



Leeds
CITY COUNCIL

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Report of the Chief Planning Officer

City Plans Panel

Date: 12 March 2020

Subject: PREAPP/19/00543 Conversion and extension of existing building to student housing and educational facilities at Brotherton House, Westgate, Leeds LS1 2RS

Applicant: Study Inn Ltd.

Electoral Wards Affected:

Little London & Woodhouse

Yes

Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

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

1.0 Introduction:

1.1 The work-in-progress proposals are being presented to Members by the applicant, Study Inn Ltd, to inform Panel at an early stage of the emerging proposals, allow Members to comment on the evolving scheme, and highlight any issues prior to the intended submission of a full planning application.

2.0 Proposal

2.1 The proposal is for the retention and conversion of the vacant Brotherton House and the construction of a new 15 storey block for 102 purpose built student housing flats (providing 350 bedspaces) with ancillary communal areas, and a 900sqm educational use including lecture theatre and teaching rooms over the lower three floors of the new block.

- 2.2 The 102 flats would be formed of 56 studio flats and 46 cluster flats, with 610sqm communal space for residents including a lounge, study, cinema, gym and games room facilities. The accommodation would be across both the existing building and the proposed new building.
- 2.3 External works to the existing building would include refurbishment of the windows to meet modern amenity standards with details to match the existing across the majority of the building façade, with the exception of a new section of glazed curtain walling at 6th floor level.
- 2.4 The new block would be connected to Brotherton House at ground floor with a glazed link, and at upper floors would be clad in white concrete tiles/panels with a clearly defined base, middle and top expressed through the grouping of window bays and recessed joint banding. Dark bronze window frames would be set within a 200mm deep window reveal. The three lower floors would be fully glazed with dark bronze framing, and would be used as communal space and an educational facility. The eastern and western gables would feature a projecting bay of windows framed with dark bronze coloured metal.
- 2.5 There would be an external roof terrace for use by residents above the ground floor link between the existing building and the new block.
- 2.6 The applicant has confirmed that scheme would achieve 20% better than the carbon emissions target in the 2013 Part L Building Regulations and a minimum of 10% energy generation would be developed through on site low carbon energy sources. The development would meet also the low water usage target of 110 litres per person per day.
- 2.7 Two disabled car parking spaces equipped with electric vehicle charging points would be provided on-site. Pick up/drop off, refuse servicing and cycle parking would be taken from Grace Street/St Pauls Street and managed by the applicant.

3.0 Site and Surroundings:

- 3.1 Brotherton House is a vacant six-storey office building on the south side of Westgate and the western end of St Pauls Street. The building is a non-designated heritage asset defined in the Site Allocations Plan (SAP) and identified under site reference MX2-20 for mixed use with a site capacity of 63 residential units and 5000sqm office development.
- 3.2 The building was built in 1956 as headquarters for Leeds chemicals and dyestuffs firm Brotherton and Co. after whom the Brotherton Library at the University of Leeds, and the LGI Brotherton Wing are named. The building became the Leeds City Police Headquarters in 1965 until 1976 when they moved to Millgarth Police Station, retaining Brotherton House for offices.
- 3.3 The building is faced with brick, Portland stone, Cumberland or Westmoreland slate and Italian quartzite. It features expressed concrete framing and horizontal banding, with white metal framed windows. It was constructed with

an underground car park complete with a turntable, automatic ventilation and central heating, and a top floor including a restaurant and a roof garden/terrace. The northern and southern elevations incorporate projecting semi-circular staircase towers.

- 3.4 The proposal site area is 0.3 hectare. The building once enjoyed a prominent siting facing a roundabout at the entrance to Westgate and the Headrow, however, the reorganisation of highways to form the nearby Inner Ring Road radically altered its setting. It remains connected to Park Lane by an early 21st Century footbridge. There is a circular area of surface car parking situated to the south-west of the building which forms part of the site. Grace Street, which is partially pedestrianised, runs along the east side of the building, and this is a protected public space in the Development Plan. To the south and west of Brotherton House and Westgate there is an area of grass, bounded by 4 groups of mature trees which are the subject of a Tree Preservation Order (TPO No. 16 (2015)). The TPO includes 6 groups of trees and a single tree, consisting of the 4 groups immediately to the south and west of Brotherton House, 2 further groups off Castle Street to the south, and a single tree within the former swimming pool site.
- 3.5 The surrounding area is mainly characterised by large, commercial buildings, primarily used as offices such as 1 Park Lane, Westgate House, West One, West Point and Carlton Tower. There is residential use at the corner of Queen Street and Little Queen Street (Q2 Residence). The cleared former International Pool site is located to the south of Brotherton House, currently in use as surface car parking. The boundary of the City Centre Conservation Area is at the junction of St Pauls Street and Queen Street to the east of the site. Nearby are a group of listed buildings at Park Square, including the Grade II* Listed St Pauls House.
- 3.6 The site is within the City Centre Core Parking Area, and parking provision on the surrounding streets are controlled by Traffic Regulation Orders and enforced.

