carlill, D Cohen,
K Dye, C Gruen, A Khan and A Maloney

SITE VISITS: Councillors K Brooks, K Dye, C Gruen, A Khan and J
McKenna

77 Appeals Against Refusal of Inspection of Documents

There were no appeals.

78 Opening Remarks

This was to be Councillor McKenna's final meeting as Chair of the City Plans Panel before standing down as a Councillor at the end of the Municipal Year. Members thanked Councillor McKenna for his work as a Councillor and particularly his contribution to planning and as Chair of the City Plans Panel. Councillor McKenna was praised for his approach to chairing Plans Panels and how Members of all groups had been treated fairly and with empathy to allow them both as individuals and as a Panel to develop and shape policy which had helped to drive change to the city and the city centre. Councillor McKenna was thanked for his role in mentoring others throughout the planning process and was considered to be a friend as well as a colleague. Members also recalled his contribution as Lord Mayor of the city and his role as Deputy Mayor. It was noted that Councillor McKenna's experience and knowledge would be greatly missed and Members wished him a long and happy retirement.

The Chief Planning Officer also expressed thanks to Councillor McKenna on behalf of Planning Services for his positive approach and to the positive legacy which he would leave.

Members also expressed thanks to Councillor Caroline Gruen who was stepping down as a Councillor for her contribution as a Planning Member and Chair.

Councillor McKenna thanked everyone for their comments and reflected on the changes he had seen across the city during his time as a Councillor and his involvement in Plans Panels, thanking all Officers and Members he had worked with during this time.

79 Exempt Information - Possible Exclusion of Press and Public

There was no exempt information.

80 Late Items

There were no late items.

81 Declaration of Interests

There were no declarations.

82 Minutes - 14 March 2024

RESOLVED – That the minutes of the meeting held on 14 March 2024 be confirmed as a correct record.

83 Application 23/06266/FU - Site to the North of Whitehall Road (land at the former Doncaster Monk Bridge Works)

The report of the Chief Planning Officer presented an application for the construction of an office building with associated facilities, parking and landscaping at a site to the north of Whitehall Road (land at the former Doncaster Monk Bridge Works), Leeds.

The application was considered at the meeting held in February 2024 when it was deferred to allow for further information to be provided with regards to security regarding the screened footpath and the permeability of the screens. Members visited the site prior to this meeting.

Site plans and photographs were displayed and referred to throughout the discussion of the application.

Further issues highlighted in relation to the application included the following:

- The applicant had introduced additional measures to enhance security.
- CGI images were displayed which demonstrated the porosity of the screens which would allow views through.
- There would be additional motion activated CCTV surveillance and 24/7 on site security and monitoring.
- Bollard lighting would be replaced with lighting columns which would provide multi-directional lighting. There would also be some feature uplighting and lighting within the soffits.
- All external areas would be well lit including the walkway from the car park.
- The panels that screened the footpath were necessary as part of the wind mitigation measures. Similar panels could be found elsewhere in the city.
- Samples of the panels were made available for Members to inspect.
- It was felt that the applicant had addressed the concerns raised by the Panel.

In response to questions and comments from the Panel it was confirmed that the materials to be used for the screening of the footpath would be covered by condition. Members supported the additional measures introduced by the applicant.

RESOLVED – That the application be deferred and delegated to the Chief Planning Officer for approval, subject to the conditions at Appendix 2 (and any amendment to or addition of others which the Chief Planning Officer considers appropriate) and subject to resolving technical details regarding highways matters and Active Travel England comments and also subject to the completion of a Section 106 agreement to secure the following:

- 0.91 Biodiversity Units to be Habitat Units delivered off site in the same locality - £25,000
- On site Public Realm areas are publicly accessible
- Travel Plan review fee - £5,504
- Contribution for free trial membership and usage of the car club by occupiers of the development and/or other sustainable travel measures for the employees e.g. public transport tickets, hire bikes - £22,000
- Globe Road/Whitehall Road junction improvements - £188,250
- Wayfinding - £16,000
- Employment and training of local people
- Monitoring fees

84 Application 23/00608/FU - Land West of Lisbon Street, North of Wellington Street, East of Cropper Gate and South of Westgate/A58M

The report of the Chief Planning Officer presented an application for the demolition of existing buildings, repositioning of Skinner Street; and erection of a mixed-use multi-level development comprising a 46 storey building providing Class C3 Build to Rent apartments with amenity space and flexible Class E at ground floor level; two buildings for Use Class E Offices with flexible Use Class E space at basement and ground floor level; with associated infrastructure and basement car parking, hard and soft landscaping and public open space, on land west of Lisbon Street, north of Wellington Street, east of Cropper Gate and south of Westgate/A58M, Leeds.

Members visited the site prior to the meeting and site plans and photographs were displayed and referred to throughout the discussion of the application.

The following was highlighted in relation to the application:

- All existing buildings on the site would be demolished.
- Views of the surrounding areas were displayed.
- Details of proposals and applications on surrounding sites.
- Members were broadly supportive of the massing and design when the pre-application was presented to Panel.
- There would be a need to move Skinner Street at the northern edge due to the positioning of new buildings.

- Servicing arrangements for the development.
- There would be a central landscaped area surrounded by trees which would also include areas for play.
- The ground floor of the residential building would have space for a café and a spill out area.
- There would be landscaping on the periphery of the site.
- The detailed landscape design would be subject to condition.
- There would be basement parking underneath the residential building with space for cycle storage.
- The office building frontage would be set back from Grove Street to give a double width pedestrian environment.
- There would be opportunity for a roof terrace at first floor level on the residential building.
- Floor plans of the residential building were displayed. All apartments would surpass space standards.
- Samples of materials and a model of the proposed development were available for Member's inspection.
- There would be space for other uses such as shops and medical services.
- There would be additional amenity space on the top level of the residential building.
- CGI images of the proposed buildings were displayed which highlighted detailing and also some internal spaces.
- There had been a late letter of support from a local resident regarding the regeneration of the area and the provision of greenspace.
- Wind issues – it was recommended that further wind modelling be carried out and this would be covered by condition. Wind testing had indicated that a safe environment could be achieved.
- Financial viability - the District Valuer had indicated that a Section 106 agreement for any of the normal planning policy obligation asks would not be viable. Notwithstanding this the applicant had taken a long term view on the financial situation and offered contributions of £768,534 in addition to 16 discounted rent units.

Representatives of the District Valuer and the Applicant were in attendance for questions. In response to questions from the Panel, discussion included the following:

- Wind issues had been identified at the outset and building masses had been designed with this in mind. The hexagonal shape of the residential building would address some wind issues and the site was also sheltered by the 31 storey building under construction at the west side of Skinner Street. There would be wind mitigation screening included within the landscaped areas.
- Details of access and lighting to landscaped areas. The landscaped areas would be publicly accessible with the exception of the roof terraces.
- The viability of the scheme had been assessed and the District Valuer had advised it was not possible to provide affordable housing and

Section 106 benefits at the present time. However the applicant had taken a longer term view and agreed to provide contributions deemed necessary to provide a sustainable and safe environment and had committed to provide some affordable housing provision. It was intended that the affordable units offered by the applicant would be on-site.

- There were still discussions regarding the ownership of parts of the site and legal agreements to finalise. It was hoped that works could commence in the final quarter of the year should the application be approved. This would not affect the viability of the scheme.
- It was not possible to provide the amount of greenspace on site that a scheme of this density would generate. However the central area (including the access road which was to be treated as a pedestrian priority space) would be similar in size to Sovereign Square in Leeds. In addition there would be an off-site contribution of £100,000 to be put towards greenspace proposals.
- The scheme would have a high quality landscaping scheme and planting and biodiversity would be covered by conditions. The biodiversity proposals were higher than aspirational levels.
- The footpath/cycleway would have natural surveillance.
- There would be changes to the colour shades of the terracotta materials on the higher levels of the office buildings as the floors stepped in. The samples provided were not to demonstrate the exact colour but the quality of the material. The changes in colour would be visible from the surrounding areas.
- The playground would be separated from the road and would be designed to all relevant standards. There would be both formal and informal play areas.
- There had not been any discussion regarding the pre-agreed amount for any overage on profits. There would be further viability assessments at an appropriate point in the development stage to reassess whether greater contributions could be realised to meet the Council's normal planning obligation asks.
- The residential building would be unique in its shape and form and this enabled the building to have space and sky surrounding whilst interacting with other buildings. It was considered that it would be a landmark design and building.
- The applicant was potentially paying more for the site due to the good condition of some of the buildings already on site. This was taken into consideration during the viability assessment.
- All units met space standards with some being more generous than others.

In response to Members comments, discussion included the following:

- The proposals were eye catching and would provide an iconic development.
- The design was interesting and innovative and there had been an enthusiasm regarding the design at pre-application stage.

- Disappointment that there was inadequate greenspace for the kind of residential development that was proposed.
- Skinner Street was required for access to the adjacent street as well as servicing arrangements. If Skinner Street was removed altogether there would need to be a significant turning head which would take out space from the site.
- Screens for wind mitigation could be designed to complement the buildings. There had been a lot of work with the architects regarding the design of the buildings. The hexagonal shape of the residential building would give a softer appearance.
- Development of this site would be welcomed and the design proposals were innovative but there was disappointment with the lack of greenspace.
- It was a positive design with exciting shapes and colour schemes.
- The open space needed to be attractive and have sufficient lighting and safety measures.
- It was important that the viability was reviewed.
- It would have been good to have had more greenspace on site and more affordable housing.
- The development would enrich that part of the city and link with other developments.

RESOLVED – That the application be deferred and delegated to the Chief Planning Officer for approval subject to the specified conditions set out in Appendix 2 (and any amendment to these and addition of others which he might consider appropriate), the completion of an acceptable Road Safety Audit and receipt of an acceptable peer review of the detailed wind mitigation proposals and subject to the completion of a Section 106 agreement to include the following obligations (all contributions to be index linked):

- On-site affordable housing provision (16 discount market rent Build to Rent units)
- Off-site greenspace contribution £100,000
- Off-site highway improvements contribution £200,000
- Residential Travel Plan Fund contribution £40,000
- Travel Plan Review fee £28,234
- Leeds City Bikes contribution £32,000
- Off-site signal timing modifications contribution £20,000
- Car Club trial contribution £13,505
- Loss of Pay and Display bays £14,895 per bay (21) £312,795
- Traffic Regulation Order changes contribution £10,000
- Legible Leeds wayfinding contribution £12,000
- Provision of two Leeds City Council Car Club provider parking spaces with an Electric Vehicle Charge Point
- Compliance with Travel Plan measures
- 24 hour public access through the site
- Local employment and training initiatives
- Overage clause
- Section 106 monitoring fee

Draft minutes to be approved at the meeting
to be held on Thursday, 16th May, 2024

In the circumstances where the Section 106 agreement 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.

(Councillors B Anderson and D Cohen left the meeting at the conclusion of this item)

85 PREAPP/2300136 - Land to the East of Crown Point Road and West of Black Bull Street, Leeds.

The report of the Chief Planning Officer informed Members of a pre-application presentation for a proposed development comprising a mixed-use development of up to 502 residential units, multi storey car park and street level commercial units of 1900 m² (use Class E) with landscaped public realm at land to the east of Crown Point Road and west of Black Bull Street, Leeds.

Members visited the site prior to the meeting and site plans and photographs were displayed and referred to throughout the presentation.

The proposals were for Phase 2 of the Aire Park. Phase 1 had received permission in 2018 and was now under development.

The applicant was invited to address the Panel. The following was highlighted:

- The first phase included a mixed-use development of up to 850 homes, a 400 bed hotel, office space and other uses including commercial, education and health.
- At the heart of the scheme was the development of a city park which would be over two hectares in size.
- There were currently live applications for residential development and refurbishment of the Tetley building.
- Phase 2 would include the development of 502 new homes; commercial space; expansion of the city park; a multi-storey car park and new cycle and pedestrian links to the city centre and Leeds Dock.
- Introduction of new access points to the site and other highways improvements.
- The maximum parameters in the masterplan and the introduction of a design code for the planning process.
- The phase 2 masterplan overview – development of the residential buildings to the east of the site and multi-storey car park along with the further development of the city park.
- Building heights – the tallest building was expected to be no more than 28 storeys. There had been consultations with Historic England who had supported the proposals of the stepping down in heights towards Leeds Minster and Chadwick Lodge. There had also been wind, sunlight and daylight modelling.
- Design would have certainty and clarity through the key design principles in the design code.

- City Park – this phase would bring over one hectare of the park into use. There would be the provision of large open spaces which could be used for sports and games as well as areas of seating.
- Community Engagement – There had been extensive consultation throughout including leaflet drops and community events. There had also been consultation with Ward Councillors. Positive feedback had been received.

In response to comments and questions from the Panel, discussion included the following:

- Efforts had been made to consult all interested parties, Leeds Civic Trust were aware of the proposals and the applicant would seek to engage them.
- It was felt that the proposed heights of the buildings were suitable for the area and would be supported by neighbours.
- The amount of planting as depicted in the slides looked good.
- Safety for women and girls in parks and what facilities they would like to see – this had been discussed with landscape architects.
- Would the district heating scheme be utilised as part of the plans?
- The mix of uses was fine and would likely change in the future.
- Some concern regarding the size and massing of buildings next to the park.
- Crown Point Road would bisect the park. That road has been reduced from two lanes to one and there will be additional crossings and a segregated cycle lane. There would also be safety bollards at strategic points around the park.
- There would be sufficient lighting and natural surveillance around the site and park. There had been work with West Yorkshire Police with regards to safety.
- It was intended to provide balconies with the apartments.
- Permission had been obtained to demolish heritage assets on the site in July 2023. There was significant contamination present and it was required to do the demolition as soon as possible to prevent any plumage and to prevent any delay to development.
- The City Park would be a welcome addition to the area.
- In response to questions outlined in the report, the following was discussed:
 - Members were happy with the proposed mix of uses (residential, commercial and a multi-storey car park)
 - Members broadly supported the emerging scale and form of development although further information was required on the quality of the development and a better understanding of the need for the density of development. Members were no longer required to consider support of the demolition of non-designated heritage asset buildings as this work had already commenced.
 - Members considered the emerging approach to landscape and public realm was acceptable.

- It was broadly felt that more information was required regarding the provision for transportation and connectivity.

RESOLVED – That the report and discussion be noted.

86 Date and Time of Next Meeting

Thursday, 16 May 2024 at 1.30 p.m.

This page is intentionally left blank



Originator: Jessica Ashton
Tel: 0113 378 7719

Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 16 May 2024

Subject: 23/06280/FU and 23/06281/LI – Demolition of adjoining wings and erection of replacement buildings of between 4 and 13 storeys to create purpose-built student accommodation; Internal and external alterations to listed building including partial reinstatement of historic floor plan, revealment of side elevations, replacement of windows and replacement of stone steps to front entrance to facilitate level access. Hard and soft landscaping works, Springfield House, Hyde Street, Woodhouse, Leeds

APPLICANT	DATE VALID	TARGET DATE
McLaren (Springfield House) Limited	17 October 2023	TBC

<p>Electoral Wards Affected:</p> <p>Little London and Woodhouse</p> <div style="border: 1px solid black; display: inline-block; padding: 2px;">Yes</div> Ward Members notified (referred to in report)	<p>Specific Implications For:</p> <p>Health and Wellbeing N</p> <p>Inclusive Growth Y</p> <p>Zero Carbon Y</p>
--	---

RECOMMENDATION:

DEFER and DELEGATE to the Chief Planning Officer for approval subject to referral to the Secretary of State for Levelling Up, Housing and Communities; resolution of the outstanding Highways Matter outlined in paragraphs 153 – 158 of the report; the specified conditions set out in Appendix 1 (and any amendment to these and addition of others which he might consider appropriate) and the completion of a Section 106 agreement to include the following obligations:-

- Travel Plan
- Leeds City Council Travel Plan Review fee of £5,405
- Contributions for offsite cycling and walking improvements (Subject to agreement as per para.153 of the report)
- Car club contribution £10,000
- Traffic Regulation Orders £10,000
- Wayfinding signage £12,000
- Control of student occupancy

- **Provision of public access through the site**
- **On site greenspace provision**
- **Local employment and skills**
- **Section 106 monitoring fee**

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

INTRODUCTION:

1. The report relates to the proposed change of use and alterations including demolition of adjoining wings to a listed building and the proposed construction of two new wings being between 4 and 13 storeys for purpose built student accommodation ('PBSA') at Springfield House, Hyde Street, Leeds.
2. The report recommends the applications are approved and is therefore brought to Panel under the scheme of delegation exception criterion (f) *the approval of applications, where approval would conflict with an objection raised by a statutory technical consultee*. This is due to an objection from Historic England.

PROPOSAL:

3. The applications relate to the proposed change of use and alterations including demolition of the existing adjoining wings (20th century additions) to a listed building and the erection of replacement buildings of between 4 and 13 storeys to create purpose-built student accommodation.
4. Other internal and external alterations to the listed building include the partial reinstatement of historic floor plan, revealment of side elevations, replacement of windows and replacement of stone steps to front entrance to facilitate level access.
5. The accommodation will provide 334 student bedspaces which are made up of 194 cluster flat bedrooms and 140 studio flats and includes hard and soft landscaping works.

SITE AND SURROUNDINGS

6. Springfield House is a Grade II listed two storey Villa constructed in red brick, with stone details and a slate hipped roof. The building was extended in the 20th century with the addition of two storey flat roofed wings with black glazed curtain walling.
7. The building is located on a 0.77 ha site and is orientated on a north-east / south-west axis in an elevated location. There are existing vehicular accesses to Seminary Street to the north and Clarendon Way to the south with car parking to the south-west and along the rear of the building. A footpath runs along the front (south-east) of the building and the area to south-east is semi-mature woodland.
8. The University of Leeds campus designed by Chamberlin, Powell and Bon lies to the north and east, the Leeds Dental Institute is to the south-east, to the south is Woodhouse Hall, there are domestic scale Victorian villas and terraced properties along Hyde Terrace to the west and The Favershams is to the north-west of the site and there is a two-storey café 'The Lodge' to the north.

9. The site is within the City Centre Boundary but is not allocated within the Site Allocation Plan. The site is within the Woodhouse – Clarendon Road Conservation area and the boundary of the Conservation Area runs through the site to the south of the building. It is within the area covered by the [Little Woodhouse Neighbourhood Design Statement](#) and the Little Woodhouse Neighbourhood Forum Area where a draft neighbourhood plan has been published but at the time of writing has not yet been subject to public consultation.

RELEVANT PLANNING HISTORY:

Planning applications:

10. The current layout of the site including the wings date from the early 1980s:

Change of use, involving laying out of access road, alterations, and 2, 2 storey extensions of detached house to high technology centre with offices, workshops, laboratories and toilets, and with 50 car parking spaces and landscaping (ref H20/114/82) and associated Listed Building Consent (ref: H20/113/82).

11. The use of the site as a clinical research test centre appears to have been approved over the course of a series of change of use applications for different sections of the building. An extension to form an entrance lobby was approved in 1999 (30/31/99/FU).

Planning Enforcement cases:

12. There are no active planning enforcement cases associated with the site.

HISTORY OF NEGOTIATIONS:

13. Preapplication advice was sought in in October 2022 under reference PREAPP/22/00354 and an extended process was undertaken with involvement from Highways, Urban Design and Conservation colleagues in particular.
14. The design has evolved through pre-application discussions with the developer which resulted in changes to the scale, massing, layout and design of the new-build elements and the strategy for conservation and landscaping. A key change has been the distribution of scale across the site. The scale of the proposed buildings at the southwest end of the site have been designed (reduced) to reflect the residential scale and red brick character of buildings within the Conservation Area. The new buildings at the northeast end of the site are of a larger scale in response to the ‘confidence’ of the Modern university and hospital buildings outside of the Conservation Area. This approach was discussed at length and is considered a means of addressing the transitional nature of the site’s location.
15. Since the planning application has been submitted the applicant has met with representatives of the Little Woodhouse Community Association (LWCA) to discuss their concerns regarding the proposals.
16. A meeting and site visit has also been held with a representative from Historic England to discuss their objection to the scheme.

CONSULTATION RESPONSES:

Statutory Consultees:

17. Historic England

Object to the application on heritage grounds.

The proposal, by virtue of its form, bulk, height, massing and design, would fail to pay special regard to the historic character and appearance of the Conservation Area and cause harm to its significance.

The proposal also fails to pay special regard to the historic and architectural interest of the Grade II listed Springfield House to which it would be attached and dominate its immediate setting.

The extensions are taller than the listed building and will dominate it in terms of scale. The extensions are more akin to university development outside the Conservation Area, rather than being reflective of the form of built development within it. This form of development would be an encroachment into the conservation area and blur the important distinction between the adjacent different built character areas.

18. Health and safety executive (HSE)
Advice to LPA – Content. HSE is content with the fire safety design as set out in the project description, to the extent it affects land use planning considerations.
19. Active Travel England (ATE)
ATE is not currently in a position to support this application and requests further assessment, evidence, revisions and/or dialogue.

It is recommended that any decision on the application be deferred until more information is supplied to be certain of how the development will support active travel. In particular, there are omissions within the Transport Assessment and Travel Plan and no information shown on plans to support wheeling (active travel by wheelchairs and mobility aids, such as scooters).

Revised information received from applicant and ATE reconsulted on 20/02/2024. No response received.

Non-Statutory Consultees:

20. Yorkshire Water
No objection subject to a condition to protect the local aquatic environment and Yorkshire Water infrastructure.
21. West Yorkshire fire and rescue
No statutory requirement to consult with the local Fire and Rescue Authority on such planning applications.
22. West Yorkshire Police
Suggestions relating to external lighting, CCTV, Windows and doors specifications, Cycle storage, Access Control and Lift security. Welcome the capable guardian on reception.
23. West Yorkshire Archaeology Advisory Service
Due to past alterations, damage and reconstruction of the house WYAAS do not consider the application building to have archaeological significance.
24. Sustainability – Design Team
The proposal is in line with feedback given at preapplication stage. This is a good location for student residential accommodation. The increased activity that it will bring

to the site should add to the vitality of the area and the built form improve the condition of a significant street which currently peters out in a service area.

While the height proposed for the taller element is challenging, the building is not particularly visible and would join a number of larger structures within the area. The remaining new buildings will significantly improve the environment around Springfield House and the relationship with Clarendon Way.

Overall, this is a good quality proposal which is considered to improve the quality of the site and its context.

25. Conservation Team

The proposed development has a multiple of effects on heritage assets, mostly positive but there is also a negative impact on the listed building and the conservation area stemming from the taller block at the north-east end. In the internal heritage balance, the harm from this element is considered to be outweighed by the enhancement to the listed building and conservation area from the improved legibility and landscaping of Springfield House and to the listed building specifically through the restored plan form.

26. Access Officer

The access arrangements appear acceptable.

