
Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 10th August 2017

Subject: Pre-application reference PREAPP/17/00261 for the erection of 515 apartments in two buildings between 8 and 17 storeys with associated landscaping, open space areas, public routes and basement car parking, to be located on the northern side of Quarry Hill, Leeds

Applicant – Caddick and MODA Living

Electoral Wards Affected:

City & Hunslet

☐ No Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity ☐

Community Cohesion ☐

Narrowing the Gap ☐

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

1.0 INTRODUCTION:

- 1.1 This presentation is intended to inform Members at an early stage of the emerging proposals for a residential scheme located on the northern side of the central part of the Quarry Hill site adjacent the main East/West route from Eastgate Roundabout to Quarry House. This would amend the Outline scheme (application reference 14/06534/OT) which has previously been approved in principle by Members. The differences will be explained in the report and within the Panel presentation by the applicant. The proposal is brought to City Plans Panel as it is a major development within Leeds City Centre.
- 1.2 The approval in principle of the outline scheme was resolved by Members at Plans Panel in January 2016. Since this time the S106 agreement has been progressed, but not completed, and the decision has not yet been issued. The detail of what was approved in principle is set out in paragraphs 4.1 and 4.2 and the changes are listed in the Proposal section 3.0. In addition the presentation would cover the detail that would also come forward as a reserved matters application for phase 1 of the development.

2.0 SITE AND SURROUNDINGS:

- 2.1 This is the area of land which runs through the centre of the Quarry Hill site, linking Eastgate roundabout to Quarry House. It currently consists of a mix of hard and soft landscaped areas with a central pathway containing steps and ramps with vacant and cleared sites to either side. The sites have vehicular access from the A64 York Rd/Inner Ring Road to the north and from York St to the south. The sites are currently used as surface car parking with approximately 417 car parking spaces available.
- 2.2 To the west is the West Yorkshire Play House (WYPH) and to the south are the Leeds College of Music (LCM) and its associated student residential tower and the Northern Ballet HQ. Pedestrian access is gained from the west using the existing set of pedestrian steps and ramp arrangement to Eastgate roundabout which is outside the application site. A pedestrian bridge across the A64 to Mabgate is accessed from the north-eastern corner of Quarry Hill.

3.0 PROPOSAL:

- 3.1 This proposed design amendment relates to a part of the wider Quarry Hill outline planning application site, and is located on the northern side of the east/west route from Eastgate to Quarry House. As part of the outline proposal this was to be occupied by 2 buildings (Building E to the east and Building F to the west) both of 8 storeys fronting the main route and rising to 14 storeys at the rear, to the north. They were proposed to contain approximately 428 no. residential units. These buildings, which were both U-shaped in plan, created a central courtyard space with a route running north/south between them. The current proposal retains this basic format but with the following amendments:
- An increase in the width of the space between building E and F from 10.6m to 13m
 - An increase in the height of the northern part of both buildings from 14 storeys, in the case of Building F to 16 storeys and in the case of Building E to 17 storeys – an increase of between 6m and 9m. Also an increase in the height of the side wings by up to 2m
 - An increase in the number of residential units from 428 to 515.
 - A rationalisation of the ground floor plan to remove original corner recesses and reveals
 - Modification of the colonnade height frontage to the east/west route, from 7m down to 6m
 - Redesigned landscape to the central route to integrate all changes of levels into a fully accessible design, including soft landscaping, pedestrian routes and space in front of the units to be used for seating and dining. In addition, because it is no longer to be constructed above a basement car park, a more robust planting regime can be pursued.

- A reduction in the basement car parking numbers to 73 for the Phase 1 residential (including 4 disabled bays and 8 Electric Vehicle bays)
- 234 cycle spaces in 2 dedicated secure locations accessible at ground level

3.2 It is also proposed that Building D, closest to the WYPH, would have the potential to be used as a hotel, as an option to the office use already agreed in principle.

3.3 The residential units would be available on the rental market as part of a Private Rented Sector (PRS) scheme. This would mean that some of the ground floor uses would be dedicated to the occupiers of the apartments rather than being available to the general public, although this would only be for a proportion of the space and not all of it.

3.4 Design

The Phase 1 buildings have now been fully designed and would be the subject of a reserved matters application, to be submitted pursuant to the amended outline application.

3.5 The ground and first floor treatment is to be of glass, set behind a 6m high colonnade fronting the main east/west route through Quarry Hill. This feature was indicated on the drawings attached to the outline proposal in order to provide a visual base to the composition as well as active frontages and protection to pedestrian routes.

3.6 The upper floors of the buildings fronting the east/west route are proposed to be of brick and stone, which takes its reference from the Reginald Blomfield designed buildings on Eastgate and the Headrow, a number of which are listed. These materials then turn the corner to provide integrity and depth to the lower parts of the composition.

3.7 The taller, northern, elements are also of masonry but will have their top sections clad in a visually lighter-weight material, proposed to be a glazed treatment. The top floors are contained beneath a mono-pitched sloping roof of metal cladding which then drops down the full height of the building. The mono-pitch also has the advantage of visually screening any roof top plant. The connecting wings make the transition between the two distinct front and rear elements and again use masonry with the sloping roof motif.

