



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 14 MAY 2015

Subject: PLANNING APPLICATION REF. 14/07273/FU CHANGE OF USE OF OFFICES TO 16 SELF-CONTAINED STUDENT FLATS AND EXTENSION OF EXISTING ANNEX TO FORM NINE SELF-CONTAINED STUDENT FLATS AND LISTED BUILDING CONSENT APPLICATION 14/07274/LI FOR INTERNAL AND EXTERNAL ALTERATIONS AT BURLEY HOUSE, 12 CLARENDON ROAD, WOODHOUSE, LEEDS LS2 9NF

APPLICANT	DATE VALID	TARGET DATE
Maan Investments Limited	22.12.2014	30.05.2015 (extended)

Electoral Wards Affected:

Hyde Park and Woodhouse

Yes Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: Defer and delegate to the Chief Planning Officer for approval of planning permission and listed building consent in principle, subject to the appropriate resolution of the internal layout of the 1st floor flats in the new build annex, and subject to the specified conditions (and any others which he might consider appropriate)

Conditions for planning application ref. 14/07273/FU

Listed in Appendix 1 – To be provided as a supplementary report item.

Conditions for listed building consent application 14/07274/LI

Listed in Appendix 2 – To be provided as a supplementary report item.

1.0 INTRODUCTION:

1.1 This application is brought to Plans Panel because it is a major planning application with a listed building consent application at a prominent site affecting the setting of a number of listed buildings and the Woodhouse-Hanover Square-Woodhouse Square Conservation Area. This is a joint report covering both the planning application and the listed building consent application.

2.0 PROPOSAL:

2.1 The application proposal is for 25 student flats in total. The applicant has revised the scheme since its original submission to take account of officer concerns regarding the impact of the design on the internal character of the listed building, and the setting of the listed building and the conservation area, and the amenities of future residents.

2.2 In the listed building conversion there would be:

- At lower ground floor level 2 two-bedroom flats (60sqm and 59 sqm)
- At ground floor level 2 one-bed flats (38sqm and 47 sqm) and 2 studio flats (27sqm and 26sqm)
- At first floor 2 one-bed flats (47sqm and 38sqm) and 3 studio flats (22, 26 and 28sqm) are proposed
- At second floor level 2 one-bed flats (47sqm and 38.5sqm) and 3 studio flats (23, 26 and 28.5sqm) are proposed

The ceiling heights in the listed building are typically around 3m high, which is higher than the Leeds Standard and national guidance would which expect 2.5m

The elevations to the original Burley House would largely remain as existing, with some replacement of existing upvc windows with timber windows, and the removal of an unsightly metal escape staircase

2.3 In the new build element 4 studio flats are proposed at ground floor, ranging between 30sqm and 34sqm, and a one-bedroom flat (47sqm). In the new build element at first floor, 3 studio flats (ranging between 32 sqm and 36 sqm) and a two-bedroom flat (57 sqm) are proposed. The new annex building would be built in matching brick, with partial flat roof, and partial retained hipped roof at the rear facing Chorley Lane.

2.4 There would be 2 car parking spaces accessed from Clarendon Road. 25 secure cycle parking spaces would be provided at basement level. Servicing and refuse collection would also take place from Clarendon Road. Most of the existing tarmac car park would revert to a soft landscaped garden area for residents.

2.5 A number of documents were submitted in support of the application:

- Scaled Plans
- Planning and Heritage Statement
- Design and Access Statement
- Sustainability Statement
- Energy Statement
- Arboricultural Survey
- Statement of Community Involvement
- Land Contamination Reports
- Coal Recovery Report

