



SOUTH AND WEST PLANS PANEL

**Meeting to be held in Civic Hall, Leeds on
Thursday, 24th November, 2022
at 1.30 pm**

MEMBERSHIP

Councillors

B Anderson
C Campbell
S Hamilton
D Ragan
R Finnigan
T Smith
E Taylor (Chair)
J Bowden
J Garvani
J Heselwood
N Walshaw

Please do not attend the meeting in person if you have symptoms of Covid-19 and please follow current public health advice to avoid passing the virus onto other people.

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

<https://democracy.leeds.gov.uk/ieListDocuments.aspx?CId=950&MId=11964&Ver=4>

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**Agenda compiled by:
Tasha Prosser
Natasha.Prosser@leeds.gov.uk
Governance Services
Civic Hall**

AGENDA

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

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

Item No	Ward	Item Not Open		Page No
6			<p>MINUTES - 27 OCTOBER 2022</p> <p>To receive and consider the attached minutes of the meeting held Thursday, 22nd October 2022.</p>	9 - 12
7			<p>21/05270/FU - HEADINGLEY COMMUNITY CENTRE, NORTH LANE, HEADINGLEY, LS6 3HW</p> <p>To receive and consider the attached report of the Chief Planning Officer regarding a change of use application for the former community centre into a 5-bed aparthotel (Use Class C1), including an extension over the existing boiler room, fenestration changes, insertion of skylights, reconfiguration and subdivision of the service yard area, bin store and bike storage at Headingley Community Centre, North Lane, Headingley, LS6 3HW.</p>	13 - 34
8			<p>22/02200/FU - STABLE BLOCK, MALL LANE, OFF CARLTON LANE, GUISELEY, LEEDS, LS20 9PE</p> <p>To receive and consider the attached report of the Chief Planning Officer regarding an application to demolish stable block and office and erect one dwelling house including alterations to form vehicle access at Stable Block, Mall Lane, Off Carlton Lane, Guiseley, Leeds, LS20 9PE.</p>	35 - 46
9			<p>21/08345/FU AND 21/08346/LI - FORMER BURLEY LIBRARY, 230 CARDIGAN ROAD, HEADINGLEY, LEEDS, LS6 1QL</p> <p>To receive and consider the attached report of the Chief Planning Officer regarding a position statement change of use application of former library and the erection of a six storey extension to create a co-living scheme (sui generis) with associated communal facilities, a work hub to ground floor and basement parking, Former Burley Library, 230 Cardigan Road, Headingley, Leeds, LS6 1QL.</p>	47 - 64

Item No	Ward	Item Not Open		Page No
10			<p data-bbox="675 181 1233 215">DATE AND TIME OF NEXT MEETING</p> <p data-bbox="675 255 1406 360">The date and time of the next meeting is scheduled to take place Thursday, 22nd December 2022 at 1:30 p.m.</p> <p data-bbox="675 472 1015 506"><u>Third Party Recording</u></p> <p data-bbox="675 546 1382 757">Recording of this meeting is allowed to enable those not present to see or hear the proceedings either as they take place (or later) and to enable the reporting of those proceedings. A copy of the recording protocol is available from the contacts named on the front of this agenda.</p> <p data-bbox="675 797 1310 869">Use of Recordings by Third Parties– code of practice</p> <ul style="list-style-type: none"> <li data-bbox="724 913 1382 1137">a) Any published recording should be accompanied by a statement of when and where the recording was made, the context of the discussion that took place, and a clear identification of the main speakers and their role or title. <li data-bbox="724 1149 1394 1451">b) Those making recordings must not edit the recording in a way that could lead to misinterpretation or misrepresentation of the proceedings or comments made by attendees. In particular there should be no internal editing of published extracts; recordings may start at any point and end at any point but the material between those points must be complete. 	

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To all Members of South and West
Plans Panel

Planning Services
The Leonardo Building
2 Rossington Street
Leeds
LS2 8HD


Contact: Steve Butler
Tel: 0113 224 3421
steve.butler@leeds.gov.uk

Our reference: SW Site Visits
Date: 10/11/2022

Dear Councillor

SITE VISIT – SOUTH AND WEST PLANS PANEL – THURSDAY 24th November 2022

Prior to the meeting of the South and West Plans Panel on Thursday the 24th of November following site visit will take place:

Time		
Depart Civic Hall 10.15		
Arrive – 10.55 Depart – 11.15	22/02200/FU Demolish stable block and office and erect one dwelling house including alterations to form new vehicle access. Stable Block Mall Lane, Off Carlton Lane, Guiseley	
Arrive - 11.25 Depart – 11.45	21/08345/FU Change of use of former library and the erection of a six-storey extension to create a co-living scheme (sui generis) with associated communal facilities, a work hub to ground floor and basement parking Former Burley Library, 230 Cardigan Road, Headingley	

www.leeds.gov.uk general enquiries 0113 222 4444

12.00	Return Civic Hall	

Please notify Steve Butler (Tel: 3787950) if this should cause you any difficulties as soon as possible. Otherwise please meet in the Ante Chamber at 09.55 am. As the site visits may involve walking in a farm yard which may be unsurfaced in part, please wear footwear appropriate to the prevailing weather conditions.

Yours sincerely

Steve Butler
Group Manager
South and West

www.leeds.gov.uk

general enquiries 0113 222 4444



SOUTH AND WEST PLANS PANEL

THURSDAY, 27TH OCTOBER, 2022

PRESENT: Councillor E Taylor in the Chair

Councillors B Anderson, C Campbell,
S Hamilton, D Ragan, T Smith, J Bowden,
J Garvani and N Walshaw

SITE VISITS

Councillors B Anderson, C Campbell, S Hamilton, T Smith, and E Taylor attended the site visit earlier in the day.

49 Appeals Against Refusal of Inspection of Documents

There were no appeals against the refusal of inspection of documents.

50 Exempt Information - Possible Exclusion of the Press and Public

There were no exempt items.

51 Late Items

There were no formal late items.

52 Declarations of Interests

Members did not declare any interests at the meeting.

53 Apologies for Absence

Apologies were received from Councillors J Heselwood and R Finnigan.

54 Minutes - 29 September 22

RESOLVED – That the minutes of the meeting held Thursday, 29th September 2020 be approved as an accurate record.

55 22/04149/FU - Guiseley School, Fieldhead Road, Guiseley

The report of the Chief Planning Officer presented an application for a proposed 2.4m high perimeter fencing to existing school playing fields and five gates for access and maintenance, Guiseley School, Fieldhead Road, Guiseley.

Reference was made to a further late representation submitted on behalf of Councillors Alderson and Wadsworth expressing their views that the proposed site is an open area of land utilised by the community for activities such as

Draft minutes to be approved at the meeting
to be held on Thursday, 24th November, 2022

walking and jogging. They raised concerns regarding advertisement methods and given that there are two applications on this site relating to proposed development on Guiseley School playing fields, many of the concerns expressed towards this application are linked to amenity, car parking, light pollution and noise nuisance are also relevant. A request was made that the application be deferred until the application for the 3G pitch is ready for determination. However, should the application before Panel members go ahead, it was requested that a condition be implemented that the gates remain open on evenings and weekends for public use.

It was confirmed that there is a pending application for use of a 3G pitch with floodlighting, however, this is a separate application to be determined on its own planning merits.

Photographs and slides were shown throughout the presentation, and the officer in attendance provided Panel members with the following information:

- The applicant has cited safeguarding as well as health and safety reasons as their justification to enclose these playing pitches. There has also been an increase in SEND pupils attending the school.
- The application site is located north-west of the main school campus. To the north, the site is adjacent to Green Meadows Academy and to the east, the site adjoins the rear of the residential properties fronting Aldersyde Road. A designated footpath separates the wider school site which runs along its south-eastern boundary with Fieldhead Drive to the south-west and Bradford Road to the west with housing beyond.
- The boundary treatment proposed is a green weld mesh solution which is common for schools and its height and design is typical of the DfE's standard requirement for such works.
- The footpath from Fieldhead is unaffected by the proposals.
- In relation to the western boundary, which runs parallel with Bradford Road and where the site is adjacent to part of the Tranmere Park Conservation Area, the school field is markedly lower than the adjacent public highway and the stone wall; the change in land levels the fence will be partly visible from human level when viewed from Bradford Road.
- The proposed fence would be positioned a considerable distance away from the nearest dwellings and in any event is separated by either trees or vegetation and on the western part of the site.
- The site is allocated as greenspace in the Site Allocations Plan (SAP) with a typology of outdoor sports and designated as protective playing pitches.
- The fence will be set back by 2-3m, presenting an opportunity to introduce tree planting which will provide further screening. Additionally, the fence is set back by 6m from the nearest residential properties, which is considered sufficient distance away to protect visual amenity.
- There is an existing Community Use Agreement on site which has been in place since 2019 and this will be unaffected by the proposals and the site will remain accessible to the community but in a more structured way.

The objector in attendance at the meeting raised his concerns regarding the impact on climate change and flood mitigation on the proposed site. The objector believed that the application before Panel members is interrelated with the separate application for the proposed 3G pitch. The objector was not satisfied with how the Council have dealt with community contributions on the proposed application and was of the opinion that the proposals are detrimental to peoples wellbeing, by restricting use of the community for outdoor activities.

Supporters in attendance at the meeting reiterated that the proposed height for the fencing meets DfE standards, and no vegetation is proposed to be lost, as well as there being an opportunity for additional landscaping. It was confirmed that Guiseley School privately own the playing fields and the school want to improve safeguarding measures during PE lessons and extra curriculum activities. The works will help reduce anti-social activities, disturbance, litter and prevent dog fouling. There have also been 3 instances of an intruder in the last 2 years, and the works will help mitigate further issues. Due to resource implications, it has become more difficult for the school and its staff to mitigate the risks associated with the issues the school have been faced with because of not having a secure boundary.

In response to questions from Panel members, the following was confirmed:

- It is not possible to reduce the space inside the permitter fencing as these spaces are required to provide run off space for pupils when partaking in activities on the pitches.
- The school has consulted with the community in line with the Councils Statement of Community Involvement (SCI) as well as leaflet dropping and holding discussions with school governors regarding plans for the proposals.
- The fence conforms with DfE standards. The school didn't consider alternative treatment measures such as enlarging hedges / retaining walls as these suggested alternatives do not comply with DfE standards.

In response to questions from Panel members, officers confirmed the following:

- There are no forthcoming applications associated with the site that affect the proposals before Panel members. It was confirmed that the determination of the application before Panel members is not connected to any other application, and the decision will not impact upon future considerations for other applications. In addition to this, it was confirmed that the application is should be determined by Panel members without any further delay. The application is to be considered on its own planning merits and there are safeguarding issues currently and any delays may add to those risks.
- The school require a secure perimeter boundary, and the 2.4m fence is a standard recommendation by DfE and is often found in greenbelt areas and conservation areas. It was of the opinion of officers that a

hedge will not achieve a high level of security required for the schools pupils.

- There are 2 access points to the school.
- The existing Community Use Agreement cannot be amended, only through further permissions and a variation to the planning agreement. It was confirmed that the agreement is legally controlled and can be enforced. Officers explained that it would be unnecessary to re-condition the agreement through this application for a perimeter fence.

The officer recommendation as set out in the submitted report, was moved by Councillor N Walshaw, and then seconded by Councillor D Ragan. Members continued to comment on the proposals before them highlighting that:

- A number of members believed that the playing fields should remain open on evenings and weekends. However, some members were of the opinion that the gates should remain shut for safeguarding issues.
- A suggestion was put forward that bins are placed around the application site as this may mitigate littering issues.
- Concern that alternative treatments will not keep pupils with special educational needs and disabilities safe.
- It was acknowledged that there hasn't previously been a need for the school to use the Community Use Agreement as the school is still currently under construction but once the fence is erected, the community can access the site but in a more structured manner.

Councillor C Campbell put forward a suggestion to amend the original motion put forward by Councillor Walshaw, and in doing so suggested that the officer recommendation be tweaked so that in relation to the western boundary of the proposed site, a more appropriate treatment be considered, as well as improvements to the hedge line. The amendment to the motion was seconded by Councillor B Anderson.

Councillor N Walshaw (original motion mover) did not agree with the amended proposal to his motion as he believed this did not provide a sufficient barrier for the proposed site.

The Panel proceeded to vote on the amended motion proposed by Cllr Campbell, and this was not supported. A vote was then taken on the original motion moved by Cllr Walshaw as originally proposed to support the officer recommendation. It was then
RESOLVED – To grant permission.

56 Date and time of the next meeting

The date and time of the next meeting is scheduled for Thursday, 24th November 2022 at 13:30.

The meeting concluded at 14:55.