3.8 Courtyard Space and Residential Amenity Space

The courtyard space between Buildings E and F would be managed by MODA (the PRS Provider). In respect of the way that this space would be managed the applicant has stated that:

‘Public access to the garden (*courtyard space*) will be limited to times defined by the estate management company, currently envisaged between the hours of 07:00am and 11:00pm. The security measures required to do this will be integrated into the design to create a new semi-public space for the residents of Blocks E and F primarily to provide residential security during the night-time.

Both buildings have main entrances fronting the gardens, Block E has a significant amount of secure cycle parking (200 spaces), and Block F has a number of ground level garden facing apartments. All of these features require an enhanced level of security during night time hours.

It is also essential that due to the residential nature of the development, noise disturbance and anti-social behaviour is restricted during night time hours. Therefore, it is proposed the garden entrances will be managed via a fob operated gate that benefits from a proper architectural design and that ties in with the wider public realm strategy.

The restaurants & cafes located in the proposed A3 units will have garden access at all times for servicing and dedicated dining areas for customers.

Outside of the restricted hours, the residential management team will look to hold engaging events for all residents and visitors to Quarry Hill to ensure the space is activated, inviting and used to its full potential.'

- 3.9 In addition to the courtyard space, the roof tops of the 8 storey parts of the buildings fronting the east/west route, would be laid out as amenity space for the use of the PRS occupiers. Whilst providing an additional facility for the residents, this would also give enhanced views for the occupiers of the taller elements of the scheme to the north.
- 3.10 Vehicle Parking
The size of the basement car park proposed by the agreed outline scheme serving Buildings C, D, E & F was originally to contain a total of 422 spaces. However, the PRS development in Blocks E and F only require a total of 73 spaces (approx. 1 space per 7 PRS units). This level of provision is in accordance with MODA's requirements.
- 3.11 Previously all of the basement parking spaces were proposed to be accessed from the south via St Cecilia Street, with two full levels of parking beneath all four development blocks, as well as the public realm areas. Due to the significant reduction in the amount of car parking to be provided for the MODA scheme, the physical size of the basement car park has been reduced.
- 3.12 As this revised arrangement physically splits the car parking provision for Blocks E and F to the north, from Blocks C and D to the south, a new separate car park entrance is required to the north for the Blocks E and F car park. The new car park entrance is proposed to be accessed centrally along the northern site access road. Because of this arrangement, no basement car parking would be required beneath the main east/west route across Quarry Hill.
- 3.13 Currently this is proposed to result in an overall reduction in car numbers on site from 1,100 to 894, including a 580 space multi-storey car park.
- 3.14 Overall site car parking provision
The development of this area of land for Buildings E and F will remove 145 surface car parking spaces once construction begins. Car parking and the servicing for the WYPH have always been part of the consideration of the development of the Quarry hill site. However the recent completion of the Victoria Gate MSCP can also now be considered, along with the impact this has had on car parking provision in the area.
- 3.15 In the light of this changing set of circumstances the applicant has provided the following information in respect of the provision of car parking, the proposed multi-storey car park at Quarry Hill during the construction of Buildings E and F, and the longer term provision of parking on Quarry Hill:

The masterplan includes provision for a 580 space multi-storey car park on Block A. There is a Development Agreement dated March 2014 between Caddick Developments and Leeds City Council which provides that the multi-storey car park shall be the first of the six blocks to be developed, unless it can be demonstrated and agreed that the car park is not economically viable to build. The purpose of the viability test was to have regard to the possible impact of the new 800 space Victoria Gate car park, which had not been built at the time, but it was acknowledged once complete could have an adverse viability impact on the proposed Caddick multi-storey.

Proposed car park provision in relation to the Phase 1 development

- There are currently 417 existing surface car parking spaces.
- There is no restriction on this long established parking, they can be used for either short or long stay, or a combination.
- 145 surface spaces (of which 8 are disabled) will be lost once construction of Blocks E & F starts on site, probably from April 2018. However 73 new basement spaces will be provided for residents of E & F under those buildings.
- The applicant will ensure a minimum of 250 spaces are retained on site for surface car parking, until other blocks are brought forward for development. The WYPH will be closing in 2018 for at least 12 months for upgrading, so the demand on the surface car park will reduce during that period.
- The applicant is also talking to adjacent land owners regarding possible use of their land for compound space during construction and potential additional temporary car parking.
- The new Victoria Gate car park is running at low use levels and the applicant has identified significant spare capacity in this car park on a daily basis. There are 800 car parking spaces in this new MSCP which includes 50 disabled spaces.

Proposed strategy for the deferred delivery of the multi storey car park at Quarry Hill

The applicant wishes to defer (but not cancel) delivery of the MSCP for the above reasons and, due to current viability challenges, allow Buildings E & F plus public realm to be delivered as a first phase, rather than the MSCP. They expect to deliver the MSCP as a later phase as viability improves.

- The Development Agreement with Leeds City Council states the first block to be developed will be the MSCP unless it can be demonstrated that it is not economically viable to do so, taken into account operators in the market and the rent they are willing to pay.
- The applicant has recently sought offers from leading car park operators and the rental offers received are not currently high enough to justify development in viability terms.
- Operators have confirmed, at 580 spaces the proposed MSCP is too big in any event, with the likelihood that a significant proportion of the spaces would be permanently un-used.
- Since the outline planning application was agreed in principle, the situation has changed in that the new Victoria Gate car park has opened adding 800 new spaces to local availability. Operators understandably regard this new car park as direct competition to a

MSCP proposed at Quarry Hill, particularly for short stay customers, and being in better location for city centre access.