4.0 Relevant Planning History

- 4.1 PREAPP/13/01034 A pre-application presentation for a proposal for change of use of offices and roof-top extension to form 63 apartments was considered at City Panel on 16 January 2014. A planning application was not subsequently submitted.

5.0 History of Negotiations

- 5.1 Two pre-application meetings have taken place with officers in December 2019 and February 2020.

6.0 Consultation Responses

- 6.1 Leeds City Council (LCC) Transport Development Services
No objection in principle subject to the resolution of the following detailed matters at planning application stage:
- Transport Statement to justify the proposal in terms of travel by all modes to including car parking for residents and visitors and the impact of the loss of

the existing car parking on the turning area on the public highway should be addressed by the applicant.

- Travel Plan
- Student pick up and drop off strategy
- Servicing, deliveries and refuse collection
- Short and long stay cycle parking
- Construction management plan, given the constrained nature of the site
- Details of any necessary on or off-site highways works and/or changes to Traffic Regulation Orders (TROs) required to support the proposal

6.2 LCC Flood Risk Management

No objection subject to full details of surface water drainage.

6.3 LCC Nature Conservation/Landscape

The protected trees to the south and west of the site are a valuable ecological feature in this urban setting so should be protected in full. There should be no other significant nature conservation concerns.

6.4 LCC Environmental Studies (Transport Noise and Air Quality)

Existing road noise needs to be assessed and a sound insulation scheme should be provided. Environmental noise from the Inner Ring Road will need to be mitigated and an enhanced glazing specification with mechanical ventilation to achieve rapid cooling without opening windows is likely required in this location to enable ventilation and cooling at all times day and night in this potentially noisy environment, especially in the summer months. A noise report should include references to the ProPG Planning and Noise Guidance, BS8322:2014 and World Health Organisation Guidelines for Community Noise.

6.5 LCC Access Officer

The development should meet guidance in Accessible Leeds SPD, BS8300 and P10 part (vi) and demonstrate that the development will be accessible to all users.

6.6 LCC Conservation & Design Team

Supports the proposal in principle subject to full details of building materials and architectural detailing.

7.0 Relevant Planning Policies

7.1 Statutory Context

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

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

- Any Neighbourhood Plan once made – there is no Neighbourhood Plan for this area.

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

7.2 Development Plan

7.2.1 Leeds Core Strategy (CS)

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

Spatial Policy 1 Location and scale of development.

Spatial Policy 3 City Centre Development

Spatial Policy 6 Housing requirement and allocation of housing land

Spatial Policy 8 Economic development priorities

Spatial Policy 9 Employment

Spatial Policy 11 Transport infrastructure investment priorities such as pedestrian improvements

Policy CC1 City Centre growth, part (b) encourages residential development, providing that it does not prejudice town centre functions and provides a reasonable level of amenity for occupiers.

Policy CC3 Improving connectivity between the City Centre and Neighbouring Communities.

Policy EC3 Employment use land

Policy P9 new community facilities

Policy P10 design

Policy P11 heritage

Policy P12 landscape

Policy T1 transport management

Policy T2 accessibility requirements and new development

Policy H2 housing on unallocated sites

Policy H3 housing density

Policy H6B Purpose Built Student Housing

Policy EN1 carbon dioxide reduction

Policy EN2 sustainable design and construction

Policy G6 City Centre protected greenspace

Policy G9 biodiversity improvements

Policy ID2 planning obligations and developer contributions

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

Relevant Saved Policies include:

Policy GP5 all planning considerations

Policy BD2 design and siting of new buildings

Policy BD4 mechanical plant

Policy BD5 residential amenity

Policy LD1 landscaping

Policy N19 new buildings and character and appearance of conservation areas

7.2.3 Leeds Natural Resources and Waste DPD

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

Relevant policies include:

