



Report of the Chief Planning Officer

SOUTH AND WEST PLANS PANEL

11th May 2023

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

APPLICANT

Parklane Group Ltd

DATE VALID

08.10.2021

TARGET DATE

07.01.2022

Electoral Wards Affected:

Little London & Woodhouse

Yes

Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

DEFER AND DELEGATE for approval of planning permission and listed building consent to the Chief Planning officer subject to the conditions below and subject to the signing of a Section 106 agreement within 3 months of the date of resolution unless otherwise agreed in writing by the Chief Planning Officer. Agreement to include £68,938 off site greenspace contribution, commuted sum in lieu of on-site provision for 6 affordable units and funding of Traffic Regulation Orders and Travel Plan

21/08345/FU

1. Standard time limit
2. Plans to be approved
3. Materials to be submitted
4. Cycle/motorcycle parking to be agreed
5. Areas for vehicles to be laid out and surfaced
6. EV charging point to be provided
7. Car Park and Servicing Management Plan to be submitted and agreed.
8. Statement of construction practice to be submitted and agreed.

9. Phase 1 Desk Study contamination
10. Remediation Statement for Contamination
11. Remediation to be carried out as agreed
12. Drainage details to be submitted and agreed
13. Restriction of use for students in full-time education
14. Landscaping scheme to be submitted and agreed

21/08236/LI

1. Standard listed building time limit
2. Plans to be approved
3. Brickwork to be approved
4. Full details of doors and windows to be submitted and approved
5. Details of all servicing to be submitted and approved
6. Details of work to historic interior to be submitted and approved
7. Archaeological recorded

Introduction

1. The applications are for full planning permission and listed building consent for the change of use of the former Burley library and the erection of a 6-storey extension to create a 78 bed space co-living scheme (sui generis) with associated communal facilities and a co-working hub.
2. The applications are brought to Plans Panel as the proposal is not fully compliant with the Development Plan and raises policy issues that go beyond that of local concern.
3. Member will recall that the applications were presented to Plans Panel as a position statement on 23rd November 2022 to inform Members of the detail of the proposals and to seek opinions on the on the co-living concept together with the detailed planning issues. The outcomes of the discussion were summarised in the minutes with specific answers to the questions put to Members:

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

The majority of members agreed with this although a number wanted more information as to how it operated before giving an unqualified yes.

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

A vote was taken on this and 7 supported the approach, 2 did not.

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

A number of members felt that the design of the extension over dominated the smaller and listed building. Panel members expressed that they did not have major issues with the design but felt it needed to be 'lightened' in some way, such as material changes. However, another member commented on the bulk and massing of the building and a suggestion was put forward for Leeds City Council's design team to be involved in further considerations. A suggestion to

increase the height of the building was put forward, to allow for more room space, but this was not supported by Panel.

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

Members broadly supported the reduced parking provision. However, it was requested that monies to be provided for TROs in the area should be used for speed reduction measures, particularly on Alexandra Road.

4. It was agreed that officers would discuss the outcomes of the meeting with the applicants with specific emphasis on improving the design of the development and clarifying issues around parking arrangements.
5. Co-living is an emerging product within the housing market, and although there are some operational schemes in London, this is still new to most Core Cities. The product is targeted at the recent graduate market; consultancy-type workers who only need to be in a particular location for a few months; key workers who work in city centres, and also recent incomers to cities who don't necessarily want to rent on their own or know anyone to house share with. Occupancy in co-living schemes is not restricted to particular groups like students or key workers.
6. Co-living is not a fixed product but rather a range of different approaches which use the same model of studio units within a wider scheme with a range of amenity/shared facility provision. There is not a dedicated Use Class within the Use Classes Order for co-living and, as such, co-living use is a sui generis use (without a Use Class). Designs of different schemes differ e.g. some studios have kitchenette facilities within the studio, others don't. Shared amenity spaces are also distributed differently depending on the operator.
7. Although there are differences between different types of co-living there are some general characteristics which can point towards a co-living use:
 - Purpose-built shared living model aiming to provide a high standard of accommodation
 - Residents have a private room/studio (typically en-suite) within wider development which includes range of shared facilities (inc. kitchens, dining rooms, social spaces, workspaces, social spaces etc.)
 - Residents rely on / are actively encouraged to use shared facilities as part of the overall management and shared living approach
 - There's a single management regime and operator, on site concierge/management services, flexible tenancies, all-inclusive rent for utilities and access to services
 - Generally, co-living schemes are situated within town and city centres that are close to employment hubs and concentrations and near to transport networks.
6. The London Plan has an adopted policy on co-living schemes whereby schemes are only acceptable where they meet a range of criteria. In the absence of a specific co-living policy or guidance document it is considered this range criteria is useful to inform the requirements of the proposed co-living scheme. This criteria being:
 - Is the scheme of good quality and design
 - Does the scheme contributes towards mixed and inclusive neighbourhoods

