



Report of the Chief Planning Officer

PLANS PANEL SOUTH AND WEST

Date: 1st MAY 2014

SUBJECT: PRE-APPLICATION PRESENTATION FOR AMENDMENTS TO THE CONSENTED SCHEME FOR THE REDEVELOPMENT OF THE FORMER HIGH ROYDS HOSPITAL, MENSTON, INCLUDING AREAS OF NEW RESIDENTIAL DEVELOPMENT WITHIN THE GREEN BELT, CONSENTED COMMERCIAL UNITS TO BECOME RESIDENTIAL, AND RESIDENTIAL CONVERSION OF THE CENTRAL ADMINISTRATION BLOCK IN PLACE OF THE APPROVED ASSISTED LIVING UNITS

APPLICANT

DATE VALID

TARGET DATE

<p>Electoral Wards Affected:</p> <p>Guiseley & Rawdon</p> <p><input type="checkbox"/> No Ward Members consulted</p>	<p>Specific Implications For:</p> <p>Equality and Diversity <input type="checkbox"/></p> <p>Community Cohesion <input type="checkbox"/></p> <p>Narrowing the Gap <input type="checkbox"/></p>
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RECOMMENDATION:

For Members to note the content of the report and presentation and to provide any comments on the proposals.

1.0 INTRODUCTION:

1.1 This pre-application proposal relates to a number of proposed changes to the consented scheme for the redevelopment of the former High Royds Hospital. Planning permission and listed building consent (28/198/03/FU and 28/199/03/LI) were originally granted in January 2005 (FU) and May 2005 (LI) for the conversion of hospital buildings, along with some new building, to form 541 dwellings, offices, medical facility, crèche, assisted living units, retail units and sports pitches. At this time the site was allocated as a Major Development Site (GB7) in the Unitary Development Plan. The development was and is subject to a S106 package which addressed matters such as transport contributions, off-site highway works, provision of sports pitches and a sports and social club building, and affordable housing.

1.2 Following these approvals, the majority of the new build element was carried out by David Wilson Homes and is now occupied. Ben Bailey Homes subsequently took over the site to carry out the conversion works. Whilst some of the original buildings have now been converted and are occupied, there are a number of buildings that still await conversion.

2.0 PROPOSAL:

2.1 It is now the Developer's intention to pursue a number of amendments to the consented scheme including:

- The erection of areas of new build housing
- The omission of the assisted living units alterations to the approved demolitions and extensions to the central administration block; and
- Alterations to the mix of uses on the site;

In order to achieve this they intend to present a case for additional new houses built on open areas of the site.

3.0 SITE AND SURROUNDINGS:

3.1 The site is a Grade II listed former Victorian psychiatric hospital. The site originally comprised of a group of stone hospital ward buildings, ancillary service buildings and estate management offices. The first phase of the hospital was constructed for the West Riding County Asylum Board between 1884 and 1888 and was designed by J. Vickers Edward. The layout of the hospital was an innovation of its time, adopting the echelon plan – the ward buildings are south facing and progressively step outwards from the central administration block.

3.2 Architecturally, High Royds is one of the most impressive hospitals of its type, in the Gothic Revival style. The most striking feature within the site is the central administration block, which includes a prominent clock tower. Many of the ward buildings also include a tower feature. This has created an interesting and varied roofscape.

3.3 The hospital buildings are set within extensive landscaped 'parkland' grounds, extending to approximately 203 acres, which are registered as a Historic Park and Garden.

3.4 The site lies within the Green Belt and Special Landscape Area.

4.0 RELEVANT PLANNING HISTORY:

4.1 28/198/03/FU - Change of use of hospital and new build to form 541 dwellings, offices, crèche, assisted living facility of 84 self-contained units, retail units and sports pitches – approved 26 January 2005.

28/199/03/LI - Listed Building Consent to alter and demolish part of hospital to form dwellings crèche medical & offices – approved 27 May 2005.

5.0 HISTORY OF NEGOTIATIONS:

5.1 A number of meetings have been held with officers and Ward Members have been briefed on the new proposals.

6.0 PLANNING POLICIES:

Development Plan Policy

6.5 Planning proposals must be made in accordance with the development plan unless material considerations indicate otherwise.