3.0 SITE AND SURROUNDINGS:

- 3.1 The application site includes a Grade II listed building, within the Woodhouse-Hanover Square-Wood House Square Conservation Area. The site lies on the eastern side of Woodhouse Square, with the topography falling away to the south. The existing use of the building is offices, however this is now vacant. Adjacent to the listed building is a tarmac car park, and a two storey brick annex building.
- 3.2 The area consists of large Victorian villas and grand terraced properties. Clarendon Road is a wide street lined by high walls and mature trees. Uses in the area are a mixture of educational, health, office or residential uses. A number of nearby former villas on Clarendon Road and Hyde Terrace have recently been converted into flats, or have permission to convert. Larger scale buildings are to the east and north east, with the modern concrete Dental Institute, Leeds General Infirmary complex and university campuses, all in close proximity. Residential use lies to the rear off Chorley Lane, and adjacent 12A Clarendon Road. On the opposite side of Clarendon Road to the west is the Woodhouse Square public greenspace. One of the positive characteristics of Woodhouse Square is its fine architecture, with listed red-brick and painted stone Georgian buildings on two sides, with red-brick and painted stone Victorian villas (including the application site) along its Clarendon Road side. The Little Woodhouse Neighbourhood Design Statement notes the varied roofline of turrets, gables and bartizans, as examples of well-detailed robust Victorian architecture with strong presence.
- 3.3 The host building was designed as 'Hyde Gardens' by George Corson for George Herbert Rayner. It consists of red brick, stone details, with a slate roof. It features two storeys with a basement and attic, made up of 2 x 3 bays, on a corner site. There are steps up to a raised ground floor on the left of the front façade with a glazed door in slightly projecting full-height rebuilt gabled bay. To the right there is a semicircular full-height bay on an arcaded basement storey with octagonal stone columns and shouldered arches. Windows feature three 4-pane sashes (curved glass), stone mullions and lintels to ground floor, with 3 narrower sashes to 1st floor, eaves cornice of moulded bricks, conical roof. On the right return elevation there are segmental-headed and round-arched openings with the use of darker brick to decorate window heads. A moulded brick eaves cornice is carried over the attic gable on the right, with a gabled dormer in the centre. On the left is an ornate attic storey with four 4-pane sashes in a hipped-roof dormer flanked by turrets (bartizan) with slit vents and spires with ornate finials.
- 3.4 There are a number of early 20th century alterations which relate to the conversion of the listed building from residential to offices for Cornhill Insurance in approximately the 1920s. Although not original, these alterations are considered important to the historic and architectural interest of the building, including the wooden paneling to the former boardroom, and the entrance lobby.
- 3.5 There is a group of mature trees close to the south-western boundary of the site at the edge of a small grassed area. These are identified in the submitted tree survey as Trees T1 – T3 and these are identified as being of moderate quality and amenity value (T1 Hawthorn Category survey category B/C; T2 Silver Birch survey Category B; T3 Rowan survey Category B).

4.0 RELEVANT PLANNING HISTORY:

- 4.1 None

5.0 HISTORY OF NEGOTIATIONS

5.1 One pre-application meeting took place with officers in October 2014 prior to the submission of the application.

6.0 PUBLIC/LOCAL RESPONSE:

6.1 Planning application publicity consisted of:

6.1.1 Site Notices posted 09.01.2015

6.1.2 Press Notices published 09.01.2015

6.1.3 Hyde Park and Woodhouse Ward Councillors consulted by email 22.12.2014 and 13.01.2015.

6.2 Two objections have been received to the original proposal, one from a local resident on Claremont Grove (24.03.2015), and one from the Little Woodhouse Community Association (28.01.2015):

6.2.1 Little Woodhouse Community Association

- Concern regarding the use as student housing and its negative impacts on the demographics and levels of holiday time activity in the area.
- The rooflines of new extension and treatment of the boundary wall should also be appropriately sympathetic to others in the conservation area
- Welcomes the restoration and preservation of historic features such as the replacement of upvc windows with timber windows, creation of a sympathetic internal layout and retention of original features such as cornicing.
- Welcomes the reinstatement of a garden space to "Hyde Gardens"
- The trees within the south west corner of the site and outside the site boundary are of significant value to the streetscape of the area, particularly in the spring. It is most important that these mature trees remain and are protected during any building works.

6.2.2 Mr. D. Barker, 9 Claremont Grove

- The applicant should prove that offices with a car park are no longer a viable use in this location and that no occupier could be found.
- The design is too much of a contrast to the neighbouring listed building

6.3 The objectors were notified of revised plans on 27 April 2014 to reflect the current proposal. Any further comments will be updated verbally.

7.0 CONSULTATIONS RESPONSES:

7.1 Statutory:

7.1.1 LCC Transport Development Services

No objection in principle, subject to the resolution of the following matters

- 1 cycle space per flat
- Provision of appropriate inter visibility between pedestrians and vehicles, therefore the wall height shall be 1.05m or less.
- A car park management plan
- Confirmation of refuse collection arrangements
- Restriction to student housing use only

7.2 Non-statutory:

7.1.1 LCC Conservation Team

No objection subject to conditions controlling the detailed works including:

