



Report of the Chief Planning Officer

CITY PLANS PANEL

7th November 2024

Change of use with exception of ground floor retail units, to Co-Living (sui generis) and associated external alterations, 42 The Headrow, Leeds LS1 8HZ

Applicant – Watkin Jones Group and Direct Line

Reference – 22/07525/FU

Date valid – 9th November 2022

Target date 15th November 2024

Electoral Wards Affected:

Little London and Woodhouse

Yes

Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: DEFER and DELEGATE to the Chief Planning Officer for approval subject to the specified conditions set out in Appendix 2 (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 (all contributions to be index linked):

- Affordable housing provision – commuted sum in lieu of on-site provision £2,454,874.81;
- Compliance with agreed Travel Plan measures and a travel plan review fee of £4,461;
- Residential travel plan fund £59,765.50;
- Contribution of £31,415 per each pay and display space lost resulting from loss of pay and display revenue;
- £10,000 Traffic Regulation Order;
- Local employment and training initiatives; and
- Section 106 management fee £2,100.

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.

1.0 Introduction

- 1.1 This development primarily involves the conversion of the office space above ground floor level of Headrow House into 230 co-living studios. The offices were vacated by Direct Line in August 2021 and have been vacant since that time. Co-living is an emerging form of long-term, residential accommodation within the housing market, and although there are some operational schemes in London, co-living is still relatively new to most Core Cities. The product is targeted at the recent graduate market; consultancy-type workers who only need to be in a particular location for a few months; key workers who work in City Centres, and also recent incomers to cities who don't necessarily want to rent on their own or know anyone to house share with. Occupancy in co-living schemes is not restricted to particular groups as is the case in student and key worker accommodation.
- 1.2 Co-living is not a fixed product but rather a spectrum of different approaches which use a similar model of studio units within a wider scheme with a range of amenity/shared facility provision for residents. There is not a dedicated Use Class within the Use Classes Order for co-living and, as such, co-living use is a sui generis use (without a Use Class). Designs of different schemes differ e.g. some studios have kitchenette facilities within the studio, others do not. Shared amenity spaces are also distributed differently depending on the operator.
- 1.3 Although there are differences between different types of co-living there are some general characteristics which can point towards a co-living use:
- Purpose-built shared living model aiming to provide a high standard of accommodation
 - Residents have a private room/studio (typically en-suite) within a larger development which includes range of shared facilities (including kitchens, dining rooms, social spaces, workspaces, social spaces etc.)
 - Residents rely on and are actively encouraged to use shared facilities as part of the overall management and shared living approach
 - There is a single management regime and operator, on-site concierge / management services, flexible tenancies, all-inclusive rent for utilities and access to services
 - Generally, co-living schemes are situated within town and city centres that are close to employment hubs and concentrations and near to transport networks.
- 1.4 Members will recall the presentation of the pre-application proposals for the site to City Plans Panel on 14th July 2022. In general, Members:
- were supportive of the re-use of the building but felt that more information was needed before they could support the principle of co-living and the residential amenity offered by the development; and
 - agreed that a financial contribution was the most appropriate solution with regard to affordable housing provision.

A copy of the minutes of that meeting is attached at Appendix 1. Since the pre-application proposals were considered the number of proposed co-living studios has reduced by 2 whilst areas of internal amenity space have increased, including an area of previously proposed external space in the well in the centre of the building covered over to provide additional internal amenity space; additional communal spaces added and areas for personal storage provided within the basement.

- 1.5 The average size of the proposed studios within the Headrow House development would be 28.5sqm, with the smallest unit being 27sqm. However, the private studios would be supported by significant areas of shared facilities. These facilities would include 19 shared kitchens; 793sqm of shared internal amenity space laid out as lounge areas, private dining, co-working space, a social hub, library, study areas and laundries; plus storage facilities (346.3sqm) and also a gym (115.9sqm). External amenity space in the form of two resident's roof gardens, cumulatively 589sqm, would be provided at levels 4 and 10 of the building. Bike and bin storage would also be provided within the building and space provided in the basement for disabled parking. Consequently, notwithstanding the size of the studios themselves, by virtue of the extent, type and distribution of amenity spaces throughout the building, it is considered that the level of amenity, as a whole, would be acceptable for residents.
- 1.6 A Co-living Position Paper was published in November 2023. The Paper sets out the key issues in considering the acceptability of co-living schemes in Leeds and references the key Local Plan policies that will be applied to such proposals. These include the requirement for the development to provide for affordable housing, most likely by way of a commuted sum. A commuted sum (£2,454,874.81) has been calculated by the District Valuation Service (the "DVS") on behalf of the Council and recently agreed by the applicant.
- 1.7 The application is brought to City Plans Panel for determination following consultation with the Chair of City Plans Panel and her consideration that the application should be referred to Panel because of its significance as a new residential model for Leeds (pursuant to exception 1(g) of the Officer Delegation Scheme); and due to Panels' previous interest in and comments on the development.

2.0 Site and surroundings

- 2.1 Headrow House is located in the heart of the City Centre on the north-east corner of the junction of The Headrow and Albion Street. It is a red brick and Portland stone building completed in 1955. The building was the final building to be constructed on the north side of The Headrow following the classical orders and style of the Blomfield scheme which commenced in 1929. The building is ten storeys in height and is taller than its neighbours such as Permanent House and Headrow Buildings (Grade II listed) to the west and Broadgate (formerly Lewis's) beyond Dortmund Square to the east. The south-east and south-west corners of the building are chamfered in common with many of buildings in the Blomfield scheme. The rear of the building facing north is less ornate than other elevations and a lightweight curtain-wall extension was added to the centre of the building during the 1990's.
- 2.2 The primary entrance into Headrow House is from the north-east corner of the building from Dortmund Square. It was last occupied as offices by the Direct Line Group until they vacated the premises in 2021. There are several commercial units at ground floor (28-36 The Headrow) with entrances onto The Headrow and active shopfronts extending around onto the east and west elevations, albeit the Halifax closed in March 2023. The northern ground floor elevation fronting Wormald Row contains service accesses, fire exits and an entrance to the basement car park. St John's Centre is located to the north of Wormald Row with the access to the centre's service yard located midway along the northern side of the street.
- 2.3 The southern elevation of Headrow House faces the extensive Leeds Central Area conservation area which at this point runs along the centre of The Headrow. Other than for Headrow Buildings other nearby listed buildings include 115 The Headrow, the former St. John's Parish Room and St John's Church, and Thornton's Buildings.

There is a mix of retail, office and leisure uses in the area with residential accommodation located in the upper floors of some properties such as Basilica and K2.

3.0 Proposals

- 3.1 The upper floors of Headrow House would be converted to form 230 co-living studios with supporting areas of internal and external shared amenities. Existing ground floor shops and offices would be unaffected by the development.
- 3.2 The building benefits from a 4-level basement. A new lift would be installed to connect the basement with the main entrance lobby at ground floor. Whilst the scheme would be car free, 5 accessible parking spaces, fitted with electric vehicle charging points, would be provided within the basement for resident use. Secure areas for storage of personal items would be distributed around the basement levels, cumulatively 346.3sqm. There would also be storage facilities for 255 bicycles for residents, 23 short stay bike spaces for visitors and 5 staff cycle parking bays within the basement. A resident's gym (115.9sqm) would be formed within basement level -1; a social space (284.3sqm) comprising a lounge, screening area and event space would be formed within basement level -2; and a private dining space (67.7sqm) would be formed within basement level -3. Remaining parking spaces within the basement would continue to be privately leased.
- 3.3 The ground floor entrance from Dortmund Square would be refurbished. New lighting and signage in a style complementary to the 1950's aesthetic of the building would be installed over the entrance. New automatic sliding doors would replace the existing revolving doors helping to improve accessibility into the building. An accessible WC would be installed and a reception desk and concierge provided in the entrance lobby, with co-living management offices situated in the space beyond. The refuse store fronting Wormald Row would be refurbished and reorganised and a new fire escape added with egress onto Wormald Row. One of the two roller shutter vehicle accesses to the basement located at the corner of Wormald Row and Dortmund Square would be removed to enable the provision of additional fire escape exits for the residential floors above.
- 3.4 The first floor of the building would be reconfigured to provide 23 studio apartments, each studio benefiting from at least two windows. The studios, which would be located around the periphery of the building, would vary in size between 27.1sqm and 42.9 sqm.. The average studio size on this floor would be 30.4sqm.. Two shared kitchens (21.1sqm and 36.2sqm) would be provided for residents of the floor. Towards the centre of the building a shared internal lounge and co-working area (248.5sqm), the northern half of which would be triple height, would be provided for use by all residents.
- 3.5 The second and third floors would have an identical layout, each containing 28 studios, varying in size from 27.0sqm to 41.2sqm. The average studio size on these floors would be 28.6sqm.. Towards the centre of the building on each of these floors there would be two shared kitchens (28.2sqm and 28.5sqm); a laundry room (28.4sqm); and a shared amenity space which is currently proposed as a library / snug at second floor and cinema room at third floor (57.6sqm).
- 3.6 The building mass reduces above the third floor facing Wormald Row. 25 studios are proposed at fourth floor, varying in size from 27.0sqm to 41.2sqm. The average studio size on this floor would be 28.5sqm.. In common with floors below there would be two shared kitchens (27.4sqm and 28.5sqm), for residents of the floor. A rooftop external amenity space (168.9sqm) would be located along the northern elevation adjacent to

Wormald Row accessed via a shared games' room (20.7sqm) or directly from the circulation corridor.

- 3.7 The fifth to seventh floors would share a common layout, each containing 26 studios, 27-41.2sqm in area. The average studio size on these floors would be 28.6sqm.. Again, there would be two shared kitchens on each of these floors (28.2sqm and 28.5sqm).
- 3.8 The eighth and ninth floors of the building step in from the levels below. Each would be reconfigured to provide 22 studios, varying in size from 27.0sqm to 32.3sqm. The average studio size on these floors would be 28.3sqm.. 4 rooms on level 8 would also have small external terraces. In common with the floors below there would be two shared kitchens on each of these floors (28.2sqm and 28.5sqm).
- 3.9 The existing rooftop plant room at tenth floor would be converted to form four 27.5sqm studios, each with an additional small, south-facing, external terrace. A redundant lift room would be redesigned to form the shared kitchen (30.4sqm) for occupants of this level. A rooftop garden for residents (420.6sqm) would be laid out towards the west and southern sides of the footplate. Building plant would be located within a metal screened enclosure on the east limb of the rooftop.
- 3.10 The 1990's glazed façade on the north side of the building would be replaced with a new metal façade system with window proportions and datums designed to respond to the principal building. The panels, which are likely to have a light bronze metallic finish, would have a stack bond arrangement with the longer vertical panels patterned to reference the textile heritage of the city. All windows above ground floor of the building would be replaced within the existing openings both to improve energy performance and also to enable provision of both mechanical and natural ventilation to rooms. A metal balustrade would be installed around the roof parapet to improve safety around the roof terrace. The stonework and canopies around the lower levels of the building would be cleaned.
- 3.11 Servicing of the co-living studios would take place from a new loading bay to be provided on the south side of Wormald Row. 6m of the loading bay could continue to be used as parking for disabled people during afternoon and evening periods. A new parking space for blue badge holders would be provided on the north side of the street and another would be provided on Rossington Street or Percival Street. The removal of one of the vehicle access points to the basement on the north-east corner of the building enables the provision of a new 2m wide section of footway across the redundant access point.
- 3.12 In summary, the Headrow House co-living scheme would provide 230 studios, supported by 19 shared kitchens (540.5sqm), plus shared internal amenity space (793sqm), a gym (115.9sqm), storage areas for personal items (346.3sqm), and bike and bin storage areas. There would also be 589.5sqm of shared external, roof terrace, amenity space.
- 3.13 The development would be managed by Fresh, an integral part of the Watkin Jones Group. The planning application is accompanied by a General Management Plan prepared by Fresh which confirms:
 - the details of the communal facilities that will be provided within the premises;
 - that all residents would sign an Assured Short Hold Tenancy Agreement (as prescribed by the Housing Act 1988) with all residents subject to appropriate

- reference checks and Right to Rent checks prior to signing the Tenancy Agreement;
- that the Residents' Team will comprise a full time General Manager, Service Manager, Service Assistant, Engagement Assistant and a Maintenance Technician, and one part time Service Assistant who would support the general running of the property and have responsibility for organising and timetabling residents' events and be a point of contact for reporting repairs, delivery and collection of parcels, resolving disputes and complaints, and providing general local information;
- that the Residents' Team will provide all residents with a welcome and induction session and a guide to living at the development. The guide would contain information on how to report repairs and pay rent; on desirable behaviour in respect of: refuse disposal; noise levels; move in / move out arrangements; use of car parking spaces; policy and responsibility for visitors; use of communal areas; smoking policy; use of recreational drugs policy; and pet policy. The document would also encourage good neighbourliness and would discourage any potential anti-social behaviour by residents;
- that the Residents' Team would be responsible for enforcing the Tenancy Agreement;
- that the premises would be staffed 0800-2000 hours Monday to Friday with key times covered over weekends;
- that the Residents' Team would be supported by the off-site Central Services team who are specialists in marketing, finance, maintenance and health and safety;
- the use of an integrated online resident portal and tenancy management system;
- that the premises rental is fixed and is likely to include all utilities, council-tax, WiFi and all the properties amenities (other than laundry and storage space); and
- details of the travel plan; waste and recycling plan; managing anti-social behaviour; and a sustainable living guide.

