



Report of the Chief Planning Officer

Plans Panel West

Date: October 13th 2011

Subject: APPLICATIONS 11/03008/LI AND 11/03009/FU – ALTERATIONS AND PART TWO STOREY PART SINGLE STOREY EXTENSIONS TO FORM PARISH CENTRE, 6 FLATS AND PARKING; INTERNAL AND EXTERNAL ALTERATIONS AND DEMOLITION OF STORE ROOM AT THE MANOR HOUSE AND CLITHEROW HOUSE, OUR LADY AND ALL SAINTS CHURCH, MANOR SQUARE, OTLEY LS21 3AY

APPLICANT

The Diocese of Leeds

DATE VALID

1st August 2011

TARGET DATE

26th September 2011

Electoral Wards Affected:

Otley and Yeadon

Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

GRANT planning permission and listed building consent, subject to the following conditions:

Conditions

11/03009/FU

1. Development to commence within 3 years
2. Plans to be approved
3. Sample panel of stonework to be constructed and approved
4. Sample of roofing and surfacing materials to be submitted and approved
5. Area to be used by vehicles to be laid out and surfaced
6. Details of the front ramp to be submitted and approved
7. Provision of cycle parking
8. Provision of bin storage
9. Details of boundary treatment to be submitted and approved
10. Landscape scheme to be submitted, approved and implemented
11. Hours of opening of the function room and bar shall be restricted to 0900hrs to 2330hrs Monday to Saturday and 1000hrs to 2300hrs on Sundays.
12. Details of the gate to the parking area to be submitted and approved

13. The Parish Centre use hereby permitted shall be carried out only by the Diocese of Leeds

14. A scheme for noise attenuation to be submitted and approved

In granting permission for this development the City Council has taken into account all material planning considerations including those arising from the comments of any statutory and other consultees, public representations about the application and Government guidance and policy as detailed in the Planning Policy Guidance Notes and Statements, and (as specified below) the content and policies within Supplementary Planning Guidance (SPG), the Regional Spatial Strategy 2008 (RSS) and The Development Plan, the Leeds Unitary Development Plan Review 2006 (UDPR).

GP5, T2, T24, N12, N13, N14, N15, N16, N17, N19, BD5, BD6

Otley Conservation Area Appraisal

Neighbourhoods for Living

Street Design Guide

On balance, the City Council considers the development would not give rise to any unacceptable consequences for the environment, community or other public interests of acknowledged importance.

11/03008/LI

1. Development to commence within 3 years
2. Plans to be approved
3. Survey and method statement for repair/ replacement of all doors and windows
4. Details of proposed front ramp, to include sections, materials, design and details of handrails, to be submitted and agreed
5. Details of new internal staircase between first and second floors to be submitted and approved
6. Details of measures required for sound and fire proofing the Manor House to be submitted and approved
7. Details for the treatment of the retained internal window to the meeting room of Clitherow House to be submitted and approved
8. A schedule of fixtures and fittings existing within the buildings should be made to include doors, architraves, cornices, skirtings, dado rails, picture rails, windows, window shutters, cupboards, fireplaces, mantelpieces etc. The schedule should identify these features, provide photographs and give information on proposed treatment.
9. The existing cornice in the function room of Clitherow House shall be retained.
10. Programme of architectural and archaeological recording to be implemented prior to commencement of demolition or development

In granting Listed Building Consent the City Council has taken into account all material matters relating to the building's special architectural or historic interest, including those arising from the comments of any statutory and other consultees, public representations about the application and Government guidance and policy as detailed in the Planning Policy Guidance Notes and Statements, and (as specified below) the content and policies within Supplementary Planning Guidance (SPG), the Regional Spatial Strategy 2008 (RSS) and The Development Plan, the Leeds Unitary Development Plan Review 2006 (UDPR).

N14, N15, N17 and N19

On balance, the City Council considers the proposal would not give rise to any unjustified consequences for the special architectural or historic interest of the listed building.

1.0 INTRODUCTION:

- 1.1 The application has been brought to the plans panel following a request by ward councillor, Cllr Campbell who is concerned about the impact of the proposed parking on the setting of the listed building and character and appearance of the Conservation Area. He also has concerns about the detail of the rear elevation of the extension to Clitherow House.

2.0 PROPOSAL:

- 2.1 The application seeks to form 6 flats within the Manor House building with 6 new parking spaces within the grassed area behind the site and adjacent to the church. The properties are intended to form self-contained retirement accommodation for priests with one parking space allocated to each flat. Internal alterations include the removal of the service staircase to allow a lift to be installed and the addition of a new staircase between the first and second floors. A disabled access ramp will be constructed alongside the existing steps to the front door.
- 2.2 A two storey extension is proposed to the rear of Clitherow House to create additional parish facilities for the church. A link will be provided between the existing small single storey rear extension to the Manor House and the new extensions to Clitherow House.