27. Landscape

Engineering drawings have been provided to demonstrate that pile foundations and cantilevering can reduce impact on Root Protection Areas. Drainage proposals have been evidenced not to impact on trees.

Tree retention and protection during construction remain a concern. The Arboricultural report proposes a narrow 2m zone (scaffold) for construction. Conditions are required to ensure that existing trees are protected during construction.

28. Highways

Revised plans and further information should be submitted to address the requested offsite highway works on Seminary Street.

29. Influencing Travel Behaviour Team (ITB)

The Travel Plan has been assessed against the adopted Transport SPD and is acceptable.

The Travel Plan should be included within the Section 106 agreement along with the Leeds City Council Travel Plan Review fee of £5,405.

30. Flood Risk Management

No objection to the proposed development.

Follow up response dated 25/04/2024: Flood Risk Management (FRM) have absolutely no record of a culverted watercourse in the vicinity of the red line of the site. Screen shots below of current GIS mapping and also the historic sewer record maps. A culvert alignment would have been identified by a pink dashed line but there is none. Additionally, when you zoom out of the site to get a wider perspective of the surrounding area there is no evidence of a culverted (or open) watercourse in the vicinity. And when you look at the topography (digital elevation mapping) and contours for the area there is no evidence of an historic watercourse. Using a bit of judgement

these can usually be identified by depressions in the land level where a watercourse has historically eroded ground level.

We can only advise based upon the information/evidence which we hold and as such the objector's comments do not alter our response. However, the applicant should be mindful of the objector's comment and consider them when undertaking the demolition and construction of the replacement buildings. If a culverted watercourse is found on site then the applicant should be requested to liaise with FRM to ensure that the culverted watercourse (and flood risk) is not adversely affected by the development. Consent under the Land Drainage Act 1991 will be required for any development within 9 metres of a culverted watercourse.

31. Contaminated Land

The Tier 1 Desk Study Report has concluded that a site investigation is required for the proposed development therefore a Phase 2 Site Investigation report is required to be submitted.

It is preferable to receive the Phase 2 site investigation report prior to recommending conditions however relevant Conditions and Directions have been recommended which will allow for appropriate documentation to be submitted. The scope of the site investigation should be submitted for approval in writing prior to the works being undertaken.

32. Nature Team

The level of Biodiversity Net Gain is acceptable to the Nature Team and following amendments to the lighting proposals the scheme is acceptable subject to conditions and the provision of Integral bat roosting and bird nesting features which are required as mitigation for the impact on bats.

33. Environmental Health Services (Pollution Control)

No objection to the proposal and concur with the findings of the noise assessment submitted by the applicant. The noise assessment details glazing and alternative ventilation specifications to ensure that internal sound levels from external transports, entertainment and fixed plant sources achieve suitable criteria.

34. Environmental Studies (Transport Strategy)

Noise from road traffic unlikely to be of a level that would require specific measures over and above standard building elements therefore an acoustic assessment is not required to be submitted.

35. Sustainable Development Unit (Climate Change)

Supportive of the proposals subject to conditions.

36. Local Plans

Core Strategy Policy H6(B) is considered to be satisfied.
Core Strategy Policy EC3 – Part B is satisfied
Core Strategy Policy G5 is considered satisfied

37. Public Rights of Way

This office has no objections to the proposal as long as non-definitive footpath remains open, unchanged, and is not encroached upon in anyway.

38. Employment and Skills

No comments received

39. District Heating
The proposed strategy of centralised Air Source Heat Pumps for DHW is sensible in terms of futureproofing the scheme for connection to a heat network in the future.
40. Ramblers Association
No comments received
41. Health Partnerships
No comments received
42. Public Health
No comments received

PUBLIC/LOCAL RESPONSE:

General Comments:

43. An agent representing the University of Leeds have made representations advising that they do not object in principle to the proposal but considered that the initial assessment of townscape, visual and heritage impact were not robust enough to accurately assess the impact on the heritage assets in the vicinity of the site.
44. A further representation was received again on behalf of the University of Leeds advising of the potential for air quality impacts arising from emissions from nearby laboratories within University of Leeds buildings.

Comments in Objection:

45. There have been ten letters of objection from six respondents, including a local resident, the owner and occupier of The Lodge, an agent representing the owner of The Faversham, the Leeds Civic Trust and the Little Woodhouse Community Association/Neighbourhood Plan Forum.
46. The issues raised are as summarised in the following paragraphs.
- Overbearing impact on the site of The Faversham and The Lodge
 - Architectural Mediocrity / Extensions are architecturally unexceptional, no reference to the historic antiquity or form of the host building, bland dated 'anywhere architecture'. 4 storey additions either side of the host building have no visual contextual link to the character or legibility of the host building.
 - Scale and massing dominates the setting of the host Listed Building
 - Inappropriate in the context of the Conservation Area
 - Height and mass incongruous and visually intrusive within the Conservation Area setting
 - Contradicts the Tall Buildings Design Guide
 - Harm and loss of 'significance' of the designated Heritage Assets
 - No public benefits to out-weigh harm to designated Heritage Assets
 - Impact on landscape and wildlife, fails to protect and maintain existing attractive landscape boundaries and wildlife habitats
 - Impact on trees, encroachment upon protected trees, proximity of trees to proposed building, loss of trees
 - Root protection areas adjoining the Faversham should be in line with policy
 - 'Agent of change' principle relating to adjacent events and leisure venues, including external eventspace and hosting live music externally

- Wedding trade business impacted by loss of privacy resulting in loss of revenue/value/job losses
- Business impacts of construction particularly weekends
- Inadequate consultation
- Land stability issues due to nature of bedrock and soil, historic slippage and movement experienced within University Buildings
- Close to Victorian brick culvert for Woodhouse Beck
- Lack of impact views from Chancellor's Court or from Earth Sciences and EC Stoner buildings and Roger Stevens building (Grade II*)
- Wind issues
- Noise and privacy issues within the development
- Demolition of wooden structure adjacent to The Lodge would have significant impacts for existing business
- No consideration of refurbishment and re-use of the existing wings
- Traffic generation including taxi/private hire pick-ups as well as deliveries, lack of off road servicing resulting in congestion at the end of Mount Preston Street (Seminary Street)
- Importance of routes through the site

PLANNING POLICIES:

LOCAL PLANNING POLICY AND GUIDANCE

The Development Plan

47. As required by Section 38(6) of the Planning and Compulsory Purchase Act 2004 this application has to be determined in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan currently comprises the adopted Local Development Framework Core Strategy (2019), those policies saved from the Leeds Unitary Development Plan (Review 2006), the Site Allocations Plan (2019, as amended 2024), the Natural Resources and Waste Development Plan Document (2013, as amended 2015), the Aire Valley Leeds Area Action Plan (2017) and any adopted Neighbourhood Plan applicable to the application site.
48. The following policies from the Core Strategy are considered to be of most relevance to this development proposal:

Spatial policy 1: Location of development

Spatial policy 3: Role of Leeds City Centre

Spatial Policy 6: The Housing Requirement and Allocation of Housing Land

Spatial Policy 8: Economic Development Priorities

Spatial Policy 9: Provision for offices, industry and warehouse employment land and premises

Policy CC1: City Centre Development

Policy CC3: Improving connectivity between the city centre and neighbouring communities

Policy H2: Housing on unallocated sites

Policy H6: Houses in multiple occupation, student accommodation and flat conversions

Policy H9: Space Standards

Policy EC3: Safeguarding existing employment land and industrial areas

Policy P10: Design

Policy P11: Conservation

Policy P12: states that landscapes will be conserved and enhanced.
 Policy T1: Transport Management
 Policy T2: Accessibility Requirements and New Development
 Policy G1: Enhance and extend green infrastructure
 Policy G2 Increase native and appropriate tree cover
 Policy G5: Open space provision in the city centre
 Policy G9: demonstrate an overall net gain for biodiversity, including habitat protection, creation and enhancement
 Policies EN1 and EN2: set out the sustainable construction and on-going sustainability measures for new development. It establishes targets for CO₂ reduction and requires at least 10% low or zero carbon energy production on site.
 Policy EN4: District Heating
 Policy EN6: Strategic Waste Management
 Policy EN8: Electric vehicle charging
 Policy ID2: Planning obligations and developer contributions.

49. The following saved policies from the Unitary Development Plan are considered to be of most relevance to this development proposal:

GP5 Requirement of development proposals
 N9 Respect and enhance intrinsic value of land in fulfilling a corridor function in terms of access, nature conservation and visual amenity
 N14, N15, N17, N20 Listed Buildings/Conservation Areas
 BD4 mechanical plant
 BD5 residential amenity
 LD1 landscaping
 LAND2 prioritise trees conservation and new tree planting. Introduce new tree planting as part of creating high quality working environments and enhance the public realm.
 N25 Boundaries of sites should be designed in a positive manner appropriate to the character of the area.

50. The following policies from the Site Allocations Plan are considered to be of most relevance to this development proposal:

The site is unallocated in the Site Allocations Plan.

There are two sites to the north-west/west which are allocated within the Site Allocations Plan:

- The Faversham, Springfield Mount, Housing Allocation, 30 units, Ref: HG2-209 (5281)
- 20-28 Hyde Terrace, Identified Housing, 27 units, Ref: HG1-434

51. The following policies from the Natural Resources and Waste Local DPD are considered to be of most relevance to this development proposal:

General Policy 1

- Air 1 The management of air quality through development
- Water 1 water efficiency, including incorporation of sustainable drainage
- Water 6 Flood risk assessments
- Water 7 Surface water run-off
- Land 1 Contaminated Land
- Land 2 Development and Trees

Relevant Local Supplementary Planning Guidance/Documents

52. The most relevant local supplementary planning guidance (SPG), supplementary planning documents (SPD) are outlined below:

Tall Buildings Design Guide SPD (2010)

Building for Tomorrow Today: Sustainable Design and Construction SPD (including Update Note, June 2020)

Draft Wind and Micro-climate Toolkit for Leeds SPD (2021)

Accessible Leeds SPD (2016)

Minimum Development Control Standards for Flood Risk (MDCSFR)

Transport SPD (2023)

Draft Houses in Multiple Occupation, Purpose-Built Student Accommodation and Co-Living Amenity Standards SPD (2021)

Landscape Guidance No.1 Existing Trees and Development

Other relevant documents

53. Other relevant legislation includes:

Sections 16(2) and 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 require local authorities to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess.

Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires local authorities to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas.

NATIONAL PLANNING POLICY AND GUIDANCE

National Planning Policy Framework

54. The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these are expected to be applied. It sets out the Government's requirements for the planning system. The NPPF must be taken into account in the preparation of local and neighbourhood plans and is a material consideration in planning decisions.
55. The following sections of the NPPF are most relevant for the purposes of determining this application:

Section 2 Achieving sustainable development

Section 4 Decision-making

Section 5 Delivering a sufficient supply of homes (paragraph 60 and 70)

Section 8 Promoting healthy and safe communities (paragraphs 96, 97, 100-102, 104)

Section 9 Promoting sustainable transport (paragraphs 108-112, 116-117)

Section 11 Making effective use of land (paragraphs 123-124, 126-127, 129 – 130)

Section 12 Achieving well-designed and beautiful places (paragraphs 131-132, 135-138, 140)

Section 14 Meeting the challenge of climate change, flooding and coastal change (paragraphs 158-160, 162, 164)

Section 15 Conserving and enhancing the natural environment (paragraphs 180, 185, 189-194)

Section 16 Conserving and enhancing the historic environment (paragraphs 195, 200-201, 203, 205-206, 209, 212-213)

National Planning Practice Guidance

56. The Planning Practice Guidance (PPG) provides commentary on the application of policies within the NPPF. The PPG also provides guidance in relation to the imposition of planning conditions. It sets out that conditions should only be imposed where they are necessary; relevant to planning and to the development to be permitted; enforceable; precise and reasonable in all other respects.

CLIMATE EMERGENCY:

57. The Council declared a climate emergency on the 27th March 2019 in response to the UN's report on Climate Change.
58. The Planning Act 2008, alongside the Climate Change Act 2008, sets out that climate mitigation and adaptation are central principles of plan-making. The NPPF makes clear that the planning system should help to shape places in ways that contribute to radical reductions in greenhouse gas emissions in line with the objectives of the Climate Change Act 2008.
59. As part of the Council's Best City Ambition, the Council seeks to deliver a low-carbon and affordable transport network, as well as protecting nature and enhancing habitats for wildlife. The Council's Development Plan includes a number of planning policies which seek to meet this aim, as does the NPPF. These are material planning considerations in determining planning applications.

PUBLIC SECTOR EQUALITY DUTY:

60. The Equality Act 2010 requires local authorities to comply with the Public Sector Equality Duty. Taking into account all known factors and considerations, the requirement to consider, and have due regard to, the needs of diverse groups to eliminate discrimination, advance equality of opportunity and access, and foster good relations between different groups in the community has been fully taken into account in the consideration of the planning application to date and at the time of making the recommendation in this report.

MAIN ISSUES:

- Principle of development
- Design and Heritage considerations
- Residential Amenity (occupiers)
- Amenity (surroundings)
- Trees and Biodiversity
- Sustainability and Climate Change
- Wind Microclimate Considerations
- Highways Matters
- Planning Obligations and CIL
- Representations

APPRAISAL:

First Main Issue Principle of development

61. The current use of the building is in employment use and as such Core Strategy Policy EC3 is relevant. The purpose of this policy is to ensure that Leeds has sufficient employment land. The Policy is split into two discrete parts. The first part (Part A) is for sites that do not fall within a shortfall area and the second part (Part B) is for sites that are within a shortfall area. This site falls in a Shortfall area as defined at paragraph 5.2.60 of the Core Strategy. As such Part B is relevant and states:

B) Where a proposal located in an area of shortfall as identified in the most recent Employment Land Review would result in the loss of a general employment allocation or an existing use within the Use Classes B1b, B1c, B2 and B8, non-employment uses will only be permitted where:

The loss of the general employment site or premises can be offset sufficiently by the availability of existing general employment land and premises in the surrounding area (including outside the areas of shortfall) which are suitable to meeting the employment needs of the area.

62. At March 2024, the current office supply for Leeds district for the plan period (2012-2028) was 1,018,385 million square metres, as broken down below:

Type of supply	Floorspace (sqm)
Allocated sites and/or sites with extant planning permission (not completed)	706,599
Completed sites (2012-22)	311,786
Total Plan Period supply (2012-2028)	1,018,385

The represents a surplus of 18,385 sqm against the Core Strategy requirement for office floorspace of 1 million square metres (Spatial Policy 9 and table in para 5.2.45). On this basis, the proposal satisfies Core Strategy Policy EC3 Part B because there is an adequate supply of sites to replace the loss of the premises.

63. The site is not allocated in the Site Allocations Plan and therefore Policy H2 applies and states that:

New housing development will be acceptable in principle on non-allocated land, providing that:

- (i) The number of dwellings does not exceed the capacity of transport, education and health infrastructure, as existing or provided as a condition of development,*
- (ii) For developments of 5 or more dwellings the location should accord with the Accessibility Standards in Table 2 of Appendix 3,*
- (iii) Green Belt Policy is satisfied for sites in the Green Belt.*

64. The proposed development of 334 units is unlikely to exceed the capacity of local infrastructure or services.
65. The site is considered to be within a highly sustainable location within the city centre boundary and close to public transport, the University Campuses and Leeds General Infirmary.
66. The site is in a suitable location for students to access healthcare services and facilities have capacity. The plot is within a 7-minute walk to Leeds General Infirmary with an access and emergency department. There are a number of GP's and

surgeries that are all accepting new registrations, one specialising in student registrations and the other GP's accepting registrations for all.

67. Leeds Student Medical Practice (4 Blenheim Walk, Woodhouse, Leeds, LS2 9AE) is a large practice team with all the key services provided by GP surgeries, alongside comprehensive mental, sexual, and reproductive health services. Leeds Student Medical Practice is located within a 13-minute walk (0.5 miles) from Springfield House providing good accessibility for students. The practice is open to any student (or partner or child living at the same address) of any of the Universities or Colleges in Leeds City and that live in or plan to live in the catchment area. Springfield House is within the catchment area.
68. Hyde Park Surgery (Woodsley Road, Leeds, LS6 1SG) and One Medicare LLP – The Light (One Medicare LLP, Balcony, Level 7, The Light, The Headrow, Leeds, LS1 8TL) GPs are both within a 13-minute walk (0.5 miles) from Springfield House and are accepting new applications. The GPs provide online and in person advice and appointments to patients once registered.
69. Craven Road Medical Practice (60 Craven Road, Leeds, LS6 2RX) is located a 20-minute walk (0.9 miles) from Springfield House and is accepting new applications.
70. Burley Park Medical Centre (273 Burley Road, Leeds, LS4 2EL) and York Street Health Practice (68 York Street, Leeds, LS9 8AA) are both located within a 27-minute walk (1 mile) from Springfield House and are accepting new registrations.
71. Burton Croft Surgery (1 Shire Oak Street, Headingley, Leeds, LS6 2AF) and Laurel Bank Surgery (216 Kirkstall Lane, Leeds, LS6 3DS) are located within 1.5 miles of Springfield House and are accepting new registrations.
72. Core Strategy Policy H6B relates specifically to the provision of student housing and states:

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,*
 - (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) The proposed accommodation provides satisfactory internal living accommodation in terms of daylight, outlook and juxtaposition of living rooms and bedrooms.*
73. The proposals have therefore been assessed as follows against the criteria within Policy H6B as follows.
 74. Evidence provided by Arc4 suggest that the prevalence of PBSA within Leeds has resulted in less demand from students for HMOs and the need for private housing to be used. Therefore, this application would comply with criteria (i) and (ii) of Policy H6.

75. Criterion (iii) seeks to establish whether ‘concentrations’ of PBSA’s would undermine the ‘health and wellbeing of communities’. It is considered that in the context of the area which is within the city centre and dominated by student accommodation and university buildings the proposal is unlikely to have an adverse impact on existing communities and therefore the application complies with Criterion (iii).
76. With regards to (iv), this locality is immediately adjacent to the university campus and is therefore well-located providing access to the universities by foot and is mixed use in character. In this context the proposed use is not likely to create excessive footfall through more established and predominantly residential areas such that it is likely to lead to a detrimental impact on residential amenity.
77. Criteria (v) requires that *the proposed accommodation provides satisfactory internal living accommodation in terms of daylight, outlook and juxtaposition of living rooms and bedrooms*. An assessment of the residential amenity of occupiers within the scheme is outlined at sections 108 – 118 of the report and the proposals are considered to meet criteria (V) of the policy based upon that assessment.

Compatibility with adjacent uses

78. An agent representing The Faversham has objected to the proposal on the basis that The Faversham is a long established events venue that hosts live music both internally and externally in compliance with its Licence. That the venue is protected by the ‘agent of change’ principle (as set out at paragraph 193 of the NPPF) and consequently the proposed development must by design and layout mitigate against issues of noise and privacy.
79. The application is accompanied by a noise report which considers the noise from the Faversham and specifies measures to mitigate any impact. There have been historic complaints regarding excessive noise from the Faversham impacting on short-term residents at the Springfield medical facility and residents on Hyde Terrace. Whilst the agent of change principle is a consideration, in assessing any complaints, environmental health would also consider the reasonableness and wider impacts on the community i.e. the Faversham can not make as much noise as they like because they were there first.
80. An agent representing the University of Leeds submitted representations relating to the University’s laboratories in the Garstang Building which regularly release fumes from two main outlets on the roof of the building. The representation notes the agent of change principle in relation to these considerations. The application was accompanied by an air quality assessment, following the representation a further technical note has been provided. This concluded that the conclusions of the original Air Quality Assessment remain valid and that any potential impacts from the fume discharge stacks associated with the School of Geography and Faculty of Biological Sciences buildings would be ‘negligible’. The Environmental Health Officer has reviewed and confirmed they are in agreement with the findings.
81. The principle of the proposed student housing use is therefore considered acceptable subject to addressing detailed planning and design matters.

Second Main Issue Design and heritage considerations

Design

82. Springfield House is a significant building within Little Woodhouse. It is both attractive and of historical interest. However, its current setting is poor, severely compromised by the substantial wings added in the 1980s and the changes that occurred to the surrounding context during the last century. The site is located on the junction of two distinct character areas – the verdant, affluent 19th century residential suburb to the west and the 20th century university campus and hospital building to the north and east. Each character area has a very strong, positive identity. In its current form the site does not relate well to either character area.
83. The Little Woodhouse Neighbourhood Design statement identifies Springfield House as a listed building within the ‘Springfield Mount and Hyde Terrace’ character area where positive characteristics are highlighted as: thoughtfully designed architecture, strong building line behind generous gardens; mature trees and landscape; quality paving materials; little through traffic and good pedestrian connections. Opportunities for improvement are noted to be: maintenance and replacement of original paving materials; ongoing maintenance of buildings and gardens; and repair of boundary walls.
84. The application seeks to achieve a substantial amount of student accommodation on the site which necessitates a far greater structure than the two-storey wings that currently extend out from the listed building. While low, the existing wings relate poorly to the listed building or the surrounding townscape, and do not exhibit a high standard of design. This application therefore represents an opportunity to secure improvements to the character of the area as well as a more sympathetic treatment of Springfield House.
85. Springfield House itself clearly forms part of the former 19th century residential suburb, hence its inclusion within the conservation area. Scale is a particularly sensitive issue in this context, so it is important that new development forming part of the townscape observes the established building heights and the manner in which the built form steps down the hill mirroring the underlying topography. The new wing to the south-west does this successfully, sitting below the ridge line of neighbouring buildings on Hyde Terrace.
86. While taller than the existing, the red brick wings proposed have a more comfortable relationship with Springfield house than the current wing, this is helped by the glazed links and different treatment to the attic storeys. Together they create a collegiate arrangement, defining a protective quad-like green space to the southwest and an arched public route. The relationship with Clarendon Way is a considerable improvement and the pedestrian route through the site is better quality and benefits from increased passive surveillance.
87. The north-eastern most part of the site is considered less sensitive than the south-west and therefore the strategy has been to focus the majority of the additional accommodation in a distinct form at the north-eastern end. This is where it is furthest from the sensitive 19th century townscape and therefore has the least visual intrusion.
88. The Tall Building Design Guide SPD provides guidance on key principles to ensure good practice in the location and design of tall buildings. The site is outside of an identified ‘Zone of sensitivity’ associated with the setting of the Parkinson Building. It is located on the edge of the zone within an ‘Outer restricted zone where higher tall buildings will be acceptable subject to no negative impact on the setting/context’. The site is not within any of the defined ‘Key Views within the city’ or ‘Panoramic views out of the city’. The site is within a Conservation Area where the guidance indicates *‘Proposals which are a storey height more than existing buildings will be treated on*

their merits providing that no detrimental affect on street scene and roofline/silhouette will occur and where key views cannot be undermined'. New development is required to respect the context in terms of scale, massing and choice of materials and consideration should be given to the historic skyline which is considered below. The site is noted to be outside 4 designated Prestigious Development Areas and as such the guidance indicates the proposal should be considered on its own merits.