4.0 Relevant planning history

- 4.1 Planning permission for alterations and extensions to form new staircase and additional office space to the building was granted on 18th October 1991 (H20/276/91/). The approved works were carried out at that time.
- 4.2 Development Plan Panel (DPP) considered an update on the Houses in Multiple Occupation, Purpose-Built Student Accommodation and Co-Living Amenity Standards draft SPD on 2nd November 2021. A Co-Living Workshop for Members was held on 2nd December 2021.
- 4.3 Following a series of iterations and discussion at Development Plan Panel a Co-living Position Paper was published in November 2023. The Paper sets out the key issues in considering the acceptability of co-living schemes in Leeds and references the key Local Plan policies that will be applied to such proposals.
- 4.4 Some Panel Members visited an active co-living premises (Oppidan) in Manchester on 23rd October 2023. Oppidan was a small, converted property comprising 15 apartments ranging in size from 15sqm to 31sqm and offered very basic amenities, with a communal lounge, kitchen / diner and quiet study zone, supported by a house manager.

- 4.5 City Plans Panel considered pre-application proposals for the proposed Headrow House development on 14th July 2022 (PREAPP/21/00494). A copy of the minutes of that meeting are attached at Appendix 1.
- 4.6 Planning permission for a co-living scheme with associated communal facilities at Burley Library, 230 Cardigan Road, Leeds was refused planning permission on 30th May 2023 (21/08345/FU) due to concerns that the development would not provide acceptable living conditions for future residents. In a subsequent appeal against the decision the Inspector confirmed that the existence of kitchenettes in each of the studios did not render them to be self-contained and also confirmed that the co-living units should not be subject to the strict application of CS Policy H9 and the NDSS. In this case, whilst the average size of studios was just over 30sqm, the aggregated communal space increased the total amenity space for each resident to a minimum of 38.4sqm.. The Inspector concluded that the co-living proposals would provide acceptable living conditions for future residents in terms of the provision of both private and communal living space and allowed the appeal in March 2024.
- 4.7 City Plans Panel resolved to approve the planning application for a new-build development of 118 co-living units at Holdforth Court on 14th March 2024 (22/04852/FU). The smallest studio would be 37sqm and there would be 452sqm of communal space within the development.

5.0 Public / local response

- 5.1 Site notices advertising the application were erected around the site on 29th November 2022 and the application was advertised in the Yorkshire Evening Post on 9th November 2022. No objections have been received.
- 5.2 One local resident supports the proposal for additional housing if used for people in need in the City Centre and providing that it is not used for student accommodation.
- 5.3 The owners of St John's Centre support the scheme as it would bring back into use a prominent city centre building and in doing so improve safety and security; increase footfall in the area benefitting local business; and provide an improved choice of city centre living.
- 5.4 Town Centre Securities welcome the proposals and consider that the development would regenerate a prominent city centre building; increase footfall in the area thereby benefitting local businesses and improving safety and security in the area; and improve choice in city centre living, helping to attract and retain residents in Leeds.
- 5.5 Leeds Civic Trust (LCT) has considered the application following on from two presentations during which LCT were generally supportive of the overall scheme's intentions in terms of brief, distribution, design and appearance. LCT are pleased that some of the areas that they felt could be improved upon have been addressed in the application.

LCT were concerned that the proposed window design departed from the existing pattern, but on close investigation, taking advantage of historical images, LCT understand that the proposed designs are closer in appearance to those that were originally installed when the building was constructed, whereas the existing windows are a more modern addition.

6.0 Consultation responses

6.1 Statutory

- 6.1.1 LCC Highways – no objections subject to conditions in respect of disabled parking provision; electric vehicle charging point provision; cycle parking provision; a car park and servicing management plan; waste storage provision; a highway condition survey; a statement of construction practice; and implementation of off-site highway works. A sum of £31,415 contribution should be paid for each pay and display space lost; and £10,000 Traffic Regulation contribution to be secured within the section 106 agreement.

Response - conditions added and obligations included in the draft section 106 agreement.

- 6.1.2 Health and Safety Executive (fire)(HSE) – Following the submission of revised proposals HSE is satisfied with the fire safety design to the extent that it affects land use planning and is consequently content with the planning proposals.

- 6.1.3 Coal Authority – do not object to the application as it does not appear that changes to the building would require any significant groundworks or new foundations. An informative is recommended with regard to past coal mining activity.

Response – an informative is proposed.

6.2 Non-statutory

- 6.2.1 LCC Environmental Studies (Transport Strategy) – On examination of Defra's strategic noise map, noise from road traffic is unlikely to be of a level that would require specific measures over and above standard building elements. Therefore, in this case Transport Strategy do not require an acoustic assessment to be submitted.

- 6.2.2 LCC Environmental Health (EH) – The submitted BRUKL report indicates that the studios should not be subject to overheating resulting from solar gain. It is intended to ensure that internal noise levels resulting from mechanical ventilation falls within the target criteria identified in the noise assessment. Blackout blinds would be installed to combat stray light from the St John Centre car park. Additional internal sound insulation may be required, particularly where communal rooms directly abut studio accommodation or where there is potential for structural noise and vibration transfer. Conditions are recommended regarding the sound insulation scheme and to control the potential for late night noise from residents using the external terraces.

Response – conditions proposed regarding sound insulation, use of the terraces and measures to prevent disturbance from light.

- 6.2.3 LCC District Heating - The Leeds PIPES district heat network is on the north side of the Headrow such that a connection to the scheme could be done with a small degree of disruption. Given the close proximity to the network and the likely substantial heat demand of the building, the cost and viability of a connection should be explored to ensure all options have been considered.

Response – a condition is proposed confirming connection to the district heating network unless the network is no longer viable or appropriate.

- 6.2.4 LCC Influencing Travel Behaviour - The revised Travel Plan is acceptable. An indexed travel plan review fee of £4,461 and a Residential travel plan fund of £59,765.50 should be secured by the section 106 agreement. Conditions should cover the provision of cycle parking and electric vehicle charging points.

Response – the section 106 agreement will secure the travel plan review fee and the Residential travel plan fund. The recommended conditions have been included in the draft conditions.

- 6.2.5 LCC Flood Risk Management (FRM) – The application site is 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.

FRM have no objections to the proposed development as shown on the application as any internal building drainage modifications will be dealt with by the Building Inspector to ensure any drainage works comply with Part H of the Building Regulations.

- 6.2.6 LCC Conservation - The major change to external appearance is the replacement of the existing windows with new windows with a different glazing pattern which will be an improvement as it will reintroduce a vertical emphasis to the fenestration. It is also proposed to introduce a handrail to the parapet which may be visible from the ground and consideration should be given to moving it inboard.

Response – a railing is required around the perimeter of the new rooftop amenity space for safety reasons. Moving it inboard would result in a loss of space. Details of the railing, to ensure that it has an appropriate form and appearance, would be agreed as part of the condition discharge process.

- 6.2.7 LCC Nature Conservation – The application was supported by an Ecological Advice Note. The development is acceptable subject to conditions in respect of protection of bats and birds and the provision of integral bat roosting and bird nesting features in the development.

Response – conditions added.

- 6.2.8 LCC Access – the proposals are acceptable subject to detailed design.

- 6.2.9 LCC Children and Families – there would be no impact upon local school provision.

- 6.2.10 West Yorkshire Police (WYP) – With management plans in place, including a resident team of managers and technicians, which would maintain the development WYP are happy with the proposals.

Response – a condition regarding management plan implementation proposed.

7.0 Policy

7.1 Development Plan

- 7.1.1 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 for this proposal within the City Centre boundary, the Development Plan for Leeds currently comprises the following documents:

- The Leeds Core Strategy 2014 (as amended by the Core Strategy Selective Review 2019)
- Saved UDP Policies (2006), included as Appendix 1 of the Core Strategy
- The Natural Resources & Waste Local Plan (NRWLP, Adopted January 2013) including revised policies Minerals 13 and 14 (Adopted September 2015)
- Site Allocations Plan (as amended 2024)

No Neighbourhood Plans are applicable in this instance.

7.2 **Leeds Core Strategy (CS)**

7.2.1 The Core Strategy sets out the strategic level policies and vision to guide the delivery of development and the overall future of the district. Relevant Core Strategy policies include:

- Spatial Policy 1 prioritises the redevelopment of previously developed land in a way that respects and enhances the local character and identity of places and neighbourhoods.
- Spatial Policy 3 seeks to maintain and enhance the role of the City Centre as an economic driver for the District and City Region by (iv) Comprehensively planning the redevelopment and re-use of vacant and under-used sites and buildings for mixed use development and new areas of public space.
- Spatial Policy 8 supports a competitive local economy through (ii) enterprise and innovation in housing, leisure and tourism; (iii) Job retention and creation, promoting the need for a skilled workforce, educational attainment and reducing barriers to employment opportunities.
- Policy CC1 outlines the planned growth within the City Centre. Part B encourages residential development, providing that it does not prejudice town centre functions and provides a reasonable level of amenity for occupiers.
- Policy CC3 states new development will need to provide and improve walking and cycling routes connecting the City Centre with adjoining neighbourhoods and improve connections within the City Centre.
- Policy H2 indicates new housing will be acceptable in principle on non-allocated sites providing the number of dwellings does not exceed the capacity of transport, educational or health infrastructure.
- Policy H3 states that housing development should meet or exceed 65 dwellings per hectare in the City Centre.
- Policy H4 states that developments should include an appropriate mix of dwelling types and sizes to address needs measured over the long-term taking into account the nature of the development and character of the location.
- Policy H5 identifies affordable housing requirements.
- Policy H8 states developments of more than 49 dwellings should include support for Independent Living.
- Policy H9 refers to minimum space standards in new dwellings.
- Policy H10 identifies accessible housing standards.
- EC3 Safeguards existing employment land. Change of use of sites last used in employment to other economic development uses, including town centre uses, or to non-employment uses will only be permitted where (i) the proposal would not result in the loss of a deliverable employment site; 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.