Originator: Steven Wilkinson

Tel: 0113 3787662

Report of the Chief Planning Officer

SOUTH & WEST PLANS PANEL

Date: 24th November 2022

Subject: 21/05270/FU - Change of use of the former community centre into 5-bed aparthotel (Use Class C1), including extension over existing boiler room, fenestration changes, insertion of skylights, reconfiguration and sub-division of service yard area, bin store and bike storage at Headingley Community Centre, North Lane, Headingley, LS6 3HW

APPLICANT:
Montgomery House Limited

DATE VALID:
15.06.2021

TARGET DATE:
25.11.2022

Electoral Wards Affected:

Headingley & Hyde Park

Yes

Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: GRANT PERMISSION, subject to the following planning conditions:

1. Time Limit (3 years)
2. Approved plans list
3. Material samples to be agreed / Details of render finish to be agreed
4. Construction details and finish of windows, window framing, external doors, gates, signage to be agreed
5. Rainwater goods – Details of gutters and downpipes including profile, fixings, materials and proposed finish to be agreed
6. Full details of the proposed service yard gates, surfacing and walling to be agreed
7. Details of first floor corner window to be agreed
8. Details of external plant and vents to be agreed
9. Conservation style rooflights
10. Occupancy condition – Aparthotel restriction (3 months maximum stay)
11. Cycle Storage details to be agreed

12. Bin storage / Collection details to be agreed
13. Agreement of management plan for day-to-day running of Aparthotel (servicing arrangement, access arrangements for guest, reporting mechanisms)
14. Details of the glazing specification and mechanical ventilation and heat recovery systems shall be submitted for approval in writing
15. Post completion sound testing to confirm compliance with specified criterion
16. Construction noise and dust control

INTRODUCTION:

1. The application is presented to South and West Plans Panel as a referral request has been received jointly from Councillors Walshaw, Garthwaite and Pryor. The request states *"We make this request on the grounds that the application will result in a derelict building (that currently serves no purpose but to be a source of vandalism) becoming one that is acceptable to the local community, is in accord with LCC policies for town centre uses and in addition fills a gap in the economic structure of Headingley. We also note that the Planning Service has previously granted a restaurant permission at this location, which is an unsuitable precedent as it abuts residential property, and the community and elected members consider the aparthotel use a significant improvement on both that and the current situation"*.
2. Given that the proposal concerns an application within the Members Ward which they represent and that the Ward Members consider that the development would have a significant effect on the Ward, it is considered that exceptions, as set out in the Officer Delegation Scheme, are met and it is appropriate to report the application to Plans Panel for determination.

UPDATES SINCE PREVIOUS PANEL:

3. The application was previously considered at South and West Plans Panel on 09.06.2022. At the Panel meeting it was resolved to defer considerations of the planning application.
4. Members sought revisions and further information in relation to the following aspects of the scheme:
 - *Reconsideration of design of windows with regard to vertical emphasis, style and sill heights.*
 - *Reconsideration of roof design to be more in keeping/sympathetic with original 'Arts and Crafts' style as existing.*
 - *Explanation from applicant as to how building is to be ventilated with particular regard to none opening windows because of noise concerns and any mechanical means of ventilation being sustainable in view of declared 'Climate emergency'.*
 - *Request for ward member to attend panel to speak as they are in support of the application*
 - *Condition survey required to justify that the proposal is the optimum scheme for the building but not including a viability assessment.*
 - *Noise assessment to determine that the interior of the building will have acceptable noise levels within in it because of concern over proximity of bedrooms to back edge of footpath and audible pedestrian crossing.*

- *Internal redesign to move ground floor bedrooms to the other side of the building away from the main pedestrian thoroughfare.*
- *Consideration of whether there are any internal features worthy of retention*

5. The additional information which has been received in relation to the above actions following further negotiations is detailed below:

Reconsideration of design of windows with regard to vertical emphasis, style and sill heights

Revised plans have been received showing the lower cill of the proposed windows raised to reflect the existing cill heights. The window design has also been amended to retain the existing proportions and vertical emphasis of the windows.

Reconsideration of roof design to be more in keeping/sympathetic with original 'Arts and Crafts' style as existing.

The applicant has advised that having reviewed the costs associated with the replacing the roof, as well as the ongoing cost of keeping the property due to the delay with obtaining planning, the applicant decided to remove the third floor of accommodation. In light of this amended plans have been received showing the originally proposed dormer windows removed from the scheme and replaced with conservation style skylights. As such the style and form of the roof is being retained as existing.

Explanation from applicant as to how building is to be ventilated with particular regard to none opening windows because of noise concerns and any mechanical means of ventilation being sustainable in view of declared 'Climate emergency'.

The applicant has advised that they are proposing the aparthotel to be mechanically ventilated, as this will allow control the room temperatures and is required to reduce noise levels and ensure safety of the guests. In addition, mechanical ventilation protects occupiers where the local air quality is poor. It is the most common method of ventilation for hotels for these reasons.

Request for ward member to attend panel to speak as they are in support of the application

The applicant has spoken to the local Ward Members in relation to the speaking at the Panel. The Planning Officer has also notified the local Ward Members of the Panel meeting and the request from the previous Panel.

In accordance with the Panel Public Speaking Protocol, whilst speaking rights have already been utilised for the application on 09.06.2022 the Chair agrees, in exercising their discretion, that permitting further speaking as detailed above would be useful for the determination of the application.

Condition survey required to justify that the proposal is the optimum scheme for the building but not including a viability assessment.

The applicant has stated that given the removal of the roof extensions, this is no longer required.

Noise assessment to determine that the interior of the building will have acceptable noise levels within in it because of concern over proximity of bedrooms to back edge of footpath and audible pedestrian crossing.

A Noise Impact Assessment has been provided by the applicant. The document has been reviewed by the Environmental Health Team (see consultation responses section of report).

Internal redesign to move ground floor bedrooms to the other side of the building away from the main pedestrian thoroughfare.

The applicant has advised that the revised plans include internal re-configuration with one of the two ground floor bedrooms being moved from North Lane elevation to Bennett Road. However, due to the space constraints, they were unable to move the second bedroom but the noise will be mitigated by the mechanically ventilated triple glazed windows.

Consideration of whether there are any internal features worthy of retention

The applicant has stated that they are hoping to retain some of the original parquet flooring (if possible) and also incorporate plaques from previous refurbishments of the property in the lobby area.

6. In summary, the main changes to the scheme since it was last considered at Panel include the removal of the originally proposed dormer windows and their replacement with skylights, a reduction in the number of bedrooms from eight to five (inc removal of third storey of accommodation), changes to fenestration/detailing, layout changes and the submission of a noise impact assessment. The report below has been amended to reflect these revisions.

PROPOSAL:

7. The proposal relates to the change of use of the former community centre (Use Class F2) to aparthotel (Use Class C1), including a one storey extension over the existing boiler room, insertion of skylights, reconfiguration and sub-division of service yard area, bin store and bike storage.
8. The proposal will create a 5-bedroom aparthotel with accommodation across 2 floors. The accommodation offer is a mixture of 1 bedroomed studios and apartments (3 studios, 2 apartments). A conference room and entrance lobby are also provided at ground floor level.
9. An aparthotel is a serviced apartment complex with a kitchen and separate living and sleeping areas within the individual rooms. The applicants have advised that there will be no full-time members of staff at the complex. Instead guests will be sent a pin code which will give them access to the building and to check-in. The proposed ancillary conference room will be exclusively available to guests staying at the aparthotel with a capacity of up to six people; no external booking will be permitted.
10. The proposal incorporates numerous external changes to the existing building. These include:

- New triple glazed windows to all openings, including changes to window style and proportions.
 - Reconfigured building entrance.
 - Extension above existing boiler room
 - Re-configuration and sub-division of existing service yard / amenity space for 38 Bennett Road, including new entrance gates.
11. The redeveloped building will have a white smooth coat render finish and a blue slate roof. The windows will be triple glazed black/grey (Ral 7021) aluminium units. The windows will be deeply recessed with aluminium reveals (black/grey - Ral 7021).
 12. The development incorporates no parking and will be car free. A bin storage area and cycle parking is proposed within the re-configured service yard to the rear of the site.

SITE AND SURROUNDINGS:

13. The existing building is an attractive two storey building constructed predominantly of cream coloured render with a pitched slate roof, which displays an Arts and Crafts style and features. The building sits in a prominent position on the corner of North Lane and Bennett Road. The building turns the corner at the junction creating an interesting curved roofline, which is uncluttered.
14. The building is currently vacant, however it was last in use as a community centre. Currently the building has been subjected to some graffiti and vandalism.
15. The building is situated within the Headingley Conservation Area where it is considered to constitute a positive building. The site also lies within the setting of Grade II listed buildings, the Headingley Taps and its separately listed lodge, gate piers and boundary wall.
16. The building dates from 1892 and has formerly been Headingley's public library and police station. The property was originally red brick with stone detailing. This character survives within the adjacent red brick building (38 Bennett Road), which in residential use and is also in the same ownership. The host building was radically modernised in 1930/31 and it's this phase of development that dominates the character and appearance of the existing building today with painted rendered walls including storey band detailing and Crittall style metal windows with lead detailing. The carcass of the building is the same as the 1892 build and the current fenestration pattern follows that of the 1892 building with some sill heights lifted. Despite its former civic community use, the building has a domestic character of two storeys with a prominent and distinctive roof form with deep eaves.
17. The site is situated within the Headingley Town Centre boundary, albeit outside the defined primary and secondary frontages. Headingley Town Centre provides a good range of local shops, services and community facilities and also benefits from good public transport links.
18. The existing building contains no off-street parking provision, however a public (pay and display) car park is present to the north-east of the site to the front of Headingley Taps Public House.

RELEVANT PLANNING HISTORY:

19. The site has been subject to numerous change of use proposals over the last decade including:
- **15/04683/FU** - Use of community centre as community enterprise support centre and change of use of former caretakers dwelling to two self-contained flats (Approved 2015)
 - **13/01211/FU** - Change of use of community centre and associated offices to financial and professional services (A2) (Approved 2013)
 - **13/00945/FU** - Change of Use of Former Community Centre (Class D1) to Restaurant (Class A3) and part single part two storey extension to rear (Approved 2013)
 - **12/01595/FU** - Change of use of former community centre (use class D1) to restaurant (use class A3) and alterations including extension (Refused - 2012) – *Appeal dismissed*
20. Notably within the 2012 refused application which was dismissed at appeal the Inspector noted the positive nature of the existing roofscape of the existing buildings and concluded that the extensions proposed in that instance would be harmful both to the character of the buildings at the site (and the Headingley Conservation Area) and also the setting of the neighbouring Grade II listed Headingley Taps.
21. More recently, prior to the submission of this planning application a pre-application enquiry (PREAPP/20/00504) was submitted by the same applicants and agents. The enquiry related to the *'Redevelopment of the site to create a 4-storey aparthotel consisting of a bookable conference room and sleeping accommodation. The aparthotel will provide 11 rooms and will measure 580 sqm'*. The feedback to this enquiry can be summarised as follows:
- The principle of creating an aparthotel at the site was considered acceptable
 - Servicing requirement for the proposal should be carefully considered due to constrained nature of the site
 - The proposed design as presented at the pre-application stage does not engage with the planning history of the site and alterations of the positive features are considered to be harmful to the Conservation Area
 - 4 storey option would not be supported by the Council due to its impact of the nearby heritage assets
 - Concerns were raised in regard to lack of on-site parking and loss of private amenity spaces of the adjacent 38 Bennett Road.

PUBLIC/LOCAL RESPONSE:

22. The application was advertised as affecting the character of a conservation area and the setting of a listed building. Site notices were posted around the site and the application has been publicised in the Yorkshire Evening Post. The most recent site notices were posted on 28.10.2021, with the newspaper advert being published on 16.07.2021. The latest changes have been re-advertised to the original contributors, with the deadline for comments being 19.08.2022.

23. Overall, four letters of representations have been received (none in relation to the latest revisions). The representations include one letter of support, two letters of objection and one general comment.
24. The letter of support states that the proposals is an excellent scheme and they strongly support bringing this prominent building back into use. The representor also considers that the proposal will not give rise to any noise issues.
25. The general comment states 'Maybe time to offer this out on the market for an interested community focused business again. Someone who would keep the existing shape and features of the building'.
26. Two separate letters of objection have been received from Leeds Civic Trust. The letters raise the following concerns:
- No objections to the proposed use, but object to the design alterations proposed.
 - Proposed design fails to make reference to the history of the building.
 - Rhythm of the facade along Bennett Road impacted upon by proposed door.
 - Inconsistencies between drawings
 - References to a more art deco style have not been adequately processed and understood.
 - The lowering of window openings is particularly awkward in terms of safety and privacy. There is no satisfactory detailing that would explain how this tension is resolved,
 - In terms of the additional windows on the North Lane façade, the rhythm of the windows should be consistent with that on the Bennett Road façade in terms of horizontal and vertical alignment.
 - The proposed elevation at the North/rear of the site bears no relationship to its surroundings, least of all the rest of the building as existing or as proposed.
 - Proposed dormer design is rather brutal and generic to 21st Century 'contemporary' architecture.
 - In summary, we consider that the overall design, including proposed fenestration, rooftop extensions are unsympathetic to the existing styling of this building. The incongruous and jarring appearance of the proposed elevations to the north/rear of the buildings continue to be harmful to the wider conservation area and nearby buildings, as does the proposed dormer extension.
27. Additionally, a panel referral and email correspondence has been received from Cllr Walshaw (on behalf of all Headingley & Hyde Park Ward Members), in support of the scheme. The comments raise the following points:
- The proposal will regenerate the former community centre which has now become a dilapidated, graffiti scoured eyesore in the heart of the community.
 - The building has little to no value to the community in its current state
 - The proposed use is an acceptable Town Centre use which accords with LCC policies and the development will fill a gap in the economic structure of Headingley
 - Aparthotel proposals are a significant improvement on the historic restaurant permission on the site.