89. To the north-east of the site, the context is different where the Chamberlain, Powel and Bon University Buildings effectively turn their backs on the area and Seminary Street has the feel of a servicing area. The development seeks to create a distinct third element that is neither red brick and domestic nor an imitation of the mid twentieth century university aesthetic which helps achieve a transition between the two character areas. At the same time the development establishes a meaningful destination and appropriate endpoint to Seminary Street/Mount Preston Street.
90. Due to the relatively limited visibility from elsewhere as a result of the topography of the area and the presence of mature trees it is considered that a building of some scale can be accommodated in this location. Verified views illustrate that the curved alignment of Mount Preston St/Seminary Road combined with the slope and mature tree cover, mean that the proposed building will only be gradually revealed and unlikely to be fully visible until at close quarters. In such circumstances it will be viewed primarily in association with the large-massed institutional structures such as the dental hospital and the Charles Morris Hall of residence.
91. The proposed design approach provides a confident, purposeful addition to the townscape which provides an endpoint for the street and a sense of meaning to what is functionally a back-land service area. Splitting the taller block into three, in both height and depth, helps break down the bulk.
92. The architectural approach to the elevations is positive, with windows of a good scale, brick detailing, generous reveal depths. The richness of detail and generosity of openings is very welcome and a stark contrast with the current wings. The external treatment of the third floor of the blocks either side of the listed villa forms a positive part of the building hierarchy. The three brick-faced floors respond to the listed building in terms of materials, solidity, robustness and detailing. The top floor is essentially a contemporary interpretation of an attic storey with smaller windows and minimum detailing. The choice of cladding is intended to provide an appreciable contrast in a simple form providing a suitable top. The selection of materials and detailing will be critical to the success of the proposed approach which is to be controlled by condition.
93. There is no obvious 'back' with visual interest to all the elevations. The clear hierarchy established within the lower building elements provides a strong connection with their neighbours and establish a human scale at ground level.
94. The indicative materials palette is supported.

Heritage

95. Historic England objects to the applications on heritage grounds and consider that the applications do not meet the requirements of the NPPF in particular the following paragraph numbers have been cited: 130, 199, 200, 202 and 206. It appears that the paragraph references quoted are those within the previous version of the NPPF. As such the following paragraph numbers within the current version of the NPPF are

considered to be of relevance: 135, 205, 206, 208 and 212. This is considered in the analysis below.

96. The proposals result in direct and indirect impacts on a number of heritage assets as follows:
- Direct impact on Springfield House, a grade II listed building through the redevelopment of the wings that were added in the 1980s.
 - Indirect impact on setting of grade II* Roger Stevens Building and grade II University Campus buildings (E.C. Stoner Building, Computer Science Building, Mathematics/Earth Sciences Building, Senior Common Room, Garstang Building, Manton Building, Communications and Edward Boyle Library)
 - Direct impact on the Clarendon Road Conservation Area Significance of assets and impact of the proposals Springfield House
97. The Heritage Statement provides a comprehensive assessment of the historical development of the listed building. Externally, the rear elevation, side elevations and roof have been completely replaced and the original principal façade is the only feature that remains. Internally, none of the original floor plan or internal features have survived except for the entrance floor tiles. The 1980s conversion and extension have had negative impact, subordinating the listed building within a larger private building complex, which is primarily accessed by the public via a modern reception to the north-east.
98. The proposed new wing extensions would be of a higher standard of design and quality of materials than the existing, connected by glazed links and a set back from the rear elevation which will allow Springfield House to become more distinct and to be appreciated as its own element within the wider development.
99. The proposed landscaping scheme and layout of pedestrian routes also direct footfall to the south of the listed building within the public forecourt, resulting in greater appreciation of the principal façade which is the only remaining original external element of the building. The removal of the stone steps to the front of the building will result in a very low degree of less than substantial harm and is justified by the need to achieve equal access to the main entrance of the development. The proposed solution is a bespoke, concealed stair lift which will incorporate natural stone steps and will appear the same as existing when not in use. The proposed development involves the reversal of the unsympathetic subdivision of the building and the partial reinstatement of the original floor plan, albeit in a simplified form. This is in accordance with the guidance within paragraph 212 (previously 206) of the NPPF where Local Planning authorities are encouraged to look for opportunities for new development within Conservation Areas and within the setting of heritage assets to enhance or better reveal their significance.
100. The larger thirteen, ten and eleven storey blocks at the north-east of the site will bring height closer to the listed building, challenging its singularity, this is recognised to be a negative intervention compared with the present condition where the wings are below the height of Springfield House. However, this is balanced against the positive impact of the remainder of the redevelopment.
101. Springfield House is visible from within the setting of some of Chamberlin, Powell and Bon's campus buildings, particularly in views looking south towards the grade II listed Garstang and Senior Common Room buildings. The 1980s extensions to Springfield House were intended to be a visual foil to Springfield House and make a neutral

contribution to the setting of the listed University Campus buildings including the Roger Stevens Building.

102. The submitted heritage statement is correct to say that from most vantage points within the University of Leeds Campus and in the immediate setting of the listed Chamberlin, Powell and Bon buildings, views of the proposed development will be either wholly or substantially obstructed by intervening buildings, as well as trees such as those within Chancellor's Court.
103. The extent to which the tall element of the building is potentially visible from within the University Campus was tested as part of the pre-application enquiry using VU.CITY and subsequently as part of the verified views provided in support of the planning application. It is only the uppermost sections that would be visible from within the university campus and Chancellors Court. Overall, the proposed development is expected to have a neutral impact on the setting of the listed buildings at the University of Leeds Campus and the Woodhouse-Clarendon Road Conservation Area. As such, it is considered to comply with paragraph 135 (previously 130) of the NPPF and is considered sympathetic to local character and history, including the surrounding built environment and landscape setting.
104. It is agreed, with reference to the submitted Heritage Statement, that the visual contribution of Springfield House to the Conservation Area is currently minimal due to the screening effect of the existing negative extensions and boundary treatments. The existing wings present a negative appearance to the conservation area, particularly at their extremities where they present blank frontages and contrast harshly with the scale, form and materials of the Victorian buildings to the east.
105. The proposed buildings at the south-west end of the site were considered at length during the pre-application discussions and have been designed to reflect the residential scale of the adjoining buildings within the Conservation Area and would provide a much better built edge to Hyde Terrace than the existing arrangement. The landscape proposals are expected to give Springfield House a much stronger presence within the Conservation Area. However, the comment about the overbearing relationship of the taller element of the proposal to Springfield House above can be translated to the conservation area and correspondingly assessed as negative.
106. The proposed development has a multiple of effects on the heritage assets, mostly positive but there is also a negative impact on the listed building and the conservation area stemming from the taller block at the north-east end. In the internal heritage balance, the harm from this element is considered to be outweighed by the enhancement to the listed building and conservation area from the improved legibility and landscaping of Springfield House and to the listed building specifically through the restored plan form. In addition, there are also noted to be public benefits associated with repurposing a vacant listed building for a new use, the reinstatement of the original residential use, equal access via a bespoke concealed stair lift to the main entrance of the development, increased activation and animation, streetscene enhancements for the conservation area and the redevelopment of a brownfield site in a sustainable location to meet housing need. This is in accordance with the guidance within paragraph 208 of the NPPF which indicates that harm to the significance of a designated heritage asset should be weighed against the public benefits of the proposal.
107. The analysis above has demonstrated that special regard has been paid to the desirability of preserving listed buildings or their settings or any features of special architectural or historic interest which they possess in accordance with Sections 16(2)

and 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990. Similarly that special attention has been paid to the desirability of preserving or enhancing the character or appearance of the conservation areas in accordance with Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990. Furthermore that great weight has been given to the designated heritage assets conservation in accordance with paragraph 205 (previously 199) of the NPPF. There is noted to be harm to the setting of the listed building and the character of the conservation area however this harm is considered justified in accordance with paragraph 206 (previously 200) of the NPPF and has been weighed against the public benefits of the proposal (paragraph 208 previously 202).

Third Main Issue Residential Amenity (occupiers)

108. Criterion V of Core Strategy Policy H6(B) highlights that development proposals will be controlled as follows:

The proposed accommodation provides satisfactory internal living accommodation in terms of daylight, outlook and juxtaposition of living rooms and bedrooms.

109. Also relevant, is Core Strategy H9 which sets out that development of student accommodation is not subject to the minimum space standards set out in the policy but it indicates that such development should reflect the NDSS with appropriate adjustments to address the particular characteristics of these type of developments. The policy goes on to advise that they should also 'meet standards of general amenity for occupiers to include adequate space, light and ventilation' and that further guidance will be provided through a Supplementary Planning Document. Whilst the Council's emerging policy for student housing space requirements is draft only at the time of writing, paragraph 5.2.46 of the supporting text to Core Strategy Policy H9 states that "provision of reasonable space standards is still important for student accommodation, and this will need to be judged on a case-by-case basis".
110. The draft SPD is intended to introduce minimum standards for space, light and ventilation of PBSA proposals. It is intended to provide guidance to ensure that residents of PSBA schemes have 'an appropriate standard of amenity' to help improve health and wellbeing within communities in line with Council priorities. It therefore provides helpful guidance in assessing the context of PBSA proposals and as such the proposals have been assessed against the emerging SPD.

Mix within PBSA Developments

111. The proposed development comprises 334 student bedspaces which are a mix of studio accommodation and 3, 4 and 5 bed cluster flats. There are 140 studios (42%) and 194 cluster bed spaces (58%). This is considered to be an appropriate mix to encourage social interaction in support of the health and wellbeing of students residing in the accommodation. Accessible bedrooms are provided for as follows: 10 cluster beds and 7 studios are accessible convertible which equates to 5.1% in accordance with the emerging guidance and closely correlates with the accommodation mix within the development at 41% studios and 59% cluster beds. The size of the rooms meet the emerging space standards and are provided as convertible accommodation designed to be tailored into accessible rooms with minor adaptations subject to demand.

Room Requirements for PBSA

112. Every student within the development has access to a bedroom, bathroom, kitchen, living / dining area and communal space.

Space Standards

113. The proposed accommodation meets the minimum space ranges for the size of bedrooms as follows:

Room type	Draft SPD – Minimum size of bedrooms	Proposed
Cluster bedroom standard room	11.5 – 14sqm	13.5 – 18.2sqm
Cluster bedroom accessible room	18 – 22sqm	18.2sqm
Studio bedroom	20 – 28sqm	20.4 – 27.4sqm
Accessible studio	22 – 30sqm	26.7 – 31.1sqm

Cluster flat size	Draft SPD - Communal space standards	Proposed shared internal space (Kitchen/Dining/Living)
3 bed cluster flat	26sqm	26.4sqm
4 bed cluster flat	28sqm	28-30.9sqm
5 bed cluster flat	30sqm	30.9sqm

General Communal Space

114. The scheme provides a total of 909sqm of general communal space within the development which at 2.7sqm per bedspace is significantly more than the minimum 1sqm within the emerging guidance.

Light Standards, outlook and privacy

115. All habitable rooms within the scheme have good access to natural daylight and provide a good level of outlook. The proposal achieves good separation distances from adjacent developments (considered in more detail below) and all rooms benefit from large windows ensuring good levels of natural light and positive outlook.
116. Bedrooms with windows on the west elevation, are located 12.5m-15m from the north-western boundary within the southern wing and 17.5m-18m in the northern element. Windows on the north-west elevations of the northern wing are closer to the boundary but still have a reasonable outlook to trees at lower levels. These serve common rooms for cluster flats and therefore occupants have access to good outlooks within the flats. Windows on the south-east on the lower floors are somewhat impacted by overshadowing from trees, however again these serve common rooms associated with cluster flats. There are no windows on the north-western elevation of the southern element, windows to studios in this location are orientated either north-east or south-west with a good field of view. To the front of the development there are facing windows within the wings which are 60m from each other.
117. The ground floor is generally amenity space, plant and cycle parking. There are twelve studio bedrooms on the ground floor, five with windows overlooking Seminary Street and seven facing Clarendon Way. There is an area of landscaping in front of the rooms providing defensible space and ensuring privacy for occupants, at the

Seminary Street end there is level change such that the pavement is set down from the ground floor rooms.

Outdoor Amenity

118. The development benefits from amenity spaces to the north-west and the south-east. The areas to the north-west are more hard-landscaped spaces with areas of seating and the area to the south-east is grassed with a path leading down through the sloped woodland.

Fourth Main Issue Amenity (surroundings)

119. There are residential premises to the west of the site with windows overlooking the site. These are in comparatively close proximity but the buildings are orientated at almost 90 degrees from each other thereby avoiding close overlooking. A daylight analysis has been submitted in support of the application which demonstrates that the proposal will not significantly adversely impact on the levels of light within the adjacent residential development.
120. As referred to in the section above, the proposed development is located on a generous site circa 0.77ha with generous greenspace within the site and generally separation distances are considered generous, particularly to the north-east, east, south-east and south.
121. To the north-east at the closest point the development is located approximately 20m from the University buildings (Garstang Building) across Seminary Street, but this distance widens significantly to 50m before reducing at the eastern extent to approximately 30m, the distance increases again to the south-east being approximately 66m at the widest point.
122. At the closest point the proposed development is approximately 35m from the Worsley Building (Leeds Dental Institute) to the south and 44m to the building on the corner of Hyde Street and Clarendon Way.
123. The development is located closer to the north-western and western boundary of the site partly dictated by, or as a response to, the location of the listed building.
124. To the north, the corner of the north-eastern new wing is 7.4m to The Lodge, a two storey commercial premises. An objector made reference to residential use within the building however the first floor windows on the southern elevation of The Lodge are either boarded up or serving areas which are being used for storage associated with the ground floor café use and as such there are not considered to be amenity issues arising as a result of the proximity of the development.
125. The northern section of the north-eastern wing, is around 4m from the north-western boundary. There are two windows to this elevation from the first floor upward which are to two shared common rooms serving cluster flats rather than bedrooms. There are therefore not considered to be privacy implications for future occupants. The area of the site is currently laid out as an area of greenspace and the vehicular and pedestrian access to the Faversham. Furthermore, there is screening in place in the form of trees within the application site which are shown to be retained.
126. The north-eastern 'link section' is between 17.5m – 18m from the boundary and the south-western 'link section' is between 12.5m – 15m which are considered appropriate distances in this context.

127. The south-western corner of the building is approximately 2m from the boundary, the building is four stories in this location and set down slightly from the site of the Faversham. There are no windows on the north-west elevation of the proposal at this section. At this section the Faversham site is screened along the boundary by conifers and there is also a storage shed such that the close proximity in this area is not considered to result in adverse amenity impacts.

Fifth Main Issue Trees and Biodiversity

128. The south-eastern half of the south slopes steeply to the south and is covered by semi-mature trees which offer a significant biodiversity benefit and habitat as well as an important landscape feature. This area of greenspace is to be retained through the redevelopment proposals.
129. The site is within the City Centre and is over 0.5 hectares, as such Core Strategy Policy G5 is relevant. Based on the occupancy of the scheme open space provision of 1,370sqm is required. The area of green space is greater than the requirement and is publicly accessible. This matter will be controlled through the s106 agreement. As such, Core Strategy Policy G5 is satisfied.
130. The two new wings come closer to the existing trees. Evidence has been provided which demonstrates that the nature of the construction is such that it will avoid impacting on the existing trees. Details will be controlled by conditions. Further confirmation was requested to confirm that the narrow allowance for scaffold is sufficient for the building to be constructed without compromising the retention of the existing trees. The applicant has confirmed that the design team have developed a coordinated design which response to the site constraints including, but not limited to: the construction, access and operational zones; the existing mature trees and the identified roof protections zones and canopy areas. The building has been designed to be constructed largely in a traditional manner with an in-situ frame and façade (i.e. large pre-cast façade panels will not be required to be craned into place). The applicant has confirmed that buildability has been tested with prospective contractors as part of a prequalification process. This matter will be controlled via condition.
131. The scheme results in an uplift of 0.15 Hedgerow Units equivalent to a Biodiversity Net Gain of 23.59%. The Net Gain as described in the Statutory Biodiversity Metric is acceptable to the Nature Team.
132. Dusk emergence surveys found that Building 1 supports two intermittently used common pipstrell day roosts. A bat mitigation licence will be required to carry out work at Building 1 which will be secured by condition. The bat survey found that the line of trees to the south provided foraging and commuting habitat for bats and increased lighting could impact on bat activity. In response the proposed lighting scheme has been revised to reduce the uplighting of trees to ensure that bat activity is not adversely impacted.
133. Integral bat roosting and Swift Brick features should be incorporated into the new buildings and will be secured by condition. These enhancements for species will be in addition to the compensation for the bat roosts destroyed under Licence (and as described in the Bat Survey).

Sixth Main Issue Sustainability and Climate Change

134. The proposed development aims to minimise CO2 emissions through an energy hierarchy applied to the design strategy:
- Minimising energy consumption through passive design measures
 - Supplying energy efficiently through active systems
 - Maximising energy generation from on-site Low and Zero Carbon Generation Technologies
135. The proposed development will achieve BREEAM Excellent and evidence has been provided to demonstrate compliance with Core Strategy EN2 relating to the water target.
136. Evidence in the form of BRUKL reports as well as EPC have demonstrated that the CO2 emissions would meet the policy requirements of Core Strategy Policy EN1(i). Photovoltaics (PV) and Air Source Heat Pumps (ASHPs) are utilised to meet the minimum 10% of the buildings energy demand in accordance with Core Strategy Policy EN1(ii). The development provides a 58.2% contribution from renewables, as well as an overall 21.3% betterment over Part L 2021.
137. A holistic look at the whole life cycle carbon emissions favours re-use and refurbishment of existing building stock. Although not retaining parts of the existing building is adding to the carbon emissions of the scheme it is considered that the proposals would comply with the Council's policies to minimise carbon emissions and use low or zero carbon energy generation. A recycled materials plan is required by condition in accordance with Core Strategy Policy EN6.

Seventh Main Issue Wind Microclimate Considerations

138. Due to the height of the proposal, a wind microclimate assessment report was submitted in support of the application. This report assessed the impact of the proposed development on pedestrian wind comfort and safety in both wind tunnel and Computer Fluid Dynamics.
139. There were two wind tunnel probes which identified potential exceedances of the wind safety criteria for Scenario 2 (the Proposed Development in Existing Surrounds, tested without existing trees). These probes were at the north-west corner of the site and off-site to the south-east.
140. With regards to the off-site probe, the safety exceedance is pre-existing and is a risk to the safety of pedestrians on Clarendon Way. The level of risk would be reduced from 3.3 hours per year to 2.4 hours per year once the Proposed Development is built out.
141. The exceedance to the north-west of the site is 2.85 hours per year (which is less than 1 hour per year over the 1.93 hours per year threshold) so can reasonably be considered marginal. It is also highly localised at a single probe location. The location is within the site boundary, in a back of house region adjacent to the sprinkler tank and pump room. The risk is caused by winds from the west-south-west to westerly directions which are accelerated around the north-west corner of the sprinkler tank and pump room. The impact of existing trees was tested in order to capture realistic wind conditions once the Proposed Development is operational. With the inclusion of these trees accounted for, the exceedance level at probe 24 falls well below the safety threshold to 0.57 hours per year. The trees are protected by virtue of being within a Conservation Area.

142. The report found there were no identified wind safety concerns caused by the proposed development. Wind conditions were found to be suitable for the intended use for all thoroughfares, roadways, bus stops, proposed entrances, existing off-site entrances, existing amenity and proposed amenity spaces. The report concluded that there are no significant long term wind safety or comfort issues expected.
143. The wind microclimate assessment was the subject of a peer review as part of the application process. The peer review concluded that the approach was sound and that the findings of the wind microclimate assessment were accepted. The highways authorities review of the wind exceedances is awaited.

Eighth Main Issue Highway Matters

144. The development is car free with the exception of two disabled parking bays within the site accessed from Clarendon Way. The disabled parking bays are served by EV charging ports and is in line with other recent PBSA approvals in Leeds. Two Car Club spaces are provided within the adopted highway at the southern end of Hyde Terrace.
145. Access to the development proposes to utilise the existing accesses to Seminary Street and Clarendon Way. The adopted highway network does not extend to these access points. The Clarendon Way junction with Hyde Street is proposed to remain as existing which is acceptable. However, there are improvements required on the non adopted highway which directly relate to the development and need to be secured as part of the planning permission.
146. Vehicle tracking has been provided for a refuse vehicle and fire engine at the Clarendon Way access. The vehicle tracking and proposed service area is acceptable. The refuse collection proposals from Seminary Street are also considered acceptable.
147. It has been demonstrated that there is sufficient space within the service area to the south of the site for deliveries. A plan has been provided which shows tracking for a 7.5 tonne parcel van to manoeuvre whilst another van is parked which is considered acceptable.
148. The principles for a student move in / move out strategy have been provided. This proposes to accommodate 5 no temporary parking bays within the site which can be accommodated without utilising on site disabled parking bays. There is the potential to book additional car parking spaces through parking services.
149. Cycle parking spaces are provided at ground floor level, 76 spaces are proposed which is in accordance with the Transport SPD and includes 4 accessible spaces. The cycle parking layout is considered acceptable. A battery charging cupboard should be provided with suitable fire safety measures. This will be secured by condition.
150. Two car club bays are proposed on Hyde Terrace with an improved cycle link in the centre of the road.
151. The site is proposed to be publicly accessible with two new routes through the site. There is a Non-Definitive Footpath across the site which is to be retained and resurfaced. This will be controlled through the s106 agreement. Levels/gradients along the footpath across the site are acceptable.
152. There are outstanding highway matters which are the subject of ongoing discussion as identified in the following paragraphs.