- Policy P10 requires new development to be based on a thorough contextual analysis to provide good design appropriate to its scale and function, delivering high quality innovative design and that development protects and enhance the district's historic assets in particular, historically and locally important buildings, skylines and views.
- Policy P11 states that the historic environment and its settings will be conserved, particularly those elements which help to give Leeds its distinct identity.
- Policies T1 and T2 identify transport management and accessibility requirements to ensure new development is adequately served by highways and public transport, and with safe and secure access for pedestrians, cyclists and people with impaired mobility.
- Policy G9 states that development will need to demonstrate biodiversity improvements.
- Policies EN1 and EN2 set targets for CO2 reduction and sustainable design and construction, and at least 10% low or zero carbon energy production on-site.
- Policy EN4 states that where technically viable major developments should connect to district heating networks.
- Policy EN5 identifies requirements to manage flood risk.
- Policy EN8 identifies electric vehicle charging infrastructure requirements.
- Policy ID2 outlines the Council's approach to planning obligations and developer contributions.

7.3 Saved Unitary Development Plan Review policies (UDPR)

7.3.1 Relevant Saved Policies include:

- Policy GP5 states that all relevant planning considerations are to be resolved.
- Policy BD3 requires consideration of access provisions for disabled people.
- Policy BD4 relates to provision for all mechanical plant on and servicing of new developments.
- Policy BD5 requires new buildings to consider both amenity for their own occupants and that of their surroundings including usable space, privacy and satisfactory daylight and sunlight.
- Policy BD6 states alterations and extensions should respect the scale, form, detailing and materials of the original building.
- Policy N19 requires new buildings adjacent to conservation areas to preserve or enhance the character or appearance of the relevant areas.
- Policy LD1 sets out criteria for landscape schemes.

7.4 Natural Resources & Waste Local Plan (NRWLP)

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

7.4.2 Relevant policies include:

- Air 1 states that all applications for major development will be required to incorporate low emission measures to ensure that the overall impact of proposals on air quality is mitigated.
- Water 1 requires water efficiency, including incorporation of sustainable drainage
- Water 4 requires the consideration of flood risk issues
- Water 6 requires flood risk assessments.
- Water 7 requires development not to increase surface water run-off and to introduce SUDS where feasible.

- Land 1 requires consideration of land contamination issues.
- Land 2 identifies the need to introduce new tree planting as part of creating high quality living and working environments and enhancing the public realm.

7.5 **Site Allocations Plan (SAP)**

7.5.1 The Site Allocations Plan 2019 (as amended 2024) was adopted by the council on the 17 January 2024.

7.5.2 The site is not identified in the SAP. The SAP reviewed the boundary of the Primary Shopping Quarter and the primary and secondary frontages within it. However, the shopping frontages policies are not directly affected by the proposed development. Dortmund Square immediately to the east of Headrow House building is identified as Green Space.

7.6 **National Planning Policy Framework (NPPF) 2023**

7.6.1 Paragraph 11 states that decisions should apply a presumption in favour of sustainable development. Permission should be granted unless the application of policies in the Framework provides a clear reason for refusing the development; or any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the Framework as a whole.

7.6.2 Chapter 5 identifies guidance for the delivery of a sufficient supply of homes.

7.6.3 Chapter 7 relates to measures to ensure the vitality of town centres to promote their long-term vitality and viability allowing them to grow and diversify, allowing a suitable mix of uses (including housing) and reflecting their distinctive characters.

7.6.4 Chapter 8 promotes healthy and safe communities aiming to achieve healthy, inclusive and safe places. Decisions should promote public safety and take into account wider security requirements (paragraph 101).

7.6.5 Chapter 9 identifies measures to promote sustainable transport. Paragraph 116 states that priority should be given to pedestrian and cycle movements; the needs of people with disabilities and reduced mobility addressed; creation of safe, secure and attractive spaces; allow for the efficient delivery of goods; and be designed to enable use by sustainable vehicles.

7.6.6 Chapter 11 states that decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions (paragraph 128). The importance of securing well-designed and beautiful, attractive and healthy places through planning policies and decisions is emphasised.

7.6.7 Chapter 12 identifies the importance of well-designed places and the need for a consistent and high quality, beautiful and sustainable buildings and places. Paragraph 131 states that the creation of high-quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Paragraph 135 states that planning decisions should ensure that developments:

- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;

- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

7.6.8 Chapter 14 identifies the approach to meeting the climate change challenge. New development should avoid increased vulnerability to the range of impacts arising from climate change and should be planned so as to help reduce greenhouse gas emissions, such as through its location, orientation and design (paragraph 159).

7.6.9 Chapter 16 refers to the historic environment. Paragraph 196 states that local planning authorities should take account of:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 205 states that “When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be).”

7.7 National Planning Practice Guidance

7.7.1 The Planning Practice Guidance (NPPG) provides commentary on the application of policies within the NPPF. The NPPG 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.

7.7.2 Guidance is provided with regard to matters including air quality; biodiversity; climate change; design; effective use of land; fire safety; health and safe communities; historic environment; housing needs of different groups; housing supply and space standards; noise; town centres; travel plans; viability; waste and waste water.

7.8 Supplementary planning guidance

- Accessible Leeds SPD
- Building for Tomorrow Today: Sustainable Design and Construction SPD
- Neighbourhoods for Living SPG
- City Centre Urban Design Strategy SPD

- Transport SPD
- Houses in Multiple Occupation, Purpose-Built Student Accommodation and Co-Living Amenity Standards draft SPD. On 2nd November 2021 Development Plan Panel agreed that the co-living chapter from the draft SPD would be removed and that officers would consider bringing forward policy for co-living as part of Leeds Local Plan 2040, the scoping consultation for which finished on 24th March 2023.

7.9 Other material considerations

- 7.9.1 S66(1) of the Planning (Listed Building and Conservation Areas) Act 1990 provides that in considering whether to grant permission for development which affects a listed building or its setting, the local planning authority 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. As a consequence the desirability of preservation must be given considerable importance and weight in the decision making process. In addition, section 72(1) of the Planning (Listed Building and Conservation Areas) Act 1990 requires special attention to be paid to the desirability of preserving or enhancing the character or appearance of conservation areas.
- 7.9.2 A Co-living Position Paper was published in November 2023. The Paper sets out the key issues in considering the acceptability of co-living schemes in Leeds and references the key Local Plan policies that will be applied to such proposals. Whilst it does not carry weight in the decision-making process due to its unadopted planning status it is a useful guidance document for the assessment of co-living schemes in a consistent manner and with due regard to adopted residential policies.
- 7.9.3 The Leeds Strategic Housing Market Assessment 2023/24 household survey identified that it was mainly older people interested in Co-housing/living. Results from the stakeholder survey suggest that there is a clear suppressed demand for co-living in Leeds. Given the boom in PBSA and high retention rate of graduates to Leeds, recent graduates are increasingly seeking serviced accommodation with shared facilities, akin to student accommodation. Co-living, alongside Build to Rent with a strong amenity offer, in city centre or accessible locations on key transport corridors, would go some way to addressing this need.
- 7.9.4 The Council declared a climate emergency on the 27th March 2019 in response to the UN's report on Climate Change. The Planning Act, 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. 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

8.0 Issues

- Principle of the development
- Co-living housing and residential amenity
- Townscape, design and heritage
- Transport and connectivity
- Landscape, public realm and biodiversity

- Accessibility, equality and inclusion
- Safety and security
- Sustainability and Climate Change
- Planning obligations and CIL

9.0 Appraisal

9.1 Principle of the development

- 9.1.1 The existing retail and commercial units would be retained at ground floor maintaining an active frontage at this level of the building. Above ground floor level, Headrow House comprises office space (Use Class E(c)) which was vacated by Direct Line during 2021. CS Policy EC3 seeks to retain the office use unless certain criteria are satisfied. Change of use of sites last used in employment to other economic development uses, including town centre uses, or to non-employment uses will only be permitted where (i) the proposal would not result in the loss of a deliverable employment site; 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.
- 9.1.2 Recent monitoring information shows the City has an adequate supply of potential office sites relative to the CS Policy SP9 requirement. The Office Market Commentary report submitted with the application confirms this position, together with the significant difficulties in attracting a new office occupier to the premises which has now remained vacant for over 3 years. Consequently, Part A(i) of the policy would be satisfied such that the loss of the office space could not be resisted.
- 9.1.3 The site is located within the designated City Centre. CS Policy CC1(b) encourages residential development in City Centre locations providing that the development does not prejudice the functions of the City Centre and that it provides a reasonable level of amenity for occupiers (see section 9.2 below). The proposed co-living use is a form of long-term residential accommodation. The development would deliver 230 studio apartments which would represent a useful contribution towards the Core Strategy's aim to provide 8,052 (net) new homes within the City Centre over the plan period.
- 9.1.4 Co-living is generally aimed at the 20 – 44 age group which in Leeds accounts for 37% of the city's population, one of the highest groups of working-age renters. Leeds household profile is weighted towards single and two-person households, accounting for 66% of the overall total. Promoters of co-living state that the primary demand for co-living arises from the recent graduate market.
- 9.1.5 Savills research on behalf of the applicant suggests that co-living housing meets a need that is not currently being satisfied in the City in that it allows for flexible lease terms; a more communal form of living; the convenient provision of services and facilities including utilities, WiFi, cleaning, alongside a concierge and security, all at an accessible price. The report advises that there are over 32,000 people in the core target market already living in Leeds including graduates, corporate employees, international workers or people new to the city; downsizers and / or anyone who wants to live in a central, city centre, location. As a result, Leeds City Centre is considered the primary location in the UK for co-living potential and development at the current time given the city's demographics, the strength of the job market and as there are no co-living schemes presently being actively constructed in the city centre.

9.1.6 Consequently, it is considered that the co-living use is acceptable in principle as a form of long-term residential accommodation subject to the considerations set out below.

9.2 Co-living housing and residential amenity

9.2.1 Co-living is an emerging form of residential accommodation within the housing market. There are examples in London and Manchester, and the applicant has recently opened schemes in Bristol and Exeter. Whilst there are differences between different types of co-living, the primary intent is to provide a community-centred, safe and comfortable rental home for residents. As noted in paragraph 2.4 of the Co-Living Technical Guidance Note, whilst there is a spectrum of approaches 'day-to-day living is intended to be across the scheme as a whole rather than completely within the studios...indicating an intention to remove some elements of what would normally be expected to be found within a C3 dwelling house from within the self-contained studio and to provide these as communal facilities'. Consequently, smaller private studios are expected in conjunction with plentiful and varied functional areas, such as kitchens, workspaces, social and amenity spaces.

Space standards and residential amenity

9.2.2 CS policy CC1(b) requires that residential development provides a reasonable level of amenity for its occupiers. CS policy P10 and Saved UDPR policies BD5 and GP5 identify general requirements that development should contribute positively towards quality of life and provide a reasonable level of amenity and useable space. CS policy H9 requires all new dwellings to comply with the identified minimum space standards so as to create a healthy living environment. In this regard, the minimum size of a one bed, one person, self-contained apartment identified in CS policy H9 is 37sqm if the apartment has a shower room. The CS standards reflect the Nationally Described Space Standards which, in identifying the requirements, took into account all the space required for all furniture, fittings, activity and circulation space.

9.2.3 Co-living intentionally takes a different approach to conventional C3 accommodation where households are self-contained, instead promoting integration and sharing of some spaces and facilities with other occupants both through active management and also through limiting the facilities provided within the private spaces. In Headrow House it is intended to establish a sustainable and thriving community centred on the development of smaller social groups and areas where residents are able to familiarise themselves and interact with smaller groups of people, who are part of the wider building's community. The establishment of 'village' clusters on each floor centred on a shared living/kitchen/dining space is a dynamic evolution of the structure operated in Purpose Built Student Accommodation (PBSA) clusters, which can be used in a much more flexible and organic way. Residents are not obliged, but are encouraged, to use the facilities on their respective floors. The careful placement of amenity and shared functions encourages residents to travel to certain parts of the building to enjoy the benefits of these shared spaces, establishing a fluidity and integration of people and communities. Establishing points of critical mass, supported by points for chance encounters and more organic interactions becomes an additional layer within which the social framework would be developed throughout the building.

