



## Report of the Chief Planning Officer

### CITY PLANS PANEL

Date: 10<sup>th</sup> APRIL 2014

**APPLICATIONS FOR PLANNING PERMISSION AND LISTED BUILDING CONSENT FOR THE CHANGE OF USE OF OFFICES, INVOLVING ALTERATIONS AND NEW SECOND FLOOR TO ANNEX TO REAR TO FORM 3, ONE BEDROOM DUPLEX APARTMENTS; 1, ONE BEDROOM FLAT; 3, TWO BEDROOM FLATS; 2, THREE BEDROOM FLATS AND, ONE RETAIL UNIT (A1) AND ONE COMMERCIAL UNIT (A1 - A3), 22-23 BLENHEIM TERRACE, LEEDS (13/03970/FU AND 13/03971/LI).**

**APPLICANT**

A-Y Investments Company Ltd.

**DATE VALID**

22<sup>nd</sup> August 2013

**TARGET DATE**

21<sup>st</sup> November 2013

**Electoral Wards Affected:**

Hyde Park and Woodhouse

Yes

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

**RECOMMENDATION: GRANT PERMISSION AND LISTED BUILDING CONSENT subject to the conditions set out below (and any others which might be considered appropriate).**

### Conditions

#### 13/03970/FU

1. 3 Year Time Limit
2. Development to be in accordance with approved plans.
3. Notification of Commencement.
4. 1:20 drawings and sections.
5. Implementation of renovation works, including hard and soft landscaping, in accordance with submitted plans prior to occupation.
6. Details and sample panel of all external facing and surfacing materials.
7. Details of new wall and railings to the front and gate to rear.
8. Sound insulation scheme to protect neighbours and upper floor residential use.

9. Post completion sound test.
10. Notwithstanding the submitted drawings obscure glazing to be introduced prior to occupation.
11. Management of fumes/odours if the commercial unit is A3.
12. Provision of a car park and servicing management plan including all deliveries to be to the front of the building; a limit on the maximum length of delivery vehicles and the laying out of 4 parking spaces solely for use by customers and delivery vehicles.
13. Restriction on opening hours (0800-2300 Monday to Saturday and 1000-2300 on Sundays and Bank Holidays) for commercial use.
14. Delivery hours (0800-1800 Monday to Saturday only)
15. Details of extract ventilation systems.

### **13/03971/LI**

- 1 3 Year Time Limit
- 2 Development to be in accordance with approved plans.
- 3 Notification of Commencement.
- 4 1:20 drawings and sections.
- 5 Implementation of renovation works, including hard and soft landscaping, in accordance with submitted plans prior to occupation.
- 6 Details and sample panel of all external facing and surfacing materials.
- 7 Details of refurbishment/repair to existing original windows.
- 8 Details of fire/insulation requirements.
- 9 All remaining doors and window architraves, skirting and cornices to be retained.
- 10 Details of any repairs to brick work.
- 11 Details of reinstated chimney pots.
- 12 Details of new stair and lift to front.
- 13 Details of extraction for bathrooms/kitchens and ventilation systems.

## **1.0 INTRODUCTION**

- 1.1 City Plans Panel considered applications for planning permission and listed building consent for the change of use of an office building at 22-23 Blenheim Terrace, Leeds 2 to two commercial units (A1 and A1/A2/A3) and 14 flats on February 13<sup>th</sup> 2014. Members deferred the applications to enable Officers to negotiate further with the applicant to address the concerns raised by Members in respect the size and standard of some of the accommodation and the design of the rear annex extension. A copy of the report of February 13<sup>th</sup> 2014 is attached as Appendix 1 and the minutes of that meeting are attached as Appendix 2.
- 1.2 Following further discussion with the applicant the scheme has been revised to address Member's original concerns. Changes have been made to the size and number of units to deliver an enhanced level of amenity and quality of accommodation. Improvements have also been made to the external design of the building. The following report assesses those changes. It is considered that the proposed development is acceptable on balance.

## **2.0 REVISED PROPOSALS**

- 2.1 Commercial element
  - 2.1.1 The internal layout of the commercial floorspace remains as original proposed. However, externally, the proposed new door opening has been designed to replicate the retained door to 22 Blenheim Terrace. Steps approaching the door have been

rotated 90 degrees responding to the arrangement at 22 Blenheim Terrace. The proposed platform lift has been relocated and reconfigured to provide level access to both sides of the property.