Air 1 management of air quality through new development

Water 1 water efficiency including sustainable drainage

Water 7 surface water run-off

Land 1 contaminated land

Land 2 development and trees

Minerals 3 coal safeguarding

7.2.4 Leeds Site Allocation Plan

The site falls within the designated City Centre. The site is identified in the Site Allocations Plan (SAP) under site reference MX2-20 for mixed use with a site capacity of 63 residential units and 5000sqm office development. Site requirements are

a. Older persons housing/independent living:

The site is suitable for older persons housing/independent living in accordance with Policy HG4.

b. Local Highway Network:

The development will make a cumulative impact on the congested Armley and A65 / A58 / Wellington Street gyratories. A contribution towards mitigation measures at these locations will be required.

c. Heritage:

The existing building is a non-designated heritage asset. As such any development should sustain and enhance the significance of the asset unless the harm can be justified.

7.3 Relevant Supplementary Planning Guidance:

SPD Building for Tomorrow Today: Sustainable Design and Construction

SPD Street Design Guide

SPD Parking

SPD Travel Plans

SPG Neighbourhoods for Living

SPD Accessible Leeds

SPD Tall Buildings

SPD City Centre Urban Design Strategy

7.4 National Planning Policy Framework (NPPF) 2018

The NPPF sets out the Government's planning policies for England and how these should be applied (para 1), and is a material consideration in planning decisions (para 2). It states that the purpose of the planning system is to contribute to the achievement of sustainable development (para 7). So that sustainable development is pursued in a positive way at the heart of the Framework is a presumption in favour of sustainable development (paras 10-11). It states that decision makers at every level should seek to approve applications for sustainable development where possible (para 38). The Framework sets policies on the following issues which are relevant to this planning application proposal (including section numbers):

2 Achieving sustainable development (paras 7, 8, 10, 11, 12)

- 4 Decision making (paras 38, 39, 40, 41, 43, 47, 48, 54, 55, 56, 57, 58)
- 5 Delivering a sufficient supply of homes (59, 62, 63, 64)
- 6 Building a strong competitive economy (80)
- 7 Ensuring the vitality of town centres (85, 86)
- 8 Promoting healthy and safe communities (91, 92, 95)
- 9 Promoting sustainable transport (102-11)
- 11 Making effective use of land (117, 118, 119,122)
- 12 Achieving well designed places (124-131)
- 14 Meeting the challenge of climate change and flooding (148-165)
- 15 Conserving and enhancing the natural environment (including ground conditions para 178-179 and noise para 182)
- 16 Conserving and enhancing the historic environment (including paras 189-200)

8.0 Issues

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

8.1 Principle of the development

8.1.1 The site is allocated in the Site Allocations Plan (SAP) under site reference MX2-20 for mixed use with a site capacity of 63 residential units and 5000sqm office development therefore this proposal for 102 student flats would exceed the residential element of the allocation subject to the provisions of Core Strategy Policy H6B discussed below. The identified site requirements are (assessed in *italics* below):

a. Older persons housing/independent living:

The site is suitable for older persons housing/independent living in accordance with Policy HG4.

Policy HG4 states that the site allocations plan identifies sites which are particularly suitable for older persons housing/ independent living. The explanatory text at paragraph 2.60 of the SAP states that whilst sites marked as being particularly suitable for Older Persons housing/Independent Living are highlighted, the Plan is not prescriptive in allocating sites solely for this use. It should be emphasised that given the range of housing needs evident across the District, sites not specifically identified for this use may also be considered. In this case the proposal is for purpose-built student housing and does not address this identified opportunity.

b. Local Highway Network:

The development will make a cumulative impact on the congested Armley and A65 / A58 / Wellington Street gyratories. A contribution towards mitigation measures at these locations will be required.

To be confirmed with Highways Officers as part of the detailed assessment of the planning application.

c. Heritage:

The existing building is a non-designated heritage asset. As such any development should sustain and enhance the significance of the asset unless the harm can be justified. *This is considered at section 8.2 of this report and it is considered that the proposals would ensure the retention and enhancement of this heritage asset.*