3.0 SITE AND SURROUNDINGS:

- 3.1 The application site is within the Conservation Area and contains a Grade II listed building. The property is believed to date from 1792 and is on the site of the Archbishop of York's manorial estate from the late Anglo-Saxon period. The main Manor House is three storeys with the third storey a later addition above the parapet. At a later stage a two storey wing was added to both sides of the property, although only the left hand one survives in the property known as Clitherow House. The property is square and imposing in character with a large porch to rear.
- 3.2 The Manor House is currently vacant but was previously in use as housing association flats. The subdivision of the building was done some time ago and some of the partition walls have been somewhat insensitively placed. Clitherow House is currently used as offices and a function room by the church.
- 3.3 Adjacent to the site is a 19th century church, a modern flat roofed primary school and a two storey flats' development. There is a small hard surfaced parking area to the front of the site which is accessed via a drive which serves the site, adjacent primary school and a health centre.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 Applications 10/04845/LI and 10/04846/FU for alterations and extensions to the Manor House to form a parish centre with flats above were withdrawn.

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 The applicants have engaged with officers over a prolonged period of time to discuss their aspirations to bring the buildings back in to use and improve the parish facilities associated with the church. Issues relating to scale and design of the

extension, parking provision and internal alterations were discussed with planning and conservation officers who have both made a number of visits to the site.

6.0 PUBLIC/LOCAL RESPONSE:

- 6.1 Otley Town Council have made representations in relation to the applications. They do not object to the proposals but make comment that they do not think the use of green space is necessary for car parking.
- 6.2 Councillor Campbell has objected to the proposal on the grounds that the design of the extension, and in particular its rear elevation, lacks enough detail. He expresses concern about the siting of the parking area to the rear of the church and its impact on the setting of the listed building. He also asks for conditions linking the parish centre to the church and restricted the use of the flats to retired priests.

7.0 CONSULTATIONS RESPONSES:

- 7.1 Environmental Health has suggested a number of conditions in order to protect the amenity of occupants of the flats.
- 7.2 Highways have requested some clarification regarding parking provision for the function room in Clitherow House although they have agreed parking levels for the residential scheme. Conditions for cycle parking and hard surfacing of vehicular areas have also been recommended.
- 7.3 West Yorkshire Archaeological Service has indicated that previous excavations of the site have found traces of pre-Norman conquest structures on site. They have recommended that a more detailed evaluation of the importance of any below-ground archaeology, including trial pits, is undertaken to assess the impact construction of the scheme may have. They have requested that this is carried out prior to determination of the application but have suggested a condition requiring archaeological recording should the LPA be minded to grant approval prior to these works being carried out.
- 7.4 Access officers asked for clarification on the design of the front access ramp.
- 7.5 English Heritage have welcomed the proposal to bring the building back in to use. They have raised concern that the removal of the service stairs has not been fully assessed. Our Conservation Officer has noted that these stairs are a later 20th century addition to the building and do not constitute part of the special character of the listed building. Their loss would appear acceptable as part of a proposal which secures a future for the building.

8.0 PLANNING POLICIES:

As required by Section 38(6) of the Planning and Compulsory Purchase Act 2004 this application has to be determined in accordance with the Leeds Unitary Development Plan (Review 2006) unless material considerations indicate otherwise.

Development Plan:

The most relevant Policies in the adopted Leeds Unitary Development Plan are listed below.

GP5 - seeks to ensure that development proposals resolve detailed planning considerations, including amenity.

BD6 – extensions should respect the scale, form, detailing and materials of the host building.

BD5 –all new buildings should be designed with consideration given to their amenity and that of their surroundings.

T2 – developments need to be adequately served by existing or proposed highways, capable of being served by public transport and have provision for safe and secure cycle use and parking.

T24 – parking provision requirements

N12 - development proposals should respect the main principles of good urban design

N13 – the design of all new buildings should be of high quality and regard to the character and appearance of their surroundings

N14 - presumption in favour of the preservation of listed building. Demolition or substantial demolition will only be permitted in exceptional circumstances

N15 – proposals for the change of use of listed buildings will be considered if the new use does not diminish the special historic value of the building and its setting.

N16 – extensions to listed buildings will only be accepted where they relate sensitively to the original building

N17 – existing detailing and features of listed buildings should be preserved.

N19 – new buildings and extensions in Conservation Areas should preserve or enhance the character or appearance of that area

Relevant supplementary guidance:

Supplementary Planning Guidance provides a more detailed explanation of how strategic policies of the Unitary Development Plan can be practically implemented. The following SPGs are relevant and have been included in the Local Development Scheme, with the intention to retain these documents as 'guidance' for local planning purposes.