## 2.2 Residential element

- 2.2.1 The primary access to the residential accommodation remains from the front of the property. At first floor and second floor of the original building the individual studios have been encompassed within the flats. As such, one, two-bedroom (67m<sup>2</sup>) and one, three-bedroom (85m<sup>2</sup>) flats are now proposed at first floor and second floor of the original building. Each of these flats has kitchen and living areas facing Woodhouse Lane to the front of the property.
- 2.2.2 Three studios were previously identified within the roofspace of the building with outlook and daylight delivered by two new dormers in the rear roofslope and 2 rooflights in the front roofslope. Three dormers are now proposed to the rear and 4 conservation rooflights are proposed in the front roofslope. Within the roofspace itself a one bedroom flat is now intended.
- 2.2.3 Four, one bedroom duplex flats were originally proposed at ground and first floor of the annex building to the rear. The size of these units ranged between 44m<sup>2</sup> – 50m<sup>2</sup>. Three, one bedroom duplex flats are now proposed in this area with a floorspace varying between 62m<sup>2</sup> - 66m<sup>2</sup>.
- 2.2.4 The proposed extent of the second floor extension to the annex has been increased to more closely follow the footplate of the building below. In doing so the size of the two bedroom apartment has increased from 85m<sup>2</sup> to 106m<sup>2</sup>.
- 2.2.5 Externally, the proposed monopitch annex roof has been replaced by one with a shallower profile. Window positions and dimensions have been adjusted and a new coping introduced around the existing annex roof.

## 3.0 APPRAISAL

### 3.1 Amenity issues

- 3.1.1 The current proposals involve 9 units (previously 14) comprising 16 bedspaces (previously 19) in a slightly larger building. The two and three bedroom flats now proposed at first and second floor level of the original building each have satisfactory areas of living space. Each bedroom benefits from an en-suite bathroom and the large kitchens and living rooms provide good open outlooks towards Woodhouse Lane. The outlook from the bedrooms located to the rear is affected by the annex building but the size of the rooms and scale of the windows is such that the levels of amenity within these bedrooms is adequate.
- 3.1.2 One, one bedroom flat is now proposed in the roofspace. The sloping roof limits the area of usable floorspace, where ceiling heights exceed 1.8 metres, to approximately a third of the overall roof area. The addition of dormers to the rear supplements both the usable floorspace and also provides additional daylighting and outlook. The linear arrangement of the rooms in the flat responds to the available space. The insertion of rooflights in the front roofslope provides additional daylighting to rooms.
- 3.1.3 The long and narrow proportions of the four duplex flats proposed in the lower two levels of the annex was previously considered unacceptable. The deletion of one of these units has enabled wider units to be achieved, which consequently benefit from

improved daylighting and more generous living spaces. The second floor of the annex would accommodate a two bedroom flat with a large living room located between the bedrooms. As previously, the outlook from these units is constrained by their juxtaposition with the gable end of 13 Marlborough Grove.

### 3.2 Design and conservation issues

3.2.1 The adjustments to the front of the building, involving changes to the arrangement of the new entrance steps and door design, respond better to the form of the original building. Similarly, the reconfiguration of the platform lift reduces the impact upon the appearance of the building whilst, at the same time, enabling level access to be provided to the entirety of the ground floor of the property. These changes supplement other intended improvements to the frontage of the building including restoration of the gate piers, new planting and the reduction in the extent of car parking space.

3.2.2 The alterations to the footprint and roof profile of annex extension help to create a more cohesive form than originally proposed. Associated changes include revisions to window positions and proportions to present a more balanced and ordered appearance to the building. The addition of coping onto the roof of the existing annex responds to existing detail on the annex and the proposed line of the new roof above.

### 3.3 Conclusion

3.3.1 Meaningful changes have been made to the proposed residential accommodation following consideration of the proposals by City Plans Panel in February 2014. As a result, living areas within the building are now well proportioned with adequate levels of natural daylighting for each space. The outlook from some rooms to the rear is adversely affected by their relationship with existing buildings. However, given the existing tight urban context; the space within the units themselves; the introduction of a more active street frontage onto Back Blenheim Terrace; the provision of 9 new residential units in a highly sustainable location; and significant improvements to the setting of the listed building when viewed from Woodhouse Lane, it is considered that the development is, on balance, acceptable.

### Background papers

Application files 13/03970/FU and 13/03971/LI  
Certificate of ownership : notice served on Lhasa Ltd.



Originator: Tim Hart

Tel: 3952083

**Report of the Chief Planning Officer**

**CITY PLANS PANEL**

**Date: 13<sup>th</sup> FEBRUARY 2014**

**APPLICATIONS FOR PLANNING PERMISSION AND LISTED BUILDING CONSENT FOR THE CHANGE OF USE OF OFFICES, INVOLVING ALTERATIONS AND NEW SECOND FLOOR TO ANNEX TO REAR TO FORM 5, TWO BEDROOM FLATS, 5 STUDIOS AND 4 DUPLEX APARTMENTS, ONE RETAIL UNIT (A1) AND ONE COMMERCIAL UNIT (A1 - A3), 22-23 BLENHEIM TERRACE, LEEDS (13/03970/FU AND 13/03971/LI).**

**APPLICANT**

**A-Y Investments Company Ltd.**

**DATE VALID**

**22<sup>nd</sup> August 2013**

**TARGET DATE**

**21<sup>st</sup> November 2013**

**Electoral Wards Affected:**

**Hyde Park and Woodhouse**

Yes

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

**RECOMMENDATION: GRANT PERMISSION AND LISTED BUILDING CONSENT subject to the conditions set out below (and any others which might be considered appropriate).**

**Conditions**

**13/03970/FU**

16. 3 Year Time Limit
17. Development to be in accordance with approved plans.
18. Notification of Commencement.
19. 1:20 drawings and sections.
20. Implementation of renovation works, including hard and soft landscaping, in accordance with submitted plans prior to occupation.
21. Details and sample panel of all external facing and surfacing materials.
22. Details of new gate to rear.
23. Sound insulation scheme to protect neighbours and upper floor residential use.