9.2.4 The minimum size of a studio in the Headrow House development has been determined partly by the existing structure and building bay modules, but primarily through a forensic review of the basic living functions required for sole occupancy within a studio. The main development within the studio design from the pre-application consultation period to the current proposals, related to the inclusion of a

larger living area, as well as enabling opportunities for residents to comfortably work from home in their studios. The proposed studios would incorporate the following key features:

- Kitchenette for cooking
- En-suite WC and shower room
- Social / soft seating for at least 2 people
- Dining area for at least 2 people
- Space for a double bed
- Suitable storage

Studio kitchenette

9.2.5 While co-living places a large significance on the provision of communal amenity spaces and mechanisms around facilitating social environments, the studios need a degree of independence and self-sufficiency to create an environment to which residents are able to retreat and use as needed. The nature of kitchen provision has consequently been carefully developed in response to usability and in relation to overall studio sizes and the allocation of space within the studios to other important living functions. The nature of the studio cooking provision has also been balanced and considered against the shared kitchen provision. This arrangement ensures that a basic level of cooking can be undertaken within the studios whilst anything needing more advanced equipment can be undertaken in the more diversely provisioned shared kitchen areas provided on each floor. A 2-ring hob would be provided as four plates are rarely used in a single-person setting. The kitchenette would also have a small combi cooker, sink and two waste bins. Storage is important to a usable kitchen, and the studio kitchens have been provided with a wide range of storage areas and types, including a fridge-freezer, which would be supported by further storage and fridges in the shared kitchen. 3 low-level cupboards, 3 open shelves, 2 high level cupboards and 4 drawers would also be provided for kitchen storage in each studio kitchenette. Other facilities that may be typically found in a kitchen in a conventional apartment would be provided elsewhere within the development. For example, washing machines would be provided in the proposed central laundry rooms whilst individual hot water cylinders would be replaced by the central heating system for the building.

Studio ensuite shower rooms

9.2.6 The studio ensuite requirements have been developed following extensive consultation with Fresh who manage residential buildings across Watkin Jones' portfolio, as well as feedback from residents within PBSA and Build to Rent developments.

9.2.7 The shower has been a driving factor in the size and proportions of the bathroom. User feedback has suggested that rectangular showers are preferable to square showers such that the proposed showers are sized at 1200 mm x 850mm, 80% larger than the minimum requirement identified in the Housing Standards Handbook produced by the National Housing Federation. The shower rooms would also incorporate a good-sized vanity and mirror unit for personal storage. The ensuite would include a 750mm clear zone in front of the WC which provides sufficient space for changing / dressing within the ensuite area.

Studio living area

- 9.2.8 The social and living space would include a two-person settee and coffee table; a fold-down dining table with two chairs which could also double as a workspace; a large TV; low level storage units, a bookcase and a storage cabinet. The sleeping area would be fitted with a double bed designed with a base beneath to provide storage space for large items such as suitcases. There would be full access around three sides of the bed. The dressing area would contain full height wardrobes.
- 9.2.9 In combining the basic private amenity requirements identified above the smallest, and most common, studio size in the Headrow House development would be 27sqm whilst the largest, with more circulation space and storage, would be 42sqm.

	Area	Number
Type 1	27-28sqm	130
Type 2	28-30sqm	67
Type 3	30-32sqm	14
Type 4 (wheelchair accessible)	>32sqm	19
		230

Illustrative rendered images of a typical studio





Shared amenity areas and facilities (internal)

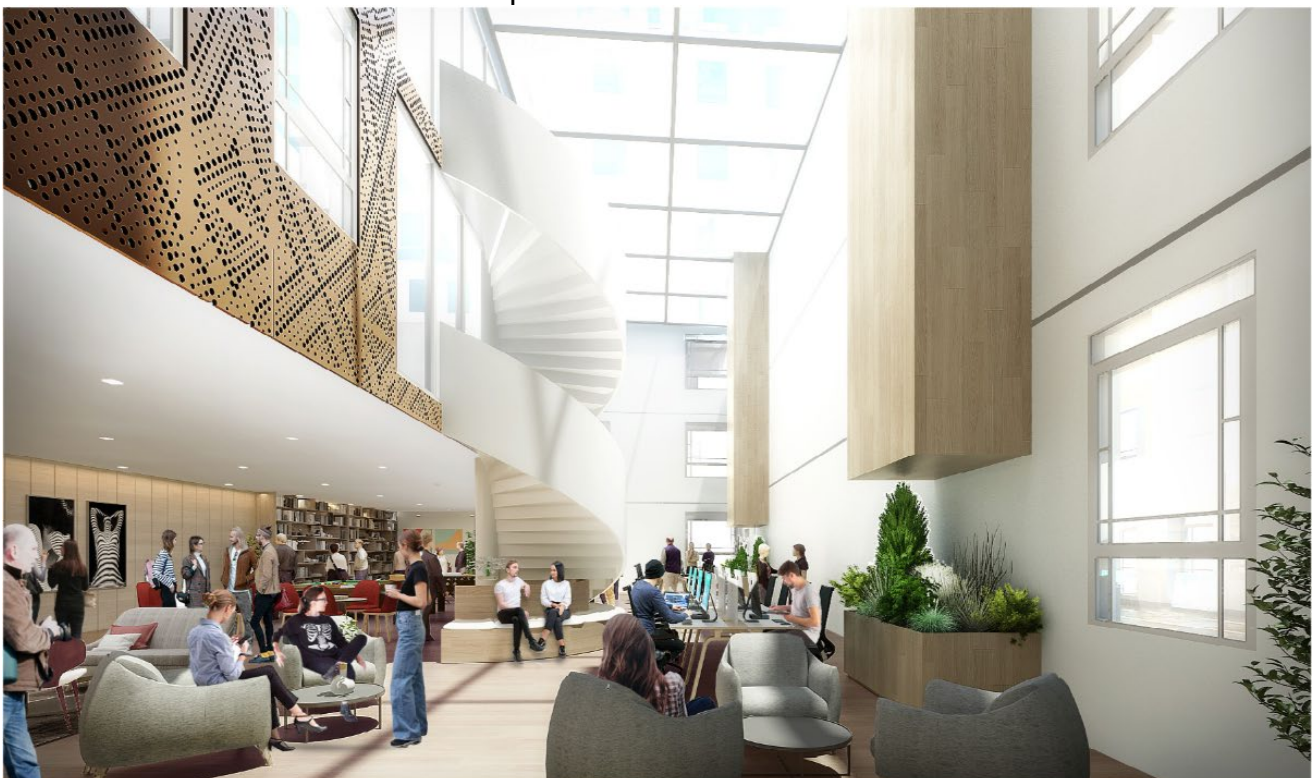
9.2.10 There would be two shared kitchens (each typically 27-28sqm) on each of the residential floors other than the five Level 10 rooftop studios which would share a single kitchen (30sqm). Travel distances between studios and shared kitchens would be limited to a maximum of 27m. Each shared kitchen would have a series of workbenches allowing several residents to cook at any one time. In a typical kitchen there would be 3 sinks; a dishwasher, three 4-ring hobs with an oven below; a full height fridge; a preparation island; wall storage; bins and a dining area. Seating for 10-12 people would enable the majority of a cluster to sit and dine together if desired. The provision of flexible seating would also allow the shared area to be used as social space during times when it is not being used for cooking, whilst locating the seating alongside the windows would provide an alternative space for residents to work during the day, or even socialise generally. The space could also be used as a gathering space for small events.

Indicative view of a typical shared kitchen and dining space



9.2.11 The primary amenity space provided at first floor level (248.5sqm) would comprise a triple height open plan space with lounge and co-working areas. By adjoining lounge and co-working areas, the spaces could be used flexibly throughout the day as resident requirements change. Co-working spaces could be used for work during weekdays with the lounge areas used as break out, and subsequently used for studying, reading or social activities in the evenings. A centrally-located feature stair would provide direct access to amenity levels on upper floors.

Illustrative view of first floor atrium space



- 9.2.12 Smaller amenity hubs on levels 2 and 3 (each 57sqm) would provide a library / snug area and a cinema room. The lounge could be used to relax and socialise, read or study, whilst the cinema room could be used for the screening of films or sporting events, or by an event organiser to host events for residents. A games' room would be provided on level 4 (20sqm) supplemented by smaller gaming areas throughout the development to encourage engagement and activity.
- 9.2.13 Levels 2 and 3 would also provide shared laundry rooms, each 28sqm. The laundry rooms would include 10 washing machines and 10 dryers with 9 double-stacked and 1 of each located on ground level for accessibility. The laundries would include ironing facilities and games provision for residents who would like to wait within the space. Being located alongside other shared amenity areas would enable residents to make use of adjacent amenity space while running laundry cycles and vice-versa.
- 9.2.14 A series of facilities are proposed for residents within the extensive basement of the building. These include a social space (284.3sqm) comprising a lounge, screening area and event space; a private dining facility (67.7sqm) which could be used at other times for co-working and / or meetings; and a residents' gym (115.9sqm) designed to accommodate 10% of the residents at any one time. In addition, the basement would provide 5 disabled person parking spaces; storage facilities for 283 bicycles; and secure, rentable, areas (346.3sqm) for storage of personal items.
- 9.2.15 In total, there would be 1,795sqm of internal shared amenity space for the 230 residents comprising the following:
- 19 shared kitchens (540.5sqm)
 - Amenity areas including lounges, co-working and social spaces (793sqm)
 - Storage (346.3sqm)
 - Gym (115.9sm)

Bicycle storage, bin storage and car parking areas would be provided in addition to the areas identified above.

Shared amenity space (external)

- 9.2.16 The existing roofspaces of the building contain extensive areas of plant. It is intended to relocate the majority of plant to lower basement levels thereby freeing up areas for external amenity spaces.
- 9.2.17 The Headrow House co-living development would provide 2 areas of external amenity space for residents cumulatively comprising 589sqm. The fourth floor area would provide larger spaces for gathering and group activities / classes. It would be divided into two larger spaces rather than a single open area, defined by planted edges with the use of taller shrubs to provide visual separation and enclosure for the feeling of increased privacy, particularly as a number of studios above would overlook the space. The use of taller planting and shrubs to the southern edge would define a more intimate space for smaller groups while providing screening for the studios on the fourth floor that face towards the roof area. A single studio located directly alongside the amenity area would have a private terrace area with planting used to create defensible space and to provide improved privacy.

Illustrative fourth floor external amenity space



- 9.2.18 The level 10 rooftop amenity space positioned along the southern and western edges of the building would provide a sequence of larger and smaller spaces with seating and outdoor dining areas, and areas of cover enabling different activities to take place simultaneously.

Illustrative tenth floor external amenity space



Management

- 9.2.19 The developer has submitted a management plan which sets out how the operator would provide a full management service at Headrow House including tenancy management, property management, health and safety and maintenance. The on-site Residents' Team would comprise a full time general manager, service assistant, engagement assistant and a maintenance technician, and one part-time service assistant to support general running of the property. Security personnel will cover evenings 7 days a week through a call out centre, with on-site staff being present at all other times.
- 9.2.20 The Residents' Team would be responsible for organising and timetabling residents' events such as movie nights, book clubs, quiz nights and cultural celebrations. Community wellbeing would also be promoted by an active on-site gym, with wellbeing and fitness classes, educational classes and clubs. Roof terraces and social spaces managed through a community engagement programme would aid social cohesion. All these facilities and events would be available at no extra charge for residents to

socialise and interact with one another, which is considered to be a critical aspect of the co-living model.

