



## Report of the Chief Planning Officer

### *PLANS PANEL WEST*

Date: 8<sup>th</sup> December 2011

**Subject: POSITION STATEMENT for**  
**Application Number 11/03820/FU – Laying out of access road and erect retail foodstore with service yard, covered and open car parking and landscaping**  
**Application Number 11/03826/FU – Conversion of Listed Buildings to form 17 flats**  
**Application Number 11/03828/LI – Listed building consent for refurbishment and demolition of buildings**  
**At Stonebridge Mills, Stonebridge Lane, Wortley.**

#### **APPLICANT**

Tesco Stores Ltd and Santon  
Developments Ltd

#### **DATE VALID**

8 September 2011

#### **TARGET DATE**

8 December 2011

#### **Electoral Wards Affected:**

Farnley and Wortley

Yes (Ward Members consulted referred to in report)

#### **Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

**Members comments on the heritage aspects of the applications are requested following the site visit prior to Panel**

### **1.0 INTRODUCTION:**

1.1 The Chief Planning Officer considers that this application should be referred to the Plans Panel as it is a significant development. Members will recall that a position statement was forwarded to Plans Panel in November for comments. For information a copy of this report can be found at Appendix A. Members raised issues in relation to the application as follows:

- A site visit was suggested.
- Significant changes to the original application.
- Retention of heritage and listed buildings.

- 1.2 The applications are still not in a position to be determined at this stage so this report updates Members on any changes since the proposals were last presented to Panel and invites comments on the heritage aspects of the proposal following the morning Panel site visit..

## 2.0 PROPOSAL:

- 2.1 Outline planning permission for a supermarket with access and a new build/conversion of existing buildings to a mixed development was granted in 2005 and this permission was renewed in 2008. A reserved matters application for a supermarket was approved by Panel in August 2001. This proposal was for a supermarket that was 2321 square metres (24,990 square feet) net sales area. There are now three applications that have been submitted for development on this site which are for the following

### **Application number 11/03820/FU – Supermarket**

- 2.2 The supermarket is on the part of the site covered by the reserved matters application which was approved in August 2011. The proposal does extend beyond the reserved matters application into the site adjacent which has the listed buildings and Mill Pond. The Mill Pond will be reduced in size more than on the previous approval. The proposed store will have a gross floor space of 9,317 square metres and net sales floor space of 4,907 square metres. The supermarket that was approved earlier on this year was for 2,321 square metres of net sales floor space. The store will be two storey with a car park underneath the store, along with some surface car parking. There will be a provision of 467 car park spaces. There is a service yard on the upper level which is located on land between the store and the adjacent site which has the listed buildings that are proposed for conversion.
- 2.3 The access for the previous approved scheme involved an additional leg of the roundabout at the junction of The Ring Road and Stonebridge Mills. This scheme involves traffic lights on this roundabout and the store accessed off an access road off the Ring Road which will also have a traffic light controlled junction. This will involve a new footbridge over Wortley Beck in a different location than shown on the previously approved scheme.
- 2.4 The supermarket is proposed to be constructed from natural stone facing, glazing and larch cladding panels. The front elevation will be glazing and natural stone facing. The overall height on this elevation will be 14 metres at its lowest point and 16 metres at its highest . There is a 'Travelator' lobby on the front elevation which will be at a lower height of 12 metres. On this elevation will be a composite cladding and natural stone facing wall to the service yard which will have a maximum height of 6.5 metres. The side facing the listed buildings will be faced in natural stone and glazing and will house the access road to the service yard. Part of this elevation will cover the plant well which is located to the rear on the boundary with residential properties. This plant well will be covered with louvres. The other side elevation facing the car park will be glazing and larch cladding panels. The rear elevation will be larch cladding panels and louvres to the plant well.
- 2.5 To the rear of the site on the eastern boundary the building will form the retaining wall for the length of the banking to the rear. On this boundary with the car park will be a crib wall which was approved as part of the recent reserved matter application. On the top of this crib wall will be a wooden knee high rail. Above both the store and crib wall the land rises and will have landscaping, some existing and some proposed. On the boundary of this landscaping and the gardens of the residential properties will be a 3 metre high weld mesh fence.