- Details of historic windows to be refurbished and repaired rather than replaced, unless beyond repair as detailed in a condition survey by a contractor with proven experience of refurbishing historic frames. A like-for-like replacement would then be recommended although it may be possible to accommodate slim-line double-glazing and retain the character of the window detail.
- The revised southern elevation (drawing 432/07 (02) 307) - proposed door to window - currently the new window is proposed to match the existing two top-hung casements. The existing two top-hung casements are an inappropriate window type and it is recommended that all three are replaced with 1 over 1 vertical sashes to match the arch-headed windows on the first floor above.
- Retention of fireplace and panelling to the former boardroom
- Details of new partition to the former boardroom
- Rationalisation of Existing service piping and details of any new excrescences including extract vents
- Details of proposed sound insulation and fire proofing
- Schedule of existing features and fittings that contribute to the special character of the building, including retention and re-use of existing internal cornices, door surrounds, skirtings, picture rails, wall cupboards, staircases, stone flags in basement, timber panelling and screens, doors and architraves and details of new where necessary
- Details of boundary treatments
- All repairs/making good to be in matching materials
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7.2.2 West Yorkshire Combined Authority:

Future residents would benefit if one of Metro's new 'live' bus information displays were to be erected at bus stop number 26530 at a cost of approximately £10,000 (including 10 years maintenance) to the developer. The display is connected to the West Yorkshire 'real time' system and gives accurate times of when the next bus is due, even if it is delayed. Good pedestrian access to/from the site to/from bus stops should be provided taking into consideration the needs of the elderly and mobility impaired.

8.0 PLANNING POLICIES:

8.1 Development Plan

8.1.1 Leeds Core Strategy 2014

The adopted Core Strategy sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. The Core Strategy was adopted by the Council on 12th November 2014. This now forms the development plan for Leeds together with the Natural Resources & Waste Plan and saved policies from the Leeds Unitary Development Plan Review 2006 (UDPR). A number of former UDPR saved policies have been superseded by Core Strategy policies and have been deleted as a result of its adoption. Appendix 1 of the Core Strategy provides a full list of 'deleted' UDPR policies and policies that continue to be 'saved' (including most land use allocations).

Core Strategy Policies

Spatial Policy 1 sets out the broad spatial framework for the location and scale of development. This policy prioritises the redevelopment of previously developed land within Main Urban Area, in a way that respects and enhances the local character and identity of places and neighbourhoods.

Spatial Policy 3 Role of Leeds City Centre seeks to maintain and enhance the role of the City Centre as an economic driver for the District and City Region, by

- comprehensively planning the redevelopment and re-use of vacant and under-used sites for mixed use development and areas of public space,
- enhancing streets and creating a network of open and green spaces to make the City Centre more attractive
- improving connections between the City Centre and adjoining neighbourhoods
- Expanding city living with a broader housing mix

Paragraph 5.1.14 City Centre strategic Themes and Character – ‘A Growing Residential Community’ of the Core Strategy states that:

‘With significant house building between 1995 and 2010 a substantial residential population exists in the City Centre. Despite the recession and pause in construction activity, city living remains extremely popular with little vacancy. Considerable land opportunities exist in the City Centre to boost the residential population further. It is important that efforts are made to make best use of this opportunity in order to make efficient use of land and provide a wide housing offer for Leeds as a whole, as delivery of housing in the City Centre is key to the overall delivery of the Core Strategy. However, with some of the first residents putting down roots and wanting to continue to live in the City Centre it is important that a wider variety of sizes and types of housing are made available than have previously been built. In line with Policy H4 Housing Mix, major housing developments across the City Centre will be expected to contribute to a wider mix of dwelling sizes. Potential for creation of family friendly environments exist on the fringes of the City Centre where densities can be lower, and more greenspace and supporting services can be delivered, including medical and education services.’

Para 5.2.20 states that: ‘significant growth in student numbers in the past has led to high concentrations of student housing in areas of Headingley, Hyde Park and Woodhouse. This generated concerns about loss of amenity to long term residents’

Para 5.2.27 states that ‘The decade 2001 – 2012 witnessed considerable development of new purpose built student accommodation particularly in and around the north west sector of the City Centre. Growth in this accommodation is to be welcomed in order to meet need and to deflect pressure away from private rented houses in areas of over-concentration. Nevertheless, care is needed to ensure that purpose built accommodation does not itself become over-concentrated and is located with good access to the universities.’

Core Strategy Policy CC1 outlines the planned growth within the City Centre for 10, 200 new dwellings. Part (b) of Policy CC1 encourages residential development, providing that it provides a reasonable level of amenity for occupiers.