8.1.2 Part A of Core Strategy policy EC3 applies to all development allocated for employment use, including mixed use allocations which include a proportion of office development. There are three criteria set out under Part A. Part A of EC3 applies to all development allocated for employment use, including mixed use allocations which include a proportion of office development. There are three criteria set out under Part A, as the criteria under Part A, which indicate instances in which a SAP allocation for office employment use can be set aside. As the criteria are separated by 'or' only one of the three criteria needs to be satisfied for Policy EC3 to be satisfied. Part A (i) relates to the loss of employment sites necessary to meet employment needs during the plan period. The site is proposed as a mixed use allocation for employment in the SAP with an indicative capacity of 5,000 sqm for new office floorspace. The employment needs for the district for office uses are set out under Part (i) of Core Strategy Spatial Policy 9. This sets out a requirement for at least 706,000 sqm of office floorspace to be identified between 2012-2028, which incorporates a margin of choice of sites equivalent to an additional 5 years supply to provide flexibility. Some of the floorspace within the portfolio of sites has now been developed and other windfall sites have been granted planning permission so there is a need to consider the up-to-date position based on the land available and the likely needs from now until the end of the plan period. The proposal would reduce the available office floorspace supply by 5000sqm. Based on the latest monitoring evidence it is considered that there would still remain sufficient opportunity for office development on allocated and windfall sites to meet the need for new office floorspace in the district during the plan period. It would also leave an adequate range of choice of alternative office sites within the City Centre. It is considered that the proposal would satisfy the criterion under Part A (i) of Policy EC3 and on balance, bearing in mind the benefits of the overall proposal to bring a vacant heritage asset back into use, the SAP allocation for office use and older person/independent living could be set aside in this case, subject to the satisfactory resolution of all other planning considerations.

8.1.3 Core Strategy Policy H6B relates specifically to the provision of student housing and is relevant to this application proposal. The application is assessed as follows against the criteria within Policy H6B (represented in italics below):

i) states that development proposals should help extend the supply of student accommodation taking pressure off the need for private housing to be used.

This proposal would assist this objective by providing 350 purpose-built student bedspaces which would help to take pressure off the need to use private housing for student accommodation.

ii) states that development proposals should avoid the loss of existing housing suitable for family occupation

This proposal would also meet this objective, because it does not propose the loss of any family housing.

(iii) aims to avoid excessive concentrations of student accommodation which would undermine the balance and wellbeing of communities.

It is recognised that there is a concentration of student housing to the west of the Inner Ring Road in Little Woodhouse and along Burley Street. However

this site is separated from these areas by the Inner Ring Road. The immediate surrounding land uses around the site are mixed use, predominantly offices, with no traditional housing. It is considered that most pedestrian movements from the proposal site would generally be through a mixed use/predominantly commercial part of the City Centre towards the Universities, and therefore the impact on established residential communities and the character of the immediate area is likely to be acceptable.

(iv) To avoid locations which are not easily accessible to the universities. *The site is located close to the universities, within easy walking and cycling distance. The fourth test would be satisfied as the development is approximately a 0.5-1 mile walk to the Universities area through the City Centre via Westgate, The Headrow and Calverley Street.*

Criteria (v) of the policy is considered in the residential amenity section of this report at 8.4.

8.1.4 The Council's affordable housing policy (Core Strategy Policy H5) does not apply to purpose-built student housing proposals. Therefore a Section 106 obligation is required to restrict the occupation of the development to full-time students only.

8.1.5 There would also be approximately 900sqm of educational use in the three bottom floors of the new block which provide flexible teaching and education space (D1 use class required) which is an acceptable City Centre use under Core Strategy CC1.

8.1.6 On balance, the principle of the development is considered acceptable when assessed against Core Strategy Policies SP3, CC1 and H6B, the SAP and the NPPF, subject to all other detailed planning considerations.

Do Members agree that the principle of purpose-built student housing with educational use is acceptable at this site?

8.2 Layout Scale and Design

8.2.1 The proposal would retain the principal external features of the existing building. Further details would be required at application stage to ensure that any new glazing or secondary glazing would be in keeping with the architecture of the host building. In principle the works would preserve the significance of the non-designated heritage asset in accordance with paragraph 197 of the NPPF and Core Strategy Policy P11.

8.2.2 The building would be sited approximately 16m from the boundary with the former swimming pool site, so the development of the turning head would not prejudice the future redevelopment of the neighbouring site.

8.2.3 The layout of the new build proposal would provide active ground floor uses, which would help to enhance the streetscene and offer natural surveillance to Westgate, the pedestrian route to the footbridge linking to Park Lane, and the footpath along the Inner Ring Road.