Street Design Guide
Neighbourhoods for Living
Otley Conservation Area Appraisal

Government Planning Policy Guidance/Statements:

In addition to the principal elements of planning policy other advice contained in Planning Policy Guidance Notes and replacement national Planning Policy Statements (PPS) may be of relevance to the submitted proposal. This includes:-

PPS1: Delivering Sustainable Development (2005)

PPS5: Planning for the Historic Environment (2010)

9.0 MAIN ISSUES:

9.1 The principle of the development

9.2 Design and character

9.3 Highways considerations

9.4 Amenity issues

9.5 Representations

10.0 APPRAISAL:

Principle of the development

- 10.1 The last authorised use of the Manor House was as 12 housing association flats. This proposal seeks to improve the quality of the flats and subdivision of the listed building and is acceptable in principle.
- 10.2 Clitherow House is currently in use as offices and a parish centre, the proposal provides an extension and improvements to this use.

Design and character

- 10.3 The external alterations to the Manor House are minimal. A new disabled access ramp is proposed to the front. This is formed by extending the existing steps to the front door and ramping them down to the side. This is an accepted solution to the issue of achieving level access to a listed building and the impact on the character of the property is minimal.
- 10.4 Internally, the subdivision of the Manor House is more sympathetically achieved than the current subdivision in to bedsits. The major internal alteration to this building is the removal of the service stairs to incorporate a lift shaft and the addition of a new stair way between the first and second floors. The new staircase will be situated within the first floor landing of the building and is designed to be as open and visually unobtrusive as possible with a contemporary style in wood, glass and steel. It will be set off the walls allowing the original cornice to be retained and is sufficiently different in design to the existing stairs so as to not appear in any way a pastiche of these. The existing columns within the landing area provide enough separation between the old and new staircase to ensure there is no visual harm to the existing stairs which are of considerable architectural value. The details of the new staircase are to be controlled via planning condition.
- 10.5 Other internal alterations are sensitively handled so as to retain architectural detailing and the proportions of the rooms. Where doorways are to be blocked up the original doors are to be retained and small cupboards formed. Repairs and alterations to the windows will be controlled by planning condition.
- 10.6 A new two storey extension is proposed to the rear of Clitherow House replacing the existing small extension. This is simple and unobtrusive in style so as to ensure that it remains subordinate to the listed building and does not visually compete with the Manor House. Detailing of the extension is simple with stone surrounds to the windows to match the existing building.
- 10.7 Internally, a new doorway will be knocked through from the function room to the extension. The existing cornicing is to be retained and this will be controlled via condition. The detail of the blocking up of the window to the rear elevation of the existing Clitherow House will also be controlled via condition.
- 10.8 The proposed extension and alterations are considered sympathetic to the special character of the listed building and the character and appearance of the Conservation Area. The conversion into flats is more sensitively achieved than the current subdivision of the property and the extension is designed so that it remains

subordinate to the host building. The proposals are therefore considered to comply with policies N12, N13, N14, N15, N16, N17, N19, and BD6.

Highways considerations

- 10.9 Parking for the flats is provided at the rate of 1 space per flat. This is considered acceptable given the sustainable location and the existing use of the property, which currently provides no parking for residents. The parking area is within a lawned area to the rear of the church and is accessed via an existing gravelled track which is currently used as informal parking by visitors to Clitherow House and the church. The proposal will formalise parking arrangements to the rear of the building by widening the parking area, improving landscaping and adding a gate to restrict views of the parking area from the front of the Manor house.
- 10.10 Parking for Clitherow House will be to the front of the property as is currently the case. Additional out of hours parking will also be available within the adjoining school car park when required for functions.

Amenity issues

- 10.11 Levels of amenity for future residents of the flats are considered acceptable. Noise attenuation measures will be required to ensure no disturbance to residents but it is considered that these can be achieved without significant harm to the special character of the listed building. Hours of use of the proposed function room have been conditioned to ensure this does not cause unacceptable loss of amenity to residents.

Representations

- 10.12 Councillor Campbell has expressed concern about the design of the extension and the lack of interest to the rear elevation. Council officers have considered this and discussed the issue with the architect but have come to the conclusion that the proposal is a successful solution to the issue. The simplicity of the design keeps the form of the existing buildings and uses a palette of the same materials but is simple enough in detail that it does not in any way compete with the listed building.
- 10.13 Councillor Campbell also queries the need for the additional parking to the rear of the church within a lawned area. There is currently vehicular access to this area in the form of a gravelled track which is used as parking; the increased landscaping to the area as well as a gate restricting views in to the area proposed in these applications will improve the situation. On balance it is considered that the proposal will, in this respect, preserve the character and appearance of the Conservation Area.
- 10.14 Finally, a suggestion has been made that the occupation of the flats should be restricted to retired priests. While this is the current proposal, there is no sound planning reason to impose such a condition. A condition linking the parish centre to the church is recommended so as to ensure that the function room/ bar cannot be run as a separate business.