153. The transport statement includes an assessment of the existing use trip generation based on an office development; however, the existing use was a research facility for which a light industrial class use would be more appropriate. Notwithstanding this, the number of pedestrians trips are expected to increase; therefore, contributions towards improvements in the vicinity for walking and cycling infrastructure are required. Woodhouse Lane Gateway Scheme will provide improved pedestrian and cyclist facilities towards and in the vicinity of the university areas. A contribution of £256,443 is required. This is yet to be agreed with the applicant.
154. Offsite highway works are required as part of this application to improve pedestrian routes along Seminary Street, Mount Preston Street, Springfield Mount, Hyde Street and Clarendon Way. The proposals shown on plan SPR-ALA-ZZ-ZZ-DR-L-0011 Rev.P04 are acceptable in principle however amendments are required.
155. To ensure the development is accessible the footway along Seminary Street is required to provide a continuous accessible 3.0m footway with localised narrowing to 2.0m.
156. The lack of a continuous pedestrian route to the University raises concerns particularly given the nature of the use. The distance from the site to the nearest University campus entrance is approximately 30m to the entrance to Chancellors Court. However due to a redundant vehicular crossing to the north of the site access there is currently no protected route for those in a wheelchair or with mobility issues to access the University without resorting to using the carriageway. This represents a road safety issue.
157. Leeds City Council Vision Zero ambition is that by 2040 no one will be killed or suffer serious injuries on roads in Leeds. Vision Zero stresses that responsibility for safety lies not just with road-users, but also with those who plan, design, decide, invest, legislate, prioritise, build, maintain, enforce, educate or otherwise shape the wider traffic environment; those who may not be at the scene of a crash, but who help to set it. Therefore, it is imperative that new developments contribute to the Vision Zero ambition by providing safe developments and infrastructure as part of their plans.
158. Therefore to ensure the development is accessible to all users including those with mobility issues in accordance with Core Strategy Policy T2 a safe pedestrian route to the University is required. The relevant section is not within the applicants ownership and is owned by the University of Leeds. Notwithstanding the separate ownership the improvements are directly related to the development and are required to ensure the development is accessible. The applicant has confirmed that they are intending to provide this continuous accessible footway and are in negotiations with the University of Leeds to seek agreement of the landowner to undertake the necessary improvements to the pavement. This matter is to be resolved before the planning application is determined and approval is sought to resolve this matter under delegated powers.

Ninth Main Issue Planning obligations and CIL

159. A legal test for the imposition of planning obligations was introduced by the Community Infrastructure Levy Regulations 2010 (as amended in 2019). These provide that a planning obligation may only constitute a reason for granting planning permission for the development if the obligation is:
 - a) necessary to make the development acceptable in planning terms,
 - b) directly related to the development; and

c) fairly and reasonably related in scale and kind to the development.

160. The proposed scheme produces the need for the following obligations which it is considered meet the legal tests:
- Travel Plan
 - Leeds City Council Travel Plan Review fee of £5,405
 - Contributions for offsite cycling and walking improvements (Subject to agreement as per para.153 of the report)
 - Car club contribution £10,000
 - Traffic Regulation Orders £10,000
 - Wayfinding signage £12,000
 - Control of student occupancy
 - Provision of public access through the site
 - On site greenspace provision
 - Local employment and skills
 - Section 106 monitoring fee
161. The development is liable to the Community Infrastructure Levy (CIL) and is likely to generate a CIL charge of £64,736. This figure is presented for information only and should not influence consideration of the application.

Tenth Main Issue Representations

162. As noted at paragraphs 45 and 46 of the report there have been ten letters of objection from six respondents.
163. The issues raised by objectors are addressed within the report as follows:

Issue	Response / Relevant paragraph(s) of the report
Overbearing impact on the site of The Faversham and The Lodge	123 - 127
Architectural Mediocrity / Extensions are architecturally unexceptional, no reference to the historic antiquity or form of the host building, bland dated 'anywhere architecture'. 4 storey additions either side of the host building have no visual contextual link to the character or legibility of the host building.	91 - 98
Scale and massing dominates the setting of the host Listed Building	86, 97 - 98
Inappropriate in the context of the Conservation Area	82, 84 - 91
Height and mass incongruous and visually intrusive within the Conservation Area setting	86 - 91, 98-100, 103
Contradicts the Tall Buildings Design Guide	88
Harm and loss of 'significance' of the designated Heritage Assets	96 – 107
No public benefits to out-weigh harm to designated Heritage Assets	97 – 99, 107
Impact on landscape and wildlife, fails to protect and maintain existing attractive landscape boundaries and wildlife habitats	128 - 133
Impact on trees, encroachment upon protected trees, proximity of trees to proposed building, loss of trees	130

Root protection areas adjoining the Faversham should be in line with policy	130
'Agent of change' principle relating to adjacent events and leisure venues, including external eventspace and hosting live music externally	78 - 79
Wedding trade business impacted by loss of privacy resulting in loss of revenue/value/job losses	125 - 127
Business impacts of construction particularly weekends	Controlled through construction management plan
Inadequate consultation	13 - 16
Land stability issues due to nature of bedrock and soil, historic slippage and movement experienced within University Buildings	Dealt with under separate legislation
Close to Victorian brick culvert for Woodhouse Beck	30
Lack of impact views from Chancellor's Court or from Earth Sciences and EC Stoner buildings and Roger Stevens building (Grade II*)	Addressed through submission of additional information
Wind issues	138 - 143
Noise and privacy issues within the development	78 - 79
Demolition of wooden structure adjacent to The Lodge would have significant impacts for existing business	Proposed development does not impact on the wooden structure
No consideration of refurbishment and re-use of the existing wings	137
Traffic generation including taxi/private hire pick-ups as well as deliveries, lack of off road servicing resulting in congestion at the end of Mount Preston Street (Seminary Street)	147 - 148
Importance of routes through the site	151
Initial assessment of townscape, visual and heritage impact were not robust enough to accurately assess the impact on the heritage assets in the vicinity of the site	Addressed through submission of additional verified views
Air quality impacts arising from emissions from nearby laboratories within University of Leeds buildings	80

CONCLUSION:

164. This is a good location for student residential accommodation. The increased activity that it will bring to the site should add to the vitality of the area and the built form improve the condition of a significant street which currently peters out in a service area. While the height proposed for the taller element is challenging, the building is not particularly visible and would join a number of larger structures within the area. The remaining new buildings will significantly improve the environment around Springfield House and the relationship with Clarendon Way.
165. There are noted to be implications for heritage assets, these are mostly positive however there is also a negative impact on the listed building and the conservation area stemming from the taller block at the north-east end. In the internal heritage balance, the harm from this element is considered to be outweighed by the enhancement to the listed building and conservation area from the improved legibility

and landscaping of Springfield House and to the listed building specifically through the restored plan form. There are public benefits associated with repurposing a vacant listed building for a new use, the reinstatement of the original residential use, equal access via a bespoke concealed stair lift to the main entrance of the development, increased activation and animation, the streetscene enhancements for the conservation area and the redevelopment of a brownfield site in a sustainable location to meet housing need.

166. As such it is considered that great weight has been given to the designated heritage assets conservation in accordance with guidance within the NPPF and that any harm has been weighed against the public benefits of the proposal. On that basis the proposal is brought to Panel with a recommendation to DEFER and DELEGATE to the Chief Planning Officer for approval subject to referral to the Secretary of State for Levelling Up, Housing and Communities; resolution of the outstanding Highways Matter outlined in paragraphs 153 – 158 of the report; the specified conditions set out in Appendix 1 (and any amendment to these and addition of others which he might consider appropriate) and the completion of a Section 106 agreement.

BACKGROUND PAPERS:

Application file reference: 23/06280/FU and 23/06281/LI

APPENDIX 1

23/06280/FU & 23/06281/LI: Draft Conditions

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

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

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

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

3. The student accommodation hereby approved shall not be occupied until the dedicated internal communal space identified on approved drawings have been provided for the use of students residing in the building. The internal space shall thereafter be retained and maintained for use by students for the lifetime of the development.

To ensure that students are provided with satisfactory amenity space within the building.

4. The development shall not be occupied until a Servicing and Delivery Management Plan (including timescales and detailed loading bay proposals) has been submitted to and approved in writing by the Local Planning Authority. The plan shall be fully implemented and operated in accordance with the approved timescales.

To ensure the free and safe use of the highway.

5. The development shall not be occupied until a full Student Move-In and Move-Out Procedure Management Plan has been submitted to and approved in writing by the Local Planning Authority. The plan shall be fully implemented and operated in accordance with the approved timescales and details.

To ensure the free and safe use of the highway.

6. The disabled parking shown on the approved plans shall be laid out prior to first occupation of the development and retained for the life of the development.

In accordance with the adopted Core Strategy and parking policies.

7. Development shall not be occupied until the approved cycle parking and facilities have been provided. The approved facilities shall thereafter be retained for the lifetime of the development.

In the interests of highway safety and promoting sustainable travel opportunities.

8. Development shall not commence until a survey of the condition of streets within 30m of either access has been submitted to and approved in writing by the Local Planning Authority. Upon completion of the development (completion of the final approved building on the site) a further condition survey shall be carried out and submitted to the Local Planning Authority together with a schedule of remedial works to rectify damage to the highway identified between the two surveys. The approved

mitigation works shall be fully implemented within 1 months of the remedial works being agreed with the Local Planning Authority. In the event that a defect is identified during other routine inspections of the highway that is considered to be a danger to the public it must be immediately made safe and repaired within 24hours from the applicant being notified by the Local planning Authority.

Traffic associated with the carrying out of the development may have a deleterious effect on the condition of the highway that could compromise the free and safe use of the highway.

9. Development shall not commence until a statement of construction practice has been submitted to and approved in writing by the Local Planning Authority, the Statement of construction practice shall include full details of:
 - a) The construction vehicle routing, means of access, location of site compound, storage and parking (including workforce parking), means of loading and unloading of all contractors' plant, equipment, materials and vehicles and associated traffic management measures.
 - b) Methods to prevent mud, grit and dirt being carried on to the public highway from the development hereby approved.
 - c) Measures to control the emissions of dust and dirt during construction.
 - d) How the statement of construction practice will be made publicly available by the developer.

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

The carrying out of the development could result in significant harm to the amenities of local residents and highway safety, and accordingly details of construction practice is required to be agreed prior to commencement of works in order to protect such interests.

10. Prior to occupation of the development, the off-site highway works as shown on plan TBC comprising a cycle bypass, EV car club spaces, DNO and Drop Crossings with tactile paving on Hyde Terrace and Hyde Street and widening either of Seminary Streets footways and providing a raised crossing of Seminary Street shall be fully delivered.

To ensure the free and safe use of the highway.

11. The development hereby approved shall not be occupied until full details and a scheme for provision of Electric Vehicle Charging Points, cable enabled spaces and associated infrastructure have been submitted to and approved in writing by the Local Planning Authority. The facilities shall be provided prior to first occupation of the development, retained and maintained thereafter as approved for the lifetime of the development.

In the interest of promoting low carbon transport.

12. The development hereby approved shall not be occupied until full details and a scheme for provision of Electric Bike Batteries submitted to and approved in writing by the Local Planning Authority. The facilities shall be provided prior to first occupation of the development, retained and maintained thereafter as approved for the lifetime of the development.

In the interest of promoting low carbon transport.

13. The approved details for the provision of bin stores (including siting, materials and means of enclosure) and (where applicable) storage of wastes and access for their collection shall be implemented in full before the use commences and shall be retained thereafter as such for the lifetime of the development.

In the interests of amenity and to ensure adequate measures for the storage and collection of wastes are put in place.

14. Prior to the installation of any external facing material to the proposed building, full details including a sample panel of the relevant external facing materials and full details of glazing types to be used shall be constructed on-site and approved in writing by the Local Planning Authority. The external materials and glazing materials shall be constructed in strict accordance with the sample panel(s). The sample panel(s) shall not be demolished prior to the completion of the development, unless otherwise agreed in writing by the Local Planning Authority.

In the interests of visual amenity.

15. Prior to the construction of the following elements of the proposed building, full 1 to 20 scale working drawing details of the following for that phase shall be submitted to and approved in writing by the Local Planning Authority:

- a. junctions between materials/buildings
- b. each type of window bay proposed
- c. ground floor frontages.

Development shall then be undertaken in accordance with the approved details.

In the interests of visual amenity.

16. Construction of hardsurfaced areas shall not take place until details and samples of all surfacing materials have been submitted to and approved in writing by the Local Planning Authority. The surfacing works shall be constructed from the approved materials.

In the interests of visual amenity.

17. The approved Phase I Desk Study report indicates that a Phase II Site Investigation is necessary, and therefore development (excluding demolition) shall not commence until a Phase II Site Investigation Report has been submitted to and approved in writing by the Local Planning Authority.

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

It is strongly recommended that all reports are prepared and approved by a suitably qualified and competent person.

To ensure that the presence of contamination is identified, risks assessed and

proposed remediation works are agreed in order to make the site 'suitable for use' with respect to land contamination.

18. If remediation is unable to proceed in accordance with the approved Remediation Strategy, or where significant unexpected contamination is encountered, or where soil or soil forming material is being imported to site, the Local Planning Authority shall be notified in writing immediately and operations on the affected part of the site shall cease. The affected part of the site shall be agreed with the Local Planning Authority in writing. An amended or new Remediation Strategy and/or Soil Importation Strategy shall be submitted to and approved in writing by the Local Planning Authority prior to any further remediation works which shall thereafter be carried out in accordance with the revised approved Strategy. Prior to the site being brought into use, where significant unexpected contamination is not encountered, the Local Planning Authority shall be notified in writing of such.

It is strongly recommended that all reports are prepared and approved by a suitably qualified and competent person.

To ensure that any necessary remediation works are identified to make the site 'suitable for use' with respect to land contamination.

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

It is strongly recommended that all reports are prepared and approved by a suitably qualified and competent person.

To ensure that the remediation works are fully implemented as agreed and the site has been demonstrated to be 'suitable for use' with respect to land contamination.

20. a) No works shall commence (including any demolition, site clearance, ground works or drainage etc.) until all existing trees, hedges and vegetation shown to be retained on the approved plans are fully safeguarded by protective fencing and ground protection in accordance with approved plans (as approved pursuant to b) below) and the specifications and the provisions of British Standard 5837 (2012) Trees in relation to design, demolition and construction, unless otherwise agreed in writing by the Local Planning Authority. NOTE: safeguarding includes any ground areas intended for Structural Planting (clause 6.2 of BS5837) and only the BS5837 default barrier with the scaffold framework shall be employed. A fully dimensioned tree protection plan drawing shall be included in the submission. Such measures shall be retained for the full duration of any demolition and/or approved works.

b) No works or development shall commence until a written Arboricultural Method Statement (AMS) in accordance with BS5837 for a tree care plan has been submitted to and approved in writing by the Local Planning Authority. Works shall then be carried out in accordance with the approved method statement. The AMS shall include a Site Supervision Schedule i.e. a list of site visits and the operational specifics related to trees for the full construction duration. The AMS shall include for reporting back to the Local Planning Authority immediately after each site supervision intervention (written & photographic).

NOTE - this item cannot be discharged until the last supervision visit report is submitted.

c) Evidence shall be submitted, such as a written appointment (including site specifics), that confirms that a qualified Arboriculturist/competent person has been appointed to carry out this Arboricultural monitoring/supervision.

d) Seven days written notice shall be given to the Local Planning Authority that the protection measures are in place prior to demolition/ approved works commencing, to allow inspection and approval of the protection measures as implemented on site. NOTE - this item cannot be discharged until post inspection approval is confirmed.

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

To ensure the protection and preservation of trees and vegetation during construction works, in accordance with Leeds City Council policies.

21. The development hereby permitted shall not be occupied until full details of both hard and soft landscape works, including a dated implementation programme (inclusive of any phasing), have been submitted to and approved in writing by the Local Planning Authority. Hard landscape works shall include

- (a) proposed finished levels and/or contours,
- (b) boundary details, means of enclosure and retaining structures,
- (c) car parking layouts,
- (d) other vehicle and pedestrian access and circulation areas,
- (e) hard surfacing areas,
- (f) minor artefacts and structures (e.g. furniture, play equipment, refuse or other storage units, signs, lighting etc.),
- (g) existing trees with Root Protection Areas (RPAs) and all other retained vegetation.

Soft landscape works shall include

- (h) planting plans (display existing trees with Root Protection Areas (RPAs) and all other retained vegetation),
- (i) written specifications (including soil depths, cultivation and other operations associated with plant and grass establishment) and
- (j) schedules of plants noting species, planting sizes, root packaging and proposed numbers/densities,
- (k) drainage proposals.

All hard and soft landscaping works shall be carried out in accordance with the approved details, approved implementation programme, British Standard BS 4428:1989 (Code of Practice for General Landscape Operations) and in accordance with Leeds City Council website landscape guidance under "Landscape Planning and Development".

To ensure the provision and establishment of acceptable landscaping.

22. All hard and soft landscaping works shall be carried out in accordance with the implementation programme approved pursuant to condition ^IN; above. On completion of those works a Verification Report(s) that clearly demonstrates that the approved landscaping works have been fully implemented as approved shall be submitted to the Local Planning Authority in accordance with the approved implementation programme. The development or phase of a development shall not be brought into use or first occupied until such time as the submitted verification information has been approved in writing by the Local Planning Authority.

It is strongly recommended that all reports are prepared and approved by a suitably qualified and competent person.

To ensure that the landscaping works are fully implemented as agreed in the interest of securing an appropriate landscaped setting and to enhance biodiversity and opportunities for the creation of natural habitats.

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

To ensure maintenance of a healthy landscape scheme.

24. A landscape management plan, including long term design objectives, management responsibilities and maintenance schedules shall be submitted to and approved in writing by the Local Planning Authority prior to the occupation of the development. The Management Plan must conform to Leeds City Council's Landscape Management Plans (Landscape Guidance No.2) and associated checklist. The landscape management plan shall be for the lifetime of the development and shall be carried out as approved.

To ensure successful aftercare of landscaping.

25. Within 5 years of occupation, no approved retained tree/hedge/bushes shall be cut down, uprooted or destroyed nor any tree be pruned, topped or lopped or suffer root severance (other than in accordance with the approved plans and particulars) without the prior written approval of the Local Planning Authority (LPA). In the event of any such works being carried out without having first sought and received written approval from the LPA the following actions shall be undertaken:

- a) Within one month of the removal, uprooting or loss of any retained tree a replacement planting scheme shall be submitted to and approved in writing by the LPA. That replacement planting scheme shall include the replacement of trees in accordance with current policies (e.g. LAND 2 'Development and Trees') by semi-mature size trees (circumference 25/30cm) or an equivalent offsite mitigation planting scheme, where on site provision is not possible. The mitigation planting scheme shall be implemented in the first planting season following the receipt of the written approval of those details by the LPA. NOTE: trees additionally legally protected by TPO/located in a Conservation Area may result in parallel legal action for criminal damage.
- b) Within one month of a pruning, topping, lopping or root damage of a retained tree, a Professional Arboricultural Report shall be submitted to and approved in writing by the LPA. The report shall include a full assessment of the unauthorised work, remediation proposals and implementation programme. NOTE: trees additionally legally protected by TPO/located in a Conservation Area may result in parallel legal action for criminal damage.
- c) Within one month of removal, uprooting, damage or loss of any retained bush/bushes details of replacement planting and implementation scheme shall be submitted to and approved in writing by the LPA.
- d) Within one month of removal, uprooting, damage or loss of any retained hedges details of replacement planting and implementation scheme, that shall comprise or include "instant hedging" of at least Page 52 eight, shall be submitted to and approved

in writing by the LPA.

Within one week following the implementation of the planting scheme agreed pursuant to a), b), c) or d) above documentation shall be submitted to the LPA that evidences the works have been carried out in accordance with the agreed details. This shall include photographic evidence.

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

In the interests of the character and amenities of the area, the best interests of nature conservation and bio-diversity.

26. No works shall commence to ^IN; unless the local planning authority has been provided with either:
- a) The Mitigation Method Statement and licence issued by Natural England pursuant to Regulation 53 of the Conservation of Habitats and Species Regulations 2010 authorising the specified activity to go ahead; or
 - b) (Where a Low Impact Class Licence is used) a copy of the Site Registration Form, Licence Return and the confirmation e-mail from Natural England that the site has been registered, together with a statement from the appointed ecologist of the proposed mitigation and compensation roosting features; or
 - c) a statement in writing from an appropriately qualified ecologist to the effect that it does not consider that the specified activity will require a licence.

Works shall be carried out in accordance with the subsequently approved details.

In the interests of biodiversity and to safeguard a protected species (Bats) in accordance with the Wildlife & Countryside Act 1981 (as amended) and BS 42020:2013.

27. Prior to the commencement of development, a Plan shall be submitted to and approved in writing by the local planning authority of: integral bat roosting and integral bird nesting features (for species such as House Sparrow and Swift) within buildings. Features that are not integral will only be considered for approval if an appropriately qualified ecologist provides assurance that, following discussions with the building architect, integral features are not possible. The agreed Plan shall show the number, specification of the bird nesting and bat roosting features and where they will be located, together with a timetable for implementation and commitment to being installed under the instruction of an appropriately qualified bat consultant. All approved features shall be installed prior to first occupation of the dwelling on which they are located and retained in the manner as approved thereafter.

To maintain and enhance biodiversity in accordance with Core Strategy Policy G9, NPPF, and BS 42020:2013.

28. Prior to occupation of first dwelling [or prior to first use of other building type] written confirmation of integral bat roosting and/or integral bird nesting features will be submitted to the local planning authority. This should include photographs of features in-situ and a written statement that all features have been installed as per the agreed specifications and locations.

To maintain and enhance biodiversity in accordance with Core Strategy Policy G9, NPPF, and BS 42020:2013

29. Prior to commencement of development a Lighting Design Strategy For Bats shall be produced by an appropriately qualified ecological consultant and submitted to and approved in writing by the local planning authority. The Strategy shall:

- a) Identify those areas/features on site that are particularly sensitive for roosting, commuting or foraging bats - using an appropriately scaled map to show where these areas are
- b) Show how and where external lighting will be installed (through the provision of appropriate lighting contour plans and technical specifications) so that it can be clearly demonstrated that areas to be lit will not disturb commuting and foraging bats

All external lighting shall be installed in accordance with the specifications and locations set out in the Strategy, and shall be maintained thereafter in accordance with the Strategy. Under no circumstances should any additional external lighting be installed without prior consent from the local planning authority in the areas identified in the Strategy as "particularly sensitive for roosting, commuting or foraging bats".

To safeguard a protected species (Bats) in accordance with Core Strategy Policy G8 and G9, NPPF and BS 42020:2013.

30. Prior to the commencement of development a Method Statement for the control and eradication of Cotoneaster and Virginia Creeper; (hereafter referred to as the Target Species) shall be submitted to and approved in writing by the local planning authority. The Method Statement will include post-treatment monitoring of the site to ensure a continuous 12-month period of time occurs where none of the Target Species is identified growing on the whole site, if any Target Species is identified as growing on-site during the 12-month monitoring period then treatment shall resume and continue until a continuous 12-month period with no Target Species occurs. The agreed Method Statement shall thereafter be implemented in full.

To control the spread of non-native invasive plant species in accordance with the Wildlife & Countryside Act 1981 (as amended) and BS 42020:2013.

31. The site shall be developed with separate systems of drainage for foul and surface water on and off site. The separate systems should extend to the points of discharge to be agreed.

In the interest of satisfactory and sustainable drainage

32. There shall be no piped discharge of surface water from the development prior to the completion of surface water drainage works, details of which will have been submitted to and approved by the Local Planning Authority. If discharge to public sewer is proposed, the information shall include, but not be exclusive to:

- i) evidence that other means of surface water drainage have been properly considered and why they have been discounted; and
- ii) the means of discharging to the public sewer network at a rate to not exceed a maximum 25.6 litres per second to be agreed by the Local Planning Authority in consultation with the statutory sewerage undertaker.