Policy H2 refers to new housing development. The development will be acceptable in principle providing the development does not exceed the capacity of transport, educational and health infrastructure and the development should accord with accessibility standards.

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 to address needs measured over the long term taking into account the nature of the development and character of the location.

Policy H5 states that the Council will seek affordable housing from all new developments either on-site, off-site or by way of a financial contribution if it is not possible on site. Student only housing schemes are exempt from affordable housing.

Policy H6B relates to student housing provision and is discussed in the appraisal section of this report

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 enhancing existing landscapes and spaces.

Policy P11 – Conservation - The historic environment, consisting of archaeological remains, historic buildings, townscapes and landscapes, including locally significant undesignated assets and their settings, will be conserved and their settings will be conserved, particularly those elements which help to give Leeds its distinct identity. Enabling development may be supported in the vicinity of historic assets where linked to the refurbishment or repair of heritage assets.

Policy P12 states that landscapes will be conserved and enhanced.

Policies T1 and T2 identify transport management and accessibility requirements for new development.

Policies EN1 and EN2 set out the sustainable construction and on-going sustainability measures for new development. In this case, Code for Sustainable Homes Level 4 is required.

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

Relevant policies include:

GP5 all relevant planning considerations

BD2 design and siting of new buildings

BD4 all mechanical plant

BD5 Residential amenity

T7A cycle parking

T7B motorcycle parking

T24 Car parking provision

LD1 landscaping

N15 reuse of listed buildings favourably considered where use maintains special architectural or historic value

N20 removal of features which contribute to conservation area will be resisted.

N17 internal and external features of listed buildings

N18A Conservation areas and demolition

N18B Conservation areas and demolition

N19 Conservation Areas and new buildings

8.1.3 Leeds Natural Resources and Waste DPD 2013

The Natural Resources and Waste Local Plan was adopted by Leeds City Council on 16th January 2013. The Natural Resources and Waste Development Plan Document (Local Plan) is part of the Local Development Framework. The plan sets out where land is needed to enable the City to manage resources, like minerals, energy, waste and water over the next 15 years, and identifies specific actions which will help use natural resources in a more efficient way. Policies regarding drainage, air quality, trees, coal recovery and land contamination are relevant to this proposal.

8.2 Relevant Supplementary Planning Guidance includes:

SPD Street Design Guide
SPD Building for Tomorrow Today: Sustainable Design and Construction
SPG City Centre Urban Design Strategy
SPG3 Affordable Housing
SPG6 Self-contained flats

SPG Neighbourhoods for Living

Neighbourhoods for Living provides advice and principles for good residential design across the themes of use, movement, space and form. It promotes good residential amenity, local character, analysis of landmarks, views and focal points, and quality buildings.

Little Woodhouse Neighbourhood Design Statement 2011

The site falls within the Clarendon Road character area, but on the edge of the Woodhouse Square character area. Relevant general design advice includes:

- building materials include red-brick as the basic walling material
- infill development should maintain existing building lines
- views and vistas should be maintained
- new development should be of a similar size/scale to its immediate neighbours
- new development should be sensitive and responsive to its context.
- Buildings in key locations – in corner positions or at the end of vistas and other key locations, buildings should be designed and detailed in a manner which reflects the importance of their location

8.3 National Planning Policy Framework (NPPF)

The National Planning Policy Framework (NPPF) came into force in March 2012 and represents the government's commitment to sustainable development, through its intention to make the planning system more streamlined, localised and less restrictive. It aims to do this by reducing regulatory burdens and by placing sustainability at the heart of development process. The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these are expected to be applied, only to the extent that it is relevant, proportionate and necessary to do so.

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.
- Actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling.

The NPPF states that 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).

The NPPF states that local authorities should deliver a wide choice of homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities (para 50).

Section 7 states that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. It is important that design is inclusive and of high quality. Key principles include:

- Establishing a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
- Optimising the potential of the site to accommodate development;
- Respond to local character and history;
- Reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;
- Create safe and accessible environments; and
- Development to be visually attractive as a result of good architecture and appropriate landscaping.

Paragraph 131 states that Local Planning Authorities 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

Paragraph 141 states that ‘Local planning authorities should ... require developers to record and advance the understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publically accessible’.

Paragraph 132 state that ‘great weight’ should be given to the conservation of heritage assets, and that any harm to designated heritage assets requires clear and convincing justification.

Minor physical harm to a listed building can be justified on the grounds of public benefits that outweigh that harm taking account of the ‘great weight’ to be given to conservation and provided the justification is clear and convincing (paragraphs 133 and 134).