- 9.2.21 The co-living studios would typically be located around the periphery of the building. Each studio would have a minimum of two windows with views out across The Headrow, Albion Street, Wormald Row or Dortmund Square. The narrowest dimension would be 13.4m across Albion Street to Headrow Buildings and The Light which, given the relative scale and juxtaposition of the properties and the established dense urban grain, would allow an acceptable outlook and daylighting from residents' private studios, when supplemented by the amenity spaces spread around the building.
- 9.2.22 Whilst recognising that every co-living scheme will be different, Paragraph 4.9 of the Co-Living position paper encourages private space to be as close as possible to the Nationally Described Space Standards (NDSS), suggesting that consideration will be given to the quantum of communal space based on aggregating out the shortfall of the private studio size against the NDSS.
- 9.2.23 In this case the average size of the private studios would be 28.5sqm. A total of 1680sqm. of internal communal space would be provided to meet what can reasonably be considered to be day to day living needs (excluding the proposed gym space and bike storage). In addition, 589sqm. of communal external garden areas would be provided which, due to their upper floor location and sense of privacy, would also be attractive spaces for meeting day to day living needs for socialising and relaxing or even working from home during fine weather. This would give access to 38.3sqm of aggregated private and communal space for each resident (with the external garden areas included) and 35.8sqm of aggregated space for each resident (excluding the garden areas).
- 9.2.24 Without including the external areas, the bike storage areas or the gym, the aggregated space would be 1.2sqm less, on average, than the NDSS minimum standard of 37sqm for a single person flat. However, it is recognised that not all residents will want to use the communal spaces at the same time. Paragraph 4.9 of the Co-Living position paper states that "key to the consideration of (space standards) is the location, distribution, amenity, and quality of the communal spaces." In this regard, through a combination of the quality of the private space and amenities provided within the studios, the extensive nature, quality and distribution of the shared amenity spaces and facilities provided within the building (so that they are considered readily accessible to the residents) and the professional on-site management and maintenance of the building, it is considered that the co-living community within the proposed development would experience and have access to an acceptable level of amenity to meet day to day living needs. Given this balance it is also considered appropriate to limit the maximum resident occupancy of the building to 230 at any one time by planning condition as more intensive occupation would give rise to the need for larger private spaces and increased demands on the communal spaces.

Relationship to neighbours

- 9.2.25 The internal layout of the building has been designed specifically to create usable communal spaces for residents as well as providing private space. The lower levels of the building are generally set aside for use as communal space but there are some communal elements interspersed with the studios. Where private accommodation uses abut communal areas, higher specification sound insulation may be required between them. Similarly, studios adjacent to, or overlooking the roof terraces may be subject to more noise dependent on the occupancy and use of these spaces. To

prevent night-time disturbance, it is recommended to restrict access to these areas late in the evening as well as controlling the use of external speakers by planning condition. Residents would also be subject to the tenancy agreement which would be enforced by the Residents' Team and management in the event of any anti-social behaviour occurring.

- 9.2.26 To prevent loss of amenity from noise sources beyond Headrow House, the developer has designed a scheme which requires that windows remain closed. Doing this allows the rooms to achieve the internal noise levels that allow occupants to sleep undisturbed. Occupants would have the ability to open windows for purge ventilation, whilst the identified ventilation strategy ensures that the studios would not be adversely affected by overheating.
- 9.2.27 To enable the development and maintenance of cohesive communities within the development and to avoid impacts that could arise from short term accommodation that is more typical of hotel, hostel or "Airbnb" accommodation, a planning condition is proposed to ensure that the minimum tenancy is at least three months.

Other considerations

- 9.2.28 As a form of long-term residential accommodation, as recognised by the Co-Living Position Paper, it is considered that the proposals should be reviewed against the Council's existing policies for new residential accommodation.
- 9.2.29 As the site is not allocated for housing development in the SAP the number of dwellings should not exceed the capacity of transport, educational or health infrastructure as existing or provided as a condition of the development and should also accord with the identified accessibility requirements (CS policy H2). In this respect, as the development would not accommodate families Children's Services has confirmed that there would be no impact upon local school provision.
- 9.2.30 The development would be in the catchment area of 6 GP Practices within a 1-mile radius of the development. Of these, 1 is not accepting new patients (Carlton Gardens Surgery) and another (Leeds Student Medical Practice) specialises in caring for the students of Leeds and their dependants sharing the same address while in Leeds. This means that the spread would be across 4 practices which, whilst busy, are accepting new patients at the current time such that the development would not exceed the capacity of health infrastructure in the area. Transport and accessibility issues are considered in section 9.4 below.

Density

- 9.2.31 CS Policy H3 requires housing developments in the City Centre to meet or exceed 65 dwellings per hectare. The proposals identify 230 residential studios on a site area of 0.18ha thereby significantly exceeding the minimum policy requirement and making efficient use of brownfield land in a highly sustainable City Centre location.

Housing mix

- 9.2.32 CS Policy H4 aims to ensure that new housing delivered in Leeds provides an appropriate mix of dwelling types and sizes to address needs measured over the long-term taking account of preferences and demand in different parts of the city. With this in mind the policy is worded to offer flexibility. Due to the denser character of the City Centre, the policy states that the requirement for houses is not applicable. Targets for the number of bedrooms in flats ranges from 10% for one and four bedroom

apartments, 30% for three bedroom apartments, up to 50% with two bedrooms. The co-living accommodation is designed for single people and all apartments would have a single bedspace. Consequently, providing a mix of dwelling sizes by grouping the studios into small clusters would not readily fit the co-living model proposed at Headrow House where the intent is to provide an integrated community, albeit it is recognised that such an approach has been used elsewhere in the UK.

Affordable housing

9.2.33 CS 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. 230 apartments would generate the need for 16.1, rounded to 17) affordable units based upon this policy. The Co-Living Position Paper states that it 'may be determined that the most appropriate approach for co-living schemes to contribute is a commuted sum in lieu of onsite provision' albeit Members' preference for affordable housing provision on site is recognised. In this case, both the nature of the accommodation and the fact that it would be owned and managed as a single title would exclude the involvement of a registered social landlord. The applicant is not a registered social landlord and has therefore agreed to provide a commuted sum of £2,454,874.81 in lieu of on-site provision of affordable housing. The District Valuer has reviewed this sum against the advice in the co-living position paper for calculating such sums and has confirmed that it is an acceptable, policy compliant, amount.

9.2.34 Subject to the above matters and suggested conditions it is considered that the development would provide acceptable living conditions for future residents and comply with more strategic policies for long term residential accommodation and contribute towards the Core Strategy's aim to provide 8,052 (net) new homes within the City Centre.

9.3 Townscape, design and heritage considerations

9.3.1 As described at paragraph 2.3, Headrow House is located in the setting of several listed buildings and the setting of the City Centre conservation area. Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (the 'Listed Buildings Act 1990') provides:

"In considering whether to grant planning permission 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."

And s.72 provides:

"In the exercise, with respect to any buildings or other land in a conservation area... special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area."

9.3.2 The principal external alteration to the building would comprise replacement of the existing 1990's rear extension with a new structure of similar scale and position but with a contemporary aesthetic. The panels, which are likely to have a light bronze metallic finish, would have a stack bond arrangement with the longer vertical panels patterned to reference the textile heritage of the city. The window openings, panel system and datums would be designed to respond to the principal building, whilst ensuring a clear differentiation between the new façade and original building fabric.

As a result, the existing recessed, north-facing, elevation would have added visual interest, whilst being sympathetic to the original aesthetic.

- 9.3.3 The proposed studios require both mechanical and natural ventilation which cannot be integrated into the existing window system. As a result, all windows above ground floor would be replaced. The central component of the new windows would be subdivided into three vertical panels as a response to the vertical dimension of the void and to enable airflow through the central opening pane to be maximised. The top light would be expressed by a louvre connecting with the mechanical ventilation ductwork in the rooms. The window framing would be a warm dark brown, more sympathetic to the aesthetic of the building than the existing black framed windows which were a modern intervention. The windows in the rear extension would be the same design as the replacement windows.
- 9.3.4 The residents' entrance on Dortmund Square would be improved with the introduction of new automatic sliding doors, improved lighting and signage to provide a clear and lighter access point into the building. The closure of one of the vehicular access points onto Wormald Row allows new doors and windows to be introduced in place of the redundant shutter. New metal railings around the perimeter of the parapet at roof level, and metal balustrading at lower levels of the chamfered corners of the building would be designed to respond positively to the aesthetic of the original building. It is also intended to clean the brick and stonework around the building.
- 9.3.5 As a whole, subject to detail which will be secured by planning conditions, the external works would enhance the appearance of the building albeit, given the relatively limited external interventions such works would have no impact upon the setting of nearby listed buildings or the character or appearance of the neighbouring conservation area. Subject to the above matters and suggested conditions, it is considered that the development would accord with CS policies P10, P11 and saved UDPR policies GP5 and BD5.

9.4 Transport and connectivity

- 9.4.1 The proposed development is located in a sustainable City Centre location close to the many amenities offered. It surpasses the Accessibility Standards identified in the CS. The Council's parking policies in this central location do not require a minimum level of car parking provided there would be no adverse impact on the highway network. No dedicated car parking will be provided for the residents other than 5 parking spaces for Blue Badge holders located within the existing basement. Level access to ground level would be enabled by a new lift. Each of the parking spaces would be supported by electric vehicle charging points.
- 9.4.2 Wormald Row is a short street providing vehicular access to heavy goods vehicles servicing St John's Centre and also to vehicles servicing or parking in the basement of Headrow House. Wormald Row also provides a number of parking spaces for disabled blue badge holders. Regardless of the limited space available it also attracts a proliferation of private hire vehicles picking up and dropping off customers. It is also heavily used by pedestrians as a link between Dortmund Square and Albion Street despite the fact that the street does not benefit from continuous or wide footpaths.
- 9.4.3 Servicing of the co-living studios would take place from a new loading bay to be marked out on the southern side of Wormald Row in place of two parking spaces for disabled people. 6m of the new loading bay could continue to be used as parking for disabled people during afternoon and evening periods. A new parking space for blue badge holders would be provided on the northern side of the street whilst another

would be provided on Rossington Street or Percival Street, replacing a Pay and Display space. As such, there would be net gain in parking provision for disabled people, albeit one of the spaces would be less centrally-located than presently. A contribution of £31,415 per each pay and display space lost is to be secured by the section 106 agreement to mitigate the loss of pay and display revenue. A contribution of £10,000 would also be secured to provide for the Traffic Regulation Order for these works.

- 9.4.4 The removal of one of the vehicle access points on the north-east corner of Headrow House enables the provision of a new 2m wide section of footway extending from Dortmund Square across the redundant access point. However, there are currently limited opportunities to improve the wider Wormald Row pedestrian environment given the existing uses. As a separate project, Highways are presently investigating opportunities to improve the existing arrangements, potentially by narrowing the junction of Wormald Row with Albion Street in order to give greater priority for pedestrians at the road crossing.
- 9.4.5 Within the building, long-stay secure storage facilities for 255 bicycles, alongside a cycle repair hub, would be provided in the basement for residents. Access to these facilities would be via the car park ramp or via the new lift which would connect the basement and entrance lobby. 23 short stay visitor cycle parking space and 5 staff cycle spaces would also be provided to accord with the guidance and technical specifications provided in the Transport SPD.
- 9.4.6 The application is supported by a detailed Travel Plan which brings together the range of information and measures which would promote greener, cleaner travel choices thereby reducing reliance on the car. The Travel Plan will be supported by a Residential Travel Plan Fund of £59,765.50 alongside a Travel Plan Review fee of £4,461. The Travel Plan, Residential Travel Plan Fund and review fee would be secured by the section 106 agreement.
- 9.4.7 The development of this sustainably located site would have an acceptable impact upon highway and pedestrian safety and provide sustainable transport choices whilst providing improved facilities for both cyclists and pedestrians. Consequently, it would accord with CS policies SP11, T2 and CC3.