24. Post completion sound test.
25. Obscure glazing to be introduced prior to occupation.
26. Management of fumes/odours if the commercial unit is A3.
27. Provision of a car park and servicing management plan including all deliveries to be to the front of the building; a limit on the maximum length of delivery vehicles and the laying out of 4 parking spaces solely for use by customers and delivery vehicles.
28. Restriction on opening hours (0800-2300 Monday to Saturday and 1000-2300 on Sundays and Bank Holidays) for commercial use.
29. Delivery hours (0800-1800 Monday to Saturday only)
30. Details of extract ventilation systems.

## **13/03971/LI**

- 1 3 Year Time Limit
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- 8 Details of fire/insulation requirements.
- 9 All remaining doors and window architraves, skirting and cornices to be retained.
- 10 Details of any repairs to brick work.
- 11 Details of reinstated chimney pots.
- 12 Details of new stair and lift to front.
- 13 Details of extraction for bathrooms/kitchens and ventilation systems.

## **1.0 INTRODUCTION**

- 1.1 The applications seek planning permission and listed building consent for the change of use of an office building situated close to the University of Leeds to two commercial units (A1 and A1/A2/A3) and 14 flats. The development would involve the construction of a second floor extension on an existing outbuilding to the rear of this grade II listed building and the addition of rear dormers on the original building. The proposal involves improvements to the building frontage facing Woodhouse Lane.

## **2.0 SITE AND SURROUNDINGS**

- 2.1 22-23 Blenheim Terrace is a 3 storey (plus basement) red brick and slate roof building dating from the 1830's. The building which forms part of a larger terrace was constructed as two houses but is currently used by a single office user, Lhasa Limited. Much of the interior of the building has been modified over the years to enable its use as an office. In particular, first and second floors have largely open plan arrangement and other areas have been subdivided. The frontage is surfaced in tarmac and is used for parking. A large two storey flat roof link extension was added to the rear of the building in the 1970's. The listing description notes that Blenheim Terrace was the first roadside terrace to be built in Leeds. The property is situated in the Woodhouse Lane/University precinct conservation area.
- 2.2 The University of Leeds is located to the west of Blenheim Terrace. There is a mix of commercial uses within the terrace including a bar at 7 Blenheim Terrace, a Tesco's at 19 Blenheim Terrace, a bookshop and café at 21 Blenheim Terrace,

banks and some remaining office uses. There is existing residential accommodation at 5 Blenheim Terrace and in a building constructed to the rear of 2-4 Blenheim Terrace. Each of these properties in the terrace has hard-surfacing to the front used for parking and detracting from the setting of the buildings. The new University of Leeds library is being constructed directly across Woodhouse Lane. The New Generation Transport route will pass to the front of the terrace with the University NGT stop being constructed on the opposite side of Woodhouse Lane. Back Blenheim Terrace is a narrow street which runs between the rear boundary of properties on Blenheim Terrace, many of which have been significantly extended, and terraced houses on the Churchill's, Blandford's and Marlborough's.

### **3.0 PROPOSALS**

#### Commercial element

- 3.1 It is proposed to use the ground floor of the original building as two separate commercial units. One of the units would be A1 (retail) and the other either A1, A2 (financial and professional services) or A3 (restaurants and cafes). Both units require the removal of an internal wall to create a larger, usable, floorspace. The basement would be used as storage space and preparation areas for the ground floor activities. The southern unit would utilise the existing access into the building. The northern unit would be accessed through a reinstated entrance door which has previously been changed to a window. The bin store would be situated in the building to the rear.
- 3.2 The existing parking area to front of the building would be reconfigured. A new planting bed containing two trees would be formed to the north side of the entrance to balance the arrangement on the southern side. Concrete coping on the front boundary wall would be replaced by stone coping to match the original. The gate piers which have previously been cut down to near ground level would be reinstated. A footway would be formed from Woodhouse Lane to the building. Stone setts would be provided to demarcate the threshold into the site. 4 of the 13 car parking spaces would be retained for use by the commercial units. Chimney pots would be reinstated on the building.