CONSULTATION RESPONSES:

28. Conservation Officer: No objections, the latest revisions have addressed the previous concerns. The proportions of the first floor window to the corner treatment aren't quite there, but this could be finalised and agreed as part of the condition to agree the construction level detailing of the proposed new windows.
29. Local Plans: The exact nature of the proposed use needs clarification to determine whether the change of use is considered acceptable in principle and further information is required to confirm compliance with a number of policies. A full assessment of all aspects of the design of the development is required to ensure it respects/enhances local character and distinctiveness, and confirmation that highway safety concerns regarding the lack of parking have been addressed with this proposal.
30. Flood Risk Management: No Objections, subject to the imposition of planning conditions. 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 is no other known flood risk which require mitigation and would impact on the proposed development. As the proposed development proposals would not result in any changes to the impermeable areas and that the development is assumed to utilise any existing foul and surface water connections, then FRM has no drainage related objections to the proposals
31. Highways Team: No Objections, subject to the imposition of planning conditions. The site is accessible with public transport and cycle links. The site would be a car free development owing to the sustainable location and the previous/consented use as a community centre. The applicant / operator however will need to ensure that future residents and hotel users will be aware of these arrangements either in tenancy agreements or when booking a room (e.g. email confirmation / booking system). Reference is made to an arrangement with Headingley Taps to use up to six parking spaces for customer/visitor parking. This is welcomed as a measure to accommodate users who would drive to the site.
32. Access Officer: Details of how the proposed development will be accessible and inclusive in line with Policy P10 of the Core Strategy are required.
33. Environmental Health Officer: Due to the sites location near to student bars we anticipated that noise from revellers and road traffic during term time would be greater than those recorded in the first noise assessment undertaken in July when the majority of students had left the area. The revised noise assessment shows a stark difference between when students are away during the summer school holidays with sound levels being typically 8dB higher during the 8 hour night time period from 11pm to 7am although we expect much of the noise from revellers in the street to have occurred between 11pm and 3am.

The assessment of noise impact has considered the use of noise rating curves as outline in our planning and noise guidance to select the mitigation by design to ensure suitable internal noise levels. To achieve internal noise levels suitable for rest and sleep, a high spec acoustic glazing and mechanical ventilation system with heat recovery has been proposed as windows would need to remain closed to mitigate external noise from road traffic and pedestrians outside at night.

Although the noise report demonstrates compliance with national guidance on internal noise levels, there remains a risk that given the proximity to the footway and pedestrian crossing that noisy revellers could still cause sleep disturbance despite the high specification of glazing due to the character of the sound. The drawing of

the proposed window detail pre-dates the revised acoustic assessment and does not reflect the acoustic glazing specification required to mitigate external noise. The glazing unit specified is very heavy duty and it is critical that the frame itself can accommodate this and have the same or better acoustic performance as the glass. Further details should be required as a pre-construction condition. Should approval be granted we would recommend that a post-completion test is undertaken that ensure compliance with the noise criteria set out and requires remedial works in the event that it does not. Compliance measurements should be made in the worst-affected rooms during term-time.

RELEVANT PLANNING POLICIES:

34. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications are determined in accordance with the Development Plan, unless material considerations indicate otherwise. The Development Plan for Leeds currently comprises of the Core Strategy as amended by the Core Strategy Selective Review (2019), Site Allocations Plan (2019), Natural Resources and Waste Local Plan (NRWLP) (2013) including revised policies Minerals 13 and 14 (2015), Aire Valley Area Action Plan (2017), saved policies of the UDPR (2006) and any made Neighbourhood Plan.
35. Conservation area: Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in the exercise, with respect to any buildings or other land in a conservation area of any functions under the Planning Acts, that special attention shall be had to the desirability of preserving or enhancing the character or appearance of that area.
36. Listed Building: Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in considering whether to grant planning 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.

Local Planning Policy:

Core Strategy as amended (2019)

37. The following policies are relevant:

Spatial Policy 2: Hierarchy of Centre's and Spatial approach to retailing, offices, intensive leisure and culture

P1: Identifies Town and Local Centre's

P2: Identifies acceptable uses in and on the edge of Town Centre's.

P9: Community facilities and other services

P10: Seeks to ensure that new development is well designed and respects its context

P11: Seeks to ensure that heritage assets are conserved and enhanced

T2: Seeks to ensure that new development does not harm highway safety and considers accessibility requirements

EN5: Managing Flood Risk

Site Allocations Plan (2019)

38. **RTC 1** – Designations of Centre boundaries, primary shopping areas and protected shopping frontages

Saved UDPR (2006) Policies

39. **GP5** - General planning considerations
BD6 – Alterations and extensions
N19 - All new buildings and extensions within or adjacent to conservation areas should preserve or enhance the character or appearance of the area by ensuring that:
- i. The siting and scale of the building is in harmony with the adjoining buildings and the area as a whole;
 - ii. Detailed design of the buildings, including the roofscape is such that the proportions of the parts relate to each other and to adjoining buildings;
 - iii. The materials used are appropriate to the environment area and sympathetic to adjoining buildings. Where a local materials policy exists, this should be complied with;
 - iv. Careful attention is given to the design and quality of boundary and landscape treatment.
- N20** - Demolition or removal of other features which contribute to the character of the Conservation Area and which are subject to planning control, such as trees, boundary walls or railings, will be resisted.
- BC7** - Development within conservation areas will normally be required to be in traditional local materials.

Natural Resources and Waste Local Plan (NRWLP)

- | | | |
|-----|------------------|---------------------------------|
| 40. | General Policy 1 | General planning considerations |
| | Water 4 | Development in Flood Risk Areas |
| | Water 6 | Flood Risk Assessments |
| | Water 7 | Surface Water Run Off |
| | Land 1 | Land contamination |

Emerging Local Policy

41. **Headingley Neighbourhood Plan** – The site lies within the Headingley Neighbourhood Area. A Neighbourhood Plan is currently in preparation for the area. The Plan is now at an advanced stage given that it has been subject to Independent Examination. The report from the Independent Examiner (received on 26.05.2022), concludes that subject to modifications, the Plan meets the Basic Conditions (and other requirements) and can proceed to a local referendum. The referendum for the Neighbourhood Plan is scheduled to take place on 24th November 2022.

Given the very advanced stage of the Neighbourhood Plan its emerging policies can now be attributed significant weight in the decision-making process. This weight will increase to full weight should the Neighbourhood Plan received a 'Yes' vote at the upcoming referendum. The relevant policies of the emerging Neighbourhood Plan are considered to be:

HD1: Design Guidance and Character Areas

HD2: Non-Designated Heritage Assets

HD3: Heritage at Risk

TC1: Mix in the Town Centre

TC3: Design of the Town Centre

42. Relevant Supplementary Planning Guidance

43. SPD Street Design Guide
SPD Leeds Parking
SPG Sustainable Urban Drainage

Climate Emergency

44. The Council declared a climate emergency on the 27th March 2019 in response to the UN's report on Climate Change.
45. The Planning Act 2008, alongside the Climate Change Act 2008, sets out that climate mitigation and adaptation are central principles of plan-making. The NPPF makes clear at paragraph 152 and within Footnote 53 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.
46. As part of the Council's Best Council Plan 2020-2025, the Council seeks to promote a less wasteful, low carbon economy. 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.

National Policy:

National Planning Policy Framework (NPPF)

47. The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these are expected to be applied. It provides a framework within which locally-prepared plans for housing and other development can be produced. The NPPF must be taken into account in preparing the development plan, and is a material consideration in planning decisions.
48. The introduction of the NPPF has not changed the legal requirement that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise.
49. Chapter 7 of the NPPF relates to 'ensuring the vitality of town centres'.

Paragraph 86 states that:

"Planning policies and decisions should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation. Planning policies should:

- a) *define a network and hierarchy of town centres and promote their long-term vitality and viability – by allowing them to grow and diversify in a way that can respond to rapid changes in the retail and leisure industries, allows a suitable mix of uses (including housing) and reflects their distinctive characters;*
- b) *define the extent of town centres and primary shopping areas, and make clear the range of uses permitted in such locations, as part of a positive strategy for the future of each centre;*
- c) *retain and enhance existing markets and, where appropriate, re-introduce or create new ones;*
- d) *allocate a range of suitable sites in town centres to meet the scale and type of development likely to be needed, looking at least ten years ahead. Meeting anticipated needs for retail, leisure, office and other main town centre uses over this period should not be compromised by limited site availability, so town centre boundaries should be kept under review where necessary;*
- e) *where suitable and viable town centre sites are not available for main town centre uses, allocate appropriate edge of centre sites that are well connected to the town centre. If sufficient edge of centre sites cannot be identified, policies should explain how identified needs can be met in other accessible locations that are well connected to the town centre; and*
- f) *recognise that residential development often plays an important role in ensuring the vitality of centres and encourage residential development on appropriate sites”.*

50. Paragraph 86 states that:

“Local planning authorities should apply a sequential test to planning applications for main town centre uses which are neither in an existing centre nor in accordance with an up-to-date plan. Main town centre uses should be located in town centres, then in edge of centre locations; and only if suitable sites are not available (or expected to become available within a reasonable period) should out of centre sites be considered”.

51. Chapter 12 of the NPPF relates to achieving well-designed places and 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, and that Neighbourhood plans can play an important role in identifying the special qualities of each area and explaining how this should be reflected in development.

52. Paragraph 130 states that:

“Planning policies and 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.”

53. Paragraph 134 states:

“Development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents such as design guides and codes. Conversely, significant weight should be given to:

- a) development which reflects local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents such as design guides and codes; and/or
- b) outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings”.

54. Chapter 16 of the NPPF relates to conserving and enhancing the historic environment. Paragraph 199 states:

“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). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance”.

55. Paragraph 200 of the NPPF relates to designated heritage assets and states:

“Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of;
a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;
b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.*

56. Paragraph 202 states *“Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use”.*

57. Paragraph 203 states *“The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the*

application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset”.

National Planning Practice Guidance (NPPG)

58. Provides further detailed guidance on the application of policies within the NPPF. In particular, there is guidance relating to the importance of good design amongst others.

MAIN ISSUES:

- The principle of the development / Town Centre uses
- Heritage considerations / Design and character
- Residential amenity
- Highways considerations
- Representations
- Planning Balance and Conclusions

APPRAISAL:

Principle of development / Town Centre Uses

59. The site falls within the Headingley Town Centre boundary. The NPPF highlights Hotels as being main Town Centre uses. Policy SP2 of the Core Strategy and the NPPF advocate a Centre first approach to such developments, which the proposal aligns with. The premises was last used as a community centre and is not situated within primary or secondary shopping frontage areas. Consequently, the proposal will not result in the loss of retail provision, which is particularly important to the vitality and viability of Centres.
60. The proposal will supplement the range of services and facilities in a sustainable location within the Town Centre, helping to promote linked trips and enhancing the vitality and viability of the Town Centre. Policy TC1 of the emerging Neighbourhood Plan, states that commercial or retail development will be supported in Headingley Town Centre where the use diversifies and improves the vitality of the Local Centre to broaden its attractiveness to shoppers and visitors. However, a separate part of the policy requires such development to result in improvements to the external appearance of buildings and make a positive contribution to local character. This issue is considered later within the report.
61. It is noted that Policy P9 of the Core Strategy states that where proposals for development would result in the loss of an existing facility or service (such as a community centre), satisfactory alternative provision should be made elsewhere. In this instance the community centre hasn't been in use at the site for a number of years and alternative provision is also available within the Town Centre. Furthermore, the principle of the loss of the community use has already been accepted during previous planning permissions on the site.

62. Considering the above factors, the proposal is acceptable in principle and complies with policies SP2, P1, P2 and P9 of the Core Strategy, Policy RTC1 of the Site Allocations Plan and guidance contained within the NPPF.

Heritage considerations / Design and character

63. The site is situated in a prominent corner plot position within the Headingley Conservation area and features in key views along North Lane. It lies adjacent to several listed buildings/structures (all Grade II), which include the Headingley Taps and its associated lodge, gate piers and boundary wall. The existing building itself is considered to be a heritage asset given that it forms a positive building which contributes to the special character and appearance of the Conservation Area. In its own right the building is a non-designated heritage asset by way of its community value, historic and age, appearance and design, and townscape role. The building's distinctive curved roof form, two storey domestic scale, the manner the building turns the corner at the road junction and the Crittal style window openings form key parts of this positive character.
64. Section 66 (1) of the Planning (Listed Building and Conservation Area) Act 1990 requires that where a development affects a listed building or its setting, special regard should be given to the desirability of preserving the building or its setting, or any features of special architectural or historic interest which it possesses. Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of conservation areas. Further paragraph 200 of the NPPF states that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Development Plan policies such as P11 of the Core Strategy and N19 of the UDPR also seek to conserve the historic character of designated areas. The heritage-led policies (HD1, HD2 and HD3) within the emerging Neighbourhood Plan have similar intentions. In particular Policy HD1 part c) requires landmark sites, such as corner sites, focal points and road junctions, to be sensitively treated, with developments considering opportunities to introduce new notable design features.
65. Furthermore, policies within the Leeds development plan and the advice contained within the NPPF seek to promote new development that responds to local character, reflects the identity of local surroundings, and reinforce local distinctiveness. The NPPF states that 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. It is therefore fundamental that new development should generate good design and respond to the local character. The NPPF goes on to state that that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents.
66. Policy P10 of the Leeds Core Strategy deals with design and states that *inter alia* alterations to existing, should be based on a thorough contextual analysis and provide good design that is appropriate to its location, scale and function. Developments should respect and enhance, streets, spaces and buildings according to the particular local distinctiveness and wider setting of the place with the intention of contributing positively to place making, quality of life and wellbeing. Proposals will

be supported where they accord with the principles of the size, scale, design and layout of the development and that development is appropriate to its context and respects the character and quality of surrounding buildings; the streets and spaces that make up the public realm and the wider locality.