- 2.6 The southern boundary which is on the boundary with the open land allocated as Local Nature Area LNA38 in the Unitary Development Plan will also have the crib wall for part of its elevation then an open mesh fence with a hedge on the LNA side. The western boundary is along Wortley Beck. There will be a flood wall on the car park boundary and proposed access road on the Wortley Beck side. This is to protect the car park and store from flooding from the Beck. This wall will extend the entire length down to the roundabout. This will be faced on both sides in stone to match the stone on the proposed store. Between the flood wall and the beck will be an extensive area of landscaping which ranges between 20 to 50 metres in width. Some of this will be existing vegetation with supplementary planting. The northern boundary forms the boundary with the listed building complex known as Stonebridge Mills which houses a range of listed buildings, and ancillary buildings within the grounds of a listed building. This boundary will be a stone faced wall on both sides with railings above.
- 2.7 In relation to landscaping there will be a significant loss of trees, bushes and shrubs from the site. This removal has already been approved for the smaller scheme. The amount of landscaping proposed is more than the previous scheme as the border separating the development from the boundaries is wider and allows for more planting.
- 2.8 A Section 106 agreement formed part of the previous approval for the development. The agreement included:-
- £500,000 to carry out improvements within the Armley, Farnley and Wortley and Bramley community areas with first consideration to be given to the improvement of Armley Town Centre; localised highway improvements in Wortley including a footpath between the Bawn Estate and the Ring Road and a pedestrian crossing to the north west of the Ring Road roundabout should such a crossing be considered necessary
  - £20,000 for improvements to the two adjacent bus stops on the Ring Road  
Consultation with Metro and Bus Operators to require that a bus service is provided to the site or an existing bus route is diverted to the site to coincide with the opening of the supermarket.
- 2.8 An additional requirement for bus stops on Stonebridge Lane and real time passenger information as part of this application was considered a reasonable request and should be included as part of the scheme.
- Application number 11/03826/FU – Change of Use of Listed Buildings to 17 flats**  
**Application number 11/03828/LI – Listed Building application to facilitate development for flats.**
- 2.9 These applications are for conversion of some of the listed buildings for residential development. A previous application gave consent for demolition of some of the buildings within the grounds of these listed buildings with none of them listed in their own right. This consent includes an additional 5 buildings to be demolished and a further two which are listed (7 in total)
- 2.10 Two of the listed buildings are proposed to be converted into residential properties. The other 11 buildings will be refurbished and made weatherproof with 5 of the

smaller buildings being suggested they be used for bin and cycle stores. The rest will remain vacant for the current time.

- 2.11 The two buildings to be converted will have 9 units which are two bed flats 3 units which are two floor 3 bed flats and a further 3 bedroomed single floor 3 bed flats (15 units in total). The conversion involves no demolition of internal walls but insertion of a variety of additional walls. The elevations involve mainly refurbishment of the existing window and door openings. The windows will be timber double glazed units and all the existing sills, heads and reveals will be repaired. Some of existing boarded or brick openings will be reopened using materials and windows to match the existing. A few windows on the ground floors will be increased in size to form door openings again using materials and designs to match the existing. On one of the buildings the existing skylights will be removed and the roof will be tiled to match the existing. All the units will be provided as affordable housing.

### **3.0 UPDATE SINCE LAST PANEL**

#### **Supermarket application**

##### 1. Principle

Since last Panel officers have considered the retail impact assessment that has been submitted. Officers have indicated that they are concerned regarding the catchment area used for the assessment as it is not based on surveys related to the site and is based on judgements. A revised retail impact assessment has been requested but so far has not been received.

##### 2. Highways

Officers had requested that there was a public footpath through the listed building site linking the new bus stops on Stonebridge Lane and the supermarket. A revised plan has been received detailing this footpath which is being assessed by officers. A new issue that has arisen relates to the fact that for the new bus stops on Stonebridge lane a bus layby is required with involves the demolition of listed building 4 and 5. Members may wish to give their views on this matter after the site visit.