To ensure that no surface water discharges take place until proper provision has been made for its disposal.

33. Prior to the installation of any extract ventilation system or air conditioning plant, details of such systems shall be submitted to and approved in writing by the Local Planning Authority. Any external extract ventilation system/air conditioning plant shall be installed and maintained in accordance with the approved details.

In the interests of visual and residential amenity.

34. Noise insulation shall be provided to each of the units of living accommodation which shall comply with the recommendations set out in the submitted noise assessment. These measures shall thereafter be retained on site for the lifetime of the development.

In the interests of residential amenity

35. The student accommodation shall not exceed a water standard of 110 litres per person per day.

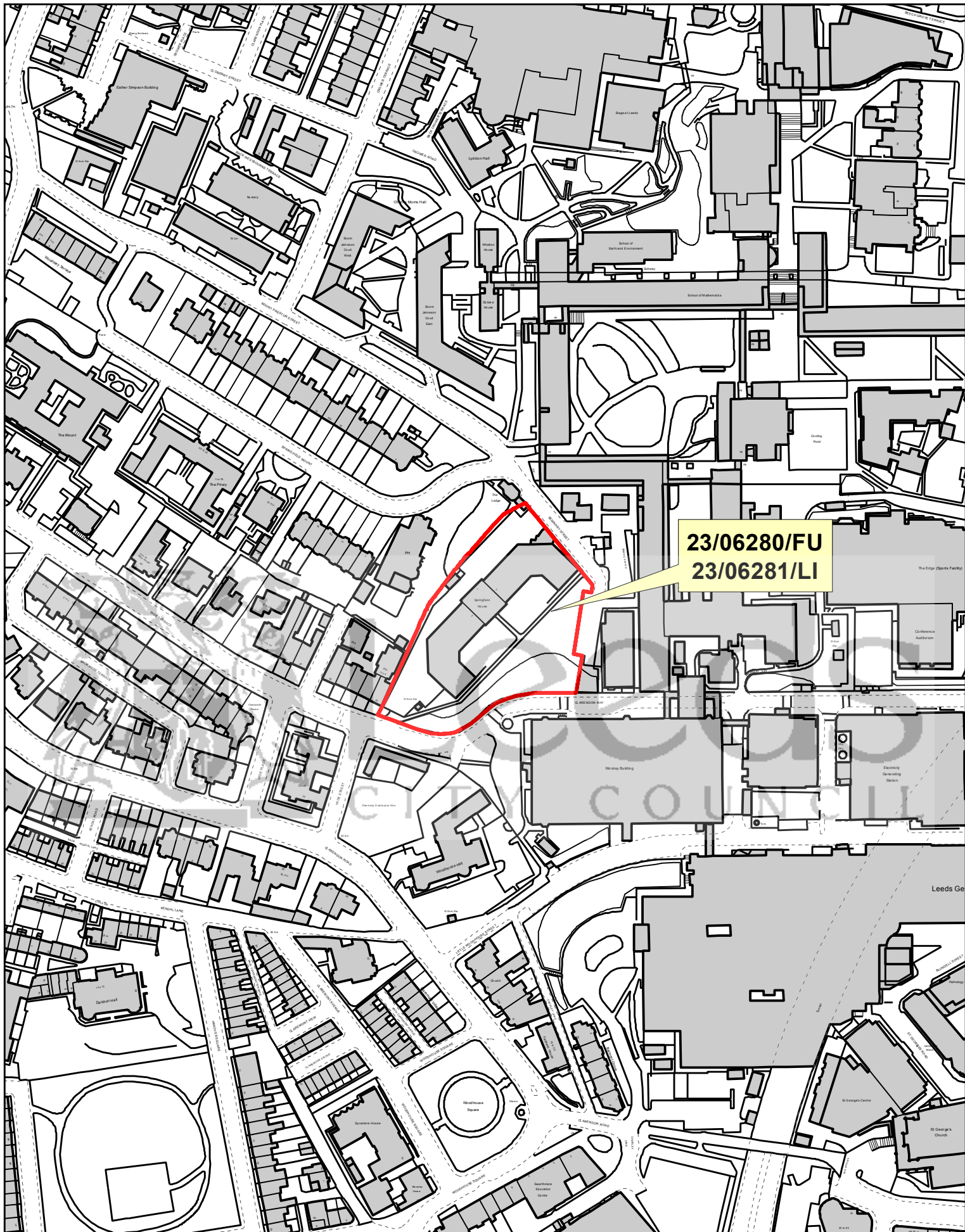
In the interests of sustainability.

36. The development shall be implemented following the principles set out within the approved Energy and Sustainability Statement.

(i) Within 6 months of the first occupation of the residential accommodation a post-construction review statement shall be submitted and approved in writing by the Local Planning Authority.

The development shall thereafter be maintained and any repairs shall be carried out all in accordance with the approved detailed scheme and post-completion review statement or statements.

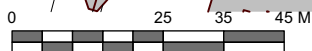
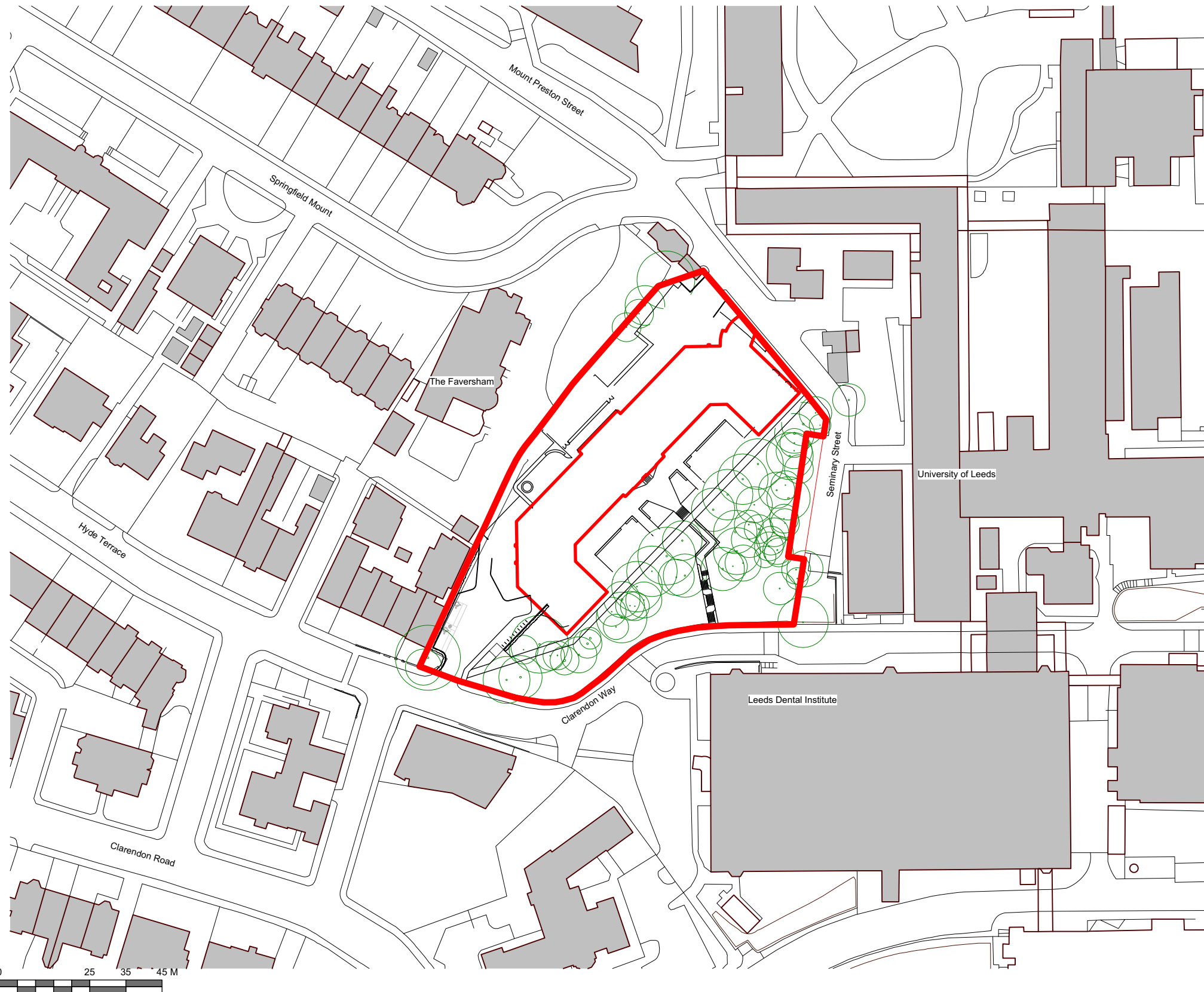
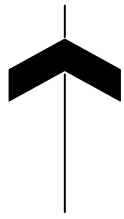
To ensure the inclusion of appropriate sustainable design measures.



23/06280/FU
23/06281/LI

CITY PLANS PANEL





Notes

- 1. Do not scale for the purposes of setting out and construction
- 2. To be read in conjunction with Project Risk Register REF: XXX
- 3. To be read in conjunction with all other Landscape Architect's drawings

KEY

ID	RISK	MITIGATION	DATE MITIGATED
RESIDUAL PROJECT RISKS			

DATE	REV	DESCRIPTION OF REVISION	DRAWN BY	APPROVED BY
18/08/2023	P02	Extents revised	ZW	
REVISIONS				

STATUS
S2 - For Planning

ares
LANDSCAPE ARCHITECTS

Ares Landscape Architects LTD
 Gatecrasher,
 51 Eyre Lane
 Sheffield
 S1 4RB
 t: 0114 276 2000
 e: hello@aresdesign.co.uk
 w: ares.eu.com

CLIENT :
McLaren Property

PROJECT TITLE :
Springfield House

DRAWING TITLE :
Site Location Plan

DRAWING SCALE : 1:1250	DRAWN BY : ZW	DRAWN DATE : 21/03/2023
PAPER SIZE : A3	APPROVED BY : LA	ALA PROJECT CODE : ALA784

DRAWING NUMBER : 784-ALA-00-XX-D-L-0003	STATUS : S2	REVISION : P02
---	-----------------------	--------------------------

This page is intentionally left blank



Originator: Matthew Walker

Tel: 0113 3788033

Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 16th May 2024

Subject: PREAPP/24/00010 - Purpose built student accommodation development including a mixed offer of cluster and studio units, totalling c.717 units and associated residential amenity spaces at Blenheim House, Duncombe Street, Leeds, LS1 4PL

APPLICANT
Chris Deeks

Electoral Wards Affected:

Little London & Woodhouse

Yes

Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

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

1. INTRODUCTION

This presentation is intended to inform Members at an early stage of the emerging proposals for the demolition of an office building at Blenheim House, Duncombe Street, LS1 4PL and redevelopment of the site to provide Purpose Built Student Accommodation (PBSA) and associated facilities and landscaping.

2. PROPOSAL

The proposal relates to the outcome of a series of focused design workshops and discussions concerning the demolition of Blenheim House (currently an office block) and the redevelopment of the site to provide a new student accommodation block on the following basis:

- Circa 717 bedspaces (including studio's clusters and adaptable studios)
- Part 20, part 14, part 11, part 9 storey building
- Clusters: 30% / Studios: 70% / 5% accessible units
- 1443 m² (Lower Ground, Ground and Level 13 internal Amenity Spaces)
- Provision of publicly accessible landscaped area to Duncombe Street (300sqm) including seating and new trees / planting
- Provision of external student amenity space (courtyarded) 700sqm.
- New entrance way to Marlborough Street with level / ramped access, street trees and seating
- Predominantly car free development (disabled parking space to be provided)

3. SITE AND SURROUNDINGS

The application building and site (0.43 hectares) is located within the designated city centre boundary and comprises a 5-storey office building of red brick construction and shallow pitched roof. It is not allocated for a specific land use. It lies within the boundary of Little Woodhouse Neighbourhood Planning Area, however at the time of this enquiry there is no made Neighbourhood Plan. The building is located in close proximity to an area utilised as public parkland / play space to the east of the site beyond the adjacent Exchange Court building. To the East is Exchange Court which presently shares a parking area with the enquiry site. Exchange Court is currently under conversion and extension in order to provide PBSA accommodation through planning permissions 22/06306/FU (varied by 23/01516/FU).

The site's southern boundary is defined by the A58 and associated infrastructure with a discernible drop in level between the enquiry site and the highway environment below, which includes a pedestrian footway spanning the southern boundary edge leading to West Street and northward towards Westgate and Burley Road.

The northern site boundary meets Duncombe Street beyond which is Marlborough Court comprising the Marlborough Grange Tower block and a series of four storey housing blocks forming an enclave between Burley Road to the north and Duncombe Street (which includes street frontage garaging and a podium base to the enclave upon which the blocks to the western edge of the enclave are sited). The southern site boundary of the enquiry site is dominated by trees and mature planting.

3. RELEVANT PLANNING HISTORY

Planning applications:

23/01516/FU - Variation of Condition 2 (Plans to be Approved) to previously approved Planning Application 22/06306/FU (Exchange Court – the adjacent site) (approved)

22/06306/FU - Change of use from offices (Use Class E) to student accommodation (sui generis) including external alterations, 3 storey upwards extension, erection of

refuse store and outdoor amenity space and landscaping (Exchange Court, 2 West way, Duncombe Street, LS1 4AX – the adjacent site) (approved)

20/356/93/FU - 1 3 storey and 1 part 4 storey and part 5 storey office blocks with car parking (the current building) (approved)

4. HISTORY OF NEGOTIATIONS AND CONSULTATIONS UNDERTAKEN

The enquiry has been the subject of a series of meetings involving the case officer, design officer, highways and the applicant as follows:

4.1 Pre-Application Meeting No.1 - 06.02.24

- Increased activity through ground floor zoning to A58 frontage is required
- Concerns were expressed by officers regarding height along Duncombe Street and how the tower height references the existing character heights.
- Mitigation will be required for the proposed loss of mature trees along Marlborough Street.
- Sections are required through Duncombe Street showing the wider Marlborough Estate to make proper assessments on residential amenity

4.2 Design Workshop No.1 - 20.03.24

- Plant now removed and an area of amenity space introduced along the A58 facade.
- Main entrance now relocated to Marlborough Street.
- Building footprint shifted away from Duncombe Street by circa 7m.
- Reduction in height by one/ two storeys along Duncombe Street.
- Set back to the tower elevation provided from the A58.

4.3 Design Workshop No.2 - 27.03.24

- Massing now stepped further away from Duncombe Street by circa 2.6m by removing two rooms on each floor.
- The landscaping proposal has been enhanced along Duncombe Street to mitigate impact on the adjacent Marlborough Grange.
- Additional amenity space replaces the previous living spaces on the ground floor.
- Additional glazing between tower element and 'shoulder' to provide facade distinction.

4.4 Ward Councillor Meeting (Cllr Brooks and Cllr Marshall Katung in attendance) - 17.04.24

- Further consideration to the massing at Duncombe Street where the scheme addresses the properties at Marlborough Grange, introducing a set back upper floor and alternate treatment.
- Consideration for the proximity distances to the end of the Duncombe St. elevation, reflective of the language on Exchange Court. Mitigating the impact on the adjacent Marlborough Grange properties.
- Consideration for the impacts of sunlighting to the scheme including the internal courtyard space.
- Consideration for the activity on Marlborough Street and how this is addressed through the building and landscaping proposals.

5 Consultations undertaken

5.1 Highways

5.1.1 No objections in principle. A future planning application will need to address the following matters:

- Provision of Transport Assessment including assessment of the proposals against the accessibility criteria within the Core Strategy
- Assessment of walking and cycle routes to/from the site and identification of any gaps in provision and improvements required
The development would be expected to make a financial contribution to pedestrian and cycling improvements in the vicinity of the site.
- A contribution towards way finding signage may be required with a subsequent planning application.
- Provision of a full travel plan which would be controlled through a section 106 agreement.

5.2 Flood Risk Management

5.2.1 The application site is located within Flood Zone 2 and there are records of recent flooding within the property or adjacent areas. An initial review has also identified that there are no known surface water flood risks which may require specific mitigation and may impact on the proposed development.

5.2.2 The applicant has not submitted any drainage details in relation to the enquiry and a NPPF compliant site-specific Flood Risk Assessment should be submitted as part of any formal planning application which sets out the proposed surface water and foul drainage strategy. A flood evacuation plan is also required at full application stage.

5.3 Contaminated Land

5.3.1 A future planning application must be supported by a phase 1 desk study report. Depending on the outcome of the Phase 1 Desk Study, a Phase 2 (Site Investigation) Report and Remediation Statement may also be required.

5.4 Nature Team

5.4.1 Mandatory Biodiversity Net Gain (BNG) is now in place and the scheme will need to achieve a minimum 10% net gain in Biodiversity Units. To note in particular is the use of Blue line land for any Offsite Biodiversity Net Gain - this will have to be entered onto the National Sites Register and a s106 or Conservation Covenant required for delivery of a management plan, progress reports and habitat monitoring. The applicant has been advised of the validation requirements pursuant to a full application being made in due course and the specific mechanism of addressing BNG has not formed part of the enquiry or proposals to date.

5.4.2 Where the initial Preliminary Ecological Appraisal Report (PEAR) for the proposed development concludes that it is likely to affect Protected or Priority species (such as bats), the applicant must submit an Ecological Impact Assessment (EclA) as part of the planning application for assessment.

5.4.3 The applicant has also been advised to consider general species enhancements integral to the new building fabric at this early design stage.

5.5 Landscape Team

- 5.5.1 It is stated in the supporting information that 15 (of 18) existing site trees are to be removed to facilitate development. A tree survey has been commissioned but this has not been provided or considered as yet. It is not possible to comment fully on the proposed approach to trees without tree survey information, however it is broadly not supported for healthy mature trees to be removed and this will be a matter which will be held in the overall balance of considerations at application stage and for which the views of members are sought at this early stage.

5.6 Design Team

As noted at section 4 above, the proposals have been assessed as part of a staged, iterative design workshop process, with the case officer and design officer and applicant. The 'final' proposals before members are intended to preface a detailed design scheme and work continues on that process, however the scheme before members is considered to be a well-considered proposal in terms of its townscape impact and the applicant is seeking comfort on the proposals to date to assist them in informing the next stage of detailed design.

6.0 PLANNING POLICY AND GUIDANCE

6.1 National

6.1.1 National Planning Policy Framework

The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these are expected to be applied. It sets out the Government's requirements for the planning system. The NPPF must be taken into account in the preparation of local and neighbourhood plans and is a material consideration in planning decisions.

The following sections of the NPPF are most relevant for the purposes of determining any subsequent planning application:

- 2. Achieving sustainable development
- 4. Decision-making
- 5. Delivering a sufficient supply of homes
- 6. Building a strong, competitive economy
- 8. Promoting healthy and safe communities
- 9. Promoting sustainable transport
- 11. Making effective use of land
- 12. Achieving well-designed places
- 14. Meeting the challenge of climate change, flooding and coastal change
- 15. Conserving and enhancing the natural environment

6.2 Local

6.2.1 Statutory Context

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the application to be determined in accordance with the development plan unless material considerations indicate otherwise. For the purposes of decision making at this site, the Development Plan for Leeds currently comprises the following documents:

- The Leeds Core Strategy (Adopted November 2014 and as amended by the Core Strategy Selective Review 2019)
- Saved Leeds Unitary Development Plan Policies (UDPR 2006)
- The Natural Resources & Waste Local Plan (NRWLP 2013) including revised policies Minerals 13 and 14 (2015).
- Leeds Site Allocations Plan (SAP 2019)

These development plan policies are supplemented by supplementary planning guidance and documents.

6.3 Leeds Core Strategy (CS)

The adopted CS sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. The most relevant policies are set out in the paragraphs below:

- 6.3.1 **Spatial Policy 1:** Location of Development prioritises the redevelopment of previously developed land within the Main Urban Area, prioritising urban regeneration and taking advantage of existing services and high levels of accessibility.
- 6.3.2 **Spatial Policy 3:** Role of Leeds City Centre seeks to maintain and enhance the role of the City Centre as an economic driver for the District and City Region through a number of criteria. These criteria include comprehensively planning the redevelopment and re-use of vacant and under-used sites for mixed use development and areas of public space; enhancing streets and creating a network of open and green spaces to make the City Centre more attractive; and improving connections between the City Centre and adjoining neighbourhoods.
- 6.3.3 **Spatial Policy 8:** Economic Development Priorities supports a competitive local economy through promoting the development of a strong local economy through enterprise and innovation, job retention and creation, promoting the need for a skilled workforce, educational attainment and reducing barriers to employment opportunities, and by supporting training/skills and job creation initiatives via planning agreements.
- 6.3.4 **Spatial Policy 11:** Transport Infrastructure Investment Priorities sets out a series of spatial priorities for the delivery of an integrated transport strategy for Leeds. One priority is related to improved facilities for pedestrians to promote safety and accessibility, particularly connectivity between the edges of the City Centre and the City Centre.
- 6.3.5 **Policy CC1:** City Centre Development sets out the planned growth within the City Centre, including for 10,200 new dwellings, including office growth. Part (b) encourages residential development, provided that all other town centre uses are supported in the City Centre and the use does not negatively impact on the amenity of neighbouring users.

- 6.3.6 **Policy CC3:** Improving Connectivity between the City Centre and Neighbouring Communities sets out the requirement to improve routes connecting the City Centre with adjoining neighbourhoods and improve connections within the City Centre through developer contributions.
- 6.3.7 **Policy H6B** refers to proposals for purpose-built student accommodation. Development will be controlled to take the pressure off the need to use private housing; to avoid the loss of existing housing suitable for families; to avoid excessive concentrations of student accommodation; to avoid locations that would lead to detrimental impacts on residential amenity; and to provide satisfactory living accommodation for the students.
- 6.3.8 **Policy H9** Paragraph 5.2.46 of the supporting text to policy H9 states that “Provision of reasonable space standards is still important for student accommodation, and this will need to be judged on a case by case basis, and via the application of any national standards that might be created in the future”.
- 6.3.9 **Policy P10:** Design requires new development to be based on a thorough contextual analysis to provide good design appropriate to its scale and function. New development is also required to deliver high quality inclusive design. Policy P10 sets out a series of key design principles (i to vi) for new development, in relation to size, design, layout, existing assets, amenity and accessibility.
- 6.3.10 **Policies T1:** Transport Management and **T2:** Accessibility Requirements and New Development identify transport management measures and accessibility measures to ensure new development is adequately served by highways and public transport, and provides safe and secure access for pedestrians, cyclists and people with impaired mobility.
- 6.3.11 Policies **EN1** and **EN2** set out the sustainable construction and on-going sustainability measures for new development. It establishes targets for CO2 reduction and requires at least 10% low or zero carbon energy production on site.