67. The proposed development would result in changes to the external appearance of the existing building including the insertions of new windows, skylights, changes to the buildings entrance, an extension above the boiler room and alterations to the north side gable.
68. The proposed changes will retain the form of the existing distinctive roofline and the manner which the building turns the corner which are significant positive elements of its character and appearance. Furthermore, the proposed extension over the boiler room is of very modest scale and will replicate, the form, design and materials of the existing building and is considered to be acceptable.
69. The existing Crittal-style timber windows make a positive contribution to the building. The proposal will remove these windows and replace them with triple glazed aluminum units. Whilst the new windows have a different style they will replicate the existing vertical window proportions and fenestration patterns and are considered to be, on balance, sympathetic additions. A larger first floor opening is proposed above the entrance the building. This element of the proposal requires some additional refinement. However, these small changes could reasonable be sourced through an appropriately worded planning condition.
70. The north elevation (rear) of the building is prominent within views along North Lane and from the adjacent Headingley Taps car park. Currently this elevation is two storey in scale and displays a strong and attractive brick gable with a chimney which are positive features of the heritage asset. The proposal will result in the loss of the existing brick (replaced with render) and the loss of the chimney, which will cause some harm to the character of the building.
71. However, the proposal will bring a long-term vacant building back into use, which has a variety of planning benefits and generates weight for the development. The Council acknowledges that the building requires a new use to secure a sympathetic conversion and sustainable future. Furthermore, the building currently also has a tired appearance and is the subject of vandalism and graffiti. The proposal will provide a visual uplift in this regard and the provision of an active use within the building will help to prevent further vandalism and graffiti in the future. The proposal will also generate further public benefits in the form of job creation, diversifying uses within the Town Centre and providing additional footfall assisting the vitality and vibrancy of the Town Centre.
72. Overall, when the development is considered as a whole it will at least preserve character and appearance of the existing building (non-designated heritage asset) and conservation area, whilst also preserving and not having a negative impact upon the setting of the adjacent listed buildings. The proposal is therefore considered to comply with policies P10 and P11 of the Core Strategy, saved UDPR Policies GP5, BD6, N19 and BC7, guidance contained within the NPPF and the emerging policies within the Headingley Neighbourhood Plan.

Residential amenity

73. Core Strategy Policy P10 and saved UDP Policy GP5 note that developments should protect amenity.
74. The applicant has advised that there will be no full-time staff present on site within the development. Instead the complex will be monitored using 24hr CCTV and the use of an ad hoc night porter. This gives rise to some concerns given that Headingley Town Centre has long suffered from significant problems in respect of noise, disturbance and anti-social behaviour, which are longstanding issues affecting residential amenity. The adjoining property 38 Bennett Road is in residential use (two flats). However, a modest aparthotel use is not likely to be a significant noise generator. In addition, the application will be subject to the approval of a management plan (via planning condition), to help mitigate any issues further.
75. It is also important that developments provide a good level of amenity for their intended occupants. An aparthotel use has some similarities to a residential use given that the apartments contain a lot of the facilities found in a residential apartment. The proposed apartment rooms are of modest size with the majority of the rooms below the minimum space standards requirements which would be applicable if a residential use was proposed. In this instance the applicant has stated that the proposal would fall within the C1 use class (Hotels). As such the proposed room sizes are considered to be acceptable for short-term and non-permanent accommodation. A time limitation planning condition (3 months max) will also be attached to the permission, limiting the occupancy period for users to ensure that the use remained akin to a hotel.
76. Notably, the host building directly abuts the pavement to both North Lane and Bennett Road. The development proposes an aparthotel room at ground floor level facing North lane, which is served by several window openings. The proposed internal layout of the rooms results in a bedroom area within the room been located very close to windows along North Lane. The site is located in a busy predominantly student area with a vibrant night-time economy along-with bars/restaurants, busy roads and pedestrian footways, particularly at nighttime. This gives rise to numerous potential noise sources including traffic, pedestrians and adjacent commercial operations. Notably, the proposal is sited very close to a pedestrian crossing which contains a 24hr bleeper, which by its nature is intended to be noticeable to the human ear. Within hotel uses it is expected that that the acoustic environment will provide a good night's sleep. In this instance the location of the building and proposed use could be sensitive to the prevailing acoustic environment and these noise impacts are required to be robustly considered and mitigated where appropriate.
77. A Noise Impact Assessment (Rev 1.0 – 20.10.2022), has been submitted to support the proposals. The assessment highlights that the site is affected by a combination of noise sources including road traffic, air traffic, pedestrians and noise from nearby commercial and entertainment venues, with noise levels being noticeably higher during term time periods as anticipated. In order to achieve internal noise levels suitable for rest and sleep, a high specification acoustic glazing and mechanical ventilation system with heat recovery has been proposed, given that the windows would need to remain closed to mitigate external noise from road traffic and pedestrians outside at night. Although the noise report demonstrates compliance with national guidance on internal noise levels, there remains a risk that given the proximity to the footway and pedestrian crossing that noisy revellers could still cause sleep disturbance despite the high specification of glazing due to the character of the sound. However, on balance, the development is considered to provide adequate

amenity levels for future occupants in line with the requirements of Policy P10 of the Core Strategy, Policy GP5 of the UDPR and guidance contained within the NPPF.

Highways considerations

78. Core Strategy policy T2 and saved UDP policy GP5 note that development proposals must resolve detailed planning considerations and should seek to maximise highway safety. This means that the applicants must demonstrate that the development can achieve safe access and will not overburden the capacity of existing infrastructure.
79. The proposal has no off-street parking provision and is a car-free development. An aparthotel development has the potential to generate car-borne trips. The type of trips generated from an aparthotel use will also differ from those associated with previous use of the building (community centre), which would have generated more localised, short stay trips with local people more likely to use non car transport modes. However, the site is situated within a sustainable location within the Town Centre boundary where it is accessible by a range of public and non-car transport modes. The applicants will also make hotel users aware, on booking, that no off-street parking is available at the site. As such, on balance, the lack of any off-street parking provision is considered to be acceptable.
80. The applicant has advised that they are looking into the potential to secure a parking relationship with the adjacent Headingley Taps. However, this cannot be attributed any weight within this application as this has not got beyond the draft stage and there are no mechanisms within this application to secure such provision. Notwithstanding this, such a relationship would utilise existing public parking spaces and would not have a positive overall impact on off-street parking provision within the Town Centre.
81. Bin storage and servicing will take place from the service yard to the rear of the development which is considered to be acceptable.
82. As a consequence the proposal complies with Policy T2 of the Core Strategy and guidance contained within the NPPF.

Representations

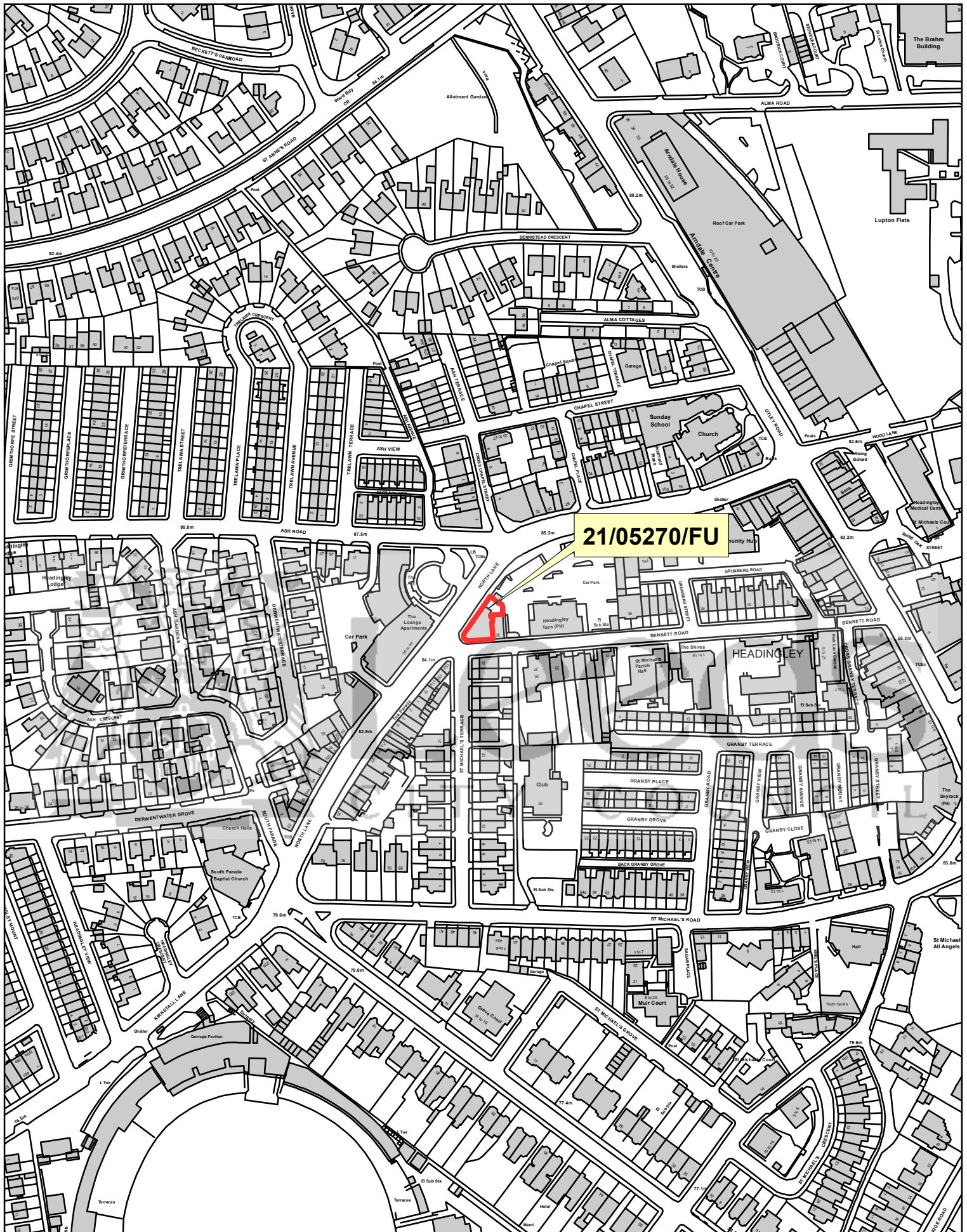
83. As previously noted within the report, letters of objection have been received from Leeds Civic Trust who object to the development on heritage grounds. These issues have been covered within the appraisal above. The support and general comments received from neighbouring residents are also noted with the planning issues covered within the appraisal above.
84. Support comments have been received from Cllr Walshaw (on behalf of all Headingley & Hyde Park Ward Members). The comments raise the following points which will be considered in turn:
 - The proposal will regenerate the former community centre which has now become a dilapidated, graffiti scoured eyesore in the heart of the community.
 - *This issue is noted.*
 - The building has little to no value to the community in its current state.
 - *This issue is noted, however any redevelopment proposals are required to comply with the relevant Development Plan policies in the first instance, to*

ensure that any future use is sustainable and maximises the potential economic, social and environmental benefits.

- The proposed use is an acceptable Town Centre use which accords with LCC policies and the development will fill a gap in the economic structure of Headingley
 - *It is agreed that an aparthotel is an acceptable Town Centre use in principle, however such developments are also required to meet the detailed planning policy requirements of the Development Plan, which in this instance include heritage and amenity considerations.*
- Aparthotel proposals are a significant improvement on the historic restaurant permission on the site
 - *The historic restaurant permission does not appear to have been implemented and has now time expired. This historic permission was also considered against historic development plan policies which have since been updated. Nevertheless, the Town Centre location of the site results in the building having the potential for numerous acceptable uses / schemes which could be policy compliant.*

PLANNING BALANCE & CONCLUSIONS:

85. The principle of development is acceptable and the proposal will have benefits for the vibrancy and vitality of the Town Centre. It is also considered, on balance, that the proposal would not be detrimental to the character and appearance of the existing building and the present streetscene and would preserve the character and appearance of the conservation area whilst not having a negative impact upon the setting of the adjacent listed buildings. The development would also respect the amenity of both future occupiers and neighbouring occupants. As such it is considered that no demonstrable harm would arising from the development and the development is considered to accord with up-to-date planning policies within the Development Plan with no material considerations to indicate otherwise
86. As such, the application is recommended for **approval**, subject to the planning conditions outlined at the beginning of the report.