- Is the development located in an area well-connected to local services and employment by walking, cycling and public transport, and its design does not contribute to car dependency
 - Is the development under single management
 - All units are for rent with minimum tenancy lengths of no less than three months
 - Communal facilities and services are provided that are sufficient to meet the requirements of the intended number of residents and offer at least: a) convenient access to a communal kitchen b) outside communal amenity space (roof terrace and/or garden) c) internal communal amenity space (dining rooms, lounges) d) laundry and drying facilities e) a concierge f) bedding and linen changing and/or room cleaning services.
 - The private units provide adequate functional living space and layout, and are not self-contained homes or capable of being used as self-contained homes
 - A management plan is provided with the application
 - It delivers a cash in lieu contribution towards conventional C3 affordable housing. Boroughs should seek this contribution for the provision of new C3 off-site affordable housing as either an: a) upfront cash in lieu payment to the local authority, or b) in perpetuity annual payment to the local authority
7. The specific background of this site and scheme submitted planning permission was granted in 2019 for the redevelopment of Burley Library for co-working space and a 6 storey extension to create 60 C3 residential apartments. The current application is for predominately the same proposal for the library and design and scale of the extension with the amendment to the accommodation changing this from C3 dwellings to co-living units.
8. The application was submitted in October 2021 at which point the Houses in Multiple Occupation, Purpose-Built Student Accommodation and Co-Living Amenity Standards draft SPD was progressing. While only limited weight could be given to this draft guidance the design and detail of the original scheme reflected the draft guidance on co-living schemes. Development Plan Panel (DPP) considered an update on the Houses in Multiple Occupation, Purpose-Built Student Accommodation and Co-Living Amenity Standards draft SPD on 2nd November 2021. Following discussions Members resolved that the co-living section of the SPD would be removed; that the revised draft SPD will be presented to DPP in January 2022, before Pre-Adoption.
9. Given this change in the draft SPD to remove guidance officers were of the view that co-living model did not have policy support and therefore could not be accepted. This view was strengthened by concerns with the scheme submitted. The proposal was for 98 units with majority of units being only 22 and 23 square metres, which reflected the deleted draft SPD guidance, and with shared accommodation that was not considered of an appropriate size and quality to create an acceptable level of amenity for future residents.
10. However, it is apparent that the co-living model does need further consideration. There are schemes coming forward in London and other Core Cities and with a number of schemes being considered for Leeds. A similar proposal, albeit on a larger scale, in the City Centre was taken to City Plans Panel in July 2022. Furthermore, the scheme has been amended to reduce the number of units to 78, increase the size of each unit to 30 square metres and to improve the quality of the shared living spaces by locating these to the front of the building with access balcony space.

11. Following discussion on the position statement and in response to the specific concerns with regards to the design of the development further work has been undertaken by the applicant to seek to respond to comments made to improve the overall design. Particularly the view that the extension was overbearing on the Library building and that the materials were contrasting with the older Library building, rather than being complementary and that the extension could perhaps 'frame the building more appropriately.
12. Further discussion has taken place with design officer with the advice being that the design of the scheme is very good and did not require significant amendments. Some suggestions were made as to how to lighten and better frame the Library building. As a result of these discussion the following amendments and updates have been made to the scheme:
 1. The projecting staircase on the northern elevation has been simplified in design in order to improve the balance of the extension. The view of the design officer was that this element was distracting to overall appearance of the extension and the way it sat with the library building.
 2. The plans have been further developed and CGIs updated in order to make the views of the extension and uses of material clearer and more legible. Additional CGIs showing the winter garden terraces and how these would operate have been provided.
 3. The floorplans have been further developed to show the details of the individual units and the communal spaces.
13. In the period since the application was last presented to Members the 'Technical Planning Guidance on Co-Living' document has been drafted and was presented to Development Plans Panel on 4th April. The purpose of this is to recognise that the co-living model is an emerging form of development and provide some clarity and guidance on how to deal with proposals within Leeds, with reference to existing policies and guidance, to ensure consistency in the absence of a specific policy within the Development Plan. The document can be given limited weight in considering the application.

Site and surroundings

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

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

Proposals

19. The application is for the retention and refurbishment of the Grade II listed Burley Library creating a co-working hub and 7 duplex co-living units with a 6 storey extension to the rear to create 71 co-living units and associated communal living space. Each unit is 30 square metres in sized and provides a single bedspace, en suite shower room and mini-kitchen. Communal living spaces are provided on each floor of the building provide larger kitchen facilities, communal living spaces and access to external balconies.

20. The scheme seeks to amend the previously approved development to alter the internal spaces to create the co-living model. The number of units has increased from 60 C3 apartments to 78 co-living units. The previously approved elevation design is retained with only minor changes to the rear elevations of the building. These consist of the removal of balconies and the slight repositioning of windows. All other aspects of the building design are to be retain as previously approved.

21. The listed Library building was designed to be at the heart of the design proposal and this remains exactly the same in the current proposal as that previously approved. The prominence of the original building on the streetscape remains as approved and there are virtually no significant changes to height, massing, finishes or fenestrations.

22. The proposal seeks to retain all the historic elements of the scheme as previously approved. This means the Library largely serves as a co-working space as previously approved. The proposal involves restoring and refurbishing the historic Library building which will create a distinctive create a historic point of interest in the streetscape. In order to further reinforce this concept, the proposed new apartment development is to be discernibly contemporary.