- Patrons of WYPH are able to park in the superior safer, well lit Victoria Gate car park on any evening for £3.00, the same tariff as the surface car park at Quarry Hill. In the light of this, the applicant has discussed with WYPH the proposed delay of the Quarry Hill MSCP and they are not concerned by it.
- The applicant hopes and expects that the viability of the MSCP will improve over time as more development takes place at Quarry Hill, which would enable them to deliver the MSCP at a future date. They are exploring other options including other uses to sit above the MSCP e.g. hotel or student accommodation. They will review the viability of the multi-storey car park prior to bringing forward each future phase of development, and deliver the car park when viability allows.
- In the meantime they will maintain surface car parking provision as stated above.

3.16 Affordable Housing

The applicant has considered the position in respect of Affordable Housing and has produced a position statement. The following is the Executive Summary from that statement:

‘Within the matrix of proposed accommodation for Quarry Hill, there are 515 PRS units (blocks E & F) which will be delivered as the first phase of the scheme. There are a further 277 units in the matrix within other blocks in later phases which are intended to be delivered for open market sale. The proposed affordable housing provision for the 277 units sale element is entirely policy compliant, this would deliver 14 units on-site based on the current 5% affordable policy requirement and these units would be provided at the most recently published benchmark figures for transfer to a registered provider of social housing at £804/sq m for social rent (8 units/60%) and £1,036/sq m for submarket sale (6 units/40%).

In respect of Blocks E & F, these will be delivered by PRS specialist MODA Living (who have entirely separate funding arrangements to those of Caddick Developments). We have been working closely with MODA and Leeds City Council to assess how the affordable housing requirements can be met in respect of these blocks. We are very mindful of the need to create mixed and balanced communities in Leeds, whilst also having regard to the requirements of MODA as developer and their funding/operational model.

Bearing in mind our intention to deliver policy compliant affordable units on site in the later open market phases as above, on balance, we believe that affordable housing in respect of Blocks E & F would be more effectively delivered and operated by suitably resourced and experienced registered providers who could utilise the payment of a commuted sum to provide additional housing designed and managed specifically to meet local needs while making the most efficient use of the available capital subsidies for new affordable housing.

There are specific reasons why MODA cannot provide social rented units directly or on site. The primary reason is that MODA’s corporate structure and funding arrangements prevent it from both achieving registration as a

provider of social housing or granting any of the social housing forms of tenancies, which are covered by a more extensive regulatory structure and provide more security than private sector tenures. The reasons are summarised below:

Introduction

MODA is not, and cannot currently become, a registered provider of social housing and would not have the capability to offer the tenants of affordable or social units any of the housing support or advice services that they would normally have access to as tenants of a registered social landlord.

Corporate and Regulatory Constraints

MODA is not constituted or funded in a way that could achieve registration as a registered provider of social housing with the Homes and Communities Agency and at this early stage in the evolution of the business it is not commercially practical to create a subsidiary that would be suitable for registration.

The few for-profit providers that have achieved registration as providers of social housing operate within a less comprehensive regime of external regulation by the Homes and Communities Agency and do not offer an equivalent level of corporate or financial stability to the not-for-profit registered providers.

Tenancy Types

While the predominant types of tenancy used for social housing have changed in recent years, the tenancies granted by registered providers of social housing are still more secure and more highly regulated than those that can be granted by unregistered housing providers and private landlords, and alignment with the terms of social tenancies would be wholly unacceptable to the funders of PRS schemes due to the adverse effect that this would have on the value of their assets.

Rent Levels and Service Charge Issues

Rent levels are an entirely separate issue to tenancy types and Assured Shorthold Tenancies can be used with any rent level that an unregistered housing provider or private landlord wishes to offer. Funders prefer consistency in the tenancy terms used throughout schemes and a common form of Assured Shorthold Tenancy can be used with a mix of rent levels, including discounted rents, subject to the landlord being able to manage the revenue and cash-flow impacts which could arise from the variations in rent levels.

However, due to housing benefit restrictions MODA would be unable to recover all of their operating and management costs from social or affordable units in the scheme and there would therefore be an ongoing need to cross-subsidise these costs from the rental income from the market rent units, which could increase as further central government reforms are introduced.

Housing Management and Tenant Support

The granting of social tenancies is a fraction of a registered provider's activities and MODA has neither the resources, nor the capability to provide the very specific housing management and support services that social tenants are able to receive from registered providers of social housing.

Without these added values services, the housing security of social tenants would be vulnerable to short term changes in their income or health that could otherwise be managed by an appropriately resourced registered provider.

Access to HCA Affordable Housing Grant and Loans

While MODA is unable to access Homes and Communities Agency grants and loans, the payment of a commuted sum as an affordable housing contribution would provide the opportunity for this to be combined with Homes and Communities Agency grants and loans by a registered provider of social housing and achieve the maximum possible initial capital subsidy for new social housing stock that is designed and managed specifically to meet local needs, provided within the regulatory framework of social housing tenures and backed by the support services capabilities of registered providers of social housing.