8.4 Other material considerations

8.4.1 The Leeds Standard 2014

The Leeds Standard was adopted by the Council’s Executive Board on 17 September 2014. The Leeds Standard aims to ensure excellent quality in the delivery of new council homes under three themes: Design Quality, Space Standards and Energy Efficiency Standards. It sets out how the Council can use the Leeds Standard in its role as Council landlord through its delivery and procurement approaches. Through its actions the Council can also seek to influence quality in the private sector. Those aspects of the Standard concerned with design quality will be addressed through better and more consistent application of the Council’s Neighbourhoods for Living guidance. The Leeds Standard sets out the importance of excellent quality housing in supporting the economic growth ambitions of the council. The Leeds Standard sets a target of 37sqm for a self-contained studio flat.

9.0 MAIN ISSUES

9.1 Principle of use

9.2 Impact on the special character of the Listed Building and the character and appearance of the Conservation Area

9.3 Amenity of future residents

9.4 Highways and transportation

10.0 APPRAISAL

10.1 Principle of use

- 10.1.1 The National Planning Policy Framework, the Leeds Core Strategy and the Saved policies of the Leeds Unitary Development Plan Review, would all support the principle of residential development with in this City Centre brownfield site location. The location is highly sustainable for student accommodation, being very close to both universities, the teaching hospital, dental institute and city centre facilities. It is considered that a condition is necessary to ensure that development shall only be occupied by persons in full time education to ensure that any occupation as general use class C3 residential is subject to an on-site affordable housing consideration which would be required by policy for general C3 accommodation.
- 10.1.2 Further support for the use is provided by the NPPF which promotes the benefits of the change of use to housing in City Centres as a way of 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, particularly single person households.
- 10.1.3 With reference to Core Strategy Policy H6: Houses in Multiple Occupation (HMOs), Student Accommodation, and Flat Conversions, Part B is relevant to this application proposal, and its criteria can be considered as follows. Part i) states that development proposals should help extend the supply of student accommodation taking pressure off the need for private housing to be used. This proposal would fulfil this objective. Part ii) states that development proposals should avoid the loss of existing housing suitable for family occupation, and this proposal would also meet this objective. Part iii) seeks to avoid excessive concentrations of student accommodation (in a single development or in combination with existing accommodation) which would undermine the balance and wellbeing of communities. Whether the concentration is excessive in the area depends on the consideration of the local context. Whilst excessive concentrations of student populations may cause harm to discrete residential areas, the combined proximity to the City Centre, local mixed land use functions and the proximity to the educational areas suggest that the proposed student accommodation, as a small percentage increase to an existing concentration, could be tolerated in this location. It is considered that there would be some difficulty in defining a wider area within which student housing proposals would not form part of a mixed community, taking into account the dominant commercial uses around the site, and the existing residential communities of Little Woodhouse. If the community is defined across a wider area that includes Little Woodhouse it is considered that the mix and type of residential accommodation is extremely varied, and therefore a balanced and mixed community is achieved. The key issues would be the location of a community boundary, identifying affected individuals/groups, what the harm was, identifying the individuals/groups causing harm, and the collection of robust, credible evidence to that effect. It is considered that this area features one of the more diverse ranges of land use in and around the edge of the City Centre.
- 10.1.4 Core Strategy Policy H4 requires residential development to provide a mix of unit types including one, two and three-bed accommodation to meet housing needs over the long term. In this case it requires no more than 50% of the units to be one bedroom units (12 units). However the application proposal is for 6 one bedroom flats and 15 studio flats (88% of the total 25 units) and does not propose any three bedroom units. However in the context of this city centre location, the layout of the listed building, and a student only proposal, it is not considered on balance that this shortfall against policy H4 would be significant enough to warrant refusal of the application.