- 8.2.4 In terms of detailed building design, the new block would be clad in white concrete panels with a clearly defined base, middle and top expressed through the grouping of window bays and recessed joint banding. Dark bronze window frames would be set within a 200mm deep window reveal. The three lower floors would be fully glazed with dark bronze framing, and would be used as communal space and an educational facility. The eastern and western gables would feature a projecting bay of windows, clad in a dark bronze coloured metal cladding, and take inspiration from the semi-circular concrete framed staircases at each end of Brotherton House. It is considered that the modern, ordered and calm design would complement the wide variety of materials in the area including the existing nearby buildings, with visual interest created by the depth of reveal and feature banding. Although the new block would be taller than the existing building it would allow the form and symmetry of Brotherton House to be visible in views from main pedestrian routes such as Little Queen Street and Park Lane as it is set away from the flank of the building so that the existing grand 'set-piece' façade would not be unduly obstructed. It is considered that the scale, form materials and detailing of the proposal would enhance the setting of Brotherton House. In wider views from the west, the building would be read in the context of commercial scale buildings such as 1 Park Lane, Westgate House, West One, West Point and Carlton Tower, and would enhance views into the City Centre core from the Inner Ring Road and Park Lane.
- 8.2.5 Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 state the statutory duty of Local Planning Authorities to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess. In addition, when considering any planning application that affects a Conservation Area the local planning authority must pay special attention to the desirability of preserving or enhancing the character or appearance of that area (Planning (Listed Buildings and Conservation Areas) Act 1990 s72).
- 8.2.6 In longer views the new build proposal would be visible from Park Square, where it would be read in the context of other nearby taller buildings such as Westgate House and a variety of roof-top extensions to other buildings in the surrounding area. Given the calm and ordered façade design and contrasting yet complementary materials, it is considered that the proposal would preserve the character and appearance of the Conservation Area and the setting of listed buildings at Park Square including the Grade II* Listed St Pauls House.
- 8.2.7 In the view along St Pauls Street from the east to the west the new building would be presented in profile with its bronze staircase feature. It is considered that this would be a positive feature and enhance the character and appearance of the Conservation Area and the setting of St Pauls House in this view.
- 8.2.8 With reference to the above design and heritage considerations, the proposal addresses the requirements of the Planning (Listed Buildings and Conservation Areas) Act 1990 Section 66(1) and 72, the Development Plan Leeds Core

Strategy Policies P10, P11 and P12, Saved UDPR Policies GP5, BD2 and the paragraphs 189- 200 (heritage) of the NPPF.

Do Members support the emerging layout, appearance and scale of the proposed building?

8.3 Landscaping, Trees and Greenspace

8.3.1 The spaces and pedestrian routes around Brotherton House especially to the south and west have an unwelcoming appearance and feel disjointed. The introduction of residential and educational uses would help to activate the area and provide additional natural surveillance of routes. Policy CC3 expects new developments to make contributions or appropriate route enhancements to “help provide and improve routes connecting the City Centre with adjoining neighbourhoods and improve connections within the City Centre in order to improve access to jobs and services, to encourage greater usage and make walking and cycling easier, safer and more attractive”. The proposals identify the provision of improvements to landscape on Leeds City Council land directly to the west of the building including grass, hedge and tree planting. The safety of pedestrians using this area and the footbridge needs to be taken into account in any landscape design, however the emerging design is welcomed in principle subject to full details at application stage.

8.3.2 There are four groups of mature trees and a single mature tree immediately to the south and west of the site. A tree protection plan will be required to assess the impact on existing trees during construction. These mature trees form an attractive setting for the building(s) and are environmentally, visually, socially and ecologically important due to their contribution to visual amenity and well-being, biodiversity and carbon change mitigation. The applicant has confirmed that they intend to protect and these retain mature trees, however the potential impacts of foundations, changes to the existing surfacing, changes to levels, existing and new services need to be considered by the applicant from the outset, and demonstrated at planning application stage.

8.3.3 The Grace Street Pedestrian Route green space designation (G2263), as allocated in the SAP, slightly overlaps the site boundary to the north east of the site. This space is protected under Core Strategy Policy G6 and the green space must be enhanced by the development proposals. The applicant is in discussions with the owners of Westgate House to the east, and the Council’s Asset Management Service, regarding the opportunities to enhance this space.

8.4 Amenity, housing quality and mix

8.4.1 Given the proximity of the Inner Ring Road a study of existing noise levels would be required and used to ascertain whether improvements to existing windows and/or mechanical ventilation would be required to provide a suitable acoustic environment for the residents of the flats. Similarly the environmental constraints would determine the design and mitigation measures for the new build element of the proposal.