#### Residential element

- 3.3 The remainder of the property would be converted into residential use, involving an extension to the building to the rear. In total 14 units are proposed comprising 4, one bedroom duplex flats, 5 two bedroom flats and 5 studios. Access to all of the apartments would be through the central entrance into the building via a series of secure doors fitted with access controls.
- 3.4 2, two bedroom apartments and one studio are proposed at first floor level of the original building. A similar arrangement is proposed at second floor. A new stairway would be constructed up to the roofspace where 3 studios would be formed. New dormer windows would be constructed for the rooms facing towards the rear. 2 conservation rooflights would be formed in the front roofslope for the studio towards the front.
- 3.5 The ground floor of the building to the rear would be laid out to provide storage areas for the apartment's cycle store and bin store, and also for the commercial unit's bin store. The rear portion of the ground floor of this building, facing Back Blenheim Terrace, would provide the kitchen and bathroom areas for the 4 duplex flats primarily located at first floor level above. Existing railings over windows at ground

floor would be removed and opaque film would be applied to the lower segment of windows to provide privacy. A new second floor, set back from the building line along Back Blenheim Terrace, would be constructed on the existing flat roof structure. This level would contain a two bedroom apartment. The extension would be metal clad with a primarily curtain glazed elevation facing Back Blenheim Terrace and would have a monopitch roof sloping towards the street. The steel access gate and galvanized palisade railings adjacent to the building would be replaced by a new, secure gate.

#### **4.0 PLANNING HISTORY**

- 4.1 Planning permission for a second floor extension to the annex to the rear of the site was approved on 3.7.07 (06/07654/OT).
- 4.2 The current application has been the subject of a number of revisions. Planning permission was initially sought for 25 student apartments. Following negotiation this was reduced to 19 units. Subsequently, the proposals were amended to 14 residential units.

#### **5.0 PUBLIC/LOCAL RESPONSE**

- 5.1 Site notices advertising the application were erected around the site on 6<sup>th</sup> September 2013. The application was also advertised in the Yorkshire Evening Post on 19<sup>th</sup> September 2013. Following receipt of revised plans the application was re-advertised on 13<sup>th</sup> December 2013. No representations have been received.

#### **6.0 CONSULTATIONS RESPONSES**

##### **Statutory:**

##### **Transport Development Services:**

The proposals are acceptable subject to conditions relating to the provision of a car park and servicing management plan; all deliveries being to the front of the building; a limit on the maximum length of delivery vehicles to 8.5 metres; the provision of cycle motorcycle facilities; the laying out of 4 parking spaces solely for use by customers and delivery vehicles.

##### **Non-statutory**

##### **Victorian Society**

The Society commented on the application as originally submitted (for 25 student apartments). They had no objection to principle of the use but considered that the scheme was too intensive. The Society suggested that the windows to the front could be replaced with multi-pane sashes; that a railing rather than wall should enclose the new stairs leading to the reinstated entrance; and the cut down gate piers should be restored to match those nearby.

##### **Environmental Protection Team**

There is the potential for noise and odours from the activities associated with the commercial uses. If planning permission is granted conditions are recommended regarding opening hours (0800-2300 Monday to Saturday and 1000-2300 on Sundays and Bank Holidays); delivery hours (0800-1800 Monday to Saturday only);



details of extract ventilation systems; a sound insulation scheme and insulation of any plant/machinery to protect neighbours from noise; details of bin stores; and the provision of a grease trap.

## **7.0 PLANNING POLICY**

7.1 The introduction of the NPPF has not changed the legal requirement that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The policy guidance in Annex 1 to the NPPF is that due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF. The closer the policies in the plan to the policies in the Framework, the greater the weight that may be given.

### **7.2 National Planning Policy Framework**

7.2.1 The NPPF identifies 12 core planning principles (para 17) which include that planning should:

- Proactively drive and support sustainable economic development to deliver homes...
- Seek high quality design and a good standard of amenity for existing and future occupants.
- Encourage the reuse of existing resources, including conversion of existing buildings.
- Conserve heritage assets in a manner appropriate to their significance.
- Actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling.

7.2.2 LPA's should ...recognise that residential development can play an important role in ensuring the vitality of centres (para 23). Housing applications should be considered in the context of the presumption in favour of sustainable development (para 49). LPA's should normally approve applications for change to residential use where there is an identified need for additional housing in the area (para 50).

7.2.3 Local planning authorities should identify and bring back into residential use empty housing and buildings. They should normally approve planning applications for change to residential use and any associated development from commercial buildings (currently in the B use classes) where there is an identified need for additional housing in that area, provided that there are not strong economic reasons why such development would be inappropriate (para 51).

7.2.4 Planning decisions should aim to achieve places that bring together those who work, live and play (para 69). Decisions should enable shared use of facilities, services and spaces to enhance the sustainability of communities (para 70).

7.2.5 LPA's should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; the positive contribution that conservation of heritage assets can make to sustainable communities, including their economic viability (para 131).