Relevant planning history

23. 18/00121/FU - Change of use of former library six storey extension to form 60 flats, with work hub to ground floor and basement car parking – Approved

24. 18/00122/LI - Listed Building application for alterations including six storey extension to form 60 flats with work hub to ground floor and basement car parking - Approved

Consultation responses

25. LCC Highways Transport Development Services: No objections subject to clarification on parking layout, Travel Plan and agreement and funding of TRO within the vicinity of the site.

26. LCC Flood Risk Management (FRM) – No objection subject to additional information on SudS drainage

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

Policy

Development Plan

1. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the application to be determined in accordance with the development plan unless material considerations indicate otherwise. For the purposes of decision making for this proposal within the City Centre boundary, the Development Plan for Leeds currently comprises the following documents:
 - The Leeds Core Strategy 2014 (as amended by the Core Strategy Selective Review 2019)
 - Saved UDP Policies (2006), included as Appendix 1 of the Core Strategy
 - The Natural Resources & Waste Local Plan (NRWLP, Adopted January 2013) including revised policies Minerals 13 and 14 (Adopted September 2015)
 - Site Allocations Plan (Adopted July 2019)

Leeds Core Strategy (CS)

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

- Spatial Policy 1 prioritises the redevelopment of previously developed land in a way that respects and enhances the local character and identity of places and neighbourhoods.
- Spatial Policy 8 supports a competitive local economy through (ii) enterprise and innovation in housing, leisure and tourism; (iii) Job retention and creation, promoting the need for a skilled workforce, educational attainment and reducing barriers to employment opportunities.
- Policy H4 states that developments should include an appropriate mix of dwelling types and sizes to address needs measured over the long term taking into account the nature of the development and character of the location.
- Policy H5 identifies affordable housing requirements.
- Policy H8 states developments of more than 49 dwellings should include support for Independent Living.
- Policy H9 refers to minimum space standards in new dwellings.
- Policy H10 identifies accessible housing standards.
- Policy EC3 safeguards existing employment land, stating that the loss of an existing Class B use in an area of employment shortfall will only be permitted where the loss of the premises can be offset sufficiently by the availability of existing general employment land and premises in the surrounding area.
- Policy P10 requires new development to be based on a thorough contextual analysis to provide good design appropriate to its scale and function, delivering high quality innovative design and that development protects and enhance the district's historic assets in particular, historically and locally important buildings, skylines and views.
- Policy P11 states that the historic environment and its settings will be conserved, particularly those elements which help to give Leeds its distinct identity.
- Policies T1 and T2 identify transport management and accessibility requirements to ensure new development is adequately served by highways and public transport, and with safe and secure access for pedestrians, cyclists and people with impaired mobility.
- Policy G9 states that development will need to demonstrate biodiversity improvements.
- Policies EN1 and EN2 set targets for CO² reduction and sustainable design and construction, and at least 10% low or zero carbon energy production on-site.
- Policy EN4 states that where technically viable major developments should connect to district heating networks.
- Policy EN5 identifies requirements to manage flood risk.
- Policy EN8 identifies electric vehicle charging infrastructure requirements.
- Policy ID2 outlines the Council's approach to planning obligations and developer contributions.

Saved Unitary Development Plan Review policies (UDPR)

Relevant Saved Policies include:

- Policy GP5 states that all relevant planning considerations are to be resolved.
- Policy BD6 states alterations and extensions should respect the scale, form, detailing and materials of the original building.
- Policy BD4 relates to provision for all mechanical plant on and servicing of new developments.
- Policy BD5 requires new buildings to consider both amenity for their own occupants and that of their surroundings including usable space, privacy and satisfactory daylight and sunlight.
- Policy N14 – N17 requires the preservation of listed buildings

Natural Resources & Waste Local Plan (NRWLP)

3. The NRWLP identifies where land is needed to enable the City to manage resources, like trees, minerals, waste and water and identifies specific actions which will help use the natural resources in a more efficient way.
4. Relevant policies include:
 - Air 1 states that all applications for major development will be required to incorporate low emission measures to ensure that the overall impact of proposals on air quality is mitigated.
 - Water 1 requires water efficiency, including incorporation of sustainable drainage
 - Water 4 requires the consideration of flood risk issues
 - Water 6 requires flood risk assessments.
 - Water 7 requires development not to increase surface water run-off and to introduce SUDS where feasible.
 - Land 1 requires consideration of land contamination issues.

Site Allocations Plan (SAP)

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

Other material considerations

National Planning Policy Framework (NPPF)

7. The NPPF was updated in July 2021. Paragraph 11 states that decisions should apply a presumption in favour of sustainable development. Permission should be granted unless the application of policies in the Framework provides a clear reason for refusing the development; or any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the Framework as a whole.
8. Chapter 5 identifies guidance for the delivery of a sufficient supply of homes.
9. Chapter 7 relates to measures to ensure the vitality of town centres to promote their long-term vitality and viability allowing them to grow and diversify, allowing a suitable mix of uses (including housing) and reflecting their distinctive characters.
10. Chapter 8 promotes healthy and safe communities aiming to achieve healthy, inclusive and safe places.
11. Chapter 9 identifies measures to promote sustainable transport. Paragraph 112 states that priority should be given to pedestrian and cycle movements; the needs of people with disabilities and reduced mobility addressed; creation of safe, secure and attractive spaces; allow for the efficient delivery of goods; and be designed to enable use by sustainable vehicles.