Calculation of the Commuted Sum

In summary, taking into account the current local residential market, the uncertainty surrounding the emerging PRS market, and precedents set by other recent submissions, an appropriate figure to adopt for submission as a commuted sum for inclusion in a Section 106 Agreement is **£1,840,348**.

Conclusion

In conclusion, for the reasons stated in this document, we believe that the Council's objective to secure new social and affordable housing units would be best met through a policy compliant commuted sum for offsite provision of affordable housing in respect of the PRS Blocks E & F of the Quarry Hill scheme and a policy compliant onsite affordable housing provision for the sale element of the scheme.'

3.17 District Heating

The applicant has stated that:

'Future provision shall be incorporated via underground heating mains to connect the building(s) heating system to a wider L.C.C. district-heating network via a low loss header, from heating mains buried in the ground and taken from the site boundary to the building plant rooms'

This is a positive position in respect of potential future connection to the proposed District Heating System.

4.0 RELEVANT PLANNING HISTORY:

4.1 Members agreed the outline approval in principle in January 2016, application reference 14/06534/OT. The scheme contained:

- 705 (approx.) residential units - of which approximately 280 units could be used as student accommodation to provide approx. 720 student bed spaces (428 residential units were to be located in Blocks E and F)
- 10,000 sqm office
- 3,200 sqm A3 (cafes restaurants), A4 (bars) and A5 (take-aways)
- 700 sqm A1 (retail)
- 1,200 sqm D1 medical centre

- 6,000 sqm education use (This would replace approx. 110 flats or 280 student residential units in building B located in front of Quarry House)
- 1,100 car parking spaces in total to be provided in 2 levels of basement beneath Buildings C,D,E and F, a single basement level beneath Building B and the MSCP (578 spaces)

4.2 Since approval at Panel, the Section 106 Agreement has been progressed to a point where it is close to completion. This agreement provides for the following obligations:

- a) Requirement for public access to and maintenance of all routes through the scheme and public spaces
- b) The provision of on-site Affordable Housing (5% of the total number of units to be provided on site, 40% of these to meet the needs of households on the lower quartile of earnings and 60% of these to meet the needs of households on the lower decile of earnings)
- c) Travel Plan initiatives:
 - i) £34,000 for free trial car club membership package for residents and staff
 - ii) Provision of 3no. car club parking spaces
 - iii) £10,210 Travel Plan Review fee
- d) Up-grading of bus stop on York Rd to include real time display (£20,000)
- e) Money for off-site highway works £213,765 – for improvements to junctions and crossings
- f) Management and pricing strategy for Multi Storey Car Park
- g) Safety improvement works to the footbridge over the A64(M) (£50,000)
- h) Local Employment Initiatives

4.3 A Certificate of lawfulness for the use of the surface areas of the Quarry Hill site for the parking of cars (app. ref. 13/02275/CLE) was granted in 2013. This applied to areas of the site rather than specific numbers.

4.4 Planning permission has been granted for the erection of the Leeds City College on the site to the west fronting Eastgate. 16/05468/FU. An application has recently been received for the reduction in scale of the original proposal (presented to members at Panel in May this year) and this is currently being considered, application reference 17/04104/FU.

4.5 To the north is an extant permission for a 14 storey office building with fitness centre and shop with attached multi-storey car park 12/03110/EXT. This permission is due to expire on 15th October 2017.

5.0 HISTORY OF NEGOTIATIONS:

5.1 The proposals have been the subject of pre-application discussions between the Developers, their Architects, and Officers since May of this year. These discussions have focused on affordable housing provision, scale, massing and design, context and relationships to other buildings in the vicinity and car parking provision. The pre-application presentation is a response to these discussions.

6.0 CONSULTATION RESPONSES

6.1 Highways Services: No objection in principle to the proposed level of parking for the PRS residential use and to the relocation of the car park access point to the north for Buildings E and F, dependent upon acceptable trip generation data. Further

detail of the design of the new access is required to ensure this can be accommodated safely. Details of cycle parking location and numbers are required.

Playhouse Square is now to be provided as part of the works to Gateway Court which is being co-ordinated by L.C.C. officers. However, the access road to this area from the north needs to be secured. The proposal indicates a lay-by on the eastern side of this route, the details of which need to be provided. At this stage it is considered that the extent of the highway to be provided by the development needs amending to re-include the access road to Playhouse Square. It is also likely that Playhouse Square will be used as the pick-up/drop-off for the proposed hotel in Block D, strengthening the justification for the development to deliver the access road.

Internal roads to be adopted would need to be built to adoptable standards and offered for adoption under Section 38 of the Highways Act. The speed limit for the proposed development should be 20mph in accordance with the Street Design Guide. For the avoidance of doubt the cost of road markings, signage and appropriate speed limit Orders would be fully funded by the developer

Disabled parking and Electric Vehicle Charging Points would be required as per the Parking SPD and associated Guidance note on EV Charging points

The east/west pedestrian route to the south of Building E and F will need to be delivered as part of the same phase.

It is noted that the conditions and obligations set out in the outline proposal would apply to this proposal.