### **7.3 Unitary Development Plan Review (UDPR)**

- 7.3.1 The listed building is situated in the Woodhouse Lane/University Precinct conservation area but is otherwise unallocated in the UDPR.
- 7.3.2 Life and variety can be increased in the City Centre and extended throughout the day by the introduction of housing into the City Centre and retention of existing housing (para 13.6.12). Housing is encouraged in all city centre locations. Vacant upper floors provide potential for much-needed new housing, helping bring life back into the city centre para (para 13.6.14).
- 7.3.3 Other relevant policies include:
- GP5 Detailed planning considerations to be resolved
  - BD6 Alterations and extensions to respect the form of the existing building.
  - N15 Change of use of Listed Buildings favourably considered providing the new use does not diminish the special qualities of the building.
  - N16 Extensions to listed buildings only accepted where they relate sensitively to the original.
  - N17 Features and the plan form which contribute to the character of a listed building should be preserved.
  - N19 New buildings within or adjacent to conservation areas should preserve or enhance the character of the area
  - N23 Space around new development should provide a visually attractive setting and existing features which make a positive contribution should be retained
  - T2 New development should not create or materially add to problems of safety or efficiency on the highway network.
  - H4 Residential development on sites not identified for this purpose but which lie in main and smaller area urban areas or in a sustainable location will be permitted subject to sequential, infrastructure and other policy requirements of the UDPR.
- 7.3.4 In the city centre character will be maintained by encouraging good design of buildings and spaces and upgrading the environment (CC3); and development in conservation areas or its immediate setting must preserve or enhance the character of the area (CC5). Policy CC21 states that ancillary shopping development will be acceptable outside the Prime Shopping Quarter provided it contributes to overall planning objectives for the quarter. Outside defined quarters development for shopping (except ancillary shopping) will not normally be permitted (CC30).
- 7.4 Draft Core Strategy (DCS)
- 7.4.1 The draft 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. The Inspector examined the Strategy during October 2013. The weight to be attached is limited where representations have been made.
- 7.4.2 Spatial Policy 3(x) states that the role of the city centre will be enhanced by expanding city living, with a broader housing mix. Policy CC1(iii) states that the City Centre will accommodate at least 10,200 dwellings. Residential development, including changes of use, will be encouraged providing that it does not prejudice the town centre functions of the city centre and it provides a reasonable level of amenity for occupiers.
- 7.4.3 Policy H2 states that new housing development will be acceptable in principle on non-allocated land. Policy H3 states that housing development should meet or

exceed 65 dwellings per hectare in the City Centre. Policy H4 states that developments should include an appropriate mix of dwelling types and sizes, taking into account the nature of the development and character of the location.

7.4.4 Policy P10 states alterations to existing buildings should provide good design appropriate to its scale and function. P11 states the historic environment will be preserved.

7.4.5 Policies T1 and T2 identify transport management and accessibility requirements for new development. Specific accessibility standards are included in DCS Appendix 2.

7.4.6 Policy CC1e(i) supports small scale retail/catering outside the Prime Shopping Quarter. Woodhouse Lane is also proposed as a Local Convenience Shopping Centre where convenience development will be channelled.

## 7.5 Supplementary guidance

### 7.5.1 SPG6 Development of self-contained flats

Policy SGH1 states that change of use involving subdivision of existing buildings will normally be acceptable if the property is not a back-to-back; the property is of sufficient size and the internal layout is shown to be suitable; the impact on neighbours is not likely to be detrimental; where there is demand for family sized accommodation and the property has good access to suitable space for private recreation provision is made for at least one family sized unit; sufficient car and cycle parking is incorporated; satisfactory internal living accommodation is provided; each dwelling has safe and secure access.

## 8.0 MAIN ISSUES

Principle of the development

Impact upon the appearance of the building, the character of the conservation area, and the listed building

Amenity considerations

Transport issues

## 9.0 APPRAISAL

### 9.1 Principle of the development

Residential element

9.1.1 The area is located within the City Centre boundary but has no specific designation although the UDPR states that housing is encouraged within the city centre (13.6.14). UDPR Policy N15 supports the change of use of listed buildings where the special qualities of listed buildings are preserved. Although not currently vacant the proposed use will help to secure the long-term maintenance of the property. The Draft Core Strategy also encourages residential development in the city centre noting that an appropriate mix of dwelling types and sizes is required, taking into account the nature of the development and character of the location (H2, H3 and H4). The residential use would be appropriate given the availability and proximity of local services. Whereas the buildings were originally constructed as large houses, the location would not now be well-suited to family accommodation. A mix of flat types and sizes are proposed in the development according with policy H4 of the Draft Core Strategy.

- 9.1.2 Further support for the use is provided by the NPPF which promotes the benefits of the change of use to housing and city centre living in delivering sustainable development. The NPPF states that such applications should normally be approved with reference particularly drawn to commercial buildings where housing need is apparent and provided there are not strong economic reasons why such development would be inappropriate. It is noted the Leeds Strategic Housing Market Assessment Update (2012) suggests that there is a requirement for all forms of residential property types across the Leeds district including particularly single person households. Consequently, subject to the considerations referred to below, the principle of residential use is acceptable.