6.8 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.
- N13 requires all new buildings to be of high quality and have regard to character and appearance of surroundings.
- N15 Proposals for change of use of listed buildings will be considered favourably provided they do not diminish the special architectural or historic value of the building and its setting
- N16 requires extensions to listed buildings to relate sensitively to the original building.
- N17 requires existing features and details of listed buildings to be preserved, repaired or replaced.
- N33 sets out the general restrictions that apply to development within the Green Belt.
- GB4 sets out the criteria for permitting the change of use of buildings within the green belt.
- GB7 identified the site as one of 2 major developed sites within the green belt.
- N28 seeks to protect Historic Parks and Gardens from any development that would materially harm their historic interest.
- N37 requires development to be sympathetic to special landscape areas.
- T2 states that development proposals should not create new, or exacerbate existing, highway problems.
- T24 parking provision to reflect the guidelines set out in UDP Appendix 9.

Supplementary Planning Documents

6.9 SPG Neighbourhoods for Living.

Local Development Framework

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. The Emerging Core Strategy was examined by an Inspector in October 2013. The Inspector has subsequently indicated that two issues must be addressed if it is to be found sound, these are Affordable Housing and Provision for Gypsy and Traveler Sites. It is likely that an Inquiry on these matters will be held in May (2014). The Inspector's main modifications were published on the 13th March

2014 for six weeks public consultation – significant weight can now be attached to the Draft Core Strategy as amended by the main modifications.

Relevant policies include:

National Policy

- 6.1 The National Planning Policy Framework (NPPF) sets out the Government's planning policies and contains policies on a range of issues including housing, sustainable development, green belt, conservation, the local economy and design.
- 6.2 The NPPF sets out clear principles with regard to what is appropriate development in the green belt, which is effectively restricted to agriculture and essential facilities.
- 6.3 In respect of listed buildings ('heritage asset') 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".
- 6.4 In respect of design it states that "good design is indivisible from good planning" and Local Authorities are encouraged to refuse "development of poor design", and that which "fails to take the opportunities available for the improving the character and quality of an area and the way it functions, should not be accepted".

9.0 MAIN ISSUES

- 1. Provision of a mixed use development
- 2. Character of the listed building(s) and their setting
- 3. Additional development within the green belt
- 4. Implications for the delivery of S106 requirements

Provision of a mixed use development

- 9.1 The original planning permission granted consent for the change of use of the hospital and new build to form 541 dwellings, offices, crèche, assisted living facility of 84 self-contained units, retail units and sports pitches.
- 9.2 However, the original report to Panel advised that the residential element comprised of 342 new build dwellings (including 139 new build affordable units) and 215 units within the listed buildings. In addition to this, 84 self-contained assisted living units were to be provided within the main former administration block.
- 9.3 The briefing note now provided by Gladedale in support of their pre-application enquiry refers to the formation of 562 dwellings. Clarification of the exact number of dwellings originally approved is now being sought and a verbal update will be provided to Members at the Panel meeting.
- 9.4 The site was intended to provide a mixed use development and commercial elements were therefore also approved. All of these commercial elements were to be provided through the conversion of the existing listed buildings and included the provision of approximately 7405 sqm of B1 office space, a small retail unit (90sqm), a day care crèche facility, and a medical facility to also include a dentist.

- 9.5 A recent application (13/01715/FU) approved the change of use of Building 10 from a medical facility to 3 houses. Whilst the loss of the surgery raised some concerns given this is a facility that was approved as part of the original application / vision for the development, the developer had attracted no interest in the conversion of the building for this purpose. This was largely due to the nature of the building and the costs (money and time) involved in restoring it. At this stage the developer advised that they would still like to see a doctors surgery on the site and would look to pursue this when progressing with the redevelopment of other buildings on the site, including ones that were originally consented to be for commercial use.
- 9.6 As part of recent application 13/01715/FU for the change of use of Building 10 from a medical facility to 3 houses, consent was also granted to convert Building 6, the former mortuary building, to a B1 office. The original planning permission approved the conversion of this building to 2 dwellings.
- 9.7 It is now suggested that despite having been “marketed periodically” since the purchase of the site, no viable offers have been made for the commercial units or the administration block (for use as Assisted Living) as consented. It is therefore proposed that these elements be converted to residential use for sale on the open market. Should residential use be considered appropriate there would be a need to demonstrate for example that adequate car parking could be provided for flats usage and the impact of this on the setting of the listed building would be a key consideration. The only commercial element that would remain would be a small office and the provision of a shop unit to provide a general store to serve the needs of residents. It is currently thought that this would be provided within Building 6