6.4 Leeds Unitary Development Plan Review 2006 (UDPR) Saved Policies

The site lies within the designated City Centre. Saved policies that are relevant to this scheme are:

- 6.4.1 Policy **GP5** which states that all relevant planning considerations are to be resolved;
- 6.4.2 Policy **BD2** which requires that new buildings complement and enhance existing skylines, vistas and landmarks; and
- 6.4.3 Policy **BD5** which requires that new buildings consider both their own amenity and that of their surroundings, including usable space, privacy and satisfactory daylight and sunlight.

6.5 Leeds Natural Resources and Waste DPD

The plan sets out where land is needed to enable the City to manage resources, like minerals, energy, waste and water over the next 15 years, and identifies specific actions which will help use natural resources in a more efficient way.

- 6.5.1 Relevant policies include:

- Air 1 management of air quality through new development
- Water 1 water efficiency including sustainable drainage
- Water 7 surface water run-off
- Water 2 protection of water quality
- Water 4 development in flood risk areas
- Water 6 flood risk assessments
- Land 1 contaminated land
- Land 2 development and trees
- Minerals 3 coal safeguarding

6.6 Relevant Local Supplementary Planning Guidance/Documents

6.6.1 The most relevant local supplementary planning guidance (SPG), supplementary planning documents (SPD) are outlined below:

- Building for Tomorrow Today: Sustainable Design and Construction Supplementary Planning Document (August 2011).
- Accessible Leeds Supplementary Planning Document (November 2016)
- Neighbourhoods For Living (December 2003)
- Draft Wind and Microclimate Toolkit (July 2021)
- City Centre Urban Design Strategy SPD (September 2000)
- Little Woodhouse Neighbourhood Design Statement (2011)
- Transport SPD (February 2023)

6.6.2 Leeds City Council has also prepared a draft 'HMO and PBSA Amenity Standards' SPD which was endorsed by the Council at Development Plan Panel on 11th December 2020. The aim of the draft SPD is to introduce minimum standards for space, light and ventilation for new proposals for HMOs and PBSA proposals in order to complement Core Strategy Policy H9. The SPD is in draft form and at the early stages of the adoption process. In accordance with the NPPF it can only be afforded very limited weight in decision-making.

6.6.3 The Site Allocations Plan (SAP) states that Leeds City Centre is the main retail and service centre for the city. The site is located within the designated City Centre however the site is not allocated for any specific use.

7 CLIMATE EMERGENCY:

7.1 The Council declared a climate emergency on the 27th March 2019 in response to the UN's report on Climate Change.

7.2 The Planning Act 2008, alongside the Climate Change Act 2008, sets out that climate mitigation and adaptation are central principles of plan-making. The NPPF makes clear that the planning system should help to shape places in ways that contribute to radical reductions in greenhouse gas emissions in line with the objectives of the Climate Change Act 2008.

7.3 As part of the Council's Best City Ambition, the Council seeks to deliver a low-carbon and affordable transport network, as well as protecting nature and enhancing habitats for wildlife. The Council's Development Plan includes a number of planning policies which seek to meet this aim, as does the NPPF. These are material planning considerations in determining planning applications.

8. PUBLIC SECTOR EQUALITY DUTY:

- 8.1 The Equality Act 2010 requires local authorities to comply with the Public Sector Equality Duty. Taking into account all known factors and considerations, the requirement to consider, and have due regard to, the needs of diverse groups to eliminate discrimination, advance equality of opportunity and access, and foster good relations between different groups in the community has been fully taken into account in the consideration of the enquiry to date.

9 MAIN ISSUES

- Principle of development
- Climate Change
- Design and Townscape
- Residential Amenity (occupiers)
- Residential Amenity (neighbours)
- Highways and Transportation
- Landscape and Trees
- Wind and Microclimate

10 APPRAISAL

10.1 Principle of development

- 10.1.1 The provisions of CS Policy EC3 are a material consideration and need to be assessed. Colleagues in the Data & Intelligence team have confirmed that as at 31st March 2024 there was a total office supply of 1.02 million square metres, compared to the Core Strategy requirement (Spatial Policy 9 and table at paragraph 5.2.45) of 706,250sqm. On this basis, the proposal satisfies EC3 Part A (i) because there is an adequate supply of sites to replace the loss of the premises. Officers therefore consider that the principle of loss of employment use at this site may be accepted based on the existing office supply (based on current data at the time of this enquiry).
- 10.1.2 Policy CC1 of the Core Strategy supports the creation of residential dwellings in the City Centre on the proviso that they provide sufficient amenity for occupiers and do not prejudice the other functions of the City Centre. Officers therefore consider student residential use can be accepted here in principle / land use terms, subject to detailed planning considerations.
- 10.1.3 Core Strategy policy H6B is relevant. It is considered the development could help to take the pressure off private and family housing, which satisfies the first and second tests of the policy. In relation to the third test, a future planning application will need to provide a fuller understanding of how the scheme contributes to student bed-space numbers but does not create or add to an excessive concentration of this type of use in the area. As highlighted in the enquiry's supporting literature, this geographical area features a number of new PBSA type developments predominantly (but not exclusively) to areas west of the site and it's immediate locality and emerging student developments at Brotherton House (under construction), Yorkshire Post (consented), Lisbon Street (under construction) and the adjacent change of use and extension of Exchange Court (under construction).

Officers advise that an excessive concentration is not purely a consideration of the number of students but also the potential impact of the student use on the wellbeing of existing occupiers. In the case of this site, officers consider the site's location a

mixed-use area already comprising social housing, shops, hotels, offices and the aforementioned PBSA's. The site is close to an area of urban parkland and the area to the south of the site dominated by large scale highway infrastructure. This diversity in the character of the area will also assist in the avoidance of a mono-culture and it is considered a student accommodation use would sit comfortably within such varied surroundings.

- 10.1.4 The fourth test requires an assessment in respect of distances to the University areas. Safe walking routes to the universities and colleges will be clearly identified and assessed as part of subsequent formal application submission and consulted upon in conjunction with West Yorkshire Police. Where any deficiencies in the quality of these routes exist in terms of lighting and safety, improvements will be sought through the formal application process to mitigate for the increases in use from what is a not insignificant increase in pedestrian throughput resulting from circa 717 new student bed-spaces (within what is a mixed use area but with a significant and well established residential component). The distance to the two main universities is 20 minutes walking time with minimal residential areas being walked through (Duncombe Street, Marlborough Street, Park Lane, Hanover Way, Woodhouse Square, Clarendon Road). Furthermore, there are natural and engineered geographic deterrents in place to discourage students from walking through the adjacent Marlborough Social Housing area (land level difference, steps and retaining walling, fencing and gating) On this basis, providing the above is clearly demonstrated officers consider this site would meet the requirements of the test

Subject to confirmation of detailed proposals do Members support the proposed end use of the site for Purpose Built Student Accommodation?

10.2 Climate Change

Fully formed proposals are not yet available given that the proposals are not yet at a formal application stage. However, the applicant has stated their intention to meet the city's adopted Core Strategy energy policies whilst also pursuing a BREEAM excellent accreditation. Furthermore, the underlying topography of the site and proposed building forms will allow for suitable areas of flat roofscape to site renewable energy provisions such as heat pumps and solar PV without significant visual impacts. These matters will be given the appropriate assessment as part of a full application.

10.3 Design and Townscape

- 10.3.1 As noted at paragraphs 4.1-4.4, the proposals have been through a staged series of design workshops with close consultation involved with the design team. The final iteration before members has received the following feedback from the design officer. At this stage it is important to recognise that the façade design, materiality and treatments are still being discussed and the scheme brought to members is intended to capture opinions on the overall scale, massing and principle of development before detailed design work is undertaken, particularly with reference to the external façade treatments.

- 10.3.2 The site is not in an area designated by the Tall Buildings Design Guide as either appropriate or inappropriate for tall buildings. The proposed building would be a part 20, part, 14 part 11, part 9 storey building and therefore at it's tallest point of height is considered to be a tall building. Consequently, a contextual analysis has been proposed and will be presented to members by the developer. It is considered that the fundamental principle that the site and its immediate environment to the north of the A58 are a different character to the emerging 'West End' (Bridge House, Lisbon

Street, Yorkshire Post) in terms of approved heights and this site could not be supported for a building of close scale to those developments in townscape terms.

- 10.3.3 It is noted that large scale highway infrastructure, presence of less sensitive uses to the south and lack of active frontage to either the A58 and Marlborough Street (as well as the underlying topography of a fall in level from north down to south) provide a steer towards the siting of the scheme's taller elements of built form toward the south of the site. The inclusion of a new active frontage to both the western and southern elevations to improve the overall pedestrian experience is also considered to be the correct approach here. It is considered with respect to both the A58 footway and Marlborough Street there are substantial benefits to animating the south western corner here, not least of all to help mitigate for the loss of trees and provide better natural surveillance onto what are two somewhat anonymous routes.
- 10.3.4 The starting point in choices of building design and site assembly by assessing the site in relation to city centre wide / local heritage assets follows the approach taken at other nearby developments and is correct. This approach has gone on to underpin the choices made with regard to heights and site layout with heritage impacts and impacts on key views. The regular testing of the design in isometric / virtual / city views is considered particularly helpful.
- 10.3.5 Concerns were initially expressed about the height of the proposals relative to structures such as the Ibis-hotel and Marlborough Towers. This partly related to the prospect of 'flattening' the cityscape, preventing the underlying topography from being read. While this remains a background issue, the tallest element currently reads as a singular point of height which can be refined through facade treatment and the general scale is commensurate with neighbouring structures such as the Ibis - Therefore, officers consider the overall scale is considered reasonable.
- 10.3.6 The shoulder block to the east of the tall element may require further refinement to avoid appearing somewhat slab-like. It may be possible to address this through the architectural treatments and more work is required on this part of the design process.
- 10.3.7 While the height of the proposed rear block is an important issue in terms of the residential amenity of occupiers of blocks within the Marlborough Estate, officers consider that in part, it may be exacerbated by the abrupt nature of the visual change and this must be properly considered and resolved. The design of building here could potentially bring the prospect of a resident looking out onto a sheer wall of building to the south, something that could potentially appear oppressive. - Work on this potential impact is ongoing at the time of this report. The latest version on which members views are sought sees the height of the building's northern wing reduce alongside the use of a greater degree of setback to the roadway (which in turn allows for the creation of a pocket park area not initially envisaged). A step in the Duncombe Street elevation is also proposed to reduce monosyllabism.
- 10.3.8 With a rapidly increasing population either side of the inner ring road and a new mixed-use district emerging along Kirkstall Road, Duncombe Street (with its bridge connection), is likely to become a significant pedestrian route in future years. The establishment of a generous green edge, linking through to Marlborough Playground is potentially highly beneficial for the pedestrian realm. Setting the building back also reduces the impact of shading and creates a positive counterpoint to the harder, more urban treatment along the A58. The improvements to the adjacent Exchange Court building bring improvements to the green edge to Duncombe Street leading to the existing park area as part of that permission and a future landscaping scheme at this enquiry site would add to that arrangement. A pocket park area has been proposed

by dint of officer negotiations to set the Duncombe Street elevation of the new building further back from the roadway than was originally proposed. This pocket park would feature as one end of a green ribbon buffering this site and Exchange Court from the roadway between the new pocket park area and existing park / play area to the east.

10.3.9 Re-establishing the building line and locating the main entrance to Marlborough Street is considered positive. There would be an active edge to the street, tree planting to establish a human scale, and the levels have been addressed in a pragmatic manner providing seating opportunities and level access, creating something more of a street scape than the currently anonymous nature of this route.

10.3.10 Whilst further work is required on the detailed façade treatments and materiality, officers consider the approach to concentrate the point of height to the south of the site, provision of a double storey height active frontage to the A58, formation of a new active frontage to Marlborough Street and a careful consideration of the block form of the northern wing of the building and its relationship to the Marlborough estate to preserve outlook and amenity to existing residents is supported and, should form the basis and fundamentals of the next design stage.

Do Members support the emerging appearance, scale and setting to the proposed building?

10.4 Residential Amenity (occupiers)

10.4.1 The emerging SPD advises amenity space should be delivered for residents at 1sqm per bedspace (therefore 717 sqm is a suitable minimum providing that the supplied spaces are suitable for this function). The proposed development provides the following provisions in this regard and is therefore seen to be compliant with the emerging guidance in spatial terms.

- 1443 m² internal amenity spaces (Incl. Lower Ground, Ground and Level 13 Amenity Spaces) -spatially approximately double the emerging SPD criteria
- External courtyarded ‘garden’ area (privately accessed for residents only) 700sqm
- Duncombe Street Pocket Park 300sqm

10.4.2 The specific functions of the internal amenity spaces have not yet been designated on plan however as with most PBSA developments these are likely to be determined by an operator and commonly take the form of Residents Lounges, TV snug, Fitness Suite, Dinner Party Room, and a study / touchdown spaces. The space at ground floor / lower ground floor shown on plan to accommodate these as yet unspecified functions are generously sized. It is further noted that the reception / management suite is shown as located directly by the entrance to ensure the main ground floor resident areas can easily be observed and monitored and residents must pass the reception to access the lifts to individual units allowing an opportunity for onsite staff to monitor the comings and goings of residents - which is important for monitoring their overall welfare.

10.4.3 The following room arrangement is proposed:

Unit type	Indicative bedroom size (sqm)	SPD bedroom size (sqm)	Emerging Policy Compliant
Cluster bedroom	13.3	11.5-14	Y
Type 1 studio	20.3	20-28	Y
Type 1 premium	24	20-28	Y

Type 2 studio	22.3	20-28	Y
Type 2 premium	28.6	20-28	Y
Adaptable Studio	31	22-30	Y

It is considered each unit is appropriately sized and will be supplemented by spacious and diverse elements of internal amenity provisions. It is further noted that the development will include a substantial external amenity area in the form of a garden space and seating which is considered positive as well as upstream benefits from the activity in these spaces on natural surveillance around the site. It is considered all rooms will have sufficient space for day to day living functions in excess of the emerging minimum standards. Following assessment, it is considered all private residential spaces and rooms will benefit from an outlook and adequate receipt of daylight and sunlight.

10.5 Residential Amenity (neighbours)

- 10.5.1 The principal consideration of any future application for this site (in terms of the residential amenity of occupiers outside of the development itself) is likely to be the relationship between the new building (and it's associated occupiers) and the adjacent well established housing estate (The Marlboroughs) which is located to the north. The adjacent estate is sited aloft a high sided plinth / retaining wall which hosts a series of under croft type garages to the Duncombe Street road-edge. Notwithstanding their raised position, the new PBSA building would be much taller than their less commanding four storey form.
- 10.5.2 As a result, the proposals and their evolution (which has since first submission seen two step backs of the northern wing from Duncombe Street to create better separation) have had clear regard to preserving a good standard of amenity not only for the established occupier but conversely the occupier of the new building. The design process so far and received revisions in the enquiry process have recognised there needs to be a generous level of separation at the site's northern edge in consideration of these neighbouring properties.
- 10.5.3 Based on the latest version of the proposals before members, the northern façade of the new student building would be between 29.2m and 34.7m from the south facing windows of the two most proximate residential blocks within this adjacent estate. There is not a prescriptive distance set out on separation or privacy (window to window distances) appropriate to this scenario in terms of the council's adopted policies. However it should be noted that contextually the level of separation is in substantial exceedance of other established and emerging high rise residential developments in the city centre where separation distances are more typically between 15 to 20m. As a result it is considered that the amenities of future and existing occupiers will be adequately safeguarded within the context of a high density city centre urban grain.

Do members support the emerging relationship to the existing residential premises to the north?

10.6 Highways and Transportation

- 10.6.1 Highways officers have been consulted at the various stages of the negotiations / design workshops and have advised the following:
- 10.6.2 It should be demonstrated the proposals comply with the accessibility standards set out in the Core Strategy. A Transport Statement should be provided at any future planning application stage and must include an assessment against the accessibility criteria as set out in Appendix 3 of the Core Strategy and an assessment of walking and cycle routes to/from the site and identification of any gaps in provision and improvements required.
- 10.6.3 The footways around the site appear to be below 2m in width. This development will be expected to provide at least 2m wide footways and resurfacing works around the site, with dedication of land for this provision as required. The pre-application plans show vehicular access into the development to remain via the access of Duncombe Street. This access is shared with the site (Exchange Court) to the East. Additional information will be required at planning application stage regarding the interface between both developments. The proposal also appears to narrow the vehicular access, it must be demonstrated that the vehicle access width is suitable, and continuous footway should be provided into and across the access. Adequate pedestrian into the site access is required, with a min 2m width, separate from the vehicle access.
- 10.6.4 The development would be expected to make a financial contribute to pedestrian and cycling improvements in the vicinity of the site.
- 10.6.6 Any subsequent planning application must provide information regarding existing and proposed levels throughout the site. Ramps provided should be designed in accordance with Inclusive Mobility guidance.
- 10.6.7 A turning head which is also proposed as drop off area is shown in the proposed plans. Vehicle swept path analysis should be provided to demonstrate adequate access, egress and turning manoeuvres within the turning head. Disabled parking spaces should be fitted with EV charging facilities and be in accordance with PAS 1899:2022. The location of the charging points should be shown on the plans and a specification of the charger should be provided.
- 10.6.8 Additional information will be required regarding deliveries and student move in / move out. The student move in / move out should demonstrate there is sufficient drop off / pick up spaces for all students to move in over the course of 2 weekends (worst case scenario). The student management plan would then need to be secured through planning. The proposed site layout shows a 1.5m footpath within the site. This should be at least 2m wide and not lead into carriageway as currently shown. A construction management plan will be required at any subsequent planning application stage and controlled by condition.
- 10.6.9 The proposals do not show any on-site car parking (with the exception of disabled parking). This is likely to be considered acceptable by officers considering the location of the site, however a full assessment on the balance of a full and detailed submission will be made as part of any formal application for the proposed development. A contribution will be taken through a Section 106 for future TROs, should students associated with the development park on-street. An on-street parking survey should be carried out of all streets within 800m of the site and provided at application stage. This should highlight any unrestricted parking or streets covered by single yellow line

parking restrictions. The survey should show the occupancy of these locations and may be used in future to demonstrate the development has increased/resulted in problems regarding the number of vehicles parking on-street. The council will implement TROs with the contribution taken if it can be reasonably demonstrated students from the development site are parking on-street.

- 10.6.10 Notwithstanding the above, the scheme before members proposes to remove a large proportion of the existing car parking which is shared with Exchange Court. Additional information about this and how the removal of car parking is going to be managed will be required at full planning stage. It should be noted that the student residents/staff would not be eligible to any on-street permit parking in the locality.
- 10.6.11 Full details of cycle parking provision must also be supplied with a full application. Given the car free nature of the development and the location of the site in relation to the city's educational establishments, amenities of the city centre and availability of safe cycling routes (and those planned in the locality) it is considered a full application should detail suitable sustainable transport provision to be secured through a planning permission, conditions and the Travel Plan.

10.7 Landscape and Trees

- 10.7.1 A key matter for members to consider is the impact of the proposals on the existing quantum and distribution of trees and landscaping at the site. Officers have advised that whilst the removal of a series of trees would enable development, their removal is a significant concern in terms of both visual amenity and the city's agenda on Climate Change. The strong preference is the retention of all trees, particularly where the species provide a contribution to carbon sequestration.
- 10.7.2 The site's south-western corner as exists today features a deep landscaped area which returns (in a thinner channel between building and highway) to Marlborough Street. Within this area are sited a number of mature trees and low level planting. The enquiry and therefore the proposals before members has not included the full suite of supporting information to justify loss of the existing trees however in discussion with the applicant it has been made clear that the view of members will be required given the significance of the loss and that if accepted, appropriate mitigation will be required. This area serves as a positive green buffer between the existing office building and the pedestrian environment and the A58 and therefore there is the question as to whether their loss is outweighed by the benefits of the scheme and whether the scheme can deliver adequate mitigation.
- 10.7.3 Based upon the details provided, it is understood the scheme would result in the loss of 15 trees. Whilst not yet substantiated through a submitted tree survey it is understood 5 of these trees are affected with Ash-dieback and are category U. The Councils most relevant policy on tree retention is policy Land 2 in the Natural Resources and Waste DPD which states:

Where removal of existing trees is agreed in order to facilitate approved development, suitable 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 in certain circumstances on-site planting cannot be achieved, for example due to lack of suitable space in City Centre locations, off-site planting will be sought, or where the lack of suitable opportunity for this exists, an agreed financial contribution will be required for tree planting elsewhere.

If the loss of the existing trees to facilitate the development is supported then the policy requirement to provide replacements on site at a 3-1 ratio cannot be achieved. There is only provision of 25 trees on site rather than 45 as per the ratio.

- 10.7.4 It is however noted that the adjacent parkland to the eastern end of Duncombe Street would come under increased use from the number of residents here and there may be an opportunity to help improve this space through new/additional planting. Subject to members being satisfied that the degree of loss can be accepted, officers and the developer have discussed the use of an offsite sum to be controlled through a section 106 based on CAVAT methodology is an option to address the shortfall against the replacement ratio. At this stage, no firm proposal on this matter has been put into place, pending members views on the matter.

Do members support the loss of trees to facilitate the proposed development in principle on the proviso that appropriate mitigation can be secured for their loss?