- 10.1.5 With regard to objector concerns, there would not be a policy requirement to demonstrate that the extant office use is no longer viable or account for its loss. There is a plentiful supply of existing and approved office accommodation in the City Centre. Residential use at sites such as this is also strongly supported in principle by adopted local and national policy.
- 10.1.6 In terms of the comments of Little Woodhouse Community Association regarding the addition of more student housing to this area, It is considered on balance that the relatively small increase in student numbers from this application would not result in a significant adverse impact on the nearby traditional residential areas. The area is characterised by a mixture of uses including significant existing student accommodation which contribute to a busy edge of City Centre environment and it is considered that the proposal in itself would not unduly affect this existing character.
- 10.1.7 In conclusion, when assessed against the above policies it is considered that the proposal would not have an adverse unbalancing effect on the wellbeing of the communities in this location. The surrounding area consists of a wide range of residential, commercial and institutional uses. There is a significant student population, however in the context of the existing use at the application site, and the mix of uses nearby, on balance it is considered that this proposal would not adversely affect the established residential community. Given the wider benefits of the proposal, in bringing forward the re-use of an existing vacant listed building which has considerable merit in architectural terms and the highly sustainable location of the site, it is considered that the benefits of the proposal outweigh any harm caused within the context of the aim to create balanced and healthy communities. As such the principle of the development is considered acceptable subject to the planning considerations outlined in the remainder of this appraisal.

10.2 Impact on the special architectural and historic interest of the Listed Building and the character and appearance of the Conservation Area

- 10.2.1 Core Strategy Policy P11 and Saved UDPR Policy N15 support the change of use of listed buildings where the special qualities of listed buildings are preserved. The Council's Conservation team consider that this proposal is acceptable (subject to conditions) and will bring much needed investment to this listed building. Saved UDPR Policy N15 supports the change of use of listed buildings where the special qualities of listed buildings are preserved. The proposed use would help to secure the long-term maintenance of the property.
- 10.2.2 The internal works to the listed building would retain most of the original room layouts in the main building. The changes would mean that the historic layout and subdivision between the properties is more clearly legible on the plan-form of the building, and the smaller cellular character of the spaces would be retained.
- 10.2.3 Conditions are recommended to ensure the retention of features which are worthy of retention and appropriateness of any new or replacement windows, rooflights, post-boxes, partitions, panelling, cornices, architraves, skirting boards, door surrounds, staircase, handrails, en-suite bathroom pods, to ensure that features of interest are not altered or features cut across in an insensitive manner. The Conservation Officer would advise in detail at condition discharge stage which features should be retained and which could benefit from appropriate like for like replacement.
- 10.2.4 It is considered that the existing annex does not contribute positively to the character and appearance of the Conservation Area, and therefore its loss and replacement

with an appropriately designed building would be supported. The proposed new building would be subservient in scale to the listed buildings around it. With regards to elevational treatment, the proposed red-brick would reflect the traditional materials in the area. It would feature a simple palette of materials with interest provided by its window arrangements, deep reveals and vertical mullion detailing. It is considered the proposal has been carefully designed bearing in mind the original architectural style, materials, fenestration, massing and characteristics of the Listed Building. The windows features a deep brickwork reveal (210mm) and extruded vertical mullions so they read much more prominently than the horizontal members. To further express the verticality, the mullions would be in a lighter tone to the horizontals and window frames and these elements would blend in more with the glazing. There would also be a shadow gap between the final mullion and the brickwork so that the openings read as having a double vertical mullion either side of the door. It is considered that the proposed roof-form would be acceptable as a feature of sensitively designed modern building, which would maintain a subservient scale to the main listed building.

10.2.5 The proposal would provide a new soft landscaped garden area to the front. The layout of the landscaping has been influenced by the form of the original garden. The existing trees, as a collective group provide significant visual amenity value. Their presence forms part of the wider character of this area of Leeds, with built forms set amongst the softening presence of established trees. The applicant has demonstrated that they would retain the existing trees at the south west corner of the site, and that appropriate measures would take place during construction to ensure their longevity. Details of construction methodology, protective fencing and 'no construction' zones would be controlled by condition. Retention of the existing trees would assist in providing a setting to the new building, as well as limiting the visual impact of the new build and reinforcing its visual subservience to the existing listed building. A new purple leafed Silver Birch and a small ornamental Cherry are proposed as part of the submitted landscape proposals for the site in addition to retention of the existing trees. A commitment to the long-term management of the site landscape, including existing trees, would be secured by a planning condition. It is therefore considered the proposal would enhance the character of the Conservation Area and the setting of the listed building. Recommended landscape conditions cover the site wide landscaping scheme, landscape management plan, tree protection, and tree replacement if necessary.

10.2.6 In sustainability terms, the scheme would meet Code for Sustainable Homes Level 3. The applicant has stated that the additional measures required to meet Level 4 in terms of renewable energy generation may result in rooftop additions to both buildings which would fail to preserve or enhance the character of the listed building or the conservation area.

10.2.7 On balance, the proposals will ensure the secure future of a Grade II Listed building and generally upgrade the existing fabric. The proposals are considered to on balance preserve the special character of the building and enhance the character and appearance of the conservation area.