Character of the listed building(s) and their setting

- 9.8 The applicant considers that the consented scheme for the administration block would have a detrimental impact on this heritage asset given it allows significant alterations/demolitions to the fabric of parts of the building and a new build element, which is significant in its scale.
- 9.9 Given the applicant no longer proposes to provide the approved assisted living units they now no longer require the consented extensions. As such they hope to maintain the sensitive fabric of the administration block more sympathetically by refraining from the demolition of sensitive parts and by not increasing the scale of the building with new build elements. The applicant intends to argue that the loss of the consented floor space in the building necessitates that this floor space is replaced through the erection of circa 32 new dwellings in the green belt. The merits of this would need to be explored through the ‘enabling’ case but at this stage it would appear that:
- This number of detached dwellings would have substantially greater value than the loss of the consented floor space in the assisted living block which would be lost.
 - The developer has advised that the consented scheme for the assisted living block is not viable and will not be built. This limits the weight to be given to the developer’s ‘fall back’ position.

Principle of additional development (green belt)

- 9.10 Notwithstanding the proposals to reduce the extent of extensions and provide more commercially viable development (i.e. residential units), the applicant considers that

in order to carry out the changes to the administration block additional enabling development will be required due to the loss of floor area. A number of new build dwellings within the grounds are therefore proposed. The plan submitted proposes building houses in 3 areas of the site: -

1. 6 detached houses on land to the north of the site to the east and north of Block 21.
2. 10 detached houses to the north of the site to the south of Block 21.
3. 16 dwellings to the south of properties on Wharfedale Avenue, which is situated towards the south western corner of the site.

These areas will be identified on a plan and handed to Members at the site visit / Panel meeting.

- 9.11 The site is located within the green belt and the applicant intends to pursue an 'enabling case' and seek to demonstrate the very special circumstances which are necessary to justify inappropriate development within the green belt.
- 9.12 Not only will the impact on the green belt need to be considered but also the impact on the character and setting of the listed buildings, the historic parkland and the special landscape area.

Implications for the delivery of S106 requirements

- 9.13 A S106 was entered into as part of the original permission. This included a number of clauses including:
- Affordable housing
 - Train service commuted sum
 - Play equipment contribution
 - Metro cards
 - Public art
 - Car club
 - Sports club facility
- 9.14 It will be expected that in addressing the viability of the approved scheme and demonstrating the need for additional development that the applicant will set out clearly what has and what has not been delivered so far through the S106 and how the proposed amendments affect this.

10.0 CONCLUSION

- 10.1 It should be noted that an increase in the overall numbers of residential units at the site would itself have implications for matters such as car parking and traffic generation, affordable housing provision, education contributions and other planning matters and that these issues have yet to be tested through a more detailed submission. Members are asked to note the contents of the report and presentation and are invited to provide feedback on the proposals put forward so far and specifically on the following matters.

New Residential development in the Green Belt

Does the Panel have any comments on the principal of new residential building in this Green Belt location?

Proposed siting of new residential development in the Green Belt

The applicant intends to pursue an application based on the 'very special circumstances' which are necessary to justify new housing development in the green belt. Given the scale and impact of this the case would need to be compelling. Setting aside the principal of the development and looking specifically at the proposed areas of new build –

Does the Panel have any comments specific to the areas of new-build indicated?