7.0 RELEVANT PLANNING POLICIES:

7.1 The Development Plan

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, the Development Plan for Leeds currently comprises the following documents:

1. The Leeds Core Strategy (Adopted November 2014)
2. Saved UDP Policies (2006), included as Appendix 1 of the Core Strategy
3. The Natural Resources & Waste Local Plan (NRWLP, Adopted January 2013)
4. Any Neighbourhood Plan, once Adopted

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

- 7.2 The policy guidance in Annex 1 to the National Planning Policy Framework (NPPF) is that due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF. The closer the policies in the plan to the policies in the Framework, the greater the weight they may be given

7.3 National Planning Policy Framework (NPPF)

The National Planning Policy Framework 2012 (NPPF) was adopted in March 2012 and sets out the Government's planning policies and how they expect them to be applied. The NPPF advocates a presumption in favour of sustainable development, and a 'centres first' approach to main town centre uses such as offices. The NPPF

also promotes economic growth in order to create jobs and prosperity and consolidate Leeds City Centre's role as the economic driver of the Yorkshire region.

7.4 It identifies 12 core planning principles (para 17) which include that planning should:

- Proactively drive and support sustainable economic development to deliver homes....and thriving local places. Every effort should be made objectively to identify and then meet the housing, business and other development needs of an area.
- Plans should take account of market signals, such as land prices and housing affordability
- Recognize that residential development can play an important role in ensuring the vitality of centres
- Seek high quality design and a good standard of amenity for existing and future occupants.
- Conserve and enhance the natural environment
- Encourage the effective use of land by reusing land that has been previously developed (brownfield land)
- Promote mixed use developments and encourage multiple benefits from the use of land in urban areas.
- Actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling and focus significant development in locations which are, or can be, made sustainable.

Paragraph 49 states that housing applications should be considered in the context of the presumption in favour of sustainable development.

Paragraph 50 states that local authorities should deliver a wide choice of homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities.

7.5 The Government attaches great importance to the design of the built environment. Section 7 (paras 56-66) states that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. It is important that design is inclusive and of high quality. Key principles include:

- Establishing a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
- Optimising the potential of the site to accommodate development;
- Respond to local character and history;
- Reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;
- Development to be visually attractive as a result of good architecture and appropriate landscaping.

7.6 In addition, attention is also drawn to the DCLG - Technical Housing Standards 2015 which sets internal space standards within new dwellings and is suitable for application across all tenures. The housing standards are a material consideration in dealing with planning applications. The government's National Planning Practice Guidance (NPPG) advises that where a Local Planning Authority wishes to require an internal space standard it should only do so by reference in the local plan to the nationally described space standard. With this in mind the City Council is currently developing the Leeds Standard. However, as the Leeds Standard is at an early

stage within the local plan process, and is in the process of moving towards adoption, only limited weight can be attached to it at this present stage.

7.7 National Planning Practice Guidance (NPPG)

This provides Central Government Guidance on a range of planning matters and provides the following advice:

The Private Rented Sector (PRS)

Some privately rented homes can come from purpose built schemes held in single ownership which are intended for long term rental. The economics of such schemes differ from build to sale and should be determined on a case by case basis. To help ensure these schemes remain viable while improving the diversity of housing to meet local needs, local planning authorities should consider the appropriate level of planning obligations, including for affordable housing, and when these payments are required. So these homes remain available to rent only, Local Planning Authorities may choose to explore using planning obligations to secure these schemes for a minimum period of time. Local Planning Authorities should enforce these planning obligations in the usual way.

7.8 Leeds Core Strategy

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

7.9 Spatial Policy 1 sets out the broad spatial framework for the location and scale of development. This policy prioritizes the redevelopment of previously developed land within Main Urban Area, in a way that respects and enhances the local character and identity of places and neighbourhoods.

Spatial Policy 3 Role of Leeds City Centre. This seeks to maintain and enhance the role of the City Centre as an economic driver for the District and City Region by:

- promoting the City Centre's role as the regional capital of major new office development,
- making the City Centre the main focus for office development in the district
- comprehensively planning the redevelopment and re-use of vacant and under-used sites for mixed use development and areas of public space,
- enhancing streets and creating a network of open and green spaces to make the City Centre more attractive
- improving connections between the City Centre and adjoining neighbourhoods

Core Strategy Policy CC1 outlines the planned growth within the City Centre for 10,200 new dwellings, including office growth.

Policy G3 Requires that for sites within the city centre, for mixed use developments, they should provide the greater area of either 20% of the total site area, or a minimum of 0.41 hectares per 1,000 population.

Policy H2 refers to new housing development. The development will be acceptable in principle providing the development does not exceed the capacity of transport, educational and health infrastructure and the development should accord with accessibility standards.

Policy H4 says that developments should include an appropriate mix of dwelling types and sizes to address needs measured over the long-term taking into account the nature of the development and character of the location.

Table H4: Preferred Housing Mix (2012 – 2028)

Type*	Max %	Min %	Target %
Houses	90	50	75
Flats	50	10	25
Size*	Max %	Min %	Target %
1 bed	50	0	10
2 bed	80	30	50
3 bed	70	20	30
4 bed+	50	0	10

*Type is applicable outside of city and town centres; Size is applicable in all parts of Leeds

Policy H5 states that the Council will seek affordable housing from all new developments either on-site, off-site or by way of a financial contribution if it is not possible on site.

Policy P10 requires new development to be based on a thorough contextual analysis to provide good design appropriate to its scale and function, delivering high quality innovative design and enhancing existing landscapes and spaces.

Policies T1 and T2 identify transport management and accessibility requirements for new development.