#### Commercial element

- 9.1.3 The property is located directly opposite the University of Leeds and is located on a major route between the University and the city centre. The UDPR states that ancillary shopping development will be acceptable outside the Prime Shopping Quarter provided it contributes to overall planning objectives for the quarter. More active uses have developed in Blenheim Terrace during recent years. The draft Core Strategy reflects this by proposing that this part of Woodhouse Lane is designated as a Local Convenience Centre. The use of the ground floor as two small commercial units (80m<sup>2</sup> and 55m<sup>2</sup>) accords with emerging policy.

#### 9.2 Impact upon the appearance of the building, the character of the conservation area, and the listed building

##### External

- 9.2.1 As with others along Blenheim Terrace the existing hard-surfaced frontage to the property is used as a car parking area and detracts from the appearance of the conservation area and the setting of the listed building. The proposals include the reduction in the extent of car parking and deliver significant improvements to the site boundary involving reinstatement of entrance piers; replacement of tarmac with setts at the site entrance; replacement of concrete coping with stone coping and the provision of a new planter to accommodate tree planting.
- 9.2.2 The building was originally constructed as two properties but was subsequently combined to enable use by a single office use. As a consequence one of the entrance doors was replaced by a window. The current proposals involve reinstating the doorway to provide access to the new A1 unit helping to restore the character of the building. At roof level two conservation rooflights are proposed in the front roofslope which would not be conspicuous due to their form, size and the height of the building. Chimney pots would be reinstated in both of the chimneys. Consequently, the proposals would significantly improve the setting and appearance of the front of the building.
- 9.2.3 Several of the properties on Blenheim Terrace, including 22-23 Blenheim Terrace, have large extensions to the rear which do not relate well to the character of the conservation area or to the setting of the listed buildings. Consequently, the rear of the property is less sensitive to alteration than the front. Planning permission was granted in 2007 for a second floor extension to the existing annex. The current scheme involves an extension above the flat roof of the annex. The extension proposes a contemporary form and materials to help animate and improve the appearance of the streetscape in Back Blenheim Terrace. The use of a monopitch roof would limit the impact upon the original building and enable views to be retained

past the extension from the second floor of the original building. The height of the extended building would remain beneath the height of the gable end of Marlborough Grove and would not appear out of scale given the existence of similar and larger scale buildings abutting Back Blenheim Terrace. The removal of railings to windows and the replacement of the existing access gate with a more suitable design will also help to improve the character of the back street.

- 9.2.4 Two new pitched roof dormer windows are proposed on the rear roofslope of the original building. The windows would align with windows on the rear elevation below and their scale and design would represent a suitable response to the form of the building. Subject to the use of suitable materials, the proposed alterations would help to improve the appearance of the rear of the property.

#### Internal

- 9.2.5 The use of the properties by a single user has resulted in alterations to the historic floorplan of the building, including some open plan areas and other areas where there has been additional partitioning of spaces. The design concept seeks to reintroduce the original floorplan where possible.
- 9.2.6 No significant changes are proposed at basement level. Some walls and later partitions are removed at ground floor level to enable commercial use of the space. The original room layout will be recognised by the retention of downstands and cornices. The original arrangement as two separate properties will be more recognisable. The main stair and historic features such as window casings will be retained.
- 9.2.7 The open plan space at first and second floor would be reconfigured and subdivided to enable the proposed residential use. A new third floor is proposed within the roofspace accessed by a new stair constructed as a continuation of the stair below. The accommodation would be formed between the existing trusses which would be retained. The internal alterations would restore some elements of the plan form of the building which have previously been lost and would protect important elements of the historic fabric. Consequently, subject to details, the internal alterations would be sensitive to the special qualities of the listed building.

### 9.3 Amenity considerations

#### Commercial element

- 9.3.1 The proposed uses are located in a mixed use area alongside a busy arterial road such that the background noise level is high during the daytime. The neighbouring properties are used as a coffee shop/bookshop and offices. Although a flexible permission (A1-A3) is sought for one of the units it is intended to apply conditions limiting the opening hours and requiring sound insulation within the building appropriate for the future use. Similarly, conditions to control odours are proposed in the event that the use involves food preparation (A3). Deliveries would take place to the front of the building such that residential properties to the rear would not be affected. As such, it is not considered that the commercial uses would adversely affect the amenities of the area.

#### Residential element

- 9.3.2 14 units are proposed comprising 4, one bedroom duplex flats, 5 two bedroom flats and 5 studios. Access to all units would be taken from the front of the property with

access controlled to residential areas by secure doors located in appropriate locations.