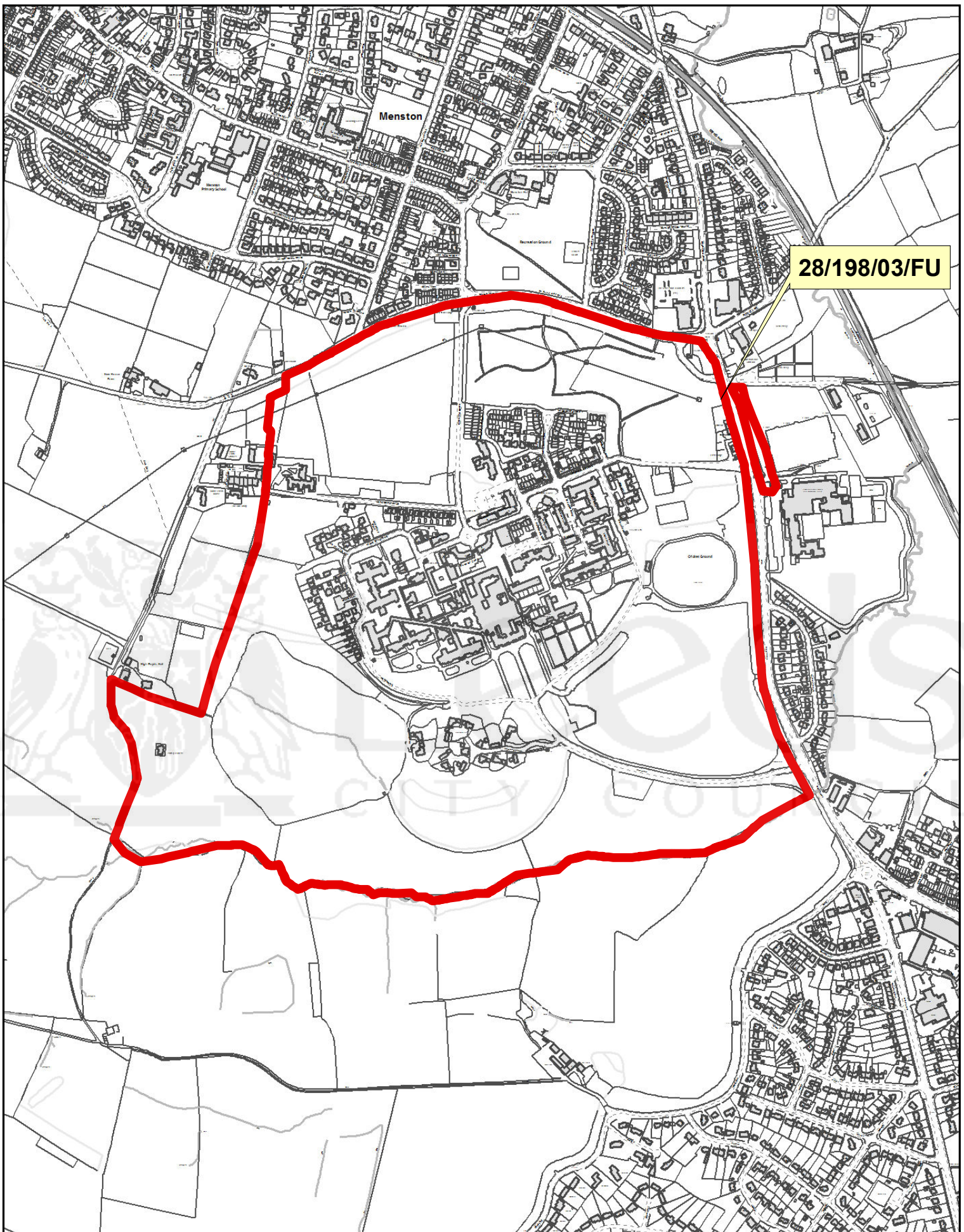
- 1. The land to the north of the site to the east and north of Block 21.**
- 2. The land to the north of the site to the south of Block 21.**
- 3. The land to the south of properties on Wharfedale Avenue, which is situated towards the south western corner of the site.**

The Administration Block

Does the Panel have any comments specific to the proposals for the Administration Block, which is the principal building on the site with the clock tower, with regard to the loss of the assisted living units and their replacement with flats and the proposals to reduce the scale of extensions?

Loss of commercial uses

Does the Panel have any comments with respect to the replacement of the consented commercial elements of the scheme (offices, crèche) with residential, one shop to remain?



28/198/03/FU

SOUTH AND WEST PLANS PANEL

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