Policies EN1 and EN2 set out the sustainable construction and on-going sustainability measures for new development. In this case a BREEAM 'Excellent' and Code for Sustainable Homes Level 4 are required.

Policy EN4 requires connection to a district heating system for residential schemes over 10 units. The top of the hierarchy of networks is connection to an existing district heating network. All sites need to show how their buildings have been designed to allow for connection to a future network.

Other relevant Core Strategy policies include:

Policy EN5 Managing flood risk

Policy ID2 Planning obligations and developer contributions

Policy G9 Biodiversity improvements

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

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

GP5 all relevant planning considerations

BD2 new buildings

N25 boundary treatments

N29 archaeology

BD4 all mechanical plant

T7A cycle parking

T7B motorcycle parking

T24 car parking provision

7.11 Leeds Natural Resources and Waste DPD 2013

The Natural Resources and Waste Local Plan was adopted by Leeds City Council on 16th January 2013. The Natural Resources and Waste Development Plan Document (Local Plan) is part of the Local Development Framework. The plan sets out where land is needed to enable the City to manage resources, e.g. minerals, energy, waste and water over the next 15 years, and identifies specific actions which will help use natural resources in a more efficient way.

7.12 Relevant Supplementary Planning Guidance includes:

SPD5 Public Transport Improvements and Developer Contributions
SPD Tall Buildings Design Guide – States that Quarry Hill is a location for tall buildings as it is a gateway location on one of the main approaches to the city.
SPD Travel Plans
SPD Building for Tomorrow Today: Sustainable Design and Construction
SPD Street Design Guide
City Centre Urban Design Strategy
Leeds Waterfront Strategy

7.13 Site Allocations Plan

In May 2017 the Council submitted the Site Allocations Plan (SAP) for Examination. The Aire Valley Area Action Plan (delivering circa. 7,000 homes) has also been the subject of Examination in Public in January 2017 and consultation on Main Modifications in May 2017. All documents, once adopted, will form part of the Council's up to date Local Plan.

This site is identified in the Submission Draft of the Site Allocations Plan, as part of the larger Quarry Hill site, as site ref. MX2-23 with the capacity to deliver 600 residential units and 11,000 sqm of office floor-space. This proposal is for a part of the larger identified site.

7.14 Affordable House Benchmark Figures

The Chief Planning Officer has agreed revised affordable housing benchmarks for 2017/18. This follows endorsement of the benchmarks by Development Plan Panel on 7th March 2017. This sets out a set of benchmark figures for PRS proposals.

For a limited period of time development, investment and land acquisition decisions will have been taken without factoring in these changes. Also, the use of the rental benchmarks with the PRS model of affordable delivery is comparatively untested. Therefore, it is considered appropriate to accept a "bedding-in" period of 12 months where binding commitments made prior to adoption of the new benchmarks can be considered in planning decisions.

7.15 Other Material Considerations

On the 22 March 2017 Leeds City Council's Executive Board endorsed an approach which recognises that the acceptance of commuted sums from PRS schemes may be appropriate and justified in accordance with Core Strategy Policy H5.

8.0 **KEY ISSUES**

8.1 Principle of the Proposed Development

Buildings E and F were to be residential buildings as part of the outline scheme and so residential development in this location has already been considered acceptable.

The use of the ground floor to provide facilities for the residential units, as well as for members of the public, such as cafes and bars, is still considered to provide a vibrant edge to the public space.

- 8.2 The applicant is now proposing a hotel use, which is an option to offices to be located in Building D. The hotel is a Town Centre Use and is therefore supported by Core Strategy Policy CC1. It would also support the other uses on the Quarry Hill site and is considered to be acceptable as part of the overall mix of development on the site. There is an opportunity to use Playhouse Square for drop-offs by cars and coaches and the detailed arrangements would need to be addressed in the revised Transport Assessment. On this basis the alternative hotel use is considered to be acceptable.

8.3 Site layout and design

The layout accords very closely to the scheme previously considered acceptable by Members and this footprint has now been rationalised. The space between Buildings E & F, has been increased from 10.6m to 13m which is clearly a benefit and provides more publicly accessible open space and landscaping.

- 8.4 The dominant material is brick on all elevations with masonry detailing to provide emphasis and relief. This picks up on the Eastgate/Headrow palate of materials and this is considered to be an acceptable combination.

- 8.5 The main increase in height is proposed to occur along the northern edge of the site where the buildings were already at their tallest. To acknowledge this the palate becomes varied, with cladding panels and glazing introduced, and curved eaves lines and sloping roof forms prevailing. The sloping mono-pitched roof has a synergy with the recently approved Leeds City College building and perpetuates the notion of stepping up the hill whilst also providing a distinctive skyline to the buildings when viewed from distance. This is considered to be an appropriate response to the topography of the site and a successful method of breaking down the size of the tallest elements of the proposal. The Leeds Tall Building Design Guide identifies Quarry Hill as an appropriate location for tall buildings.

- 8.6 As these tallest elements of the proposal sit along the northern side of the courtyard space, they will have no adverse impact on the natural lighting into both the open space around which the buildings are located, and the residential units fronting onto the space.

- 8.7 For the above reasons it is considered that the increase in height of the buildings is acceptable.