9.5 Landscape, public realm and biodiversity

- 9.5.1 Headrow House sits on a tight urban plot in the City Centre. The size of the site is such that it would not be subject to formal green space requirements if it were to be redeveloped as typical C3 residential apartments. Notwithstanding, the development would introduce areas of usable roof terrace at fourth floor and roof level totalling 589sqm which would provide the opportunity for external amenity provision for residents. Paved areas at fourth floor would be supplemented by ornamental planting beds, clipped hedges and clusters of shrubs and small trees. At the tenth floor there would be more use of semi-covered walkways and areas of modular seating, interspersed with raised planters, tall pots with shrub planting, hedging and small trees.
- 9.5.2 Alterations to the building allow the provision of integral bat roosting and bird nesting features, which together with the soft landscaping would provide biodiversity improvements for the site as a whole. Consequently, the development would accord with CS policy G9.

9.6 Accessibility, equality and inclusion

- 9.6.1 Alongside the Accessibility SPD, CS policies P10(vi) and T2 require that developments are accessible to all users. The access strategy works with the constraints of the existing building to improve and increase accessibility across the development as required by Approved Document Part M (ADM) and BS8300:2018. The existing ramp from Dortmund Square into the building is to be retained with a new access control point enabling users to open the automatic entrance door before engaging with the ramp. A new sliding door would be provided replacing the existing revolving door to the front of the stepped entrance point with enhanced clearance widths.
- 9.6.2 Within the building CS policy H10 requires that 2% of new homes should be adaptable to wheelchair user standards (M4(3)). This equates to 5 accessible studios which would be provided within the development and supported by the 5 accessible parking spaces in the basement. A new lift would connect the basement levels with the main entrance lobby at ground floor from where there would be direct access to the main lifts to the upper floors of the building. All other studios would be designed to comply with Part M requirements.
- 9.6.3 The shared amenity spaces have been clustered together on the lower levels, with each suite of spaces directly accessible from both lift cores, ensuring spaces will be accessible to all residents at all times. The spaces and layouts will be designed to be inclusive, with layouts allowing ease of movement for users in wheelchairs and the selection of furniture made accordingly. Both the gym and first floor amenity cluster would be provided with a Part M compliant toilet, as well as WC's wide enough to accommodate ambulant disabled people. Additional wheelchair accessible toilets would be provided adjacent to the first floor lounge. An oversized kitchen would be provided on the first floor opposite a wheelchair accessible room which is able to accommodate wheelchair accessible kitchen surfaces and provide space for multiple wheelchair users to dine. It is also possible to provide another wheelchair accessible kitchen counter in the opposite kitchen which is directly accessible from the lift lobby around which the remaining wheelchair accessible studios are clustered.
- 9.6.4 There would be level access to the external amenity spaces on 4th and 10th floors. The access strategy confirms that detailed design of the external spaces would enable British Standard (BS) 8300 to be complied with fully. Detailed landscape design will be secured by way of planning conditions.
- 9.6.5 Section 149 of 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. The proposals are not considered to raise specific implications in these respects and as such a full Equality, Diversity, Cohesion and Integration Impact Assessment (EDCI) is not required.
- 9.6.6 Planning conditions are proposed which will secure the delivery of the accessible rooms and detailed landscape design. Subject to such details the development will be accessible and accord with CS policies T2, P10 and H10.

9.7 Safety and security

- 9.7.1 CS 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.
- 9.7.2 The existing site is located in a central location in the City Centre. Existing retail and commercial units would be retained on the ground floor with servicing activity taking place on Wormald Row. The introduction of a residential use at upper floors with apartment windows overlooking all directions would increase passive surveillance around the site, particularly during evening and weekend periods when historically there was very low occupancy of the building. Improved lighting, including around the pedestrian entrance, would improve visibility and safety around the site.
- 9.7.3 The management plan (paragraph 3.13) will ensure a full management service within the building. The proposals are supported by West Yorkshire Police. Subject to detailed design to be secured by a condition the development would accord with CS policy P10.

9.8 Sustainability and Climate Change

- 9.8.1 The CS environmental policies are designed so that new development contributes to carbon reduction targets and incorporates measures to address climate change concerns following the Council's declaration of a climate emergency in 2019. Policy EN1 is flexible, allowing developers to choose the most appropriate and cost-effective carbon reduction solution for their site. Major developments also need to meet the BREEAM Excellent standard if feasible (EN2). 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)).
- 9.8.2 The site is sustainably located and the development is seeking to achieve a high standard of sustainable design and construction, targeting BREEAM Excellent rating. This would be achieved through the implementation of a wide range of strategies and measures including the following:
- Retention and re-use of the existing building but with improved thermal performance including through the introduction of the new windows
 - Smart construction to avoid landfill waste
 - Connection to the district heat network
 - Greater than 35% reduction in carbon emissions
 - Roof mounted air source heat pumps and a photovoltaic rooftop array of 200sqm
 - Introduction of electric vehicle charging points for 20% of the remaining, retained, commercial parking spaces in the basement
 - Biodiversity enhancement with new wildlife habitats, pollinating plant species and bird boxes
- 9.8.3 As a result, and subject to confirmation of the proposed measures, the development would accord with CS policies EN1, EN2 and EN4 and positively respond to the Climate Change Emergency.

9.9 Other considerations

9.9.1 The developer has provided a summary of the wider economic benefits of the development over and above the provision of 230 studios in the co-living accommodation:

- 87 jobs sustained for the 22 months of construction, peaking at 121 direct construction jobs
- Up to 50 extra jobs created indirectly
- Apprenticeships and workforce training opportunities
- £23m gross value added for the regional economy through construction activity
- Improved graduate retention in the city
- £1.15m per annum spend by new residents on retail, leisure, food and beverages in the City Centre

9.10 Planning Obligations and CIL

9.10.1 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.

9.10.2 The proposed scheme produces the need for the following obligations which it is considered meet the legal tests:

- Affordable housing provision – a commuted sum in lieu of on-site provision £2,454,874.81 so as to accord with CS policy H5;
- Compliance with agreed Travel Plan measures and an indexed travel plan review fee of £4,461 so as to accord with the Transport SPD;
- Indexed residential travel plan fund £59,765.50 so as to accord with the Transport SPD;
- Contribution of £31,415 (indexed) per each pay and display space lost resulting from loss of pay and display so as to accord with CS policy T2;
- £10,000 Traffic Regulation Order so as to accord with CS policy T2;
- Local employment and training initiatives so as to accord with CS policy SP8; and
- Section 106 management fee.

9.10.3 As the Headrow House office space has not been in use for 6 months during the last 36 months the development would now be liable for a Community Infrastructure Levy sum of £119,123.55. Consideration of where any Strategic Fund CIL money is spent rests with the Council's Executive Board and will be decided with reference to the Infrastructure Funding Statement at the time that decision is made.

10.0 Planning balance and conclusion

10.1 Whilst co-living is a relatively new concept for the city it is a form of long-term residential accommodation which would provide additional diversity and choice for 230 people to live in the heart of the City Centre. Through a combination of facilities located throughout the building an acceptable standard of amenity would be delivered for residents.

- 10.2 Whilst office space would be lost there is a potential oversupply of office floorspace in the City Centre relative to the CS requirement. Further, the applicant confirmed in their Office Market Commentary submitted with the planning application that the building's location and market attractiveness (relative to other supply) make it non-viable as an ongoing office premises.
- 10.3 The proposals would repurpose and regenerate a prominently located landmark building in the City Centre which has been vacant for over 3 years. The development would also comply with the requirements of the Co-Living position paper on meeting affordable housing need.
- 10.4 The development would have an acceptable impact upon highway and pedestrian safety and provide sustainable transport choices.
- 10.5 The reuse of the building would reduce carbon impact whilst the proposed development would provide a raft of measures, including connecting to the district heating network, to ensure compliance with relevant local and national sustainability policy and, in so doing, would positively respond to the Climate Change Emergency.
- 10.6 As a result, the development would accord with the Development Plan as a whole and, accordingly, it is recommended that the scheme should be deferred and delegated to the Chief Planning Officer for approval subject to the conditions specified in Appendix 2 (including any amendment to the same or addition of further conditions as the Chief Planning Officer deems appropriate) and the completion of a Section 106 agreement.

Appendix 1 – Minutes of City Plans Panel 14th July 2022

The report of the Chief Planning Officer informed Members of a pre-application presentation for the proposed change of use and alterations to Headrow House to form 232 co-living apartments; 42 The Headrow, Leeds, LS1 8HZ.

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

It was reported that this was the first time a co-living proposal had been presented to Panel and that there was no specific policy in the Core Strategy for co-living. The proposals were for a long term residential development with day to day living facilities. Members were asked to consider whether it was acceptable to have smaller sized residential elements with larger communal spaces. Co-living was a new concept to Leeds but could be found in other cities.

The applicant's representatives addressed the Panel. The following was highlighted:

- The building was recently used as office space and was now empty.
- It was felt a housing offer would be best suited for the building and the building layout lent itself to the proposed studio design and would work well for co-living.
- There would be improvements to the exterior and interior of the building.
- The development would encourage working people to live in the city centre.
- The proposals were sustainable in use and design and made use of carbon reduction technology.
- The proposal would give an appealing living environment and co-living was growing in popularity.
- There were three key elements:
 - o Community – the co-living model promoted social interaction and there would be a range of communal social spaces.
 - o Flexibility – there would be straight forward tenancy agreements with a minimum of 3 months tenure.
 - o Inclusivity – there would be single monthly payments that covered all costs.
- It would be targeted at graduates, young professionals and those moving to the city for work. There was clear demand for this kind of development.
- The proposals would support graduate retention and promote city centre living and support the city centre economy.
- The entrance to the building would be improved with new lighting and would provide an active frontage to Dortmund Square.
- Design of the studios with kitchen and bathroom spaces. There would be communal kitchens that were better equipped.

- Communal spaces and facilities including laundry areas and workspaces.
- Health and Wellbeing of residents was fundamental.
- The biodiversity net gains would exceed national targets.
- The proposals would bring key social, environmental and economic benefits.
- Members were shown a walk through video presentation of the proposals.

In response to Members questions and comments, the following was discussed:

- With regards to anti-social behaviour, the Panel was informed that would always be a management team on site with four members of staff and a concierge. A three strikes and your out policy would be in place.
- The loss of space in the studio apartments was mitigated by the available communal spaces.
- Concern regarding the amount of natural light for the studios.
- Each floor of the development would have two communal kitchen spaces and other communal areas.
- There were other co-living arrangements in Leeds based on a co-operative model. There were concerns as to how this would be managed on such a level particularly where there was conflict. This would be covered by the management operations and support would be available to individuals.
- The proposals had been devised following commissioned work into housing demand.
- The proposals were felt to be a positive re-use of the building but there were concerns regarding the size of the studios.
- The size of the accommodation was too small for the more mature market and further work was needed on how to reconfigure the proposals.
- Detailed management plans would be required.
- There was a market for this kind of accommodation.
- It would be useful to have policy relating to this kind of accommodation.
- A C3 development would be preferable with communal workspaces and lounges.
- It was suggested that the Panel visit an existing co-living development.
- Whether the original main entrance to the building could be used.
- The Lord Mayor had suggested the use of the name Siegen in regard to Leeds twinning with the town.

- In response to questions outlined in the report felt more information was needed before they could support the principle of co-living and the residential amenity offered by the development. With regard to the approach to affordable housing provision it was agreed that that a financial contribution would be the most appropriate solution.

Appendix 2 – 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 No works shall commence until the Local Planning Authority has been provided with either:

- a) A 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) 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.

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

4 No works shall take place between 1st March and 31st August inclusive, unless a competent ecologist has undertaken a careful, detailed check of the built structure for active birds' nests immediately before (within 24 hours) the works commence and provided written confirmation that no birds will be harmed and/or that there are appropriate measures in place to protect nesting bird interest on site. Any such written confirmation should be submitted to the Local Planning Authority within 3 days of such works commencing.