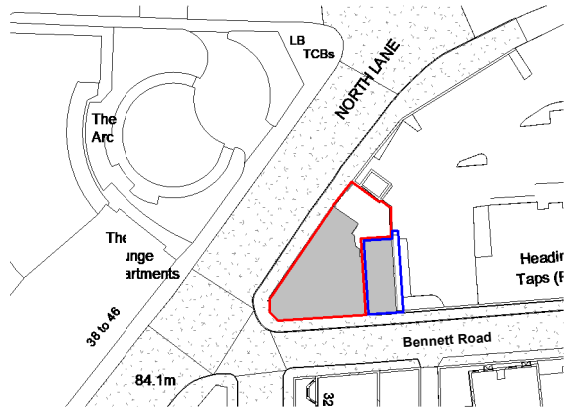
SOUTH AND WEST PLANS PANEL

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SCALE : 1 / 2500





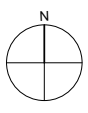
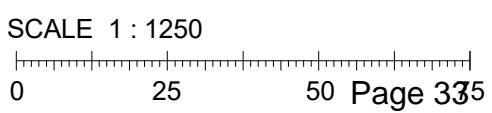
1 Location Plan

1 : 1250

P01	Issued for Planning	12.05.2021	-	-
Rev	Description	Date	Dr by	App by
original by		date created	approved by	
MS		01/15/19	-	


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client name		Montgomery House Ltd	
project		Montgomery House	
drawing		Location Plan	
computer file		plot date	
project number		scale	
2019.00110.000		1 : 1250 @A4	
drawing number		rev	issue status
MGH-IVI-XX-ZZ-DR-A-90-001		P01	PL



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Originator: Laurence Hill
Tel: 0113 2224444

Report of the Chief Planning Officer

SOUTH AND WEST PLANS PANEL

Date: 24th November 2022

Subject: 22/02200/FU - Demolish stable block and office and erect one dwelling house including alterations to form vehicle access - Stable Block, Mall Lane, Off Carlton Lane, Guiseley, Leeds, LS20 9PE

APPLICANT
Mrs W Field

DATE VALID
15.07.2022

TARGET DATE
09.09.2022

Electoral Wards Affected:

Otley and Yeadon

 Yes Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

RECOMMENDATION:

GRANT approval subject to the following conditions:

Conditions

1. Time limit on outline permission
2. Development to accord with approved plans
3. External materials to be approved
4. Surfacing materials to be approved
5. Boundary treatments to be approved
6. Construction Method Statement to be approved
7. Vehicle areas to be laid out
8. Bin storage to be provided
9. Electric vehicle charging points to be provided

10. Landscape scheme to be approved
11. Landscape scheme to be carried out
12. Imported soil tests to be approved
13. Unexpected contamination to be reported
14. Drainage details to be submitted
15. Removal of permitted development rights

INTRODUCTION

1. This application is brought to Plans Panel in accordance with the scheme of delegation at the request of Councillor Colin Campbell for the following reasons:
 - This is to all intents and purposes a new build within the green belt. As such it is contrary to local and national policy.
 - The development, garden, car parking etc would be detrimental to the openness of the green belt.
 - The access road is sub-standard.
 - No valid reason has been put forward to set aside green belt policy.

PROPOSAL:

2. This application seeks planning permission for the demolition of a stable block and erection of one dwelling house including alterations to form new vehicle access. The dwelling proposed is a single storey 3-bedroom property constructed from natural stone and slate. Vehicular access is off Mall Lane. Garden space is located to the immediate south of the property with meadow planting beyond this.
3. During the application process the design of the dwelling has been amended. A more traditional form has now been proposed with a slimmer L shaped building together with a steeper roof pitch to ensure the building has a rural vernacular. The materials have been changed to ensure that the entire dwelling is to be built from natural stone.

SITE AND SURROUNDINGS

4. The application site comprises a block and render stable block and an agricultural barn set within a small holding. Immediately to the north of the site is a residential property which is currently being extended and beyond this an equestrian business. To the south of the site is a newly constructed dwelling which replaced a commercial building.
5. The application site is located on the South side of Otley Chevin within the Green Belt. Yeadon and Guiseley town centres located approximately 2 kilometres to the South and Otley town centre 2 kilometres to the North.

RELEVANT PLANNING HISTORY:

6. 19/06632/FU - Demolition of car storage facility and construction of a dwelling – Approved at appeal

PUBLIC/LOCAL RESPONSE:

7. Bramhope Parish Council: Objections

Although the proposals are judged in the Local Plans report to meet with planning policy the Parish Council has various concerns regarding the development of this site.

- The negative impact of additional domestic curtilage and associated domestic paraphernalia and parked vehicles on the openness of the Green Belt. There is a need to protect visual amenity both from the impact of the new dwelling and the associated domestic curtilage
 - The lack of landscaping and planting plans which would help soften the transition into the Green Belt and improve the biodiversity of the site.
 - It should be demonstrated that there be no need for further stables to be developed as a result of this application. The Historical Appraisal Map Review refers to a barn already on the site.
 - Permitted development rights should be removed
8. One letter of representation has been received raising the following objections:
9. This application is for a new residential dwelling in Green Belt or paragraph 80 which does not conform with any of the criteria set out in the policy in that it would not be a building of outstanding architecture , it would not re-use a heritage asset, it would not be an agricultural workers dwelling and it would not be the re-use of redundant farm buildings.
10. The new access from the dwelling goes across third party land for which I know they have not received permission for and never will. Should the access be revised to come out of the existing access into the field, this would not comply with highways protocols for size and sight.
11. Mall Lane is busy enough with traffic already so visitors etc to the proposed property would increase the burden on the road.
12. The existing buildings are not of sound structure and look an eyesore so should be re-built fitting into the surroundings more however only as the intended and permitted use, that of stables

CONSULTATION RESPONSES:

Highway Services

No objections subject to conditions..

Contamination

No objections subject to conditions

Flood Risk Management:

No objections subject to drainage condition

Environmental Studies:

Due to this site's proximity to Leeds Bradford Airport, care should be taken in choosing roofing and glazing specifications such that the internal noise standards detailed within BS 8233 are met.

PLANNING POLICIES:

Development Plan

13. Section 38 of the Planning and Compulsory Purchase Act 2004 requires that planning applications are determined in accordance with the development plan unless material considerations indicate otherwise. The Development Plan for Leeds comprises the Adopted Core Strategy (Amended 2019), saved policies within the Leeds Unitary Development Plan (Review 2006) and the Natural Resources and Waste Development Plan Document (2013) the Aire Valley Leeds AAP and any made neighbourhood plan.

14. The following Core Strategy policies are considered most relevant:

- Spatial Policy 1 – location of development.
- H2 – New housing on unallocated sites. .
- P10 – Design.
- P12 – Landscape.
- T2 – Accessibility and highway safety.
- Policy G9 - biodiversity improvements
- EN2 – Sustainable design and construction.

15. The following saved policies within the UDP are considered most relevant to the determination of this application:

- GP5 - Development proposals should resolve detailed planning considerations.
- N33 – Development with the Green Belt
- BD5 – New development and protection of amenity.
- LD1 – Protection of vegetation.

Natural Resources and Waste Development Plan:

16. The following Supplementary Planning Policy documents are relevant:

- Neighbourhoods for Living.
- Street Design Guide.
- Building for Tomorrow Today: Sustainable Design and Construction.

National Planning Policy

17. The National Planning Policy Framework (NPPF) sets out the Governments Planning Policies and contains policies on a range of issues including housing, sustainable development, green belt, conservation, the local economy and design.

18. The NPPF constitutes guidance for Local Planning Authorities and its introduction has not changed the legal requirement that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.

Climate Emergency:

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

20. The Planning Act 2008, alongside the Climate Change Act 2008, sets out that climate mitigation and adaptation are central principles of plan-making. The NPPF makes clear at paragraph 152 and footnote 53 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.

21. As part of the Council's Best Council Plan 2019/20 to 2020/21, the Council seeks to promote a less wasteful, low carbon economy. 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.

22. MAIN ISSUES

- Principle of development
- Design
- Residential Amenity
- Highway Safety and Parking
- Other material planning issues
- Local representation
- Conclusions

23. APPRAISAL

Principle of development

24. The site is located within an area of designated Green Belt (UDP Policy N32). It is not situated within a designated Neighbourhood Area.

25. The key consideration is whether the proposed development is acceptable in the Green Belt. The National Planning Policy Framework states that "Inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances" (para.147). Para.149 highlights that the construction of new buildings should be regarded as inappropriate in the Green Belt, subject to a number of exceptions. For the purposes of this planning application, consideration is given to the following exception listed in para.149

g) limited infilling or the partial or complete redevelopment of previously developed land, whether redundant or in continuing use (excluding temporary buildings), which would: – not have a greater impact on the openness of the Green Belt than the existing development..."

26. For criteria g) to apply, the site would have to be defined as 'previously developed land' as described in the glossary to the NPPF:

"Previously developed land: Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or was last occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill, where provision for restoration has been made through development management procedures; land in built-up areas such as residential gardens, parks, recreation grounds and allotments;

and land that was previously developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape.”

27. From an assessment of the site the stables are in use for the purpose of providing accommodation for horses, and not for grazing as part of agricultural use of the land. If the keeping and feeding of horses is not provided for the purposes of agriculture (defined in Section 336 of the Town and Country Planning Act 1990) it is not defined as an appropriate use in the Green Belt.
28. There is case law which establishes that the equine use of land including stabling can be defined as previously developed land so long as it is occupied by a permanent structure. The existing stable block is a permanent structure and therefore, is clearly previously developed land. The application can therefore be considered and assessed against para.149 criteria g) on whether the new replacement building would “*not have a greater impact on the openness of the Green Belt than the existing development*”.
29. The existing stable block, while appropriate within the context of the Green Belt, is a poor-quality building which causes harm to the openness and appearance of the Green Belt. The proposed replacement dwelling is sited in the same location of the existing stables and has a comparable footprint. The addition of a pitched roof does increase the height by approximately 2 metres and with it the volume of the building by approximately 115 metres cubed – an increase of 29 percent and therefore this would result in a small additional impact on the openness of the Green Belt. However, the development results in small reduction in the footprint of the building and it is considered that the proposed dwelling is good quality and of an appropriate vernacular for this semi-rural location such that it will result in an appreciable improvement in the appearance of the landscape. This balance between the height and volume with the design and improvement to the overall appearance of the landscape was taken by the Inspectorate in allowing the appeal for a replacement of the car storage building with a dwelling on the site approximately 200 metres to the south the application site. In light of this clear improvement and quality of design, it is considered that the increase in height and volume of the new dwelling can be justified in balancing the Green Belt and design policy objectives.
30. Paragraph 80 of the NPPF specifically states that development of isolated homes in the countryside unless there are specific circumstances relating to need, heritage, reuse of buildings and/or design that justify the development. The development proposed does not meet the specific circumstances. The application site is located in a semi-rural location approximately 2 kilometres away from the nearest settlements and public transport routes. The access road to the site is unlit and does not have a dedicated footpath. Residents of the proposed dwelling, while there being a well-established network of public footpaths and bridleways locally, would be largely reliant on the private vehicle to access services and facilities. As such the site is relatively isolated. However, the site is within a small group of residential properties and commercial uses which have an existing vehicular access and are served by refuse collection. In this context it is considered that the location of the dwelling is not so isolated as to be physically or functionally separated from other residential and commercial properties. It is therefore considered that paragraph 149, which permits the redevelopment of previously development land should be given greater weight as part of the planning balance.

Design

31. With specific regards to design, it is considered that the proposed dwelling represents good quality design which responds positively to this semi-rural setting. The modest single storey building with a L shape footprint has a form that reflects that of traditional

agricultural and equine buildings.

32. The use of natural stone and slate together with stone headers and cills for all doors and windows is welcome and again appropriate in this semi-rural context.

33. The development includes the upgrading of the existing field access track to a domestic driveway. The use of gravel and additional landscaping will ensure part of the development can be sympathetically assimilated into the landscape.
34. It is recommended that conditions are attached requiring the submission of stone and slate, windows and landscaping to ensure that appropriate natural materials are used and good quality landscaping is achieved.
35. In summary, it is considered that the proposed development constitutes a good quality and well-designed small-scale development which enhances this part of the Green Belt. As such, the development is considered to be compliant with policy P10 and P12 of the Leeds Core Strategy, GP5, BD5 and P10 of the Saved Unitary Development Plan Review (2006).

Residential amenity

36. With regards to residential amenity, the development will provide a good quality internal and external living environment for future occupants. No impact on the amenity of other properties will result from the development.
37. As such the proposed development is considered to comply with policy GP5 of the Saved Unitary Development Review (2006) and the guidance within the Neighbourhoods for Living SPG.