10.8 Wind and Microclimate

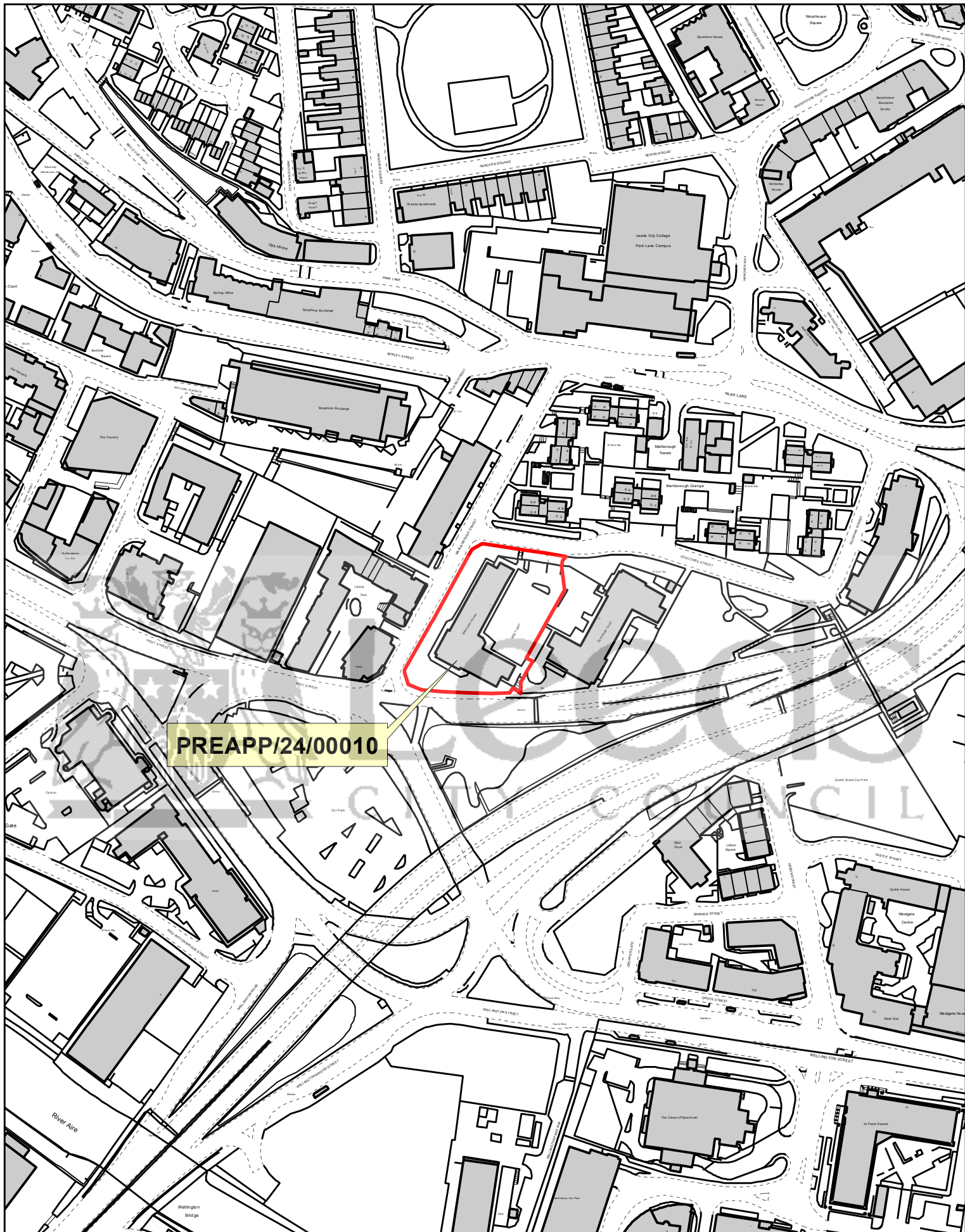
- 10.8.1 The applicant has advised that a wind consultant has been appointed and any future planning application will include a Wind and Microclimate assessment which follows the criteria set out in the (Draft) Wind and Microclimate Toolkit. The applicant is seeking some certainty around the principle of developing the site in the fashion and extents proposed before committing further to this preparation work. A full assessment and peer review of this information would therefore be undertaken as part of the full application.

11. QUESTIONS TO MEMBERS

1. **Subject to confirmation of detailed proposals do Members support the proposed end use of the site for Purpose Built Student Accommodation**
2. **Do Members support the emerging appearance, scale and setting to the proposed building?**
3. **Do members support the emerging relationship to the existing residential premises to the north?**
4. **Do members support the loss of trees to facilitate the proposed development in principle on the proviso that appropriate mitigation can be secured for their loss?**

BACKGROUND PAPERS:

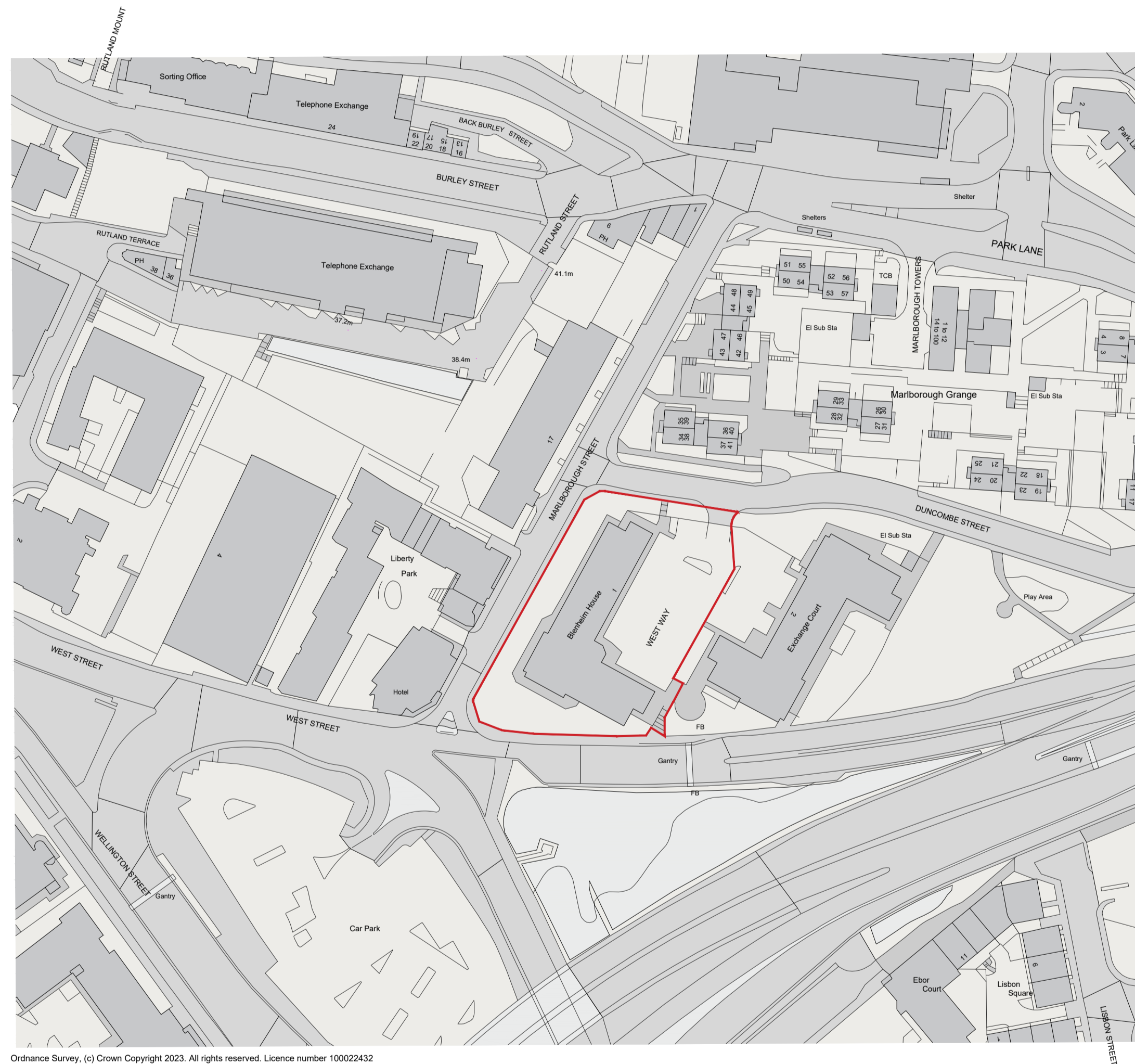
Pre application working file PREAPP/24/00010



PREAPP/24/00010

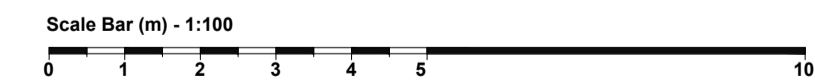
CITY PLANS PANEL





Ordnance Survey, (c) Crown Copyright 2023. All rights reserved. Licence number 10002432

Location Plan



GENERAL NOTES:
 DAY Architectural Ltd accepts no responsibility for any costs, losses or claims whatsoever arising from these drawings, specifications and related documents unless there is full compliance with the Client or any unauthorised user of the following:

1. All boundaries, dimensions and levels are to be checked on site before construction and any discrepancies reported to the Architect / Designer.
2. Partial Services: Any discrepancies with site or other information is to be advised to the Architect / Designer and direction and / or approval is to be sought before the implementation of the detail.
3. Block and site plans are reproduced under license from the Ordnance Survey.
4. Do not scale this drawing.
5. For the purpose of coordination, all relevant parties must check this information prior to implementation and report any discrepancies to the Architect / Designer.

DRAWING NOTES:

CLIENT
Balfour Beatty Investments

PROJECT
Blenheim House, Leeds

DRAWING Site Location Plan	
SCALE 1:1250@A1	PAPER SIZE A1
DATE 10.01.24	DRAWN BY NOD
DRAWING No. DAY - SK001	REVISION PROJECT No. 1007
DRAWING STATUS INFORMATION	

DAY

DAY ARCHITECTURAL LTD.
 STUDIO 1, LANCASTER BUILDING.
 DEANS GATE,
 MANCHESTER, M3 2BW.

T: 0161 834 9703
 E: info@day-architectural.com
 W: www.day-architectural.com

Information contained on this drawing is the sole copyright of DAY Architectural Ltd, and is not to be reproduced without their permission.



Originator: Andrew Perkins
 Telephone: 0113 2224409

Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 16th May 2024

Subject: PREAPP/24/00053 – Creation of a multi-storey residential development with ground floor commercial uses (Class E), internal and external amenity spaces, integral cycle storage and accessible car parking provision at Wellington Road and Armley Road, Leeds.

Applicant: UCR Leeds Ltd

<p>Electoral Wards Affected:</p> <p>Little London & Woodhouse</p> <div style="display: flex; align-items: center; margin-top: 10px;"> <div style="border: 1px solid black; padding: 2px 5px; margin-right: 5px;">Yes</div> <p>Ward Members consulted</p> </div>	<p>Specific Implications For:</p> <p>Equality and Diversity <input type="checkbox"/></p> <p>Community Cohesion <input type="checkbox"/></p> <p>Narrowing the Gap <input type="checkbox"/></p>
--	--

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

Introduction:

1. The work-in-progress proposals are being presented to Members by the applicants to inform Panel of the emerging proposals, allow Members to comment on the evolving scheme, and highlight any issues prior to the intended submission of a full planning application.

2. The site already benefits from an extant outline approval for a mixed use development consisting of residential and commercial elements (ref 21/02497/OT) with similar characteristics to that submitted under this preapplication enquiry.

Proposal:

3. Full planning permission will be sought for:
4. 385 C3 residential units of apartments and duplexes across a multi-level development, up to 18-storeys and through two main building blocks. Three commercial units (Class E) would also be provided at ground floor level, to the corner of the building closest to the junction of Wellington Road/ Armley Road. The following mix of living accommodation is envisaged:

Apartment type	No.	Housing mix
1 Bed	208	54%
2 Bed	130	34%
3 Bed	47	12%

5. The development would also feature new landscaping, public realm, improvements to existing cycle and pedestrian infrastructure around the site. The landscaping would also incorporate new tree planting along the frontage of Wellington Road and along Armley Road. The existing tree embankment to the south of the site is to be retained and incorporated into the final design. In total 8 accessible car parking spaces would be provided within an under-croft area to the west side of the development.

Site and Surroundings:

6. The site is located to the west of the City Centre and to the south of Armley Road.
7. The site currently comprises an area of, now vacant, previously developed land extending along the southern side of Armley Road and to the north-west of the (A58) Wellington Road Inner Ring Road (IRR) which is the main radial route around the city centre. To the south is an elevated section of railway line which is screened from the site by a belt of mature trees. The site measures approx. 0.82 hectares. The land has been cleared of all buildings and currently comprises of a number of mature/semi mature trees, grassland and shrubs, which have naturally regenerated overtime.
8. The area around the site is mainly characterised by low commercial buildings which are no greater than 4 storeys in height. To the east of the IRR is the GII* listed railway roundhouse complex, which was previously a vehicle hire centre, but is now vacant. To the north east The Half Roundhouse is located which is grade II listed and beyond this is the Former Railway Repair Shop, which is also grade II listed.
9. Beyond these heritage assets the scale of development increases significantly with the city Island residential development rising to 20 storeys. To the north west and against the Leeds Liverpool Canal, Castleton Mill is located, which is also grade II listed.

10. The site occupies a sustainable location and benefits from cycle and pedestrian routes into Leeds City Centre. The surrounding area has in recent years become more mixed in character than the historic industrial character, with both residential and leisure type uses having been considered and approved on nearby sites. The adjacent pedestrian footbridge provides a safe route across the IRR and provides a direct pedestrian route through to Monk bridge viaduct garden and into Wellington Place/Whitehall Road.
11. The site falls outside of the designated City Centre boundary and is identified in the Site Allocations Plan (SAP) as a general employment allocation site ref. EG2-36 for at least 0.82 hectares of employment use. The entire site is located within Flood Risk Zone 1 and the southern boundary of the site forms part of the Leeds Habitat Network.

Relevant Planning History

12. 21/02497/OT - Erection of apartments, retail space, office space, communal accommodation, car parking and other ancillary uses – Approved - 14th July 2023

Relevant Nearby Planning History

13. The Roundhouse - 23/01249/FU – Change of Use and conversion of the existing Roundhouse to provide indoor and outdoor leisure facilities for temporary use inclusive of enclosed Padel courts, changing / welfare facilities and external parking – Pending consideration
14. Canal Mills - 17/07958/FU - Demolition and redevelopment of site to provide mixed use residential and commercial scheme comprising 148 new residential units and 5 commercial units with car parking and landscaping including change of use of existing general industrial unit (B2 use class) to A1, A2 A3, A4 and B1 use classes. – Approved – 15.07.2021 (not implemented a new application 22/08151/FU is now under consideration).
15. Former Doncaster Works - 16/07714/FU - Hybrid planning application comprising full planning permission for the restoration and reuse of Monk Bridge viaduct for A1, A2, A3, A4, A5 and D1 uses (4380 sq m); erection three blocks of 307 apartments (storey heights between 11-13), creation of open space, landscaping and car parking; outline application for two blocks of residential developments. – Approved – 21.09.2017 (majority of development completed)

History of Negotiations

16. The proposals have been the subject of pre-application discussions between the developer, their design team and Local Planning Authority Officers since the original pre application was submitted in February 2024.
17. This pre-application has focused on and built upon the principles already demonstrated through the approved outline planning application. The main points of discussions have factored around:

- a) Design and massing of the scheme including relationship with Armley Road.
- b) Highway matters including access and servicing strategy, traffic modelling and parking provision.
- c) Landscaping matters including landscaping strategy, tree planting, amenity spaces and permeability of the site.

18. Little London & Woodhouse Ward Councillors have been alerted to this pre application via validation of the application in February 2024.

Consultation Responses

LCC Highways

19. A Transport Assessment and Travel Plan should be submitted in support of the planning application. The relevant wind assessments will also be required, and any safety fails on the highway (incl. offsite) will need to be mitigated. The proposed approach to car parking would need to be justified and the development's impact upon on-street parking needs to also be assessed, via parking surveys. If the parking level is agreed, sustainable travel infrastructure will be required as part of the development.

LCC Flood Risk Management (FRM)

20. The site is entirely located within Flood Zone 1 and there have been no records of any recent flooding within the property or adjacent areas. An initial review has also identified that there are no known flood risks which require specific mitigation and would impact on the proposed development. Drainage details in relation to the proposed development and a Drainage Assessment are required as part of any subsequent submission.

21. It is assumed that the new development will drain to the adjacent public sewer system and FRM strongly recommended that the applicant investigates the existing drainage system to satisfy themselves that the new development can be drained.

22. The applicant is encouraged to incorporate suitable SuDS elements into the drainage design and consideration should be given to utilising permeable paving, water reduction appliances and rainwater recycling techniques.

LCC Access Officer

23. The development should meet guidance in Accessible Leeds SPD, BS8300 and Core Strategy (as amended) policies H10 and P10 part (vi) and demonstrate that the development and all landscaping will be accessible to all users.

LCC Landscape

24. The site layout has been revised to omit the prominent surface car park and create a large central green space, with smaller open spaces in the form of an arrival square to the west and outdoor seating areas wrapping around the commercial

units to the east. Any subsequent planning application will require the submission of a BS.5837 compliant Tree/Vegetation Survey/Arboricultural, Impact Assessment and a Hard and Soft landscape strategy.

LCC Local Plans

25. No objections to the principle of development as the current position with Employment land is considered to be reasonably balanced.

LCC Contaminated Land

26. The proposed development comprises a mixture of end uses, including sensitive end uses and numerous past potentially contaminative land uses have been identified which could pose a potential risk to the proposed development. Based on the available information, should a formal planning application be submitted then a minimum of a Phase 1 Desk Study report will need to be provided in support of the planning application. Depending on the outcome of the Phase 1 Desk Study, a Phase 2 (Site Investigation) Report and Remediation Statement may also be required.

LCC Design

27. Have provided guidance on the massing, layout, heights and emerging design which will be built upon as the application progresses.

LCC Nature Team

28. Have given advice on the level of information which would be required for validation. Consideration of integral bat roosting and bird nesting features at this stage should be considered to choose suitable building materials and allow these to be incorporated into the final design.

LCC Climate and Energy

29. Have given advice that for any future application an energy statement (ES; can also be appended to the sustainability statement) needs to be submitted which should as a minimum cover and provide a strategy to comply to Leeds Core Strategy (as amended) Policies EN1, EN2 and EN4.

Relevant Planning Policies

The Development Plan

30. As required by Section 38(6) of the Planning and Compulsory Purchase Act states that for the purpose of any determination to be made under the Planning Acts, the determination must be made in accordance with the plan, unless material considerations indicate otherwise. The development plan currently comprises the adopted Local Development Framework Core Strategy as amended (2019), those policies saved from the Leeds Unitary Development Plan (Review 2006) (UDP), the Aire Valley Leeds Area Action Plan (2017), the Natural Resources and Waste

Local Plan, the Site Allocations Plan (as amended 2024) and any made Neighbourhood plan.

Legislation and Planning Policies:

31. Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that In considering whether to grant planning permission or permission in principle for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

32. **Leeds Core Strategy (as amended 2019)** sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. Relevant Core Strategy policies will include those outlined below.

Spatial Policy 1 Location and scale of development.

Spatial Policy 4 Regeneration priority programme areas

Spatial Policy 8 Economic development priorities

Spatial Policy 9 Provision for offices, industry and warehouse employment land and premises

Spatial Policy 11 Transport infrastructure investment priorities such as pedestrian improvements

Policy CC3 Improving Connectivity Between the City Centre and Neighbouring Communities

Policy EC1 General Employment Land

Policy EC3 Employment use land

Policy P8 Sequential and Impact Assessments for Main Town Centre Uses

Policy P10 Design

Policy P11 Heritage

Policy P12 Landscape

Policy G1 Enhancing & extending Green Infrastructure

Policy G4 New Green Space Provision

Policy G8 Protection of important species and habitats

Policy G9 Biodiversity improvements

Policy T1 Transport Management

Policy T2 Accessibility Requirements and New Development

Policy H3 Housing Density

Policy H4 Housing Mix

Policy H5 Affordable Housing

Policy H9 Minimum Space Standards

Policy H10 Accessible Housing Standards

Policy EN1 Carbon Dioxide Reduction

Policy EN2 Sustainable Design and Construction

Policy EN4 District Heating

Policy EN5 Managing Flood Risk

Policy EN8 - Electric vehicle charging

Policy G4 New Green Space Provision

Policy ID2 Planning Obligations and Developer Contributions

28. Leeds Unitary Development Plan Review 2006 (UDPR) Saved Policies

Relevant Saved Policies include:

- Policy GP5 all planning considerations
- Policy BD2 design and siting of new buildings
- Policy BD4 mechanical plant
- Policy BD5 residential amenity
- Policy LD1 landscaping
- Policy N19 new buildings and character and appearance of conservation areas

29. Leeds Natural Resources and Waste DPD

The plan sets out where land is needed to enable the city to manage resources, like minerals, energy, waste and water over the next 15 years, and identifies specific actions which will help use natural resources in a more efficient way.

Relevant policies include:

- Air 1 management of air quality through new development
- Water 1 water efficiency including sustainable drainage
- Water 7 surface water run-off
- Water 2 protection of water quality
- Water 4 development in flood risk areas
- Water 6 flood risk assessments
- Land 1 contaminated land
- Land 2 development and trees
- Minerals 3 coal safeguarding

30. Leeds Site Allocations Plan

The Site Allocations Plan was adopted in July 2019 elements of this were remitted and subsequently adopted in January 2024. The site is identified in the Site Allocations Plan (SAP) as an Employment Allocation site ref. EG2-36 for 0.82 hectares of employment use.

31. The following site requirements are applicable and stated within the designation of this site:

32. Highway Access to Site:

Access should be taken towards the eastern end of the site avoiding the cycle track along the frontage, the north east corner of the site will need to be kept clear to provide sufficient visibility to the junction with Wellington Road

33. Local Highway Network:

This site will have a direct impact upon Armley Gyratory and to mitigate this a contribution will be required towards works to improve capacity at Armley Gyratory and approach routes. This may take the form of a contribution towards the Leeds City Centre Package scheme.

34. Listed Buildings:

The site is in the setting of a Listed Building. Any development should preserve the special architectural or historic interest of Listed Buildings and their setting.

35. Relevant Supplementary Planning Documents/Guidance (SPD/SPG):

SPD Building for Tomorrow Today: Sustainable Design and Construction

SPG Designing for Community Safety
SPD Transport
SPG Neighbourhoods for Living (Including 2015 memorandum and 2020 update)
SPD Accessible Leeds
SPD Tall Buildings Design Guide
SPG Sustainable Drainage in Leeds

36. National Planning Policy Framework (NPPF)

The NPPF was updated in December 2023 and sets out the Government's planning policies for England and how these should be applied (para 1) and is a material consideration in planning decisions (para 2). It states that the purpose of the planning system is to contribute to the achievement of sustainable development (para 7). So that sustainable development is pursued in a positive way at the heart of the Framework is a presumption in favour of sustainable development (paras 10-11). It states that decision makers at every level should seek to approve applications for sustainable development where possible (para 38).

The Framework sets policies on the following issues which are relevant to this planning application proposal (including section numbers):

2 Achieving sustainable development
4 Decision making
5. Delivering a sufficient supply of homes
6 Building a strong competitive economy
7 Ensuring the vitality of town centres
8 Promoting healthy and safe communities
9 Promoting sustainable transport
11 Making effective use of land
12 Achieving well designed places
14 Meeting the challenge of climate change and flooding
15 Conserving and enhancing the natural environment
16 Conserving and enhancing the historic environment

Local Plan update

37. The Council is in the process of updating its Local Plan policies in relation to climate change. In particular this would affect policies on Carbon reduction, Flood risk, green and blue infrastructure and Biodiversity, Place making and Sustainable infrastructure in due course. The relevant webpages will be updated as the amended policies are progressed, and the applicant will be recommended to check this progress before formal submission of any subsequent application.

Public Sector Equality Duty:

38. The Equality Act 2010 requires local authorities to comply with the Public Sector Equality Duty. Taking into account all known factors and considerations, the requirement to consider, and have due regard to, the needs of diverse groups to eliminate discrimination, advance equality of opportunity and access, and foster

good relations between different groups in the community has been fully taken into account in the consideration of the planning proposals to date.