10.3 Amenity of existing and future residents

10.3.1 Part iv) of Core Strategy Policy H6B states that proposals for student housing should avoid locations which are not easily accessible to the Universities by foot or public transport or which would generate excessive footfall through quiet residential areas which may lead to detrimental impacts on residential amenity. The site is close to the University of Leeds, Leeds General Infirmary and the main Leeds Beckett University campus. It is considered that the location of the site in relation to these educational establishments is likely to mean that most residents would travel along Clarendon

Road and thereby avoid most established residential areas. Whilst there may be some travel through existing residential areas, this is more likely to take place through the day and would be limited in number compared to the more direct route available along Clarendon Road.

- 10.3.2 With reference to part (v) of Policy H6 B, the proposed accommodation should provide satisfactory internal living accommodation in terms of daylight, outlook and juxtaposition of living rooms and bedrooms. It is considered that the proposed flats would benefit from an appropriate level of privacy, daylight, sunlight and outlook. With regard to the lower ground floor level flats within the listed building, whilst the bedrooms have restricted outlook and light, when combined with good aspects to the living rooms these would be on balance acceptable when considered against the wider benefits of preserving the special character and interest of the listed building and the conservation area.
- 10.3.3 Under the Government's consultation on minimum housing unit sizes, the HCA level 1 standard and the Leeds Standard guidance it is advised that studio flats should be a minimum of 37sqm. The Government's Housing Standard, the HCA standard, and the Leeds Standard all use a credible evidence base, prepared using real furniture sizes and taking account of people's day-to-day living needs. Whilst six of the studio flats are towards the smaller end of what may be considered acceptable (22sqm-28sqm in area), they would be found in the existing listed building and would benefit from higher ceilings and taller windows than standard new build flats, and the layout of the proposal must preserve the character of the current historic room arrangements in the listed building.
- 10.3.4 In the new build annex there are 4 studio apartments at ground floor. These range in size from 30-34sqm. Whilst these sizes are lower than the national and Leeds standard, their layout is considered to offer reasonable living arrangements for the various functions of sleeping, working, eating, cooking and relaxing. However, the first floor layouts are more restricted in size due to the constraint of the retained hipped roof to the rear, and the necessity to provide staircase access into the first floor. This has resulted in less useable accommodation in the units. It is considered that consideration be given to reconfiguring the first floor flats to provide a more useable layout. At present it is considered that the first floor unit layouts are too constrained, with the functions of cooking/washing up too close to the sleeping area, and the study desk too close to the bed. At the time of writing officers are in discussions with the applicant's agent to resolve these concerns and Members will be updated verbally.
- 10.3.5 On balance, subject to amending the first floor flat layout in the annex, it is considered the proposal would not have any additional significant adverse impact on the amenities of the surrounding area. It is considered the proposal would not result in any significant over-looking of or loss of privacy to adjacent residential properties located to the north side or to the rear (east), where the existing annex wall and roof hip would be retained to Chorley Lane.

10.4 Highways and transportation

- 10.4.1 Leeds City Council Highways and Transportation have advised that subject to the provision of cycle and motorcycle parking, a car park management plan, provision of safe visibility and demonstration of appropriate bin storage and collection, that proposal is unlikely to result in adverse road safety issues or adverse impact on amenities for local residents. The Saved UDPR parking guidelines can accept minimal or no car parking where there is considered to be no adverse impact on the

highway. Secure cycle storage, motorcycle storage and bin storage is identified on the plans. On-street parking is controlled by a parking scheme in the local area. Many properties have limited or no car parking on site without causing highways problems in the area, because parking regulation and enforcement takes place. The site is also well located in terms of access on foot or by cycle to the universities, and public transport and city centre services are within easy walking distance.

10.4.2 West Yorkshire Combined Authority has commented that future residents would benefit if one of Metro's new 'live' bus information displays were to be erected at bus stop number 26530 serving the Leeds City Bus at a cost of approximately £10,000 (including 10 years maintenance) to the developer. However there would be little reason for the proposed student population to use this bus stop, as the majority of their journeys are expected to be a short walk to the City Centre or the Universities. As such, it is considered that a bus stop improvement contribution is not fairly related to the development proposed or justifiable in planning terms in this case.