12. Chapter 11 states that decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions.
13. Chapter 12 identifies the importance of well-designed places and the need for a consistent and high quality, beautiful and sustainable buildings and places. Paragraph 126 states that good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Paragraph 130 states that planning decisions should ensure that developments:
 - a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
 - b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
 - c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
 - d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
 - e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
 - f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.
14. Chapter 14 identifies the approach to meeting the climate change challenge. New development should avoid increased vulnerability to the range of impacts arising from climate change and should be planned so as to help reduce greenhouse gas emissions, such as through its location, orientation and design (paragraph 154).
15. Chapter 16 refers to the historic environment. Paragraph 197 states that local planning authorities should take account of:
 - a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
 - c) the desirability of new development making a positive contribution to local character and distinctiveness.
16. Paragraph 199 states that “When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be).” Paragraph 202 states that “Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.”

Supplementary guidance

- Accessible Leeds SPD

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

- Houses in Multiple Occupation, Purpose-Built Student Accommodation and Co-Living Amenity Standards draft SPD. On 2nd November 2021 Development Plan Panel agreed that the co-living chapter from the draft SPD would be removed and that officers would consider bringing forward policy for co-living as part of Local Plan Update 2.

Issues

Principle of development:

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

Co-living housing

18. Co-living developments aim to blend the benefits of self-contained apartments with the advantages of high-quality communal facilities to increase social interaction. There are currently no co-living housing schemes within Leeds and as such the applicant considers there is demand for this form of housing in that it allows for flexible lease terms; a more communal form of living; the convenient provision of services and facilities including utilities, WiFi, cleaning, alongside a concierge and security, all at an inclusive price.

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

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

Density

21. CS Policy H3 requires housing developments in urban areas to be at least 40 dwellings per hectare. The proposals identify 78 residential apartments on a site area of approximately 0.15 hectares thereby significantly exceeding the minimum policy requirement and making efficient use of brownfield land in a highly sustainable residential location.

Housing mix

22. CS Policy H4 aims to ensure that new housing delivered in Leeds provides an appropriate mix of dwelling types and sizes to address needs measured over the long-term taking account of preferences and demand in different parts of the city. With this

in mind the policy is worded to offer flexibility. Targets for the number of bedrooms in flats ranges from 10% for one and four bedroom apartments, 30% for three bedroom apartments, up to 50% with two bedrooms. The co-living accommodation is designed for single people and all apartments would have a single bedspace.

Space standards and residential amenity

23. CS policy H9 requires all new dwellings to comply with identified minimum space standards so as to create a healthy living environment for occupants. In this regard, the minimum size of a one bed, one person apartment identified in H9 is 37sqm if the flat has a shower room. The CS standards reflect the Nationally Described Space Standards which, in identifying the requirements, took into account the space required for all furniture, fittings, activity and circulation space, provided all the space and facilities required to ensure that all homes are functional.
24. Co-living intentionally takes a different approach to conventional C3 accommodation where households are self-contained, instead encouraging integration with other occupants of the development through the use of communal living spaces and kitchens.
25. 71 of the rooms are 30 square metres in size with 7 duplex apartments within the former library building on ground floor of at least 30 square metres. The rooms would be fitted with double beds with storage spaces below, a dressing area, full height wardrobes, a living area including a two-person settee and low table, a fold down table with two chairs for dining and workspace, low level storage units, a bookcase and storage cabinet, a bathroom pod with WC, sink and shower, an entrance lobby and a kitchenette.
26. While co-living places a large significance on the provision of communal amenity spaces and mechanisms around facilitating social environments, the studios need a degree of independence and self-sufficiency to create an environment to which residents are able to use as needed. The proposed kitchenettes in rooms take into account the anticipated usage such that a basic level of cooking can be undertaken within the studios themselves. The studio kitchen would provide a sink, fridge freezer, two ring hob, combination microwave oven/grill, extractor hood and waste bins, along with storage and shelving. The provision also takes into account the shared kitchen arrangements which provide additional space and equipment.
27. Each floor has a communal area for the use of all residents. Each communal area would have a series of workbenches allowing several residents to cook at any one time. Seating for 10-12 people would enable almost an entire floor to sit and dine together if desired. The provision of flexible seating would also allow the shared area to be used as social space during times when it may not be used for cooking, and seating provides an alternative space for residents to work during the day, or socialise generally. The space could also be used as a gathering space for small events. The breakdown of the facilities for each floor is as follows:
 - Basement: 143 square metre communal area (for use as a private gym and/or cinema) and 80 square metre back of house/servicing
 - Ground floor and Mezzanine: 7 duplex units with approx. 60 metres square of shared space and 199 metres square of co-working space (with the co-working space also open and accessible to the public)
 - First floor: 15 co-living units with 67 square metre communal area and 23 metres square of external balcony space.
 - Second floor: 15 co-living units with 57 square metre communal area and 20 metres square of external balcony space.

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

28. A small area of outdoor amenity space is provided to the rear of the building. This area is partly located under the building such cannot be considered to be the primary outdoor amenity space for the development. The principal amenity space is provided within the balcony and terraces accessed off each communal area. This glazing allows for the balcony to be completely sealed to create winter gardens or fully opened to be used for outdoor amenity. This provides additional flexible internal space to the communal areas and private units to the front of the building.