8.4.2 Criteria (v) of policy H6B relating to proposals for purpose-built student housing requires that the proposed accommodation provides satisfactory internal living

accommodation in terms of daylight, outlook and juxtaposition of living rooms and bedrooms. Core Strategy Policies CC1(b) and P10, and Saved UDPR Policies BD5 and GP5 also provide more general requirements that development should contribute positively towards quality of life and provide a reasonable level of amenity and useable space. The assessment of amenity is also a wider consideration of qualitative factors including arrangement and separation of living functions (general living, sleeping, studying, eating, cooking, food preparation, storage and circulation), usable shape, outlook, privacy and external amenity space. There are no established standards for student cluster flats, however paragraph 5.2.46 of the supporting text to Core Strategy Policy H9 states that “provision of reasonable space standards is still important for student accommodation, and this will need to be judged on a case by case basis”.

8.4.3 The proposed cluster flat sizes are considered to be acceptable and are listed below, with the equivalent Nationally Described Space Standard (NDSS) in brackets for comparison, as whilst the NDSS is not applicable to student housing, its evidence base can be used to help inform the assessment of amenity:

- a. New block: 6-bed cluster 127.7sqm inc. Kitchen/living room of 35.2sqm (NDSS 6 bed 7 person 116sqm)
- b. Existing building: 7-bed cluster 112.9sqm inc. Kitchen/living room of 32.4sqm (no NDSS standard but a 6 bed 8 persons flat is 125sqm)
- c. Existing building: 8-bed cluster 126.5sqm inc. Kitchen/living room of 34.5sqm (as above)
- d. Cluster Bedrooms would be between 11.5sqm (Existing) and 15.4sqm (New Block) and between 2.3m (Existing) and 2.7m wide (New Block) (NDSS 7.5sqm for a bedroom and 2.15m wide for single bed)
- e. Studio flats are 20sqm (Existing) and 22sqm (new Block) (NDSS 37sqm)
- f. Approximately 610sqm communal space at basement and first floor including study room, gym, games and cinema rooms. This equates to 1.7sqm per student overall.

8.4.4 City Plans Panel has previously approved the following student accommodation developments:

- a. Planning permission for Vita’s scheme at St Alban’s Place, in which the smallest studios would be just over 20m² (78% of the total provision), was granted April 2017 (16/07741/FU). In approving the scheme it was recognised that the size of the majority of the studios would be restricted, providing little or no opportunity for socialising. However, each studio was found to benefit from a good outlook, natural daylighting and a suitable noise environment. In order to provide acceptable levels of amenity and

communal living the studios are supplemented by managed areas of dedicated communal facilities at the two lowest levels of the building.

- b. In December 2017, City Plans Panel approved the redevelopment of Symons House, Belgrave Street by LSSH where the proposed smallest studio would be 21.3m². 2 to 5 bedroom clusters in that development would have 14m² bedrooms with kitchen/living spaces increasing in size from 21-43m², all supported by areas of dedicated amenity space.
- c. During summer 2018 City Plans Panel approved the Unite and Hume House proposals on Merrion Way. The Unite scheme comprised 4, 5 and 7 bedroom clusters with 23-40m² kitchen/amenity space, and 30m² studios. Hume House comprised a similar mixture of studios (22m²) and 4, 5 and 6 bedroom clusters with 21-35m² kitchen/amenity space, the area depending upon the size of the cluster.

In each of these purpose-built student schemes the dedicated additional amenity spaces within the building were considered important in providing overall acceptable levels of amenity for the occupiers of the development.

- 8.4.5 The format of the proposed scheme is similar to the purpose-built student accommodation schemes referred to above. The smallest studio would be 20sqm and this is where the studios are formed in the conversion of the existing building, and constrained by the existing window pattern. In the new build element the studio size would be 22sqm. In this case, based on the information provided to date, it is considered that each of the student rooms would provide adequate space for sleeping, studying and bathroom facilities. In addition, there would be sufficient space for communal kitchen and living functions for each cluster flat. The provision of further communal space in the basement, the former boardroom and at ground floor in the glazed link, would encourage residents to socialise outside their private accommodation and provide additional residential amenity.
- 8.4.6 It is noted that 9 of the 46 cluster flat kitchen/living rooms would have natural daylight from the existing 2-3m square lightwells, lined by white glazed bricks, which are an existing feature necessitated by the depth of the floorplate of the existing building. Although this would not be considered desirable in a new build situation, in the case of the conversion of a heritage asset, this would be balanced against the study bedrooms having good natural daylight and outlook in all cases as these would be arranged around the perimeter of the building floorplate and the layout of these would align with the existing window pattern. Given the constraints of the existing heritage asset and the limited number of examples, on balance and the context of the overall proposal, it is considered likely that the future residents would benefit from acceptable levels of internal amenity.
- 8.4.7 Subject to the outcome of technical assessments regarding noise and air quality, it is considered that the scheme would on balance meet the residential amenity, housing mix and sustainability objectives of Core Strategy Policies H6B and CC1 and Saved UDPR Policies GP5 and BD5.