1. Do Members consider that the increased height and the elevational treatment of Buildings E and F are acceptable?

8.8 Housing mix

Policy H4 relates to housing mix, based on the nature of the development and the character of the area, within which the site is located. The scheme proposes a total of 515 apartments split as follows;

66 no. studios
221 no. 1 bed
205 no. 2 bed
23 no. 3 bed

Although the 5% proportion of 3 bed units is below the minimum 20% required by Core Strategy Policy H4, it is considered that, on balance, the overall mix represents a good range of provision across all unit sizes from studios up to and including some 3 bed provision within the city centre context. A similar level of 3 bed provision has been accepted within other city centre schemes as it represents a much greater provision than that which currently exists across the city centre as a whole (1% of the total housing stock).

2. Do Members consider that this represents an acceptable mix of unit types?

8.9 Affordable Housing

The applicant has explained their position in respect of affordable housing set out above which confirms their commitment to provide this by way of a commuted sum in respect of the PRS scheme, but to be fully policy compliant for any for sale units which are subsequently developed on future phases.

8.10 Members will be aware that a report was presented to the Council's Executive Board on 22 March 2017 titled 'The development of mixed residential communities in Leeds City Centre' at which the Executive Board endorsed an approach which recognises that the acceptance of commuted sums from PRS schemes may be appropriate and justified in accordance with Core strategy Policy H5. In particular the report highlights the following factors.

8.11 PRS housing adds to tenure choice in the housing market in addition to a contribution to overall growth. Given that an attractive housing offer is a critical driver of economic growth it is therefore important that the city is able to attract investment in this sector. Whilst investors in PRS are looking beyond London and the South East to opportunities in northern markets, they are relatively footloose and will look to evaluate opportunities across the northern core cities both in terms of financial return and ease of development. Investors will make decisions based on the attractiveness of the investment that they will ultimately hold. In addition, they will also have a mind to the investment's attractiveness to new purchasers should they decide to sell at some future point in time.

8.12 The current policy allows flexibility in the application of affordable housing policy and it is proposed that the Council recognises that the payment of a commuted sum in lieu of on-site provision is likely to be more in line with the funding model which underpins PRS delivery. Further, that the Council accepts that the PRS funding model can be taken into account as a justification which supports the financial contribution. This would reflect the practicality of delivering PRS housing whilst supporting the delivery of affordable housing within the city centre housing offer as a whole.

8.13 Accepting the affordable housing obligation as a commuted sum would allow the type of housing to be developed to be relevant to neighbourhoods and could include family housing in some circumstances rather than apartments, which PRS developments are more likely to deliver on site. Whilst it would result in single tenure PRS developments, it would enable the Council to deploy the resources generated through commuted sums to support the housing needs of communities by investing them in the type and tenure of housing needed in neighbourhood areas. It could be viewed therefore that the benefits of bringing forward new housing in this sector, whilst generating resources for affordable housing for the city centre overall, outweighs the lack of tenure mix on specific sites. Also, as indicated above, PRS itself is a new form of rented accommodation which will add diversity to the city's offer. The investment of commuted sums will be informed by Housing Market

Assessments to help determine the type of properties required to support sustainable communities and contribute to the linking and blending of city centre, and fringe city centre, markets.

- 8.14 The National Guidance also makes a distinction for PRS provision which states that:

‘The economics of such schemes differ from build to sale and should be determined on a case by case basis. To help ensure these schemes remain viable while improving the diversity of housing to meet local needs, local planning authorities should consider the appropriate level of planning obligations, including for affordable housing, and when these payments are required’.

- 8.15 Members will be aware that different approaches to the provision of affordable housing have been taken on other PRS sites and this demonstrates that the Council is adopting an approach in line with National Guidance. It is accepted that PRS housing has specific characteristics, brought about through its funding model, which makes it unsuitable for the delivery of on-site Affordable Housing provision through a Registered Provider (RP). Other schemes in the city have provided a commuted sum for provision off site and it is this model which is being proposed here. The proposed sum of £1.84m would enable units to be provided off site by Leeds City Council. In the light of advice contained in the NPPG and the Executive Board Report on affordable housing associated with PRS schemes, officers consider it appropriate to accept a commuted sum in lieu of the PRS element of the proposal, in this case. The amount proposed by MODA still has to be assessed by officers to determine whether it is an acceptable level of commuted sum.

3. Do Members support the provision of a commuted sum in lieu of affordable housing provision on the Phase 1 development?

- 8.16 Highways/Access

Limited parking is proposed to be provided for the Phase 1 buildings, which represents a 14% provision. The reduction in car parking would need to be justified by a revised Transport Assessment. However, subject to no adverse impact upon the highway network the proposal can be supported in principle. The site is sustainably located within the city centre and the many amenities offered by the city centre are within easy walking distance. Also there are numerous amenities for proposed residents located in the area, as well as part of the development itself. Cycle storage, refuse store provision and servicing the building are being provided on site, although details need to be provided. Highways Services are continuing to liaise with the applicant in respect of the details of the new basement car park access point.

- 8.17 The proposal to close the route between the buildings from 23:00 until 07:00 is in the interests of residential amenity and good estate management. Given that there are other alternative routes which will exist north to south, and that it enables more residential units to be accommodated on the site, the proposal to close this route overnight is considered acceptable.