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

30. The scheme will be fully managed with and will be a staff presence 24 hours 7 days a week. The on-site team members will ensure that the building is secure throughout the day. Evening concierge staff will also operate from 7 pm until 7 am, allowing for 24/7 security and monitoring this allows residents to easily report any issues to a defined point of contact at all times.

31. Overall, in considering the balance of private and communal space it is considered the scheme proposed provides a co-living scheme that, when the living space is aggregated out across the scheme, exceeds the 37 square minimum of the nationally described space standards. When aggregated out across the development, specifically excluding the adjacent Glassworks PBSA, the development provides a total 38.4 square metres of private and communal living space for each occupant. Furthermore, the private units at 30 square metres are considered to be larger than other proposed schemes, both in Leeds and other Core Cities and exceeds the emerging guidance being drafted in other cities which generally refers to private units within co-living schemes of between 18 square metres and 27 square metres.

32. In addition to the size of the units, it is considered that the communal space is well designed. Each floor has communal space and facilities to the front of the building with terrace and balcony access directly off each area of communal space. In addition, occupants will have access to the co-working space within the former Library building together with the communal facilities within the adjacent Glassworks PBSA.

33. With regards to rent these are to be all inclusive with the following being included in the rental cost:

- All-inclusive bills, covering:
 - a. Electricity
 - b. Water
 - c. Phone/Internet/WiFi
 - d. Council Tax
- Access to all communal spaces within the development, and additional access to adjacent facilities at the Glassworks PBSA
- On site reception and concierge and 24/7 security staffing

- Co-working spaces
- On-site laundry via shared facilities
- Free breakfast supplied every morning
- Dedicated community and events manager with regular resident events being provided
- Bookable spaces (but without any booking costs):
 - Private dining room for hosting larger groups
 - Games Room
 - Cinema Room

34. Taking the overall offering of private space, communal space on each floor and the wider communal space offered to residents, it is considered that the development will provide good quality and attractive living environment.

Affordable housing

35. CS policy H5 sets a minimum target that 7% of new homes in major developments in this part of the city should be affordable housing with a mix of intermediate and social rents at benchmark rents. 78 apartments would generate the need for 6 affordable units based upon this policy which states that affordable housing provision should be on site, unless off site provision or a financial contribution can be robustly justified.

36. From discussions it is considered that the applicable policy basis that could translate to co-living relates to Build to Rent developments and specifically part iii of the policy which allows a commuted sum in lieu of on-site provision of affordable housing. Such an approach is adopted in London which, through the London Plan, seeks payment in lieu to fund traditional C3 affordable housing elsewhere. It is suggested that this approach is a more practical solution rather than attempting to introduce traditional C3 affordable housing within a co-living development which tends to be occupied on shorter tenancies; offers only single person accommodation, and the developer's ability to offer more affordable accommodation is more limited than for Build to Rent due to physical and management constraints associated with co-living developments. Further, there is currently no evidence that there is a demand for 'affordable' co-living accommodation in the city. It is therefore considered that the approach for a commuted sum in lieu of on-site provision of 6 units is appropriate in this case.

Design and conservation

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

38. "In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses."

39. The design of the extension is considered to be high quality. The scale and form responds to its setting by appear to stand off and 'float over' the listed Library Building and with a broken form and a diminishing scale ensuring the extension does not compete with the Library and, while being a considerable extension, will not appear as an unduly prominent or dominant addition. This impact is further reduced as the

building will be largely obscured from most of Cardigan Road as it is set back behind the Glassworks and Embankment buildings

40. The proposed new apartment extension is to be discernibly contemporary to contrast with the traditional and simple form of the Library. It is designed to give the appearance that the extension is floating behind the Library building. The cantilevered balconies project slightly over the rear of the Library building. Then the upper levels are set back to reduce the overall massing.
41. It is proposed that the balconies are fully glazed in order to further reinforce the lightweight appearance to the building. This glazing allows for the balcony to be completely sealed to create winter gardens or fully opened to be used for outdoor amenity.
42. The scheme involves the retention of all significant elements of the listed library building. Works to the internal fabric of the building include:
 - Double storey coffered ceiling and moulded cornice to be repaired, restored and made good.
 - Oak pillars and cared panelled oak kiosk, bookcases and finished oak wall panels to be retained and restored.
 - Leaded and stained glass window to be repaired, cleaned and restored.
 - Panelled internal timber doors, glazed doors and architraves to be retained and restored.
 - Existing roof lanterns to be retained and restored.
 - Existing tile work to be restored.
 - Parquet flooring to be retained and restored where possible and replaced with similar where necessary.
 - New Crittall glass pods and wall panels to form work pods and internal partitions within the reception area.
95. External alterations include the retention and restoration of original brickwork and replacement brick work to the side elevation.

Landscape, public realm and biodiversity

96. Burley Library sits on a tight urban plot with limited scope to provide meaningful onsite public and private amenity space, landscaping or biodiversity improvements. As discussed, private amenity space is largely limited to the balcony areas and the small area of amenity space to the rear. In lieu of on site provision for public greenspace as required by CS policy G4 an off site commuted sum of £68,938 is required to provide additional or improved greenspace within the vicinity of the site.
97. There are number of local parks within very close proximity to the site providing future occupants a convenient access to good quality greenspace. Burley Park is located to the west of the site on the opposite side of the railway line with direct pedestrian access provided by the footbridge to the immediate north of the Glassworks PBSA building. Burley Lodge Park is located a very short distance to the west.