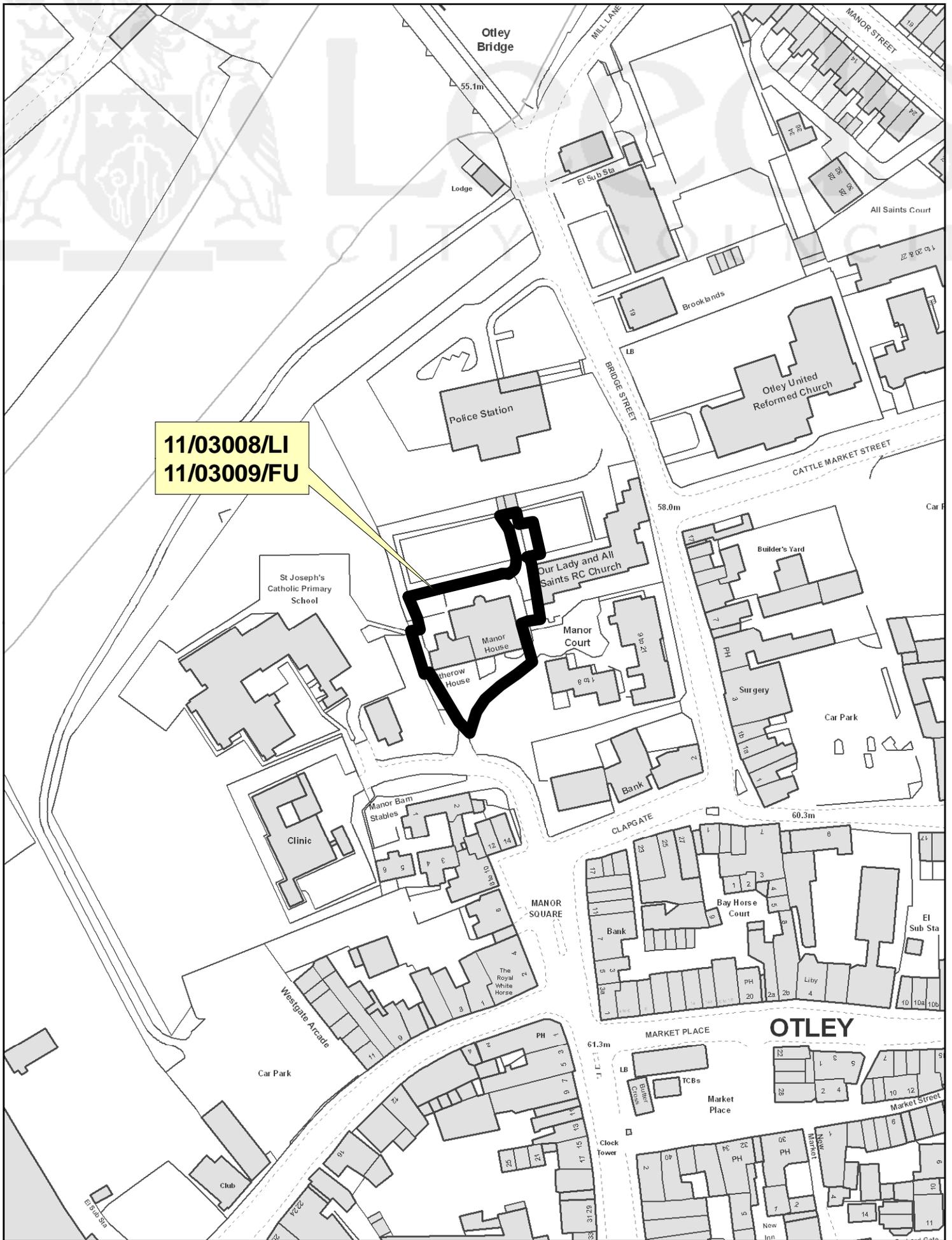
11.0 CONCLUSION:

The proposal complies with relevant policy and is considered to have no significant harm on the character of the listed building and enhances the character of the Conservation Area by bringing back in to a sustainable use this prominent listed

building. The scheme is considered to be a sensible re-use of the building which will allow for a number of internal improvements as well as securing a viable long-term future for the building with a low density, high quality scheme.

Background Papers:

Application and history files.



11/03008/LI
11/03009/FU

WEST PLANS PANEL