To protect nesting birds in built structures in accordance with the Wildlife & Countryside Act 1981 (as amended) and BS 42020:2013.

5 The Local Planning Authority shall be notified in writing immediately where unexpected significant contamination is encountered during any development works and operations in the affected part of the site shall cease. The affected part of the site shall be agreed with the Local Planning Authority in writing.

Where remediation of unexpected significant contamination is considered by the Local Planning Authority to be necessary, a Remediation Strategy shall be submitted to and approved in writing by the Local Planning Authority prior to the recommencement of development on the affected part of the site. The Remediation Strategy shall include a programme for all remediation works and for the provision of verification information.

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 development shall not be brought into use until such time as all necessary remediation verification information has been approved in writing by the Local Planning Authority.

In the event that no unexpected significant contamination is encountered, written confirmation shall be submitted to the Local Planning Authority prior to occupation of the site.

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

To enable the Local Planning Authority to ensure that unexpected contamination at the site will be addressed appropriately and that the development will be 'suitable for use' with respect to land contamination.

6 Any soil or soil forming materials brought to site for use in soft landscaping shall be tested for contamination and suitability for use. A methodology for testing these soils shall be submitted to, and approved in writing by, the Local Planning Authority prior to these materials being imported onto site. The methodology shall include information on the source of the materials, sampling frequency, testing schedules and criteria against which the analytical results will be assessed (as determined by risk assessment). Testing shall then be carried out in accordance with the approved methodology. Relevant evidence and verification information (for example, laboratory certificates) shall be submitted to, and approved in writing by, the Local Planning Authority prior to these materials being imported onto the site.

To ensure that contaminated soils are not imported to the site and that the development shall be suitable for use.

7 No works shall begin 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, the 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) the methods to be employed to prevent mud, grit and dirt being carried onto the public highway from the development;
- (c) measures to control the emissions of dust and dirt during construction; and
- (d) how this Statement of Construction Practice will be made publicly available by the developer.

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

In the interests of amenity and highway safety.

8 Unless otherwise agreed in advance in exceptional circumstances the hours of construction including deliveries and waste collection for each phase shall be restricted to 07:30 to 18:00 hours Monday to Friday, 07:30 to 13:00 hours Saturdays, with no construction activities on Sundays and Bank Holidays.

In the interests of amenity.

9 No development shall commence until a survey of the condition of Wormald Row, Albion Street, Dortmund Square and The Headrow has been submitted to and approved in writing by the Local Planning Authority. Following completion of the development a survey of the highway shall be submitted identifying their condition, 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 prior to first occupation of the development or within an alternative timescale as may be agreed in advance in writing 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 24 hours from the applicant being notified by the Local Planning Authority.

To ensure the free and safe use of the highway.

10 Notwithstanding the submitted information no building works to the following areas and features shall commence until typical detailed 1:20 scale (or other appropriate scale) working drawings have been submitted to and approved in writing by the Local Planning Authority:

- (a) ground level entrances and external doors, steps and ramp;
- (b) infilling of existing vehicular access point to be closed;
- (c) replacement glazing details including reveal depths, framing and ventilation panels;
- (d) new rainscreen cladding;
- (e) metal louvres; and
- (f) balustrading and rooftop equipment including railings.

The works shall be constructed in accordance with the approved details.

In the interest of visual amenity and in providing a high quality design.

11 Samples of the rainscreen cladding proposed for the northern side of the building shall be submitted to and approved in writing by the Local Planning Authority prior to its installation. The samples shall include the erection of a full-size mock-up panel on site or in an agreed location nearby. The external surfaces of the building shall be constructed in accordance with the details thereby agreed.

In the interests of visual amenity.

12 No installation of externally mounted plant or equipment shall take place until details of the installation and/or erection of any air conditioning or extract ventilation system, flue pipes, window cleaning equipment or other excrescences proposed to be located on the roof or sides of the building, including details of their siting, design, attenuation, and external appearance have been submitted to and approved in writing by the Local Planning Authority. Works shall be carried out in accordance with the approved details and retained as such thereafter.

In the interests of visual amenity.

13 The off-site highway works illustrated on drawing J000356-SK101E – Loading bay Option comprising provision of a circa 16m loading bay on the southern side of Wormald Row: relocation of one blue badge bay to the northern side of Wormald Row; relocation of existing tactile paving to the north of Wormald Row; provision of a 2m footway across the existing roller shutter accesses located near Dortmund Square and traffic regulation orders to allow loading at all times within the first 10m of the loading bay and, loading in the mornings and Blue Badge parking in the evenings for the remainder 6m of the loading bay shall be completed prior to first occupation of the development unless otherwise agreed in writing by the Local Planning Authority.

In the interests of visual amenity, connectivity and to ensure the free and safe use of the highway.

14 The Blue Badge parking spaces shown on the approved plan 21032-SWAP-XX-B2-DR-A-GA-1998 shall be laid out prior to first occupation of the development and thereafter retained for the life of the development. The spaces shall only be used by Blue Badge holders.

In the interests of accessibility.

15 Full details of cycle parking and facilities shall be submitted to and approved in writing by the Local Planning Authority. The 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 sustainable travel.

16 Full details of electric vehicle charging points shall be submitted to and approved in writing by the Local Planning Authority. The development shall not be occupied until the approved electric vehicle charging points have been provided. The approved facilities shall thereafter be retained for the lifetime of the development.

In the interests of sustainable travel.

17 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.

18 Prior to completion of the reconstructed rear facade details shall be submitted to and approved in writing by the Local Planning Authority of integral bat roosting and bird nesting features (for species such as House Sparrow and Swift) within the building. The agreed details 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 development and retained thereafter.

To maintain and enhance biodiversity.

19 Prior to the occupation of the development full details of the on and off-site hard and soft landscape works shall be submitted to and approved in writing by the Local Planning Authority. These details shall include:

- (a) proposed finished levels including details of any changes to the line or level of the existing adopted footway around the site;
- (b) external hard surfacing areas including alterations to Wormald Row;
- (c) if to be replaced, details of the platform lift at the pedestrian entrance to the building from Dortmund Square;

Soft landscape works shall include:

- (d) planting plans;
- (e) written specifications (including cultivation and other operations associated with plant and grass establishment);
- (f) planter details;
- (g) schedules of plants noting species, planting sizes and proposed numbers/densities; and
- (h) implementation programme.

To ensure the provision of amenity afforded by appropriate landscape design.

20 All hard and soft landscaping works shall be carried out in accordance with the approved details, approved implementation programme and British Standard BS 4428:1989 Code of Practice for General Landscape Operations and BS 8300:2009 +A1:2010 Design of buildings and their approaches to meet the needs of disabled people. The developer shall complete the approved landscaping works and confirm this in writing to the Local Planning Authority prior to the date agreed in the implementation programme.

To ensure the provision and establishment of acceptable and accessible landscaping.

21 The development shall not be occupied until a plan, schedule and specification for landscape management during the establishment period has been submitted to, and approved in writing by, the Local Planning Authority. This shall include reference to planting and hard landscaped areas, including paving, seating and other features. The schedule shall identify the frequency of operations for each type of landscape asset and reflect the enhanced maintenance requirement of planted areas.

To ensure successful establishment and aftercare of the completed landscape scheme.

22 If, within a period of five years from the planting of any trees or plants, those trees or plants or any trees or plants planted in replacement for them is removed, uprooted, destroyed or dies or becomes, in the opinion of the Local Planning Authority, seriously damaged or defective another tree or plant of the same species and size as that originally planted shall be planted at the same place in the first available planting season, unless the Local Planning Authority gives its written consent to a variation. If such replacements die within twelve months from planting these too shall be replaced, until such time as the Local Planning Authority agrees in writing that the survival rates are satisfactory.

To ensure the maintenance of a healthy landscape scheme.

23(a) Details of a sound insulation scheme which is designed to prevent both airborne and structural noise transfer between co-living studios which share party walls, ceilings or floors with rooms with communal uses (for example, laundries, kitchen/diners and games rooms) shall be submitted to the Local Planning Authority for approval in writing prior to the commencement of the development. The scheme must achieve internal residential noise ratings of no higher than NR20 in bedrooms between 23.00 and 07.00 and NR25 in all habitable rooms between 07.00 and 23.00 when communal rooms are in use. Details of equipment which is likely to result in structure borne noise transfer (for example, washing machines) shall be provided along with control measures (such as anti-vibration mounts) to prevent such transfer. Other preventative measures to prevent noise breakout from communal rooms should also be detailed (for example limiting night-time use of laundry facilities). Time control measures shall be retained and incorporated into a site noise management plan. The approved works shall be completed prior to first occupation and shall thereafter be retained for the lifetime of the development.

(b) Within three months of occupation a post completion sound test to confirm compliance with specified criterion shall be submitted for approval. In the event that the sound levels exceed the specified limits, the applicant shall take corrective action and retest. Once compliance can be demonstrated the results shall be resubmitted for approval.

In the interests of residential amenity.

24(a) No amplified music shall be played on the external rooftop amenity spaces on 4th and 10th floors.

(b) The external rooftop amenity spaces on 4th and 10th floors shall not be used between the hours of 2300-0700 on a daily basis.

In the interests of residential amenity.

25 The development shall be implemented in accordance with the glazing ventilation strategy details set out within Appendix A of The Headrow Energy & Sustainability Report 2022.11.02 REV2C or in accordance with alternative details approved in writing by the Local Planning Authority. The strategy should ensure that internal noise criteria of no more than 30dB L_{Aeq,8-hr} between 23.00 – 07.00 hours is achieved for bedrooms at night whilst in operation. The glazing and ventilation system shall be retained and maintained as such for the lifetime of the development

In the interests of residential amenity.

26 All studios in the elevation facing St John's Centre multi-storey car park shall be fitted with black-out blinds. Such blinds shall be retained and maintained as such for the lifetime of the development.

In the interests of residential amenity.

27 No external lighting shall be installed unless a scheme has previously been approved in writing by the Local Planning Authority. No lighting fitment shall be installed on the site in such a way that the source of light is a hazard to users of adjoining or nearby highways. The scheme shall be installed and retained thereafter in accordance with the approved details.

In the interests of amenity and highway safety.

28 The hours for deliveries and waste collection shall be restricted to 07:30 to 18:00 hours Monday to Friday, 07:30 to 13:00 hours Saturdays, with no deliveries/collection activities on Sundays and Bank Holidays.

In the interests of amenity.

29 The development shall not be occupied until the bin stores have been provided. For the avoidance of doubt refuse bins shall not be stored outside the building at any time except at collection times.

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

30(i) The development shall be implemented following the principles and measures set out within the Atelier Ten Energy & Sustainability Report and BREEAM Pre-assessment unless alternative details are otherwise approved in writing by the Local Planning Authority.

(ii) Within 6 months of the first occupation of the development a post-construction review statement and as-built report shall be submitted and approved in writing by the Local Planning Authority demonstrating compliance with Core Strategy policies EN1 and EN2.

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.

31 The development shall not be occupied until it has been connected to the District Heat Network (DHN) unless it is agreed with the Local Planning Authority in advance that connection to the DHN is not viable or appropriate. In order to demonstrate that the use of the DHN is not viable or appropriate a Feasibility Study shall be submitted prior to the commencement of development reviewing the viability and appropriateness of the connection, considering:

- The capability of the district heating network to supply sufficient heating and power to the development.
- The availability at the site boundary of the district heating network.
- The proposed costs, terms and conditions of the connection and supply agreement being offered by the energy service company operating the district heating network and whether these are fair and reasonable.
- The costs of the heating and power to be charged to occupiers of the development and whether these are fair and reasonable, and do not exceed, rates that are charged in the market.
- The CO2 emissions released by the district heating network and that these are equivalent to, or lower than, those released by alternative on-site systems.