##### 3. Residential amenity

Neighbourhoods and Housing have responded to the noise report that has been submitted with the application. They have concluded that they raise no objections to the proposal with appropriate conditions including 24 hour operation.

##### 4. Conservation matters

Officers have further advice for Members in relation to the supermarket and its impact on the listed buildings. It is considered that the development of the much larger supermarket will dominate the site and impact on the setting of the listed buildings. That being said the mill complex is relatively compact and the open green space does not form a direct part of its character. The benefits to the listed building complex could be substantial if handled sensitively and comprehensively but at present this is not the case and the proposals coming forward propose additional demolition and only partial reuse of some of the remaining buildings..

## Residential conversion applications

### 1. Conservation matters

Officers have further advice for Members in relation to the impact of the residential conversion on the listed buildings and the proposed demolition of additional buildings within the curtilage and two listed buildings.

The Structural surveys that have been submitted do not provide sufficient evidence for the proposed works. The surveys are very light-touch and do not go into any great detail on the buildings. They also state that further investigation is required which has not been undertaken and many parts of the site are yet to be even accessed and surveyed. In terms of the proposal Members should note the following:

#### Demolition of former cottages and meter house (Buildings 4 and 5)

These buildings form a significant part of the listed building complex as they are domestic dwellings for the workers and their importance is identified by the fact they are listed in their own right. The demolition of these buildings has not been justified. Whilst it is acknowledge they are in a poor state the survey submitted does not identify them as being in any worse condition than buildings 6 to 11 and these are retained. Further investigation and strong justification is required and the demolition of these buildings cannot be supported at this stage.

#### Conversion of The Old Mill (building 1) and Middle Mill (building 15)

No objections in principle to the two buildings for conversion Majority of important industrial features are proposed for retention with enhancement of the building in terms of the reinstating of the slate roof. Needs a statement of works to be submitted before work commences

#### Rehabilitation of the Boiler House (building 2) and The Engine House (building 3)

Strong concerns regarding the approach to these buildings. There is no long term benefit for either of these buildings. As these are attached to the buildings identified for residential conversion it is strange to leave these buildings redundant. To secure the long term conservation of these buildings a positive and active reuse of the buildings is required. Concerned that unless long term conservation is identified at this stage then the building will fall into further disrepair and have a detrimental impact on the proposed development for the rest of the site.

#### Rehabilitation of buildings 6-11

The proposal for these buildings is vague and have no real plan. To ensure the long term future a more definite reuse is required, otherwise the peripheral elements of the site could continue to degrade and result in the whole development being compromised.

#### Rehabilitations of buildings 12-14

Similar to above in that not creating a use for these buildings could jeopardize the listed buildings themselves and the viability of the whole scheme.

In order for the scheme to be successful it needs

1. A proposed use and scheme for every listed building including those identified for demolition or significant justification as to why this cannot be achieved
2. The full investigation and structural report on all building proposed for conversion or rehabilitation.

**Background Papers:**

Application file: 11/03820/FU

11/03826/FU

11/03828/LI

APPENDIX A



Originator: Carol  
Cunningham  
Tel: 0113 247 8017

Report of the Chief Planning Officer

**PLANS PANEL WEST**

Date: 10<sup>th</sup> November 2011

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<b>APPLICANT</b>	<b>DATE VALID</b>	<b>TARGET DATE</b>
Tesco Stores Ltd and Santon Developments Ltd	8 September 2011	8 December 2011

**Electoral Wards Affected:**

**Farnley and Wortley**

Yes (Vard Members consulted referred to in report)

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

**Members Comments on the following are requested;**  
Supermarket application (11/03820/FU)

- The principle of development
- Highways in terms of highway alterations, access arrangements, level of car parking, contributions required for public transport infrastructure, Metro contributions and green travel plan.
- Design
- Boundary treatments
- Landscape and ecology
- Residential amenity

## Residential conversion applications (11/03826/FU & 11/03828LI)

- Principle
- Design
- Impact on listed buildings
- Affordable housing and greenspace .