Do Members agree that the proposed amenity and housing quality is likely to be acceptable for the site?

8.5 Highways, Transportation and Accessibility

8.5.1 The site is located in an accessible and sustainable location, within walking distance of the universities, local services, the railway station and frequent bus services. The development itself would be car-free other than for two disabled person's parking spaces, which would support the sustainable approach to parking provision advocated in the City Centre in the Parking SPD. The surrounding area is a controlled and enforced parking zone, and the current level of on-site and public parking in the area is considered to be generally sufficient to accommodate the needs of the existing premises in this City Centre location. In addition, the site is highly accessible and close to public transport routes and other facilities in the City Centre. In this case, given the sustainable location, the low amount of parking proposed is considered appropriate. The applicant has confirmed that the detailed highways and transportation matters will be addressed in their planning application (summarised at paragraph 6.1 of this report), including the management of student drop off and pick up at start and end of term time.

8.5.2 The applicant is aware that all new developments should meet the requirements of the Accessible Leeds SPD, BS8300 and Core Strategy Policy P10, so that they are accessible for all users. Level access would be provided into the main entrance of the building from St Pauls Street. Lifts running throughout the building would provide access to all floors. The applicant will demonstrate how they achieve accessibility for all users in their planning application submission.

Subject to the satisfactory resolution of detailed technical matters, do Members have any comments on the proposed level of car parking, servicing provision at the site?

8.6 Wind

8.6.1 Due to the height of the new building proposed, the applicant is aware of the potential impact of the development on the local wind environment. A quantitative wind assessment is required to demonstrate that the wind environment would be acceptable for all users in the vicinity of the site and that the new building is unlikely to generate wind conditions that would cause distress to pedestrians, or result in a danger to high-sided or other road vehicles. The applicant has confirmed that wind impact would be fully tested as the next stage in the design process prior to the submission of a planning application. The findings of the applicant's assessment would be contained within a wind impact assessment which would be submitted with the planning application. Upon receipt of any planning application where wind concerns could arise, the Council would appoint their own experts to peer review the report's findings.

8.7 Climate Change and Sustainability

8.7.1 Leeds Core Strategy environmental policies are designed so that new development contributes to carbon reduction targets and incorporates

measures to address climate change concerns following the Council's declaration of a climate emergency in 2019. In addition to the sustainable transport measures and green infrastructure considerations above, Core Strategy Policy EN1 and EN2 aim to reduce carbon emissions and achieve sustainable design at the proposed new development. For residential development this means achieving 20% better than the carbon emissions target in the 2013 Part L Building Regulations and providing 10% low or zero carbon energy generation on-site. The applicant has confirmed that they will meet these policies and further details would be provided at planning application stage.

8.8 Planning Obligations

- 8.8.1 The Council's adopted policies would result in planning obligations being required by way of a Section 106 Agreement. These obligations are considered to be necessary, directly related to the development and fairly and reasonably related in scale and kind to the development. Planning obligations required would include (but at this initial stage not be limited to):
- a. Restriction to student housing only during term times
 - b. Enhancement of Grace Street pedestrian route (TBC)
 - c. Contribution to strategic road improvements (TBC)
 - d. Travel Plan and Travel Plan monitoring fee
 - e. Cooperation with local jobs and skills initiatives during construction