Highway Safety and Parking

38. With regards to issues of highway safety and parking, the existing access from Mall Lane onto Carlton Lane is substandard, therefore improvements should be made. The national speed limit applies to Carlton Lane. A speed survey was carried out by Leeds City Council in September 2021 on Carlton Lane, within 20m of Mall Lane. The identified 85th percentile speed was 34.9 mph eastbound and 34.6 mph westbound. Therefore, visibility splays of 2.4m x 83m eastbound and 2.4m x 82m westbound are required. The areas within the visibility envelopes will need to be maintained so that the vegetation is no higher than 1.0m above the carriageway. This will be secured by condition. The first 15m of the access track should be hard surfaced and drained such that loose materials and surface water does not discharge or transfer onto the highway. Conditions are recommended requiring the surfacing of the junction of Mall Lane and Carlton Lane and for the maintenance of landscaping to ensure visibility is maintained.
39. The proposed development provides two off-street parking spaces which is considered sufficient. Adequate space for vehicles to turn within the site to ensure they can exit the site in a forward gear is provided.
40. Considering the above, it is considered that the development complies with policy GP5 of the Saved Unitary Development Plan Review (2006) and T2 of the Leeds Core Strategy.

Other Material Planning Issues

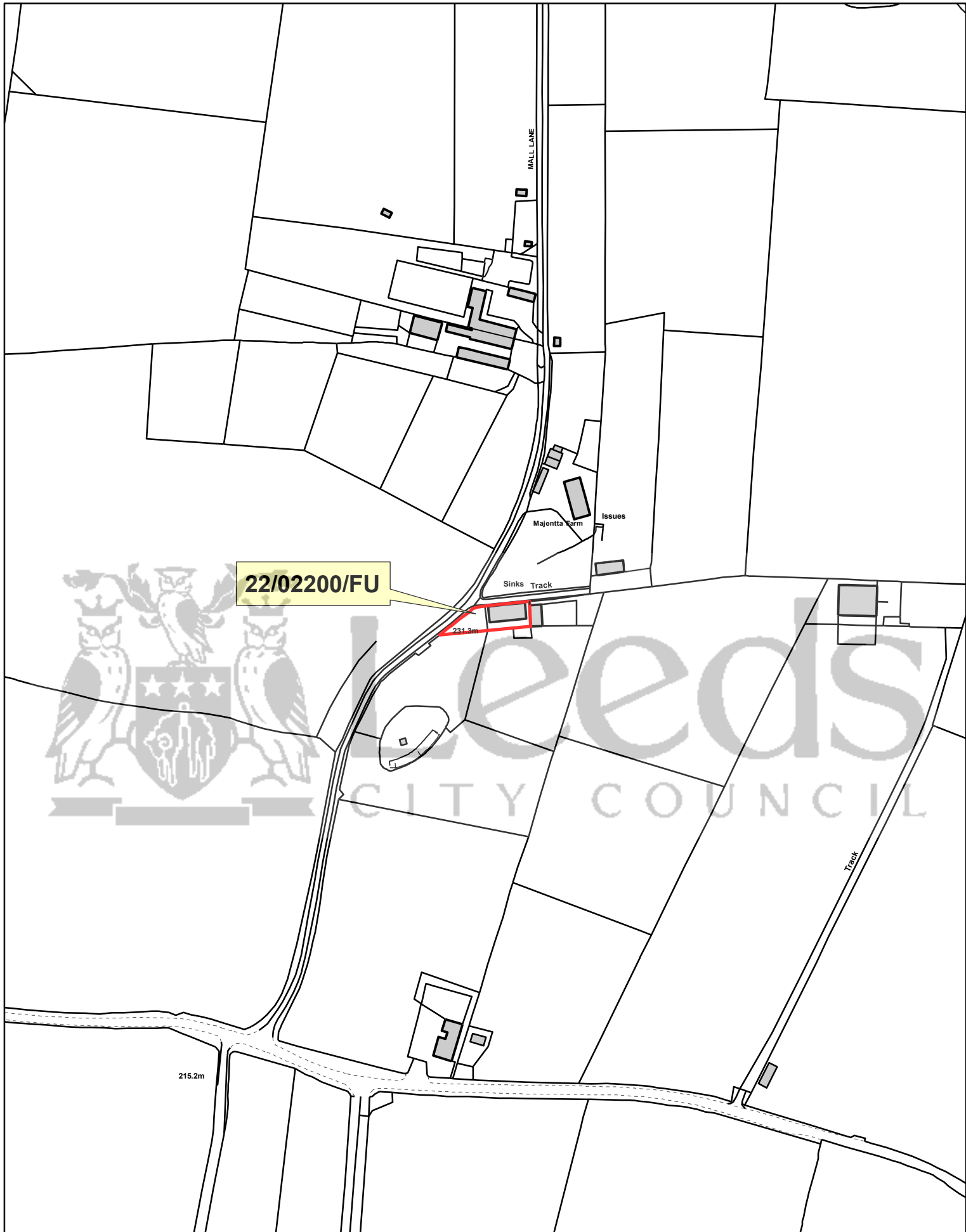
41. With regards to climate emergency, air source heat pumps and electric vehicle charging points are also to be provided for each property. No gas energy is proposed.
42. With regards to bio-diversity improvements, the existing site has limited immediate bio-diversity value. The development offers scope for bio-diversity enhancements to this and wider part of the site. It is recommended that a condition requiring the detail of these bio-diversity improvement measures and strategy is included as part of permission.

Local representation

43. The issues raised through the local consultation process have been considered in reaching a recommendation on the proposal and these considerations are laid out within the report.

CONCLUSION

44. In conclusion, it is considered that the proposal represents a good quality and well-designed development which will preserve the openness and improve the character of this Green Belt through the sympathetic redevelopment of this previously developed site. This weighs in favour of the development. The location of the away from the urban area is such that future occupants will be largely reliant on a private vehicle for means of transport. This weighs against the development
45. Overall, assessing the planning balance of the proposal it is considered that the benefits of the development through the creation of a good quality and well-designed dwelling with the improvements to the character and appearance of the landscape outweigh concerns regarding the relative isolation of the site and as such it is recommended that planning permission is granted.



SOUTH AND WEST PLANS PANEL





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Notify the Architect immediately of any variation between drawings and site conditions.

DO NOT SCALE OFF THIS DRAWING - IF IN DOUBT ASK.

Where drawings are based on survey information received, surveys are available on request.

All drawings to be read in conjunction with all relevant Structural and M&E Engineers drawings and specifications.

Where dimensions are given on a drawing they must always be checked against site dimensions. Dimensions on drawings are indicative only. Site checks must be used for fabrication information.

H&S HAZARDS:

Significant hazards relative to the architectural design shown on this drawing have been assessed and highlighted with reasonable skill and care using a warning triangle system.

This drawing is to be read in conjunction with all other hazards/risks which have been identified and recorded within the construction phase H&S plan.

It is assumed that all works on this drawing will be carried out by a competent contractor working, where appropriate, to an approved method statement.

Significant hazards are defined as: -

- Those not likely to be obvious to a competent contractor or other designers.
- Those of an unusual nature.
- Those likely to be difficult to manage effectively.

General Notes:

Rev:	Details:	By/Chk	Date:
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Client: Mrs W Field		
Project: Mall Lane		
Drawing Title: Site Location Plan		
Stage: Planning	Status: Planning	
Drawn By: TA	Date: February 2022	Scale: 1 : 1250
Project Number: 210053	Sheet Size: A3	
Revision: TA-P1-XX-GA-A-0004		



Report of the Chief Planning Officer

SOUTH AND WEST PLANS PANEL

24th November 2022

21/08345/FU and 21/08346/LI - Change of use of former library and the erection of a six storey extension to create a co-living scheme (sui generis) with associated communal facilities, a work hub to ground floor and basement parking, Former Burley Library, 230 Cardigan Road, Headingley, Leeds, LS6 1QL

APPLICANT	DATE VALID	TARGET DATE
Parklane Group Ltd	08.10.2021	07.01.2022

<p>Electoral Wards Affected:</p> <p>Little London & Woodhouse</p> <p><input type="checkbox"/> Yes Ward Members consulted</p>	<p>Specific Implications For:</p> <p>Equality and Diversity <input type="checkbox"/></p> <p>Community Cohesion <input type="checkbox"/></p> <p>Narrowing the Gap <input type="checkbox"/></p>
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POSITION STATEMENT: For Members to note the content of the report and presentation and to establish a position on the appropriateness of co-living accommodation in the absence of specific policy or planning guidance and to identify any other outstanding issues that need to be resolved prior to the and determination of application.

1. Introduction

2. This presentation is intended to inform and seek Members views on the application for the change of use of the former Burley library and the erection of a six storey extension to create a 78 bed space co-living scheme (sui generis) with associated communal facilities and a co-working hub.
3. Co-living is an emerging product within the housing market, and although there are some operational schemes in London, this is still 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 like students or key workers.

4. Co-living is not a fixed product but rather a range of different approaches which use the same model of studio units within a wider scheme with a range of amenity/shared facility provision. 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 don't. Shared amenity spaces are also distributed differently depending on the operator.
5. 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 wider development which includes range of shared facilities (inc. kitchens, dining rooms, social spaces, workspaces, social spaces etc.)
 - Residents rely on / are actively encouraged to use shared facilities as part of the overall management and shared living approach
 - There's 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.
6. The London Plan has an adopted policy on co-living schemes whereby schemes are only acceptable where they meet a range of criteria. In the absence of a specific co-living policy or guidance document it is considered this range criteria is useful to inform the requirements of the proposed co-living scheme. This criteria being:
 - Is the scheme of good quality and design
 - Does the scheme contributes towards mixed and inclusive neighbourhoods
 - Is the development located in an area well-connected to local services and employment by walking, cycling and public transport, and its design does not contribute to car dependency
 - Is the development under single management
 - All units are for rent with minimum tenancy lengths of no less than three months
 - Communal facilities and services are provided that are sufficient to meet the requirements of the intended number of residents and offer at least: a) convenient access to a communal kitchen b) outside communal amenity space (roof terrace and/or garden) c) internal communal amenity space (dining rooms, lounges) d) laundry and drying facilities e) a concierge f) bedding and linen changing and/or room cleaning services.
 - The private units provide adequate functional living space and layout, and are not self-contained homes or capable of being used as self-contained homes
 - A management plan is provided with the application
 - It delivers a cash in lieu contribution towards conventional C3 affordable housing. Boroughs should seek this contribution for the provision of new C3 off-site affordable housing as either an: a) upfront cash in lieu payment to the local authority, or b) in perpetuity annual payment to the local authority
7. The specific background of this site and scheme submitted planning permission was granted in 2019 for the redevelopment of Burley Library for co-working space and a 6 storey extension to create 60 C3 residential apartments. The current application is for

predominately the same proposal for the library and design and scale of the extension with the amendment to the accommodation changing this from C3 dwellings to co-living units.

8. The application was submitted in October 2021 at which point the Houses in Multiple Occupation, Purpose-Built Student Accommodation and Co-Living Amenity Standards draft SPD was progressing. While only limited weight could be given to this draft guidance the design and detail of the original scheme reflected the draft guidance on co-living schemes. 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. Following discussions Members resolved that the co-living section of the SPD would be removed; that the revised draft SPD will be presented to DPP in January 2022, before Pre-Adoption. A full copy of the minutes of the DPP meeting is set out at Appendix 1.
9. Given this change in the draft SPD to remove guidance officers were of the view that co-living model did not have policy support and therefore could not be accepted. This view was strengthened by concerns with the scheme submitted. The proposal was for 98 units with majority of units being only 22 and 23 square metres, which reflected the deleted draft SPD guidance, and with shared accommodation that was not considered of an appropriate size and quality to create an acceptable level of amenity for future residents.
10. However, it is apparent that the co-living model does need further consideration. There are schemes in London and other Core Cities and with a number of schemes being considered for Leeds. A similar proposal, albeit on a larger scale, in the City Centre was taken to City Plans Panel in July 2022. Furthermore, the scheme has been amended to reduce the number of units to 78, increase the size of each unit to 30 square metres and to improve the quality of the shared living spaces by locating these to the front of the building with access balcony space. Given that other co-living schemes are being considered within Leeds, the improvements made to the scheme and the wider benefits of this development, namely the retention and sympathetic redevelopment of the grade II listed Burley Library it is considered beneficial update Members on the position of the application and to seek Members views on how to proceed with the application.

Site and surroundings

11. The application site comprises the former Burley Library site is located on Cardigan Road. the site is in a mixed residential area surrounded largely by residential housing with a significant proportion of this housing in multiple occupation for students.
12. The immediate surrounding area has a variety of non-residential uses including retail and petrol station, cafes, community centres, shops and places of worship
13. The site is flanked by multi-storey student accommodation blocks to either side along Cardigan Road with The Glassworks to the north and the Embankment to the south, a railway line with former coal drops to the rear and petrol filling station opposite. Further west is Burley Park and further east is an area of terraced housing and community facilities with a small open green square.
14. Vehicular access to the rear is via the adjacent Iconinc Glassworks site and the underground car park belonging to The Embankment Building is to serve as access to the proposed accommodation basement car park.

15. The Library building is grade II listed and in a relatively intact condition, despite the fact that it has been vacant for over 3 years and then subsequently used as a construction site office. The front façade and roof are largely as originally designed. However, an adjoining building to the side has been demolished. Original windows remain and are to be retained and repaired.