### 1.0 INTRODUCTION:

- 1.1 The Chief Planning Officer considers that this application should be referred to the Plans Panel as it is a significant development. Members will recall that this position statement was forwarded to Plans Panel in November. Members requested that they undertook a site visit to assess the proposal especially in relation to the development on the Listed Building part of the site. The applications are not in a position to be determined at this stage so this report updates Members on any updates in relation to the scheme.

### 3.0 PROPOSAL:

- 3.1 Outline planning permission for a supermarket with access and a new build/conversion of existing buildings to a mixed development was granted in 2005 and this permission was renewed in 2008. A reserved matters application for a supermarket was approved by Panel in August 2001. This proposal was for a supermarket that was 2321 square metres (24,990 square feet) net sales area. There are now three applications that have been submitted for development on this site which are for the following

#### **Application number 11/03820/FU – Supermarket**

- 3.2 The supermarket is on the part of the site covered by the reserved matters application which was approved in August 2011. The proposal does extend beyond the reserved matters application into the site adjacent which has the listed buildings and Mill Pond. The Mill Pond will be reduced in size more than on the previous approval. The proposed store will have a gross floor space of 9,317 square metres and net sales floor space of 4,907 square metres. The supermarket that was approved earlier on this year was for 2,321 square metres of net sales floor space. The store will be two storey with a car park underneath the store, along with some surface car parking. There will be a provision of 467 car park spaces. There is a service yard on the upper level which is located on land between the store and the adjacent site which has the listed buildings that are proposed for conversion.
- 3.3 The access for the previous approved scheme involved an additional leg of the roundabout at the junction of The Ring Road and Stonebridge Mills. This scheme involves traffic lights on this roundabout and the store accessed off an access road off the Ring Road which will also have a traffic light controlled junction. This will involve a new footbridge over Wortley Beck in a different location than shown on the previously approved scheme.
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glazing and will house the access road to the service yard. Part of this elevation will cover the plant well which is located to the rear on the boundary with residential properties. This plant well will be covered with louvres. The other side elevation facing the car park will be glazing and larch cladding panels. The rear elevation will be larch cladding panels and louvres to the plant well.

- 3.5 To the rear of the site on the eastern boundary the building will form the retaining wall for the length of the banking to the rear. On this boundary with the car park will be a crib wall which was approved as part of the recent reserved matter application. On the top of this crib wall will be a wooden knee high rail. Above both the store and crib wall the land rises and will have landscaping, some existing and some proposed. On the boundary of this landscaping and the gardens of the residential properties will be a 3 metre high weld mesh fence.
- 3.6 The southern boundary which is on the boundary with the open land allocated as Local Nature Area LNA38 in the Unitary Development Plan will also have the crib wall for part of its elevation then an open mesh fence with a hedge on the LNA side. The western boundary is along Wortley Beck. There will be a flood wall on the car park boundary and proposed access road on the Wortley Beck side. This is to protect the car park and store from flooding from the Beck. This wall will extend the entire length down to the roundabout. This will be faced on both sides in stone to match the stone on the proposed store. Between the flood wall and the beck will be an extensive area of landscaping which ranges between 20 to 50 metres in width. Some of this will be existing vegetation with supplementary planting. The northern boundary forms the boundary with the listed building complex known as Stonebridge Mills which houses a range of listed buildings, and ancillary buildings within the grounds of a listed building. This boundary will be a stone faced wall on both sides with railings above.
- 3.7 In relation to landscaping there will be a significant loss of trees, bushes and shrubs from the site. This removal has already been approved for the smaller scheme. The amount of landscaping proposed is more than the previous scheme as the border separating the development from the boundaries is wider and allows for more planting.
- 3.8 A Section 106 agreement formed part of the previous approval for the development. The agreement included:-
- £500,000 to carry out improvements within the Armley, Farnley and Wortley and Bramley community areas with first consideration to be given to the improvement of Armley Town Centre; localised highway improvements in Wortley including a footpath between the Bawn Estate and the Ring Road and a pedestrian crossing to the north west of the Ring Road roundabout should such a crossing be considered necessary
  - £20,000 for improvements to the two adjacent bus stops on the Ring Road Consultation with Metro and Bus Operators to require that a bus service is provided to the site or an existing bus route is diverted to the site to coincide with the opening of the supermarket.
- 2.8 An additional requirement for bus stops on Stonebridge Lane and real time passenger information as part of this application was considered a reasonable request and should be included as part of the scheme.