Highway safety and parking

98. With regards to highways and parking the proposal includes 19 surface and 18 basement parking spaces. The proposal includes a Travel Plan and a car share

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

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

Accessibility and inclusion

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

Sustainability and Climate Change

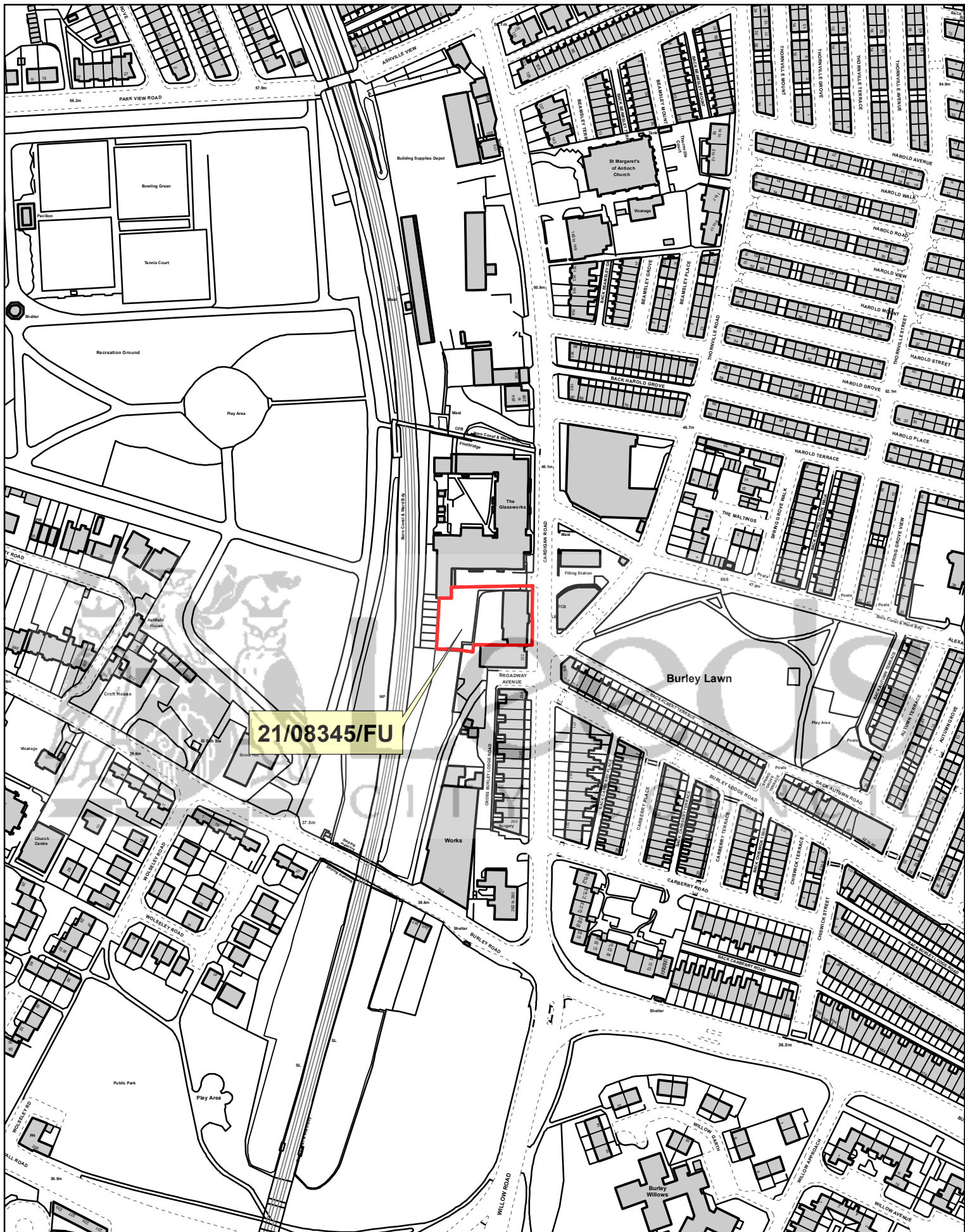
104. The CS sustainable development policies are designed so that new development contributes to carbon reduction targets and incorporates measures to address climate change concerns following the Council's declaration of a climate emergency in 2019. Policy EN1 is flexible, allowing developers to choose the most appropriate and cost-effective carbon reduction solution for their site. Where technically viable, appropriate for the development, and in areas with sufficient existing or potential heat density, major developments should propose heating systems, potentially connecting to the emerging district heating network (EN4(i)).
105. It is intended that the development will incorporate a series of sustainability measures. These would be achieved through the implementation of a wide range of strategies and measures including further consideration of the following:

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

Conclusion

106. The emerging proposal for the use of the building as co-living accommodation is a new concept for housing provision within the City and, at the current time, is not the subject of any specific policy. Accordingly, with reference to more strategic considerations and overarching policy, at this time each case needs to be considered on its merits. Limited weight can also be given to the draft 'Technical Planning Guidance on Co-Living' document.
107. In weighing up the planning balance the absence of a specific policy within the Development Plan for co-living development and as the model specifically proposes private units below the nationally described space standards this weighs against the development as the scheme does not comply with H9 of the Core Strategy.
108. Weighing in favour of the development is the layout of the scheme which provides comparably large private units for a co-living development with associated communal space which is well designed and located throughout the development. When aggregated across the development, excluding any use of the facilities of the neighbouring Glassworks PBSA, the accommodation provides 38.4 square metres of living space for each occupant. This breaks down as 30 square metres of private space and 8.4 square metres of communal space. It is considered that this represents a good balance of private and communal space with the scheme seeking to provide larger private units when compared to other emerging schemes and technical guidance elsewhere. While it is important to consider each case on its merits, given this is the first scheme within Leeds that has reached the position for determination, it is noted that this scheme could influence and set the parameters for other co-living schemes as they come forward in Leeds as well as influencing emerging policy and guidance. It is considered that the proposal for larger private units is very positive in this regard. The applicant has also committed to post-occupancy surveys to allow for information to be gathered as to how occupant's experiences of living in co-living accommodation which can help shape emerging policy within Leeds going forward.
109. Also weighing in favour of the scheme is the sensitive and appropriate restoration and reuse of the Grade II listed Burley Library building. The proposal to convert this to building co-working space open to both the public and use for residents of the building, ensures that limited external or internal alterations are required to bring the building back into use including public access. The development will significantly enhance the appearance of what is an important building both within the street scene and within the wider community. This weighs significantly in favour of the scheme.
110. In addition to the re-use of the Grade II listed building, the design of the 6-storey rear extension is also considered to be high quality and sympathetic to its setting. The building will sit comfortably to the rear of the former library building without overly dominating the setting of this building.

111. Also weighing in favour of the development is the creation of 78 residential units on a brownfield site located within the main urban area with excellent public transport links, close to public transport public services, leisure and employment opportunities.
112. In summary, while it is clear that there is currently no policy provision, either within the Leeds Development Plan or the National Planning Policy Framework, for co-living development it is also clear that this is an emerging model for housing development in Leeds and other Core Cities. In assessing the case on its own merits against the existing planning policy and guidance, it is considered that the benefits of the development outweigh any conflict with planning policy – in particular policy H9. As such, it is recommended that, subject to conditions and the completion of S106 agreement, planning permission and the associated listed building consent is granted.