Proposals

16. The application is for the retention and refurbishment of the Grade II listed Burley Library creating a co-working hub and 7 duplex co-living units with a 6 storey extension to the rear to create 71 co-living units and associated communal living space. Each unit is 30 square metres in sized and provides a single bedspace, en suite shower room and mini-kitchen. Communal living spaces are provided on each floor of the building provide larger kitchen facilities, communal living spaces and access to external balconies.
17. The scheme seeks to amend the previously approved development to alter the internal spaces to create the co-living model. The number of units has increased from 60 C3 apartments to 78 co-living units. The previously approved elevation design is retained with only minor changes to the rear elevations of the building. These consist of the removal of balconies and the slight repositioning of windows. All other aspects of the building design are to be retain as previously approved.
18. The listed Library building was designed to be at the heart of the design proposal and this remains exactly the same in the current proposal as that previously approved. The prominence of the original building on the streetscape remains as approved and there are virtually no significant changes to height, massing, finishes or fenestrations.
19. The proposal seeks to retain all the historic elements of the scheme as previously approved. This means the Library largely serves as a co-working space as previously approved. The proposal involves restoring and refurbishing the historic Library building which will create a distinctive create a historic point of interest in the streetscape. In order to further reinforce this concept, the proposed new apartment development is to be discernibly contemporary.

Relevant planning history

20. 18/00121/FU - Change of use of former library six storey extension to form 60 flats, with work hub to ground floor and basement car parking – Approved
21. 18/00122/LI - Listed Building application for alterations including six storey extension to form 60 flats with work hub to ground floor and basement car parking - Approved

Consultation responses

22. LCC Highways Transport Development Services: No objections subject to clarification on parking layout, Travel Plan and agreement and funding of TRO within the vicinity of the site.
23. LCC Flood Risk Management (FRM) – No objection subject to additional information on SudS drainage

24. Yorkshire Water – No objections subject to conditions
25. Environmental Studies Transport Strategy Team – No objections
26. LCC Contaminated Land Team – No objection subject to conditions
27. Influencing Travel Behaviour (Transport Development Services) – No objections subject to Travel Plan being included in S106 agreement
28. Network Rail – No objection subject to conditions
29. West Yorkshire Police – No objections
30. Leeds Civic Trust
31. The Trust supported the principle and broad aims of the scheme as presented in a previous application and note that this proposal is little changed from the previous scheme - we are particularly keen to see listed Burley Library building back into use. In this regard, our position remains unchanged.
32. We trust that a full analysis of the existing fabric will be undertaken and proposed repairs (for example to doors, glazing, paneling, flooring, tiling, windows, roof lanterns, external doors and railings) should be detailed prior to commencement. We would also support the retention of the existing front doors unless their removal can be properly justified.
33. The site's proximity to local transport routes (bus routes, Burley Park Station) means that car use should be at a minimum. Any reduction in car parking could be regarded as an opportunity for more amenity space.

Policy

Development Plan

38. 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 (Adopted July 2019)

Leeds Core Strategy (CS)

39. 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 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 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.
- Policy EC3 safeguards existing employment land, stating that the loss of an existing Class B use in an area of employment shortfall will only be permitted where the loss of the premises can be offset sufficiently by the availability of existing general employment land and premises in the surrounding area.
- 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.

Saved Unitary Development Plan Review policies (UDPR)

Relevant Saved Policies include:

- Policy GP5 states that all relevant planning considerations are to be resolved.
- Policy BD6 states alterations and extensions should respect the scale, form, detailing and materials of the original building.
- 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 N14 – N17 requires the preservation of listed buildings

Natural Resources & Waste Local Plan (NRWLP)

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

41. 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.

Site Allocations Plan (SAP)

42. The Site Allocations Plan was adopted in July 2019. Following a statutory challenge, Policy HG2, so far as it relates to sites which immediately before the adoption of the SAP were within the green belt, has been remitted to the Secretary of State and is to be treated as not adopted. All other policies within the SAP remain adopted and should be afforded full weight.

43. The site is not identified in the SAP.

Other material considerations

National Planning Policy Framework (NPPF)

44. The NPPF was updated in July 2021. 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.

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

46. 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.

47. Chapter 8 promotes healthy and safe communities aiming to achieve healthy, inclusive and safe places.

48. Chapter 9 identifies measures to promote sustainable transport. Paragraph 112 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.

49. 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.
50. 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 126 states that 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 130 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.
51. 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 154).
52. Chapter 16 refers to the historic environment. Paragraph 197 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.
53. Paragraph 199 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).” Paragraph 202 states that “Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.”

Supplementary guidance

- Accessible Leeds SPD

- Travel Plans SPD
- Building for Tomorrow Today: Sustainable Design and Construction SPD
- Neighbourhoods for Living SPG
- Transport SPD (revised draft)

- 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 Local Plan Update 2.

Issues

54. Members are asked to comment on the proposals and to consider the following matters:

Principle of development:

55. The former Burley Library site is a brownfield site which is also located within the main urban area, close to public services, leisure and employment opportunities. Co-living is a form of long-term residential accommodation and the development would deliver 78 studio apartments which would represent a useful contribution towards the provision of new homes within Leeds. It is therefore considered that the principle of residential development on this site is acceptable subject to all other material planning considerations. These considerations are discussed below.

Co-living housing

56. Co-living developments aim to blend the benefits of self-contained apartments with the advantages of high-quality communal facilities to increase social interaction. There are currently no co-living housing schemes within Leeds and as such that applicant considers there is demand for this form of housing 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 inclusive price.

57. Experience elsewhere shows that occupiers are typically city dwellers in their 20's and 30's; graduates; corporate employees; international workers or people new to a city; downsizers and / or anyone who wants to live in a central location. There is evidence that there are over 32,000 people in the core target market already living in Leeds.

58. In the absence of any specific policy with respect to co-living proposals, as a form of long-term residential accommodation it is considered appropriate to review and assess such proposals against more strategic policy ambitions including for accessibility, for sustainability and for the quality of life. Considerations relating to residential amenity, affordability, green space, accessible housing and sustainable transport set out in existing development plan policies are measures by which a systematic approach to co-living schemes can currently be addressed.

Density

59. CS Policy H3 requires housing developments in urban areas to be at least 40 dwellings per hectare. The proposals identify 78 residential apartments on a site area of thereby significantly exceeding the minimum policy requirement and making efficient use of brownfield land in a highly sustainable residential location.

Housing mix

60. 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. 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.

Space standards and residential amenity

61. CS policy H9 requires all new dwellings to comply with identified minimum space standards so as to create a healthy living environment for occupants. In this regard, the minimum size of a one bed, one person apartment identified in H9 is 37sqm if the flat has a shower room. The CS standards reflect the Nationally Described Space Standards which, in identifying the requirements, took into account the space required for all furniture, fittings, activity and circulation space, provided all the space and facilities required to ensure that all homes are functional.

62. Co-living intentionally takes a different approach to conventional C3 accommodation where households are self-contained, instead encouraging integration with other occupants of the development through the use of communal living spaces and kitchens.

63. 71 of the rooms are 30 square metres in size with 7 duplex apartments within the former library building on ground floor of at least 30 square metres. The rooms would be fitted with double beds with storage spaces below, a dressing area, full height wardrobes, a living area including a two-person settee and low table, a fold down table with two chairs for dining and workspace, low level storage units, a bookcase and storage cabinet, a bathroom pod with WC, sink and shower, an entrance lobby and a kitchenette.

64. 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 use as needed. The proposed kitchenettes in rooms take into account the anticipated usage such that a basic level of cooking can be undertaken within the studios themselves. The studio kitchen would provide a sink, fridge freezer, two ring hob, combination microwave oven/grill, extractor hood and waste bins, along with storage and shelving. The provision also takes into account the shared kitchen arrangements which provide additional space and equipment.

65. Each floor has a communal area for the use of all residents. Each communal area would have a series of workbenches allowing several residents to cook at any one time. Seating for 10-12 people would enable almost an entire floor 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 may not be used for cooking, and seating provides an alternative space for residents to work during the day, or socialise generally. The space could also be used as a gathering space for small events. The breakdown of the facilities for each floor is as follows:

- Basement: 143 square metre communal area (for use as a private gym and/or cinema) and 80 square metre back of house/servicing
- Ground floor and Mezzanine: 7 duplex units with approx. 60 metres square of shared space and 199 metres square of co-working space (with the co-working space also open and accessible to the public)
- First floor: 15 co-living units with 67 square metre communal area and 23 metres square of external balcony space.

- Second floor: 15 co-living units with 57 square metre communal area and 20 metres square of external balcony space.
- Third floor: 15 co-living units with 73 square metre communal area and 20 metres square of external balcony space.
- Fourth floor: 14 co-living units with 88 square metre communal area and 23 metres square of external balcony space.
- Fifth floor: 12 co-living units with 51 square metre communal area and 21 metres square of external balcony space.

66. A small area of outdoor amenity space is provided to the rear of the building. This area is partly located under the building such cannot be considered to be the primary outdoor amenity space for the development. The principal amenity space is provided within the balcony and terraces accessed off each communal area.

67. Residents of the proposed development will be eligible to use the co-working hub free of charge. In addition, they will be entitled to use all the communal facilities in The Glassworks. This includes, the gym, cinema, spa and amenity garden as well concierge services.

68. Do Members support the principle of co-living and the amenity offered by the development?

Affordable housing

69. 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. 78 apartments would generate the need for 6 affordable units based upon this policy which states that affordable housing provision should be on site, unless off site provision or a financial contribution can be robustly justified.

70. From discussions it is considered that the applicable policy basis that could translate to co-living relates to Build to Rent developments and specifically part iii of the policy which allows a commuted sum in lieu of on-site provision of affordable housing. Such an approach is adopted in London which, through the London Plan, seeks payment in lieu to fund traditional C3 affordable housing elsewhere. It is suggested that this approach is a more practical solution rather than attempting to introduce traditional C3 affordable housing within a co-living development which tends to be occupied on shorter tenancies; offers only single person accommodation, and the developer's ability to offer more affordable accommodation is more limited than for Build to Rent due to physical and management constraints associated with co-living developments. Further, there is currently no evidence that there is a demand for 'affordable' co-living accommodation in the city.

71. Do Members support the approach to affordable housing provision for this co-living development?

Design and conservation

72. The development seeks the conversion and extension to the Grade II listed Burley Library building: Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (the 'Listed Buildings Act 1990') provides:

73. "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.”

74. The design of the extension is considered to be high quality. The scale and form responds to its setting by appear to stand off and ‘float over’ the listed Library Building and with a broken form and a diminishing scale ensuring the extension does not compete with the Library and, while being a considerable extension, will not appear as an unduly prominent or dominant addition. This impact is further reduced as the building will be largely obscured from most of Cardigan Road as it is set back behind the Glassworks and Embankment buildings

75. The proposed new apartment extension is to discernibly contemporary to contrast with the traditional and simple form of the Library. It is designed to give the appearance that the extension is floating behind the Library building. The cantilevered balconies project slightly over the rear of the Library building. Then the upper levels are set back to reduce the overall massing.

76. It is proposed that the balconies are fully glazed in order to further reinforce the lightweight appearance to the building.

77. The scheme involves the retention of all significant elements of the listed library building. Works to the internal fabric of the building include:

- Double storey coffered ceiling and moulded cornice to be repaired, restored and made good.
- Oak pillars and cared panelled oak kiosk, bookcases and finished oak wall panels to be retained and restored.
- Leaded and stained glass window to be repaired, cleaned and restored.
- Panelled internal timber doors, glazed doors and architraves to be retained and restored.
- Existing roof lanterns to be retained and restored.
- Existing tile work to be restored.
- Parquet flooring to be retained and restored where possible and replaced with similar where necessary.
- New Crittall glass pods and wall panels to form work pods and internal partitions within the reception area.

95. External alterations include the retention and restoration of original brickwork and replacement brick work to the side elevation.

96. Do Members support the design of the extension and works to the Grade II listed Burley Library?

Landscape, public realm and biodiversity

97. Burley Library sits on a tight urban plot with limited scope to provide meaningful onsite public and private amenity space, landscaping or biodiversity improvements. As discussed, private amenity space is largely limited to the balcony areas and the small area of amenity space to the rear. In lieu of on site provision for public greenspace as require by CS policy G4 an off site commuted sum of £68,938 is required to provide additional or improved greenspace within the vicinity of the site.

Highway safety and parking

98. With regards to highways and parking the proposal includes 24 parking spaces which represents parking provision of 31 percent. The proposal includes a Travel Plan and

a car share scheme. Given the sustainable location close to Burley Park train station it is considered that this level of parking is considered acceptable in this context.

99. Traffic management has been consulted, and owing to the proposed development, a Traffic Regulation Order (TRO) would be required as follows:
- Double yellow lines on the northern side of Broadway Avenue to prevent on-street parking obstructing the footway
 - Double yellow lines at the junctions of Cardigan Road with Alexandra Road, Thornville Road and Burley Lodge Road.
 - amendment to the waiting restrictions on Cardigan Road along the frontage of the site to restrict loading/unloading.
 - Dropped kerb crossing with tactile paving on Broadway Avenue.
 - The redundant drop kerbs in front of the library's gates will also need reinstating to full height kerb.
100. The above can be delivered as part of off-site highway works (planning condition) and will require minor S278 agreement to be fully funded by the developer.
101. As on-street parking is available in proximity of the site (and at high demand), future residents are likely to use free on-street parking instead should parking charges apply to residents. As such, the developer would be required to fund further TROs or Parking Permit Scheme in proximity of the site. This would be a S106 contribution, with relevant covenants to both the developer and the Council.