If the Feasibility Study concludes that connection to the DHN is no longer viable or appropriate, details of an alternative on-site energy system to serve the development shall be submitted to and approved by the Local Planning Authority in writing and such approved scheme shall be implemented prior to occupation of the development.

In the interests of sustainability.

32 Prior to the first occupation of the development a Security Plan setting out measures to control access to the building shall be submitted to and approved in writing by the Local Planning Authority. The measures thereby approved shall be implemented prior to first use of the development and thereafter retained and maintained.

In the interests of security and public safety.

33 Prior to the first occupation of the development details of the 5 accessible studios, basement lift, wheelchair accessible toilets, wheelchair accessible kitchens and furniture within the shared amenity spaces shall be submitted to and approved in writing by the Local Planning Authority. The approved measures shall be provided prior to the occupation of the development and shall be retained and maintained for the lifetime of the development.

In the interests of people with disabilities and access for all.

34 Notwithstanding the submitted Fresh Management Plan - 42 The Headrow November 2022, prior to the occupation of the development a revised management plan shall be submitted to and approved in writing by the Local Planning Authority which shall include further detail regarding measures, policies and arrangements to deal with tenancy noise, smoking, guests, secure kitchen storage, cleaning and maintenance, tenancy safety and anti-social behaviour. The development shall be operated in accordance with the details thereby approved which shall be implemented from first occupation of the development and thereafter for the lifetime of the development unless an alternative management plan is first submitted to and approved in writing by the Local Planning Authority.

In the interests of residential amenity.

35 Prior to the first occupation of the development the communal rooms, spaces and facilities identified on drawings 21032-SWAP-XX-B3-DR-A-GA-1997, 21032-SWAP-XX-B2-DR-A-GA-1998, 21032-SWAP-XX-B1-DR-A-GA-1999, 21032-SWAP-XX-01-DR-A-GA-2001, 21032-SWAP-XX-02-DR-A-GA-2002, 21032-SWAP-XX-03-DR-A-GA-2003, 21032-SWAP-XX-04-DR-A-GA-2004, 21032-SWAP-XX-05-DR-A-GA-2005, 21032-SWAP-XX-06-DR-A-GA-2006, 21032-SWAP-XX-07-DR-A-GA-2007, 21032-SWAP-XX-08-DR-A-GA-2008, 21032-SWAP-XX-09-DR-A-GA-2009 and 21032-SWAP-XX-10-DR-A-GA-2010 shall be provided for free use by all residents of the development and by no other persons other than persons visiting a resident. The basement storage identified on drawings 21032-SWAP-XX-B3-DR-A-GA-1997, 21032-SWAP-XX-B2-DR-A-GA-1998, 21032-SWAP-XX-B1-DR-A-GA-1999 to be provided prior to the first occupation of the development will be useable for a charge, surplus to the occupiers rent. The facilities shall thereafter be retained and maintained for the lifetime of the development.

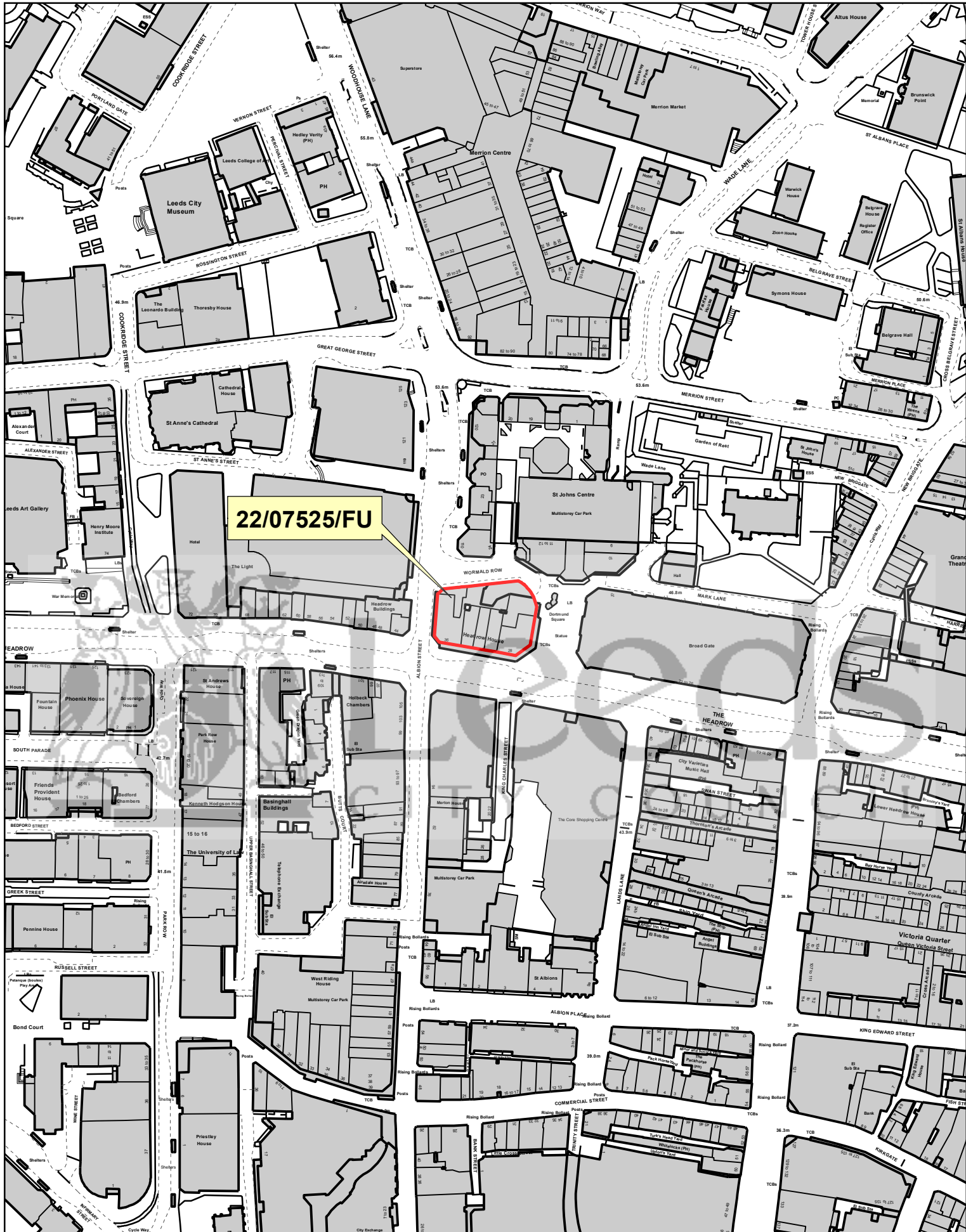
In the interests of residential amenity.

36 The co-living studios shall not be let for periods of less than 90 days.

In the interests of residential amenity and community cohesion.

37 The co-living development hereby approved shall not be occupied by more than 230 residents at any one time.

In the interests of residential amenity.



CITY PLANS PANEL

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PRODUCED BY CITY DEVELOPMENT, GIS MAPPING & DATA TEAM, LEEDS CITY COUNCIL

SCALE : 1/2500



PROJECT : 21032 - 42 The Headrow

CLIENT Watkin Jones
TITLE Site Location Plan
DRAWING NO 21032-SWAP-XX-XX-DR-A-GA-0000
SCALE 1:1250 (@ A3)

REVISION P01
STATUS ISSUE FOR PLANNING
DATE 14/10/2022
DRAWN BY LG
CHECKED BY JP

DESIGN/SKETCH DESIGN
 Unless noted otherwise, the design shown are subject to detailed site survey, investigations, and final approval, the CD44 Regulations, and the comments and / or approval of the various relevant Local Authority Officers, Statutory Undertakers, the Officers, Engineers and Builders.

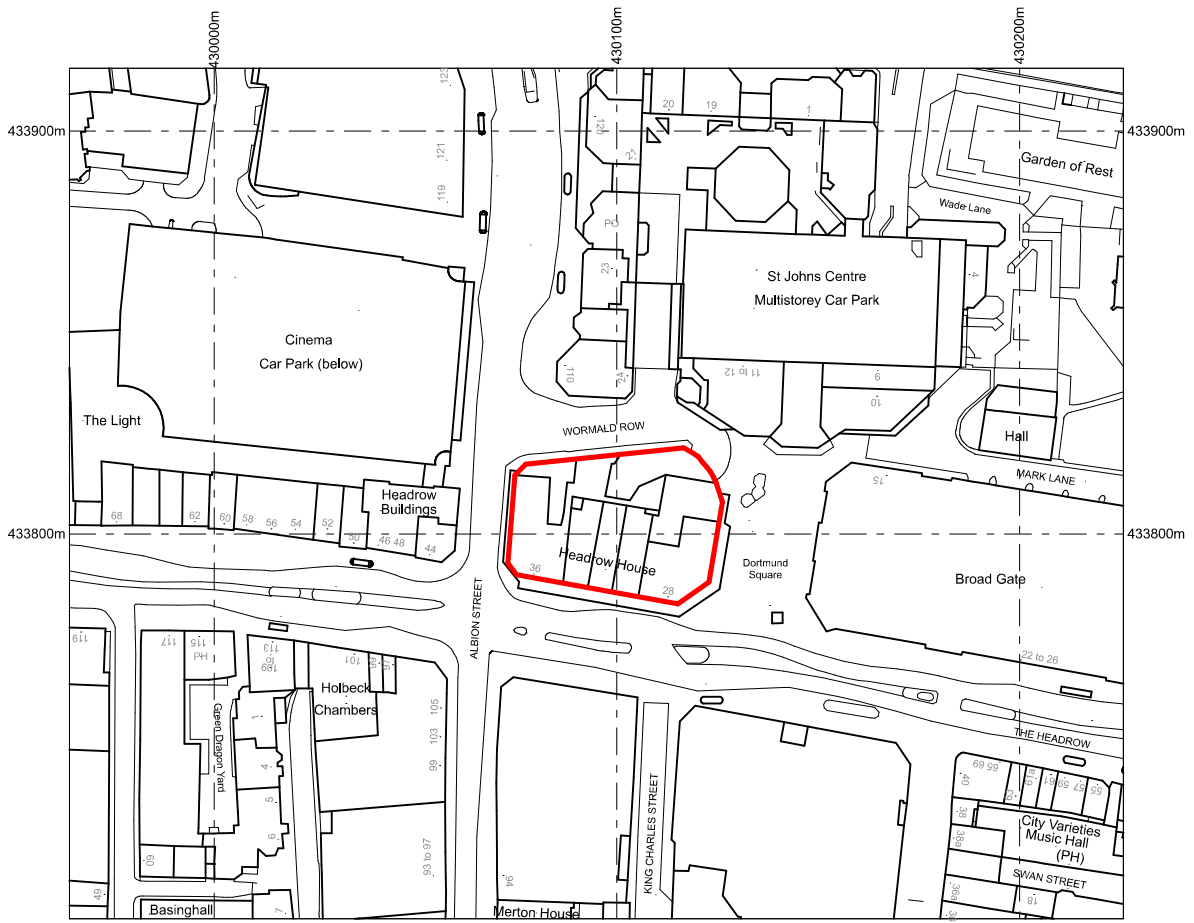
PHOTOCOPIED / SCANNED INFORMATION
 This drawing is based on photocopied / scanned information likely to deviate in scale.

AREA CALCULATIONS
 The areas shown are approximate only and have been measured off preliminary drawings as the full areas or the current state of design using the stated option from the Code of Measuring Practice (4th edition) 2013 / 2014. These may be affected by later design development and construction decisions, as the result of services for existing buildings. Take account of these notes before forming any financial or property development purpose or strategy and seek confirmation of these areas before decision making.

3RD PARTY INFORMATION
 This drawing includes information provided by independent services and / or consultants, to whom all queries should be made. SWAP Architects can accept no liability for its content or accuracy.

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