



Leeds
CITY COUNCIL

Originator: Patrick Bean

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Report of the Chief Planning Officer

PLANS PANEL SOUTH AND WEST

Date: 9th January 2014

Subject: APPLICATION 13/05206/FU – change of use of ground floor public house (use class A4) to three retail units (use class A1) and alterations including single storey front and side extension at The Regent, Otley Road, Guiseley LS20 8AH.

APPLICANT

Northside Developments UK
Ltd

DATE VALID

7 November 2013

TARGET DATE

2 January 2014

Electoral Wards Affected:

Guiseley & Rawdon

Yes

Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

REFUSE PERMISSION for the following reasons.

- 1) The Local Planning Authority considers that the proposed extension would result in the loss of the original façade at ground floor level, causing the loss of important architectural features which make a significant contribution to the character and appearance of the host building and the Guiseley Conservation Area. The proposal would also include the addition of a large wraparound extension which would create an inappropriate and incongruous addition to the building. The proposal would thereby be detrimental to the special character of a positive building and the Guiseley Conservation Area. The proposal is therefore contrary to policies GP5, BD6, N12, N19 and N20 of the UDPR (2006) as well as to guidance contained within the SPD Guiseley Conservation Area Appraisal and paragraphs 17, 56, 58 and 64 of the National Planning Policy Framework.

- 2) The Local Planning Authority considers that the proposal would be detrimental to highway safety due to the loss of off-street parking provision and inadequate vehicle maneuvering space shown on the proposed site plan. The proposal would therefore be contrary to policies GP5, T2 and T24 of the UDPR (2006) as well as to guidance contained within SPD Street Design Guide.

1.0 INTRODUCTION:

- 1.1 These applications are presented to Plans Panel at the request of Councillor Wadsworth who is concerned about the future of a prominent town centre building.

2.0 PROPOSAL:

- 2.1 This application seek planning permission to change the use of the ground floor public house (use class A4) to three retail units (use class A1) and to undertake alterations including a single storey front and side extension.

3.0 SITE AND SURROUNDINGS:

- 3.1 The site is a public house situated in the town centre of Guiseley. To the rear there is currently a hard surfaced area used for parking. There is also parking to the side of the property.
- 3.2 The premises are adjoined to the east by a parade of shops, while to the north there is a railway line. The nearest residential properties are those to the west on Bedford Place which face the site.

4.0 RELEVANT PLANNING HISTORY:

07/04713/FU - retractable awning to form covered area to front of public house – refused

12/03568/FU - Single storey rear extension - approved

12/04910/CA - Conservation Area Application to demolish toilets, porch and smoking shelter to side of public house – not required

12/04909/FU – single storey extension to front and side of public house - refused

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 This application follows a 2012 proposal which was refused consent for the following reason:

The Local Planning Authority considers that the proposed extension would result in the loss of the original façade at ground floor level, causing the loss of important architectural features which make a significant contribution to the character and appearance of the host building and the Guiseley Conservation Area. The proposal would thereby be detrimental to the special character of a positive building and the Guiseley Conservation Area. The proposal is therefore contrary to policies GP5, BD6, N12, N19 and N20 of the UDPR (2006) as well as to guidance contained within the SPD Guiseley Conservation Area Appraisal.

- 5.2 Following the submission of the previous refused application, the applicant has submitted a pre-application enquiry [reference PREAPP/13/00569] for the proposal. The advice given in response to this enquiry states:

“The Regent is identified as a positive building in the conservation area, and I have consulted the Conservation officer on the proposals. However our view is that the proposed extension fails to respect the character and historic features of the front elevation of this positive building. It would obliterate the entire ground floor of the façade destroying the important architectural features of the front porch with its stone steps, panelled door with fan light above, stone pilasters framing the doorway and moulded stone cornice above. As well as the projecting porch, the front elevation features arch headed windows matching those of the first floor that create a well balanced and attractive façade. It also features a blocked coach door relating to the likely past history of the building as a coaching inn on the turnpike road. All these features would be lost by the proposed front extension which fails to respect any of this special interest. Our advice is that there is no scope to extend the building to its front elevation.”

6.0 PUBLIC/LOCAL RESPONSE:

- 6.1 The application has been publicised by means of site notices and an advert in the Wharfe Valley Times. One representation has been received from Leeds Civic Trust who object to the proposal on the grounds of the impact upon the character of the building and the Guiseley Conservation Area.

7.0 CONSULTATION RESPONSES:

None

8.0 PLANNING POLICIES:

National Policy

- 8.1 The National Planning Policy Framework (NPPF) sets out the Government’s planning policies and contains policies on a range of issues.
- 8.2 In respect of heritage assets the NPPF 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. ... As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification”.
- 8.3 In respect of design it states that permission “should be refused for development of poor design that fails to take the opportunities available for the improving the character and quality of an area and the way it functions.”