- 9.3.3 2, two bedroom flats and one studio are proposed on both the first and second floors of the original building. Each of the two bedroom apartments (63m<sup>2</sup> to 67m<sup>2</sup>) have living areas situated towards the front of the building with an open outlook towards Woodhouse Lane. Floorspace towards the rear of the building looking towards the nearby annex is identified as bedroom space for the flats. Windows in the annex to the rear of these flats would be obscurely glazed to prevent overlooking between the two areas. The studios proposed at first and second floor would have a floor area of approximately 20m<sup>2</sup> and be located at the front of the property.
- 9.3.4 3 studios are proposed in the roofspace of the original building varying in size from 19m<sup>2</sup> to 31m<sup>2</sup>. Two of the units would face the rear of the property with each benefitting from a rooflight and a dormer window. A further small studio is identified between these studios towards the front of the roofspace with daylight and outlook provided by two rooflights.
- 9.3.5 The existing annex is situated on the back edge of Back Blenheim Terrace such that both vehicles and pedestrians pass close to the windows. In response to this juxtaposition duplex apartments (43m<sup>2</sup> to 50m<sup>2</sup>) are proposed at ground and first floor level of the annex. The primary living areas would be located at first floor so as to provide separation for occupiers from activity on Back Blenheim Terrace whilst the ground floor would be used as kitchen and bathroom areas. The lower portion of the ground floor windows would also be obscurely glazed to prevent views in from the street. The proposed second floor of this building would contain a two bedroom apartment (85m<sup>2</sup>) with the living space situated between the two bedrooms. Each of the units in the annex would have a principal outlook towards Back Blenheim Terrace and with views towards the original building controlled by obscure glazing. Existing windows in the first floor northern side elevation would overlook the roof of the annex to the rear of 24 Blenheim Terrace.
- 9.3.6 The development provides a range of property types and sizes in accordance with Draft Core Strategy policy H4. The level of amenity for the units in terms of scale, daylighting and outlook is, on balance, considered acceptable.

#### 9.4 Transport issues

- 9.4.1 The property has historically been used as offices with associated parking and servicing requirements. Due to the physical constraints of the road to the rear servicing of the building needs to be carried out from the front to avoid causing an obstruction in Back Blenheim Terrace. The retained parking spaces to the front could only be used for delivery vehicles and customers visiting the commercial units. Conditions are proposed to manage car parking and delivery activities.
- 9.4.2 Short stay cycle parking would be provided to the front of the building. There would be long-stay provision located in the basement (for the commercial element) and in a secure covered area between the two buildings (for the residential element). The property is located in a highly sustainable location with good access to local services both on foot and by public transport. The University NGT stop is also planned opposite the building. Accordingly, subject to conditions, it is considered that the proposed use would be compatible with the location of the site.

## 9.5 Conclusion

- 9.5.1 The proposed commercial and residential uses of the building accord with current and emerging planning policy. Whereas the internal level of amenity for occupiers of the residential element could be better, on balance the scheme is considered acceptable and the development would deliver some beneficial improvements to the appearance of the listed building, particularly when viewed from the front. As such it is recommended that planning permission and listed building consent is granted subject to conditions.

### Background papers

Application files 13/03970/FU and 13/03971/LI  
Certificate of ownership : notice served on Lhasa Ltd.

**Applications 13/03970/FU and 13/03971/LI - Planning and Listed Building consent for the change of use of offices, involving alterations and new second floor to annex to rear to form 5, two bedroom flats, 5 studios and 4 duplex apartments; one retail unit (A1) and one commercial unit (A1-A3) - 22 - 23 Blenheim Terrace LS2**

Plans, photographs and drawings were displayed at the meeting. A Members site visit had taken place earlier in the day. Officers presented a report which sought a change of use, alterations and extensions to 22-23 Blenheim Terrace, originally two detached houses dating from the 1830s which had been merged together. Several feature details would be reinstated as part of the scheme, these being the replacement of copings on the front boundary wall to match the originals; reinstatement of the doorway; reinstatement of chimney pots and reinstatement of the gate piers. A reduced amount of car parking to the front of the site would also improve the general setting. Internally, some of the sub-dividing walls would be reintroduced to reinstate the original floor plan. Members were informed that initially the proposals had been for 25 dwellings but this had been reduced to 14. In terms of room spaces, whilst some of these would benefit from being larger than proposed, on balance, Officers felt the scheme was acceptable.

Members commented on the following matters:

- the outlook from the flats located at the rear of the property and the proximity of the nearby building on Marlborough Grove. Members were advised that some flats benefitted from a better outlook than others; that there was a distance of approximately 8m between the flats and adjacent property; that there were no minimum standards for space around dwellings for City Centre accommodation; that as a general rule, the width of Park Row, i.e. 15m was considered to be appropriate for facing windows, but due to the tighter context of this particular area and the orientation of the proposed windows to existing gable ends, a distance of 8m was felt to be acceptable
- the residential accommodation and who it would be aimed at. At the request of the Chair, the applicant's agent who was in attendance advised that the accommodation would be general, C3 use and would be likely to cater for young professionals; key workers and students
- the lack of symmetry at the front of the building. The possibility of reversing the steps could be considered but there was still a requirement for a platform lift for disabled access to the retail unit
- that the retail and commercial elements could be considered acceptable
- that much of the residential accommodation was cramped with the view being that too many units were being proposed for the site
- concerns about the accommodation being proposed in the roof space and whether there was sufficient height to enable this to be suitable
- the need for further details to be provided on the treatment to the rear of the property; that this was in a Conservation Area and this should be reflected in the proposals
- that there was a need for the Authority to review all of its Conservation Areas and the buildings within them
- the lack of signage to the commercial and retail unit and that any advertisements/signage would need to be carefully considered
- fire safety access of the whole building in view of the different uses proposed. Emergency escape routes were pointed out to Members and it was stressed that Building Regulations would need to be complied with