Do Members support the parking provision and highway works associated with the development?

Accessibility and inclusion

102. Alongside the Accessibility SPD, CS policies P10(vi) and T2 require that developments are accessible to all users. Detailed landscape design should meet the standards set out in Approved Document Part M and British Standard (BS) 8300.
103. CS policy H10 requires that 2% of new homes should be adaptable to wheelchair user standards (M4(3)). This equates to 2 accessible studios which would be provided within the development and supported by the 2 parking spaces in the basement. A new lift would connect the basement with the main entrance lobby at ground floor. All other studios would be designed to comply with Part M requirements.

Sustainability and Climate Change

104. The CS sustainable development 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)).

105. It is intended that the development will incorporate a series of sustainability measures. These would be achieved through the implementation of a wide range of strategies and measures including further consideration of the following:

- Retention and re-use of the existing building but with improved thermal performance
- Smart construction to avoid landfill waste
- Reduction in carbon emissions through sustainable energy usage/materials
- Introduction of electric vehicle charging points
- Biodiversity enhancement with new wildlife habitats, pollinating plant species and bird boxes

Conclusion

106. The emerging proposal for the use of the building as co-living accommodation is a new concept for housing provision within the City and, at the current time, is not the subject of any specific policy. Accordingly, with reference to more strategic considerations and overarching policy, at this time each case needs to be considered on its merits.

107. Members are asked to note the contents of the report and the presentation, and are invited to provide feedback, in particular, on the issues outlined below:

Do Members support the principle of co-living and the amenity offered by the development?

Do Members support the approach to affordable housing provision for this co-living development?

Do Members support the design of the extension and works to the Grade II listed Burley Library?

Do Members support the parking provision and highway works associated with the development?

Appendix 1 : Minutes of the Development Plan Panel meeting 2nd November 2021

The report of the Chief Planning Officer provided the Panel with an update on the progress of the draft Houses in Multiple Occupation (HMO), Purpose-Built Student Accommodation (PBSA) and Co-Living Amenity Standards Supplementary Planning Document (SPD). The report also set out the proposed timetable for progressing the draft SPD to adoption.

Appendix 1 included a summary of the representations made during the consultation period as well as the Council's initial response and proposed actions in response to the comments received.

The Senior Planner presented the report, and provided a general overview of the range of responses received (65 reps received, providing 500 individual comments relating to the draft SPD) from the 6-week consultation, including work undertaken in relation to continued informal engagement with the landlord sector on concerns relating to the status of the SPD

and its relationship to other Council workstreams. It was noted that a Frequently Asked Questions (FAQ) document will be published alongside the draft SPD and will address a number of concerns not directly related to the content of the draft SPD.

Members heard that a wider “Student Housing” working group convened by Unipol Housing will take place in November / December 2021, to discuss issues relating to the student housing sector.

It was also noted that co-living schemes are emerging in Leeds, and there is a need for further clarity relating to the strategic policy context, therefore it is proposed that the co-living section of the draft SPD will be removed. The Council are advocating for a similar approach used for PBSA; emerging co-living schemes will present an opportunity to establish a Leeds methodology.

It was confirmed that a revised “Pre-Adoption” draft SPD will be presented to DPP in January 2022, for endorsement for a further 4 weeks of publicity in January / February 2022. It was noted that the anticipated adoption date for the SPD remains unchanged and is expected July 2022.

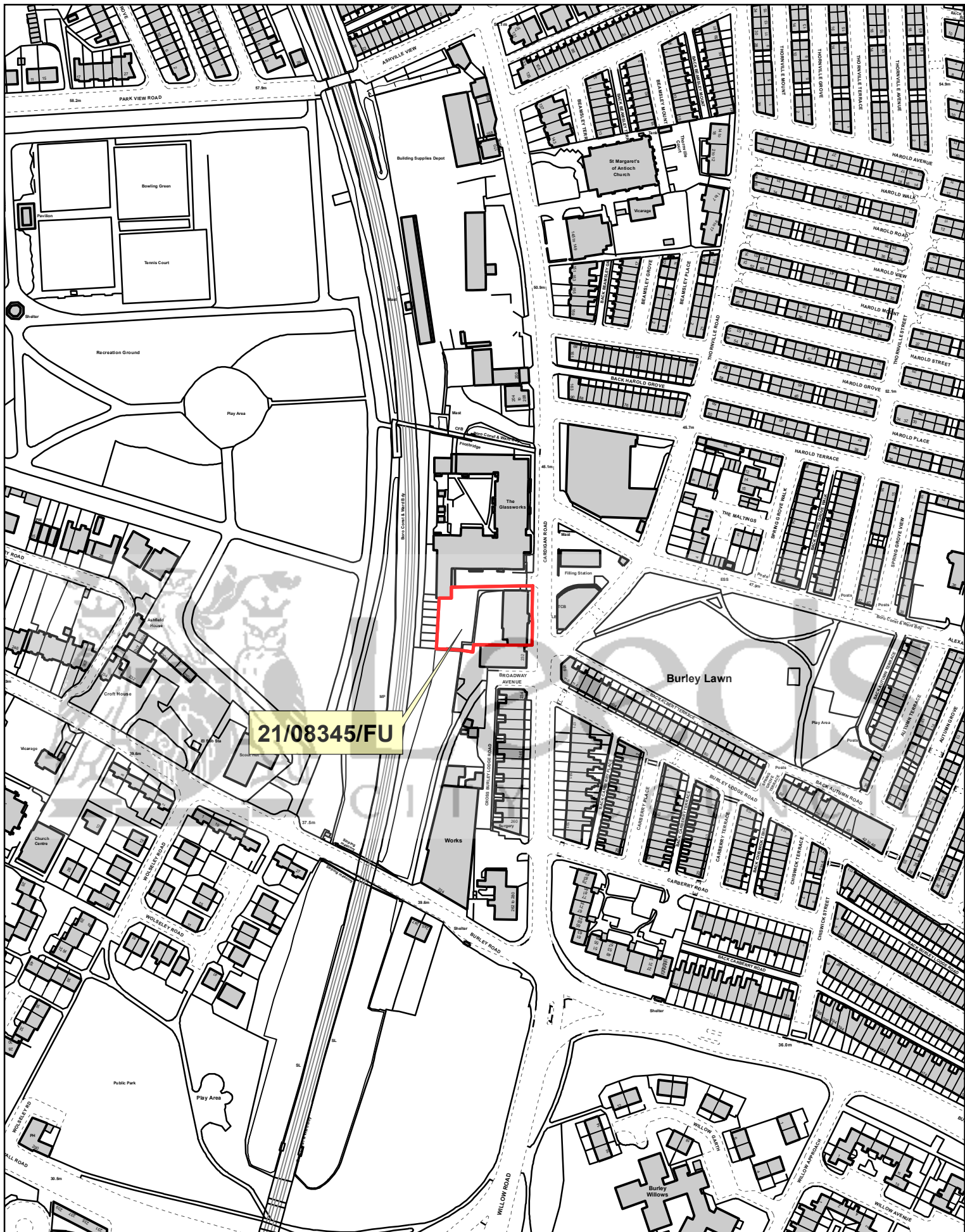
A member emphasised the importance of ensuring there are representatives present at the Student Housing working group, from Student Unions. Officers confirmed that efforts will be made to seek those representatives, and feedback from the working group will be reported at the DPP meeting in January 2022.

Members collectively shared their concerns regarding emerging co-living schemes, in terms of space standards and there being no policy set nationally to set a baseline for such proposals and how Leeds will determine proposals under existing policies. Members queried the difference between co-living accommodation and HMOs, and further raised concerns regarding amenity space and the impact on mental health.

Officers outlined the process in terms of determining emerging planning applications, and confirmed that there will be a co-living member workshop on the 2nd December that will provide members with the opportunity to discuss their concerns in more depth, and an invitation will be extended more widely to all Plans Panel Members.

RESOLVED – To note:

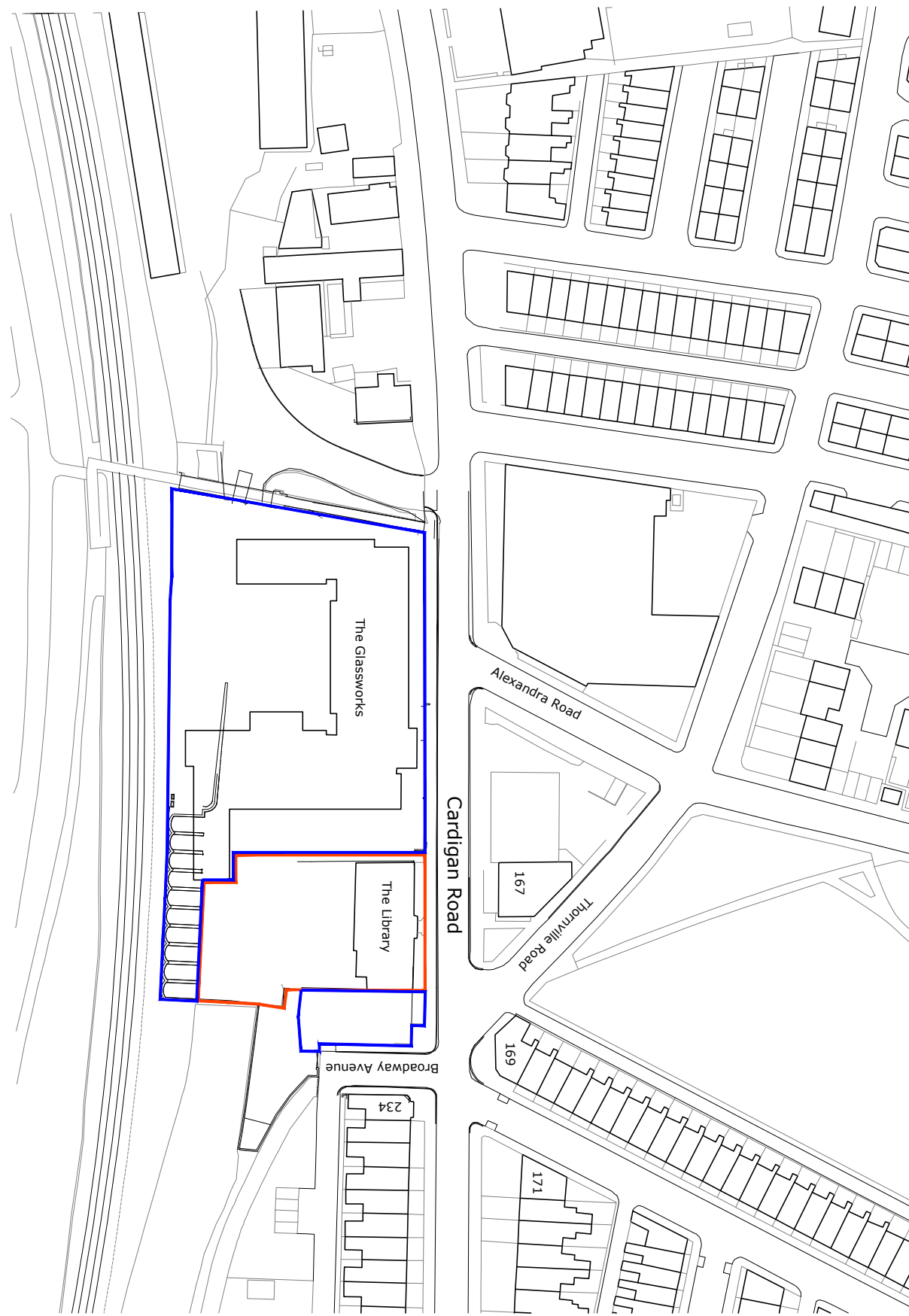
- a) the contents of the report and the progress on the SPD, together with comments raised by Members during discussion of this item.
- b) the continued work with key stakeholders to remedy concerns raised before further consultation takes place on the draft SPD.
- c) that the co-living section of the SPD will be removed.
- d) that the revised draft SPD will be presented to DPP in January 2022, before Pre-Adoption Publicity takes place in January/February 2022.
- e) the intention for all DPP members to receive an invitation to attend the Co-Living Workshop.



21/08345/FU

SOUTH AND WEST PLANS PANEL





Location plan
Scale 1:1250



Revision: B Date: 07.06.21 Drawn: JC Checked: JCB
logo updated

Revision: A Date: 18.05.18 Drawn: FM Checked:

PLANNING ISSUE

Cardigan Rd, Leeds, LS6 1QL

Location Plan

Location:

Client:
Park Lane Properties

Job No:	Drawing No:	Revision:	Scale:
500944	PL-01	B	1:1250
Date: 07.06.2021	Drawn: JCB	Checked: AH	
CAD Ref:			



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This drawing is to be read in conjunction with all relevant consultants and specialists drawings / documents, any discrepancies are to be reported to the Architect before the affected work commences.

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