Local Policy

- 8.4 Planning proposals must be made in accordance with the development plan unless material considerations indicate otherwise.
- 8.5 The Core Strategy sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. On 26th April 2013 the Council submitted the Publication Draft Core Strategy to the Secretary of State for examination and an Inspector has been appointed. The examination occurred in October 2013.

8.6 As the Council has submitted the Publication Draft Core Strategy for independent examination some weight can now be attached to the document and its contents recognising that the weight to be attached may be limited by outstanding representations which have been made which will be considered at the future examination.

8.7 Relevant Leeds Unitary Development Plan (Review) 2006 Policies:

- GP5 seeks to ensure that development proposals resolve detailed planning considerations, including amenity.
- BD6 requires all alterations and extensions to respect the scale, form, detailing and materials of the original building.
- N12 states that development proposals should consider and respect spaces between buildings; the best buildings of the past; good design; character and scale; encouragement of walking and cycling; adaptability for future uses; the needs of the elderly and people with disabilities and restricted mobility; visual interest; and crime prevention.
- N19 requires development to preserve or enhance conservation areas.
- N20 demolition of features which contribute to the character of the conservation area will be resisted.
- T2 states that development proposals should not create new, or exacerbate existing, highway problems.
- T24 parking provision

9.0 MAIN ISSUES

1. Character of the building and conservation area
2. Residential amenity
3. Highway safety / parking

10.0 APPRAISAL

10.1 This application follows a 2012 application for a similar front and side extension. Following the refusal of permission for the earlier proposal, the current application proposes a similar extension albeit with some changes to the design. Additionally the current application clarifies that the building would undergo a change of use to three retail units.

10.2 The proposed extension would be single storey with a pitched lean to roof. It would be constructed of stone to match the existing, with a slate roof and timber windows, doors and shop fronts. Stone quoins would be provided to the corners of the extension to replicate those to the existing building. The extension would include a total of three separate shop fronts facing the main road frontage. These would be designed to reflect the host building in terms of design and proportions, including arched windows which refer to the existing windows which would remain to the first floor. In addition it is proposed to lower the ground floor level in order to create level access from the street.

10.3 However, the proposed extension fails to respect the character and historic features of the front elevation of this positive building. It would result in the loss of the entire ground floor of the facade, destroying its important architectural features. These include the front porch with its stone steps, panelled door and fan light above; as well as the stone pilasters and moulded stone cornice which frames the porch. Also the arch headed windows matching those of the first floor which create a well-

balanced and attractive facade would also be lost. The façade also features a blocked coach door relating to the likely past history of the building as a coaching inn on the turnpike road. All these features would be lost by the proposed front extension.

- 10.4 As well as the loss of the historic fabric, the proposed development fails to adequately relate to the surviving elements of the historic building. While some detail has been provided which reflects the host building, such as the arched windows and stone quoins as referred to above, the proposed extension shows little regard for the composition of the façade of the host building. For example the proposed shop fronts fail to respond to the fenestration pattern of the first floor. The proposal would create a somewhat ungainly wraparound extension to the entire length of both the front and side elevations, which would be extremely prominent in the street scene.
- 10.5 Planning consent was granted in 2012 for a single storey rear extension which, at the time of writing has not been implemented. While the submitted plans are annotated to state that this does not form part of the current application, it would be incorporated into the current proposals and would form enlarged floor space for the proposed retail units. The side extension would run the length of the existing gable but also the as yet un-built extension. The current proposal would involve the creation of a parapet wall which would provide the interface between the two as they would have conflicting roof forms.
- 10.6 The Guiseley Conservation Area Appraisal identifies the building as a positive one, and on balance it is considered that the proposal would be harmful to the character and appearance of the building and fails to sustain or enhance the special character of the Guiseley Conservation Area. The NPPF advises at paragraph 64 that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, and overall it is considered that the proposal fails this test and accordingly it is recommended that it should be refused.
- 10.7 Additionally the extension would erode off-street parking provision and turning space on the site and add pressure for parking in the locality.
- 10.8 The proposal would reduce the width of the site adjacent to the car parking bays to 6m, the total width of the external area to 8m. It would be difficult to turn a car within such a limited space and hence in all likelihood vehicles would be reversed out over the footway into the highway. Larger delivery vehicles would not be able to turn within the site, and their numbers would be likely to significantly increase due to the increased intensity of the use of the site. No space has been identified for bin storage for either the retail units or the remaining residential use above, and as such it has not been demonstrated that adequate space exists to accommodate them.
- 10.9 While the site is located within a sustainable town centre location, clearly the amount of parking provision within the town centre is finite and the proposal would cause a further erosion of such provision, as well as cause a loss of road safety due to vehicle manoeuvring as above.
- 10.10 The nearest residential occupiers would be those located to Bedford Place. The proposal would result in a significantly more intensive use of the site. However this needs to be seen against the context of the town centre location. On balance it is not considered that the proposal would have an effect upon residential amenity sufficient to militate against the scheme on these grounds.