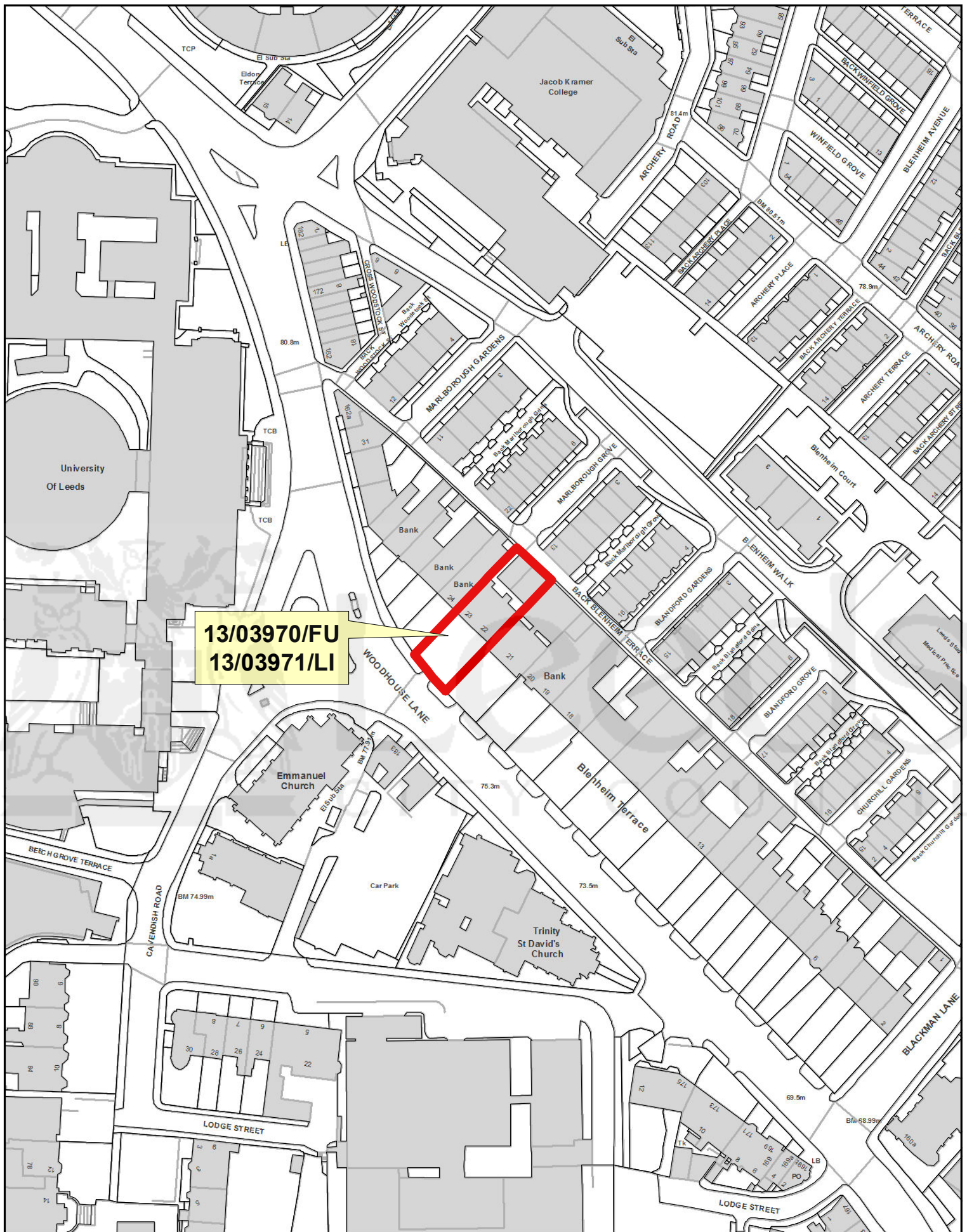


- the consistency of reports; the need for the work being undertaken with developers on standards to be completed and if a 'Leeds standard' was achieved in terms of size and quality, that this should be taken on board by Officers and developers.

Members considered how to proceed

In terms of the restoration of elements of the building, this was welcomed. In respect of the proposed uses, in principle, these were felt to be acceptable. However, Members were of the view that the residential scheme as proposed could not be supported; that acceptable dimensions and space for all of the residential units had to be provided; that there were concerns about the size and standard of the proposed studio accommodation and the size and number of the proposed duplex flats in particular and that the design of the rear extension, whilst acceptable in principle should be considered further in light of Members' comments

**RESOLVED** - To defer determination of the application to enable Officers to negotiate further with the applicant to address the concerns raised by Members and that a further report be brought to Panel in due course.



13/03970/FU  
13/03971/LI

# CITY PLANS PANEL

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