9.0 Conclusion

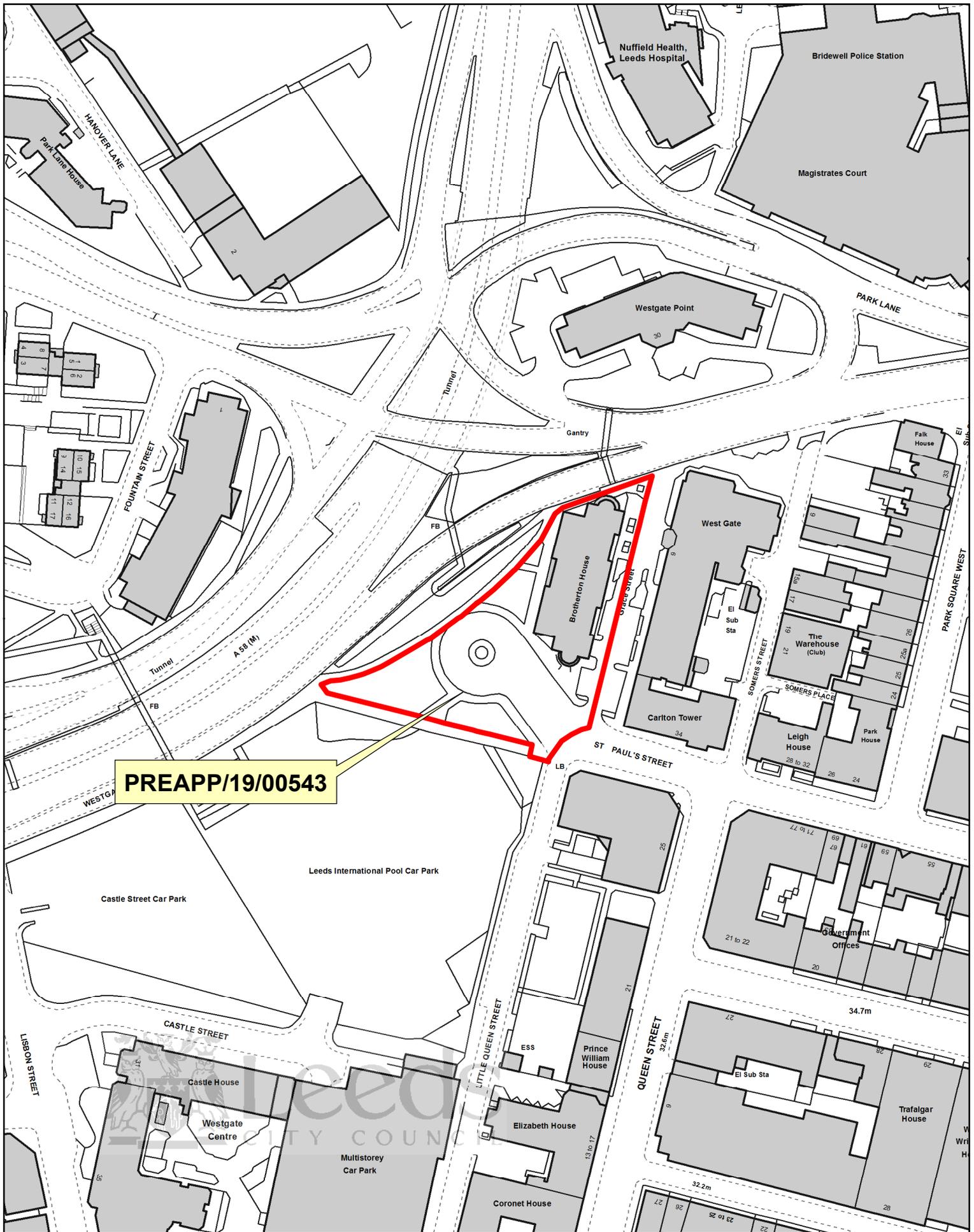
The proposal offers a significant opportunity to bring a vacant non-designated heritage asset back into use, deliver new Purpose-Built Student Housing in a sustainable location, and bring activity back into this area of the City Centre. It is acknowledged that the site is allocated in the SAP for mixed use with capacity for residential units and office space, and is identified as an opportunity for older persons housing/independent living. However the benefits and opportunity presented by this proposal are highlighted in this report. Members are asked to comment on the following points at this initial stage:

- 9.1 Do Members agree that the principle of purpose-built student housing with educational use is acceptable at this site?**
- 9.2 Do Members support the emerging layout, appearance and scale of the proposed building?**
- 9.3 Do Members agree that the proposed amenity and housing quality is likely to be acceptable for the site?**
- 9.4 Subject to the satisfactory resolution of detailed technical matters, do Members have any comments on the proposed level of car parking, servicing provision and accessibility at the site?**

Background Papers

Pre-application file PREAPP/19/00543

Appendix 1 Proposed Site Layout Plan



PREAPP/19/00543

CITY PLANS PANEL

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SCALE : 1/1500





Brotherton House, Leeds