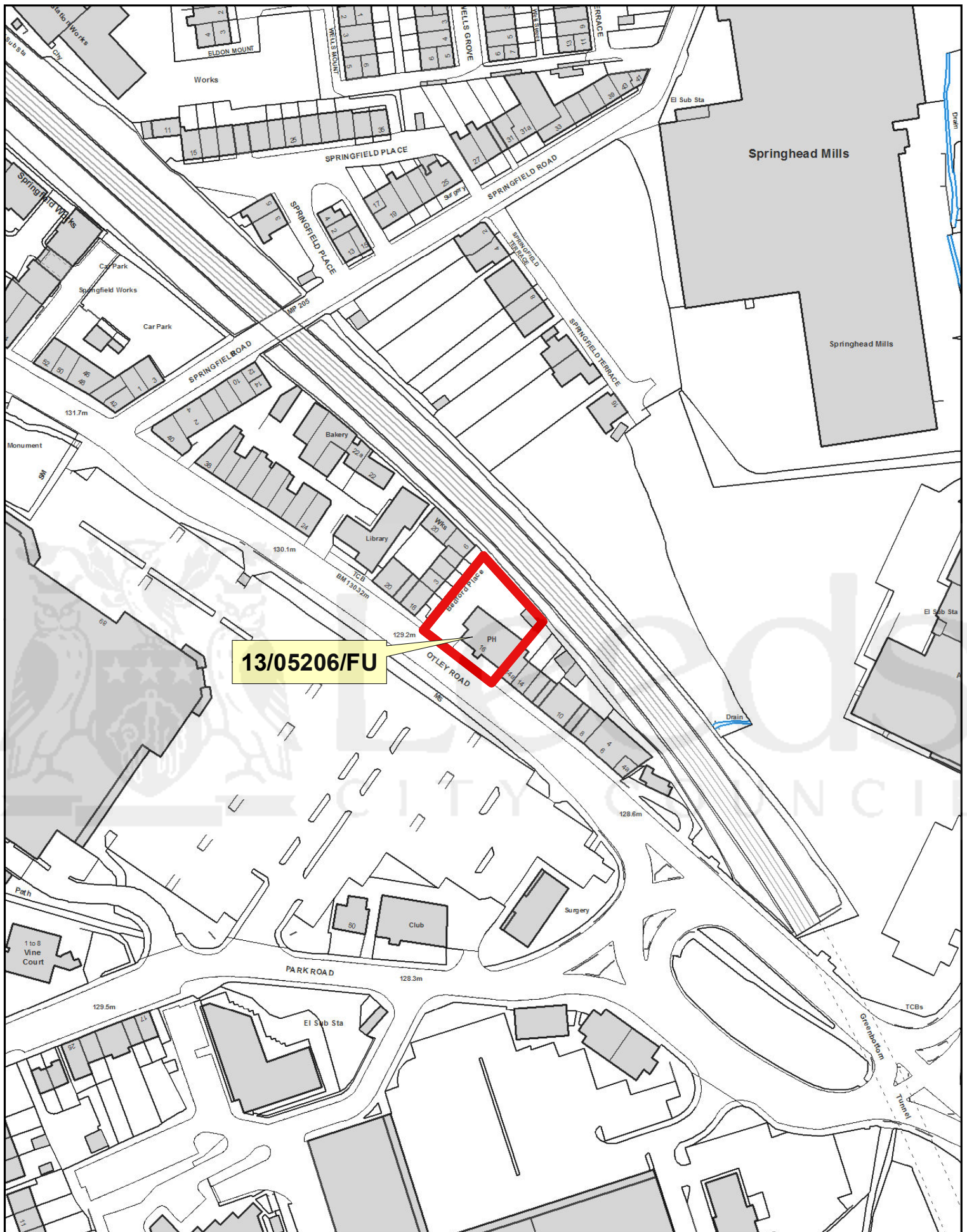
11.0 CONCLUSION

- 11.1 Overall it is concluded that the proposal would cause significant harm to the character and appearance of the host building and to the Guiseley Conservation

Area, and would cause a loss of highway safety due to the loss of off street parking and inadequate vehicle maneuvering space.

12.0 Background Papers:

Application file 13/5206/FU



13/05206/FU

SOUTH AND WEST PLANS PANEL

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