11.0 CONCLUSION

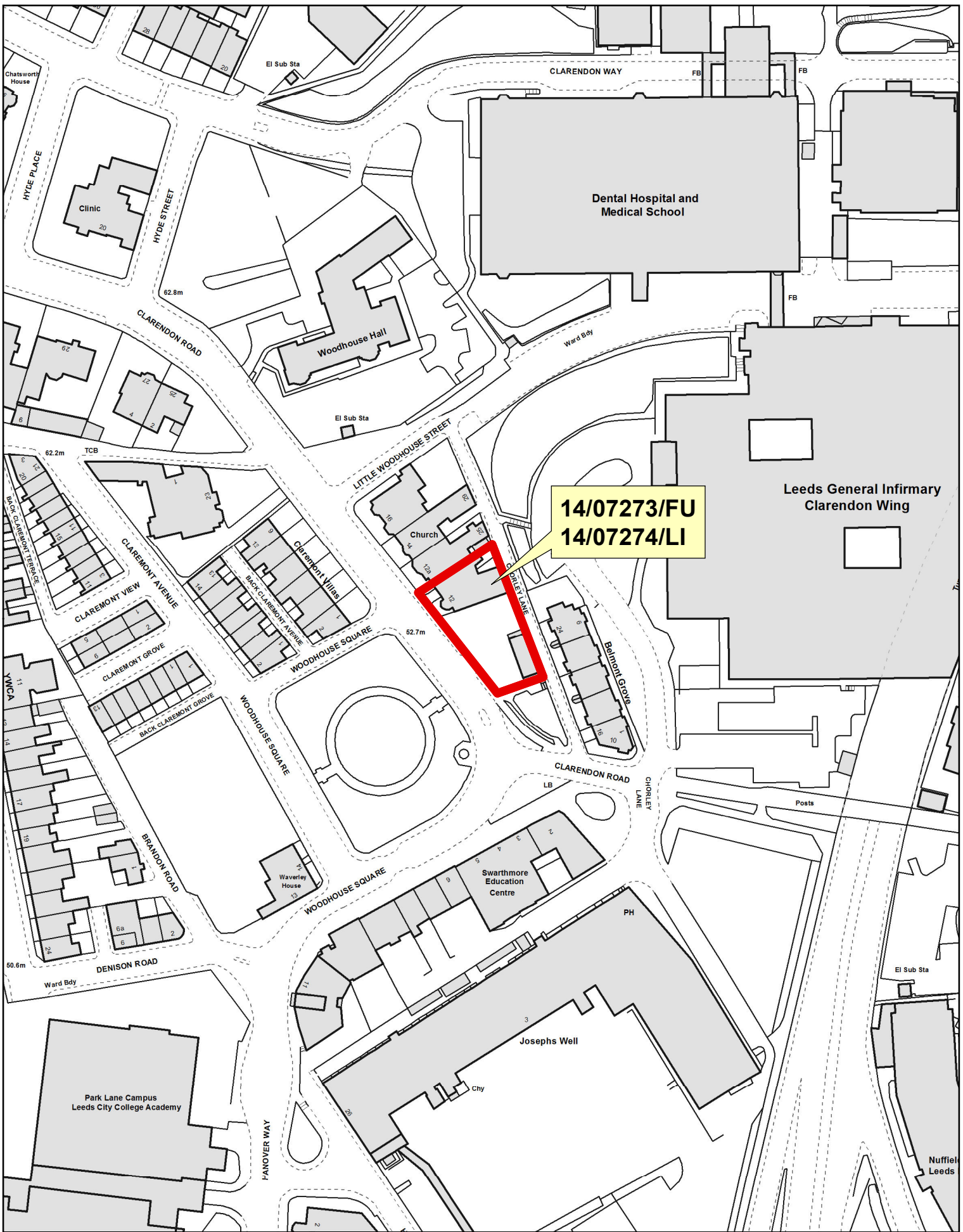
11.1 It is considered that on balance the application proposal would provide new housing in a manner which would preserve the special architectural and historic character of the listed building, and enhance the character and appearance of the conservation area. Subject to resolving the problems with the layout of the first floor flats in the annex, it is also considered on balance that the proposal would give an appropriate level of amenities for residents, and not give rise to significant adverse amenity or highways problems in the local area. The applications are therefore recommended for approval.

Background Papers:

Application files 14/07273/FU and 14/07274/LI

Appendix 1 –Conditions for planning application ref. 14/07273/FU. To be provided as a supplementary report item.

Appendix 2 –Conditions for listed building consent application 14/07274/LI. To be provided as a supplementary report item.



CITY PLANS PANEL

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