KEY ISSUES:

39. Members are invited to comment on the proposals and to consider, in particular, the following matters:

Principle of the development

40. The site is allocated in the Site Allocations Plan (SAP) under site reference EG2-36 for general employment uses.

41. This proposal includes residential accommodation with a ground floor commercial offering (Class E). The development would be set in two main blocks, up to 18 storeys high, providing (approximately) 385 residential units, 198sqm of ground floor commercial use, 475sqm of internal communal space and 2816sqm of external space (including terraces, excluding private balconies).

42. Spatial Policy 9 of the Core Strategy (as amended) states:

43. *'...Potential job growth in the traditional employment land use sectors (offices, industry and warehousing) will be accommodated over the plan period by ensuring locations and sites provide: (ii) A minimum of 493 ha of land of general employment land for uses such as research and development, industrial and distribution/warehousing uses in the District (B1b, B1c, B2 and B8 classes). The locations and sites will appear across the whole of the District...'*

44. The site is allocated in the Site Allocation Plan as a General Employment Site (EG2-36).

45. Policy EC3 Part A of the Core Strategy (as amended) states that:

For all sites across the District outside of areas of shortfall

A) Proposals for a change of use on sites which were last used or allocated for employment to other economic development uses including town centre uses or to non-employment uses will only be permitted where:

The proposal would not result in the loss of a deliverable employment site necessary to meet the employment needs during the plan period ('employment needs' are identified in Spatial Policy 9),

or (ii) Existing buildings and land are considered to be non-viable in terms of market attractiveness, business operations, age, condition and/or compatibility with adjacent uses,

or (iii) The proposal will deliver a mixed use development which continues to provide for a range of local employment opportunities and would not undermine the viability of the remaining employment site,

46. Paragraph 5.5.27 of the Core Strategy (as amended) states '*...Part A: For all sites across the district outside of areas of shortfall Bullet point (i) relates to employment allocations and other land identified in the Leeds Employment Land Review (2010 Update) or future updates of the review. Employment needs are identified in Spatial Policy 9 which sets out the amount of land needed over the plan period.*'
47. The current employment land supply as of 31/03/24 is 494.91 Ha.
48. Given the current position with employment land it is considered to be reasonably balanced and there is a sufficiency of employment land supply against the 493-ha allocation target in the Core Strategy (as amended). The supply position has also recently improved through the adoption of the SAP, in January 2024, following the Remittal examination. This included the allocation of Barrowby Lane employment site (EG2-37, 21.2 hectares).
49. The development would also help to meet housing need in a sustainable location and would involve the regeneration of a long vacant brownfield site within a highly prominent location on a main route into the city. The proposed residential and commercial uses would also contribute to the ongoing mix and the creation of a vibrant community to this area of the city and build on the existing developments which are coming forward to this area of the city.
50. As such, the residential use, as well as the small-scale commercial use (Class E), would be acceptable in principle, subject to detailed planning considerations. Ground floor active frontages would be encouraged as the detailed design of the scheme progresses, with the potential of external seating to complement the commercial uses.
51. On balance, the principle of the development is considered acceptable when assessed against Core Strategy (as amended) and the NPPF, subject to all other detailed planning considerations.

Do Members consider that the proposed use of the site for residential with ground floor commercial uses is appropriate in principle?

Layout, Scale and Design

52. The layout, as identified above, seeks to create a multi-level development with blocks laid out across the site, at heights ranging from 6 to 18 storeys. The scheme is at an early stage and is brought to Panel to allow Members to comment on the emerging principles of the development including the layout, heights and massing of the various blocks.
53. As mentioned earlier in this report, the site is prominent and visible from some key transport infrastructure, which effectively marks the point of arrival into the City Centre. A new townscape and scale are steadily emerging into which this proposal would need to comfortably fit and make a positive contribution to. The heights of the blocks have been carefully considered and are based on the surrounding

context to this area of the city. It is acknowledged that the existing context of development is one which rises in scale towards the City Centre boundary on the eastern side of the IRR, whereas, on the western side of the road, the context is much lower in scale. It is clear that the scale of the current proposal is greater than that which currently surrounds the site. However, this site is located within a prominent intersection of the IRR, Armley Road and the railway bridge, and at this point it is considered that an increase in scale can be justified in terms of its townscape impact. The development would act as an end stop to Armley Road as well as providing a scale of development appropriate to this prominent location.

54. As a result of discussions at pre application stage the set-back to the central block has increased to 16m, in order to provide sufficient depth to break down the slab-like appearance of the blocks.
55. The massing of the blocks has also been carefully considered against the surrounding context to this area of the City Centre. This consideration has taken into account any potential impact on the nearby grade ii* and grade ii listed buildings to the north and east of the site. It is considered that the proposed scale of development which rises in the centre and falls to each side is appropriate and would provide a suitable transition in scale between the lower historic scale buildings to the north and east.
56. During the pre-application discussions comments have been sought from the Conservation Officer who has noted that the proposed development is within the setting of the Roundhouse (G II*) and Half Roundhouse (GII), separated only by a road's width. However, there are no associations between the listed buildings and the site, and the proposed development will not impact on views that contribute to the significance of the listed buildings. It is therefore considered that there will be no adverse impact on the setting of the listed buildings.
57. Whilst the heights, massing and locations of the blocks have been set out, the detailed design of the scheme has yet to be progressed. Currently proposed for the external treatments of the blocks are regular grid arrangements with solid bases and gridded façades. It has been shown that brick would be used for the façade, with windows set into reveals. Influence will also be taken for the façade materials from the surrounding area, to ensure that the development is visually appropriate to its setting. The blocks have also been annotated to feature a number of balconies and corner balconies, which are regarded as positive. Further consideration will also be required to how the junction between the lower and main sections works so that it reads more as two interlocking volumes, than one with a section cut out.
58. The relationship and gaps retained to each block has also been annotated which ranges from between 20m to 26m. Given the City Centre context these distances are considered acceptable and commensurate with the existing and emerging context of the surrounding, to this area of the city.

Do Members support the emerging scale and layout of the development?

Public pedestrian routes and Landscaping

59. The site would feature various public realm improvements and would also include tree-lined soft landscaped areas along Wellington Road and Armley Road. The site layout has been revised to omit the prominent surface car park and create a large central green space, with smaller open spaces in the form of an arrival square to the west and outdoor seating areas wrapping around the commercial units to the east. It would be envisaged that as the scheme progresses that there would be design principles for the green spaces, consisting of developing a clear hierarchy of routes through spaces with the widest and most direct routes leading to main building entrances and other key locations such as cycle stores, secondary recreational routes to play area and around spaces, tertiary access routes to dwellings and servicing. The use of structural soft landscaping including trees would also be required to provide separation from busy roads, wayfinding to main building entrances and other key locations. The development would also need to ensure that sufficient soil volumes and offsets from buildings for successful establishment of trees are provided. Large tree species with natural canopies are preferred for amenity, biodiversity, carbon sequestration, shading/cooling value. Roof gardens would also be required to include trees and other planting and be structurally designed for adequate soil depths and volumes with irrigation systems.
60. The landscaping space would also be required to include features which are accessible to all and encourage use of the space throughout the day and year.
61. Policy G4 of the Core Strategy (as amended) requires that Residential developments of 10 dwellings or more will be required to provide quantities of on site green space per residential unit or where this quantity of green space is unachievable or inappropriate on-site, equivalent off-site provision financial contribution would be sought. As the green space requirement is expressed as an amount of green space per dwelling, high density developments usually found in or on the edge of town centres may generate requirements for green space that cannot be delivered on-site. For such schemes an expected level of 20% of green space should be provided on-site with the residual being provided off-site or in the form of a commuted sum.
62. The level of Green Space would be dependant on the agreed housing mix. Given the indicated proposed area of green space on site it is likely that the 20% minimum requirement would be delivered on site. This would be formally confirmed as part of any application and any residual would then be provided via an off-site financial commuted sum.
63. The existing tree lined embankment to the south, behind the existing retaining wall and against the railway line is to be retained as part of the development and provide a buffer zone between the development and railway line. Any subsequent planning application will require the submission of a BS.5837 compliant Tree/Vegetation Survey/Arboricultural, Impact Assessment and a Hard and Soft landscape strategy.
64. As a result of the site containing a number of mature/semi mature trees, which have naturally regenerated overtime. It is likely that any subsequent application will

require suitable tree replacement on a minimum three for one replacement on site. In certain circumstances where on-site planting cannot be achieved, an agreed financial contribution may be required for tree planting elsewhere. This requirement would be confirmed via a tree survey.

65. The redevelopment of this site for residential housing and ground floor commercial uses would also help to activate the area and provide additional natural surveillance of the surrounding pedestrian routes.

Do Members support the emerging landscaping of the site?

Transport and connectivity

66. The site is located in an accessible and sustainable location, within walking distance of local services, the railway station and frequent bus services.

67. The site is in the City Centre fringe area and as such and as per the Transport SPD 1 car parking space/dwelling would be appropriate, along with visitor parking.

68. As part of this pre application the applicant is wishing to promote a parking provision of solely accessible spaces, as this accords with the intentions and aspirations of the applicant to target this development at those without cars and those with a sustainability conscious mind. By promoting this low level of car parking this has allowed for the developer to remove the previously proposed central parking area of 19 spaces and therefore deliver a substantial green space in the centre of the site.

69. In relation to the reduced car parking provision, on-street parking restrictions should aim to control on-street commuter parking, particularly where it proves to be a problem. Therefore, the development's impact upon on-street parking would need to be assessed and parking surveys would need to be undertaken to support this work.

70. The proposed level of parking would need to be justified but given the reduction in parking spaces the following sustainable travel infrastructure will be key for the development to ensure future residents will not need a car to reach employment, education and leisure destinations. Such measures are likely to include:

- Car Club bays within the site with EV charge points
- Provision of e-bikes and associated infrastructure / docking station.
- Provision of high quality cycle parking for residents and visitors, including public bike pump and repair tools / station. The acceptable cycle parking types and design requirements are set out in the Transport SPD.
- Sustainable travel funding, secured as part of the Travel Plan and S106 Agreement.

- Sustainability measures promoted as part of the letting/sales of the flats whereby the travel plan and sustainable living is in the heart of the development.

71. All accessible spaces would be provided in line with Policy and will need to be provided with accessible EV charge points. Swept path analysis (vehicle tracking) would also be required to demonstrate that the spaces are useable as they're located undercroft.

72. The proposal would also improve accessibility in the area, through improvements to existing cycle and pedestrian routes around the site. The development would also benefit from the ongoing improvements to the Armley Gyratory and the existing pedestrian bridge to the south west of the site, which links into The Junction developments, Monk Bridge Viaduct Garden and Wellington Place providing a direct link away from main roads into the City Centre.

Do Members have any comments to the proposed approach to car parking?

Other matters:

Housing Mix

73. Policy H4 of the Core Strategy (as amended) sets out preferred mixes for developments. The proposed development under this pre application comprises of the following mix in comparison to the preferred mix set out in the policy:

Type	Policy H4 Max %	Policy H4 Min %	Policy H4 Target %	Proposed
Houses	90	50	75	(0 units)
Flats	50	10	25	100% (385 units)
Size				
1 bed	50	0	10	54% (208 units)
2 bed	80	30	50	34% (130 units)
3 bed	70	20	30	12% (47 units)
Total				100% (385 units)

74. In terms of the housing mix, the 1 bed units are over the preferred maximum level and the 3 bed units are very much under the preferred minimum level. However, the policy recognises that the Leeds area comprises varying urban and rural characters and allows a case to be made to justify an “appropriate” mix of dwelling sizes in any given location. Although the proposed mix of accommodation will require justification in line with the policy (and this will need to be based on a ‘needs’ basis and NOT on a market demand basis), it should be noted that the proposed mix broadly reflects recent planning permissions for other high rise residential developments in this part of the city.

75. The proposed development is 100% Flats. Paragraph 5.2.11 of the Core Strategy (as amended) states that :‘...*The form of development and character of area should be taken into account too. For example, a scheme of 100% flats may be appropriate in a particular urban context...*’ In this case , on the edge of the designated City Centre and in close proximity to other tall blocks of flats , it is felt that a 100% flat scheme is likely to be appropriate.

Affordable Housing

76. Core Strategy policy H5 sets a minimum target that 7% of new homes in major developments in this part of the city should be affordable housing with a mix of intermediate and social rents at benchmark rents. 385 apartments would generate the need for 27 affordable units based upon this policy. The Planning Statement accompanying this application confirms that ‘*The applicant will engage with the council to explore the affordable housing opportunities for this site.*’

Sustainability and Climate Change

77. Members will be aware that the Council has declared a Climate Emergency. Existing planning policies seek to address the issue of climate change by ensuring that development proposals incorporate measures to reduce the impact of non-renewable resources.

78. Although at an emerging stage the proposal would need to meet the requirements of the following sustainability planning policies EN1 and EN2 to reduce total predicted carbon dioxide emissions to achieve 20% less than the Building Regulations Target Emission Rate and provide a minimum of 10% of the predicted energy needs of the development from low carbon energy and achieve a water standard of 110 litres per person per day. In addition, and where technically viable, appropriate for the development, and in areas with sufficient existing or potential heat density, major developments should propose heating systems, potentially connecting to the emerging district heating network (EN4(i)). Full details of the measures that will be employed to address sustainability will come forward as part of any subsequent planning application, such that sustainability measures will be integrated into the detailed design.

Wind environment

79. Due to the scale of the development there is a significant potential for the generation of strong winds around and inside the development. A wind impact assessment would be required which will be subject of peer review to establish that no safety exceedances are created via the massing of the development and that all areas remain suitable for use. Any safety fails on highway cannot be mitigated by soft landscaping, and any wind mitigation measures cannot be contained within highway land or obstruct pedestrian/cycle routes within the site.

Safety and security

80. Core Strategy (as amended) Policy P10(v) identifies that developments should create safe and secure environments that reduce the opportunities for crime and

the NPPF states that developments should be safe and accessible so that crime and disorder, and the fear of crime, do not undermine quality of life.

81. The emerging proposals identify a development that would result in a far more populous use of the site than presently. The introduction of a residential community of the scale envisioned should give rise to a significant amount of passive surveillance around both the interior and periphery of the site.
82. West Yorkshire Police (WYP) have been consulted on this pre application and have provided detailed comments relating to design, internal arrangement of buildings, and security of buildings and public realm. WYP recommend that the site be built to “secured by design 2024” standards to keep the calls for service to a minimum.

Conclusion

83. The proposal offers a significant opportunity to regenerate a prominently located vacant brownfield site. The proposal would deliver new homes, ground floor commercial uses, public landscaped greenspace, improved pedestrian and cycle connections and bring much needed activity into this area of the city. Members are asked to comment on the following points at this initial stage:

Do Members consider that the proposed use of the site for residential with ground floor commercial uses is appropriate in principle?

Do Members support the emerging scale and layout of the development?

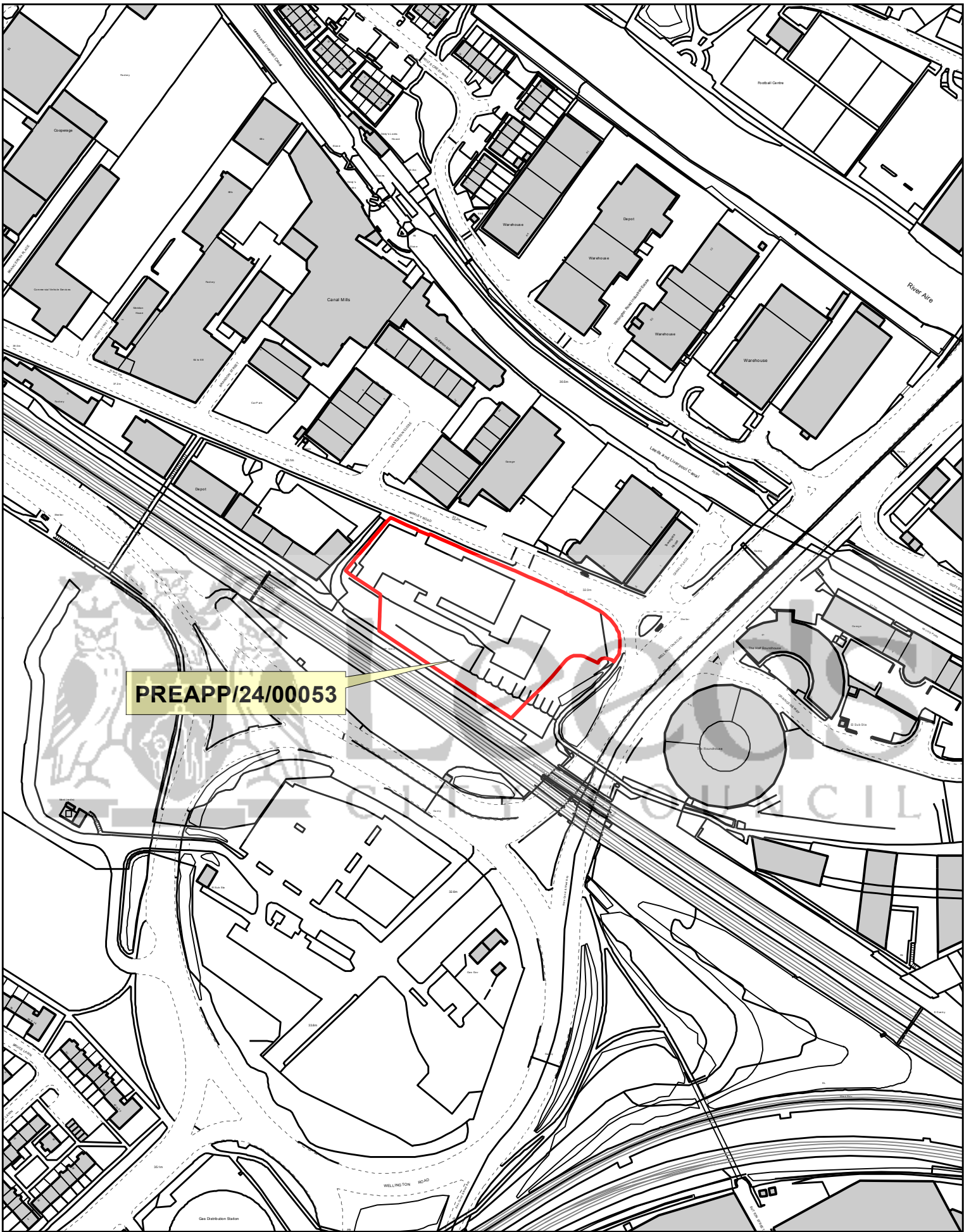
Do Members support the emerging landscaping of the site?

Do Members have any comments to the proposed approach to car parking?

Background Papers

Pre-application file PREAPP/24/00053

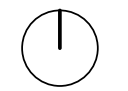
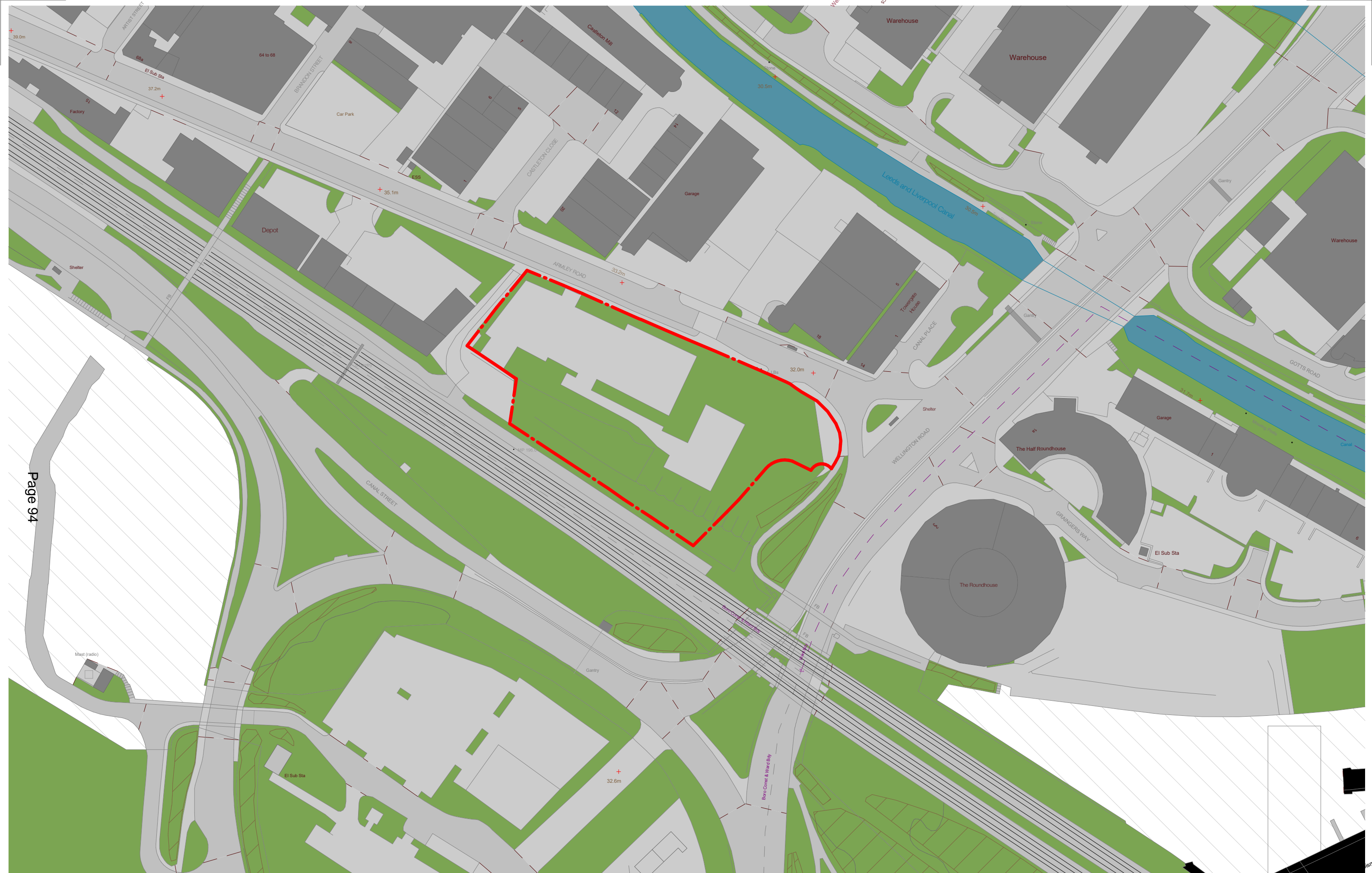
Appendix 1 Proposed Site Layout Plans



PREAPP/24/00053

CITY PLANS PANEL







This page is intentionally left blank