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SOUTH AND WEST PLANS PANEL

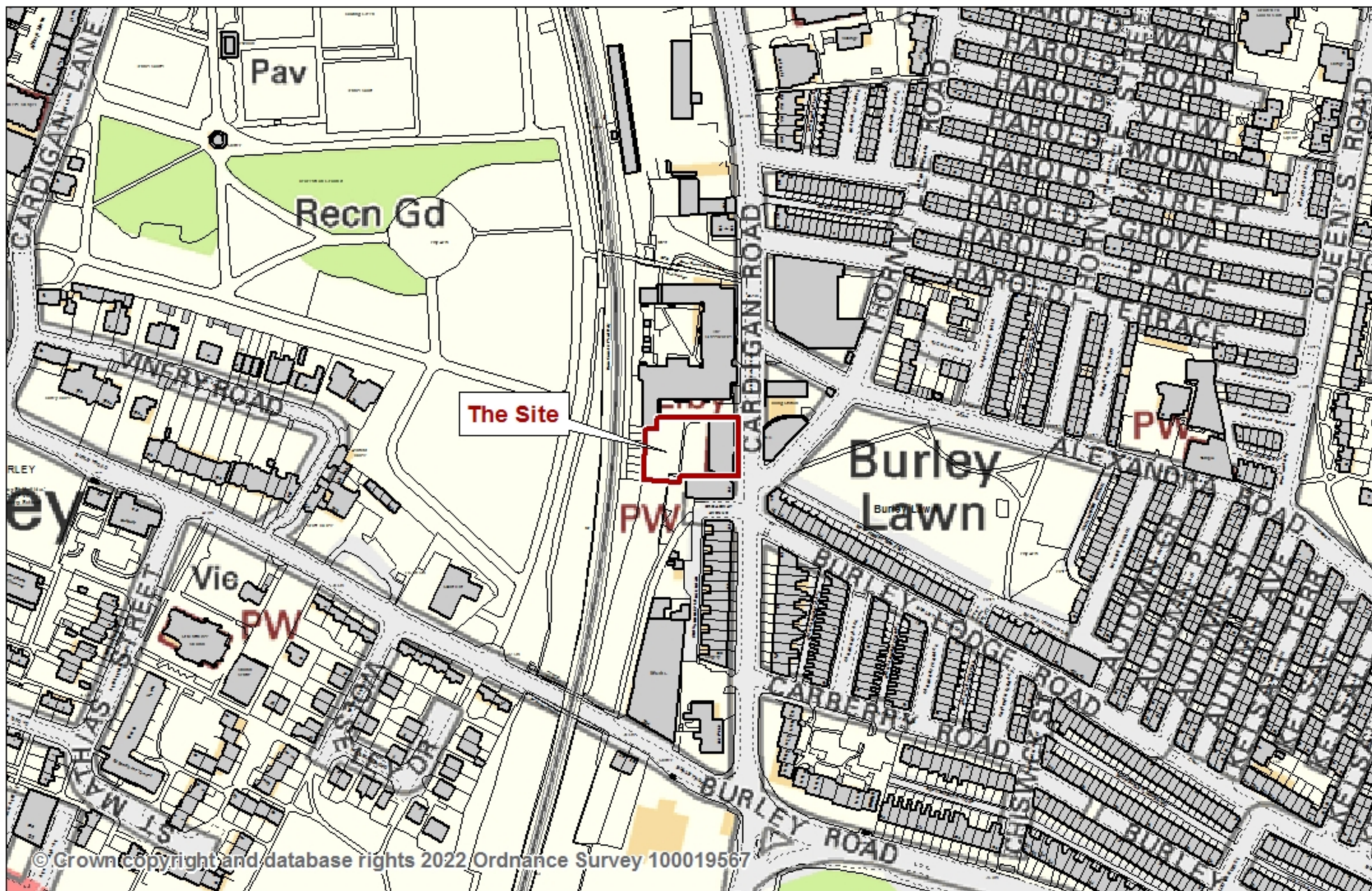
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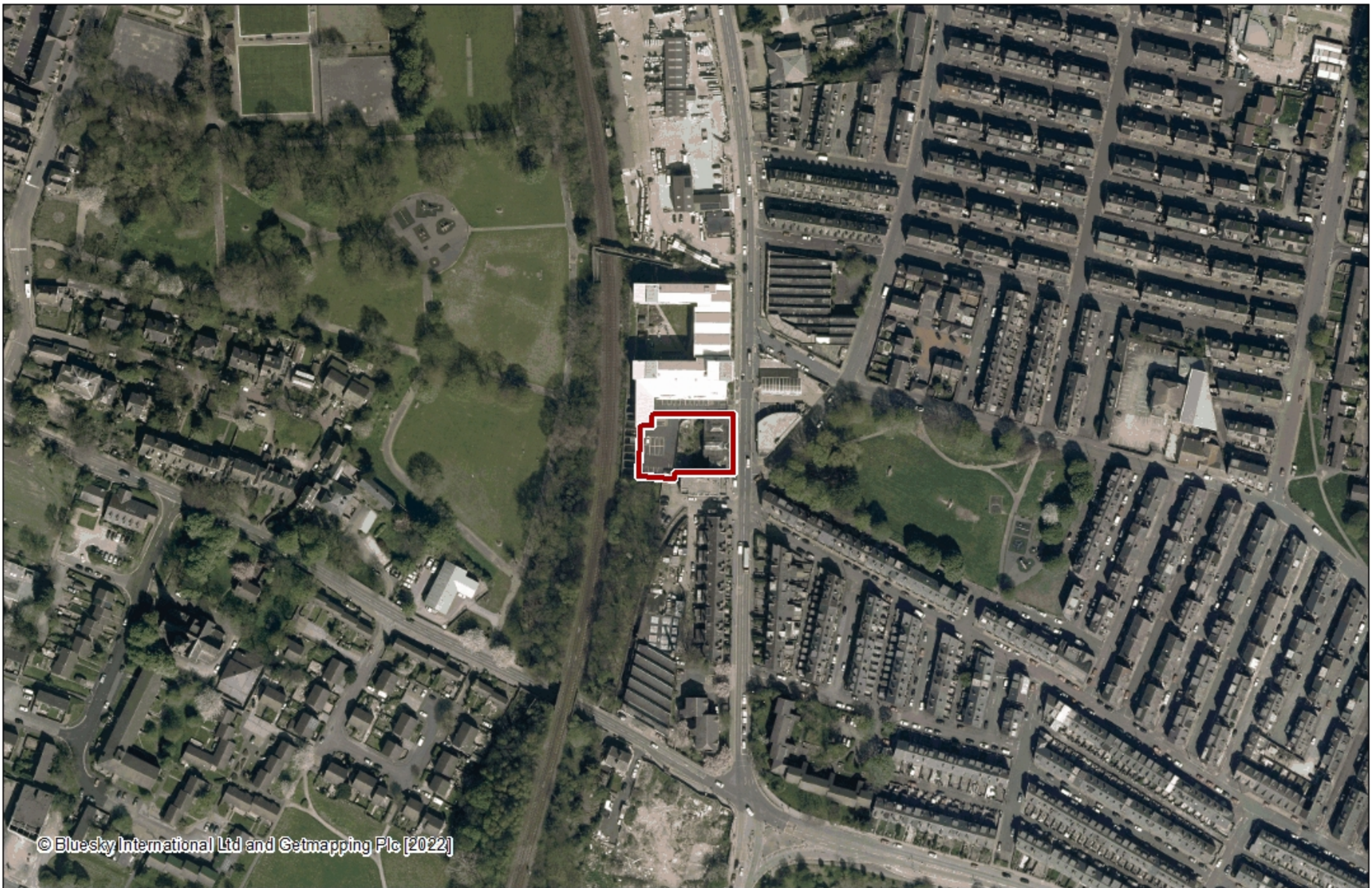
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PLANS PANEL PRESENTATION

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