4. Do Members consider that the closure of the route between the buildings over-night is acceptable?

- 8.18 Energy and Sustainability

The potential to connect to the city wide district heating network is being proposed

by the applicant. This accords with the objectives of Core strategy Policy EN4 and is fully supported by officers

8.19 Conclusion

The applicant has developed Phase 1 of the outline proposal and is clearly in a position to move forward to commence development. This part of the Quarry Hill site has remained dormant for years and this proposal, along with the Leeds City College, will finally result in the site being developed. The pre-application proposal accords closely with the original outline scheme already approved by Members, but with certain amendments to the detail of the proposal. On balance, the changes are considered acceptable subject to the provision of supporting technical documents.

- 5. If Members are happy with the proposed reserved matters scheme, do they agree to delegating determination of the changes to the outline application and determination of the Phase 1 reserved matters, to the Chief Planning Officer?**

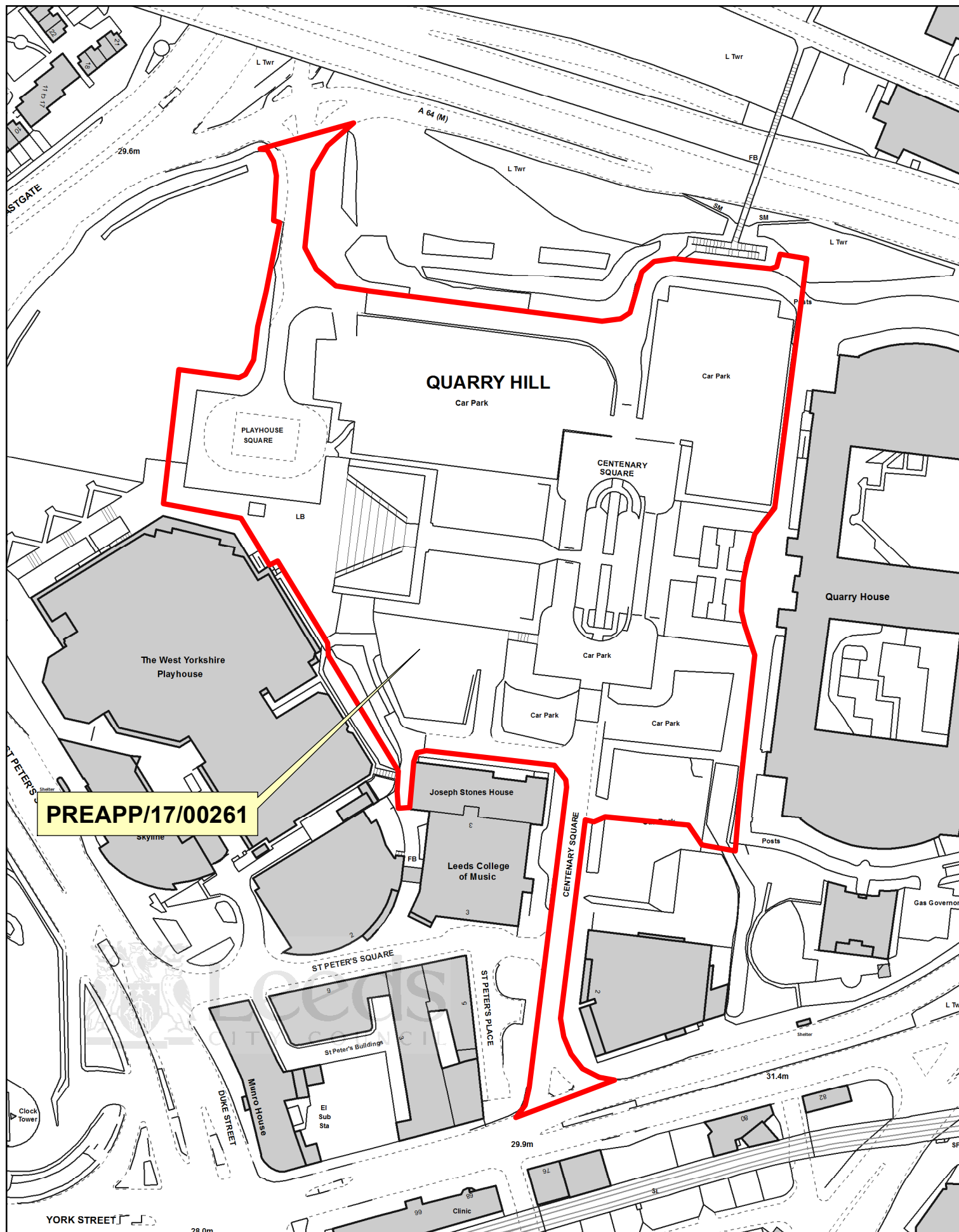
9.0 CONCLUSION

9.1 The key questions asked in the report above are as following:

- 1. Do Members consider that the increased height and the elevational treatment of Buildings E and F are acceptable?**
- 2. Do Members consider that this represents an acceptable mix of unit types?**
- 3. Do Members support the provision of a commuted sum in lieu of affordable housing provision on the Phase 1 development?**
- 4. Do Members consider that the closure of the route between the buildings over-night is acceptable?**
- 5. If Members are happy with the proposed reserved matters scheme, do they agree to delegating determination of the changes to the outline application and determination of the Phase 1 reserved matters, to the Chief Planning Officer?**

Background Papers:
PREAPP/17/00261





CITY PLANS PANEL

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