**Application number 11/03826/FU – Change of Use of Listed Buildings to 17 flats**

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- 2.9 These applications are for conversion of some of the listed buildings for residential development. A previous application gave consent for demolition of some of the buildings within the grounds of these listed buildings with none of them listed in their own right. This consent includes an additional 5 buildings to be demolished and a further two which are listed (7 in total)
- 2.10 Two of the listed buildings are proposed to be converted into residential properties. The other 11 buildings will be refurbished and made weatherproof with 5 of the smaller buildings being suggested they be used for bin and cycle stores. The rest will remain vacant for the current time.
- 2.11 The two buildings to be converted will have 9 units which are two bed flats 3 units which are two floor 3 bed flats and a further 3 bedroomed single floor 3 bed flats (15 units in total). The conversion involves no demolition of internal walls but insertion of a variety of additional walls. The elevations involve mainly refurbishment of the existing window and door openings. The windows will be timber double glazed units and all the existing sills, heads and reveals will be repaired. Some of existing boarded or brick openings will be reopened using materials and windows to match the existing. A few windows on the ground floors will be increased in size to form door openings again using materials and designs to match the existing. On one of the buildings the existing skylights will be removed and the roof will be tiled to match the existing. All the units will be provided as affordable housing.

**3.0 SITE AND SURROUNDINGS:**

- 3.1 The site consists of an area of green land beyond a complex of traditional industrial buildings located on the south east side of Stonebridge Lane/Silver Royd Hill known as Stonebridge Mills. Some of these existing buildings are listed. The Farnley/Wortley Beck runs along the south eastern boundary of the site with the Leeds Ring Road beyond. The existing access into the site is off the bend on Stonebridge Lane/Silver Royd Hill through the area of buildings and suffers from limited visibility.
- 3.2 The majority of buildings on the adjacent site are of stone construction but there are some brick and cladding buildings. Within this area are a mill chimney, a water tank tower, a reservoir and adjoining the site entrance a row of three cottages.
- 3.3 There are a number of Listed Buildings within the adjacent complex. These comprise a group of buildings dating from the 1830s-early 20<sup>th</sup> Century. There are four listings on the site covering approximately 11 buildings. These are located mainly in the northern part of the site and consist of:-

The Old Mill, Engine House and Boiler House (Buildings 1,2 and 3)  
Row of workshops to the north fronting Stonebridge Lane (Buildings 6 to 11)  
The Mitre House and 2 cottages to the south west fronting Stonebridge Lane (Buildings 4 and 5)  
Row of 3 cottages to the north west fronting Silver Royd Hill (Buildings 12 to 14)

- 3.4 The buildings are now run down with all of the units vacant and in need of investment and regeneration.
- 3.5 The adopted UDP context identifies under Policy S6 that potential exists for retail development of a form which would remedy the known deficiency of convenience goods retailing facilities in Farnley/New Farnley/Lower Wortley in the vicinity of Stonebridge Mills. The explanation to the policy states that a retail impact study will normally be required to assess an appropriate scale of development when specific development proposals are advanced under this policy. This retail impact study has been submitted.
- 3.6 There are no other site specific policies relating to the site but the Ring Road frontage is designated as greenspace and Urban Green Corridor and a Leeds Nature Area. LNA 38 (Silver Royd Hill) includes the beck to the south of the site and adjoining land to the east and higher ground to the north east above the proposed car parking area. There is a Tree Preservation Order in place on the site and the site adjoins Wortley Beck to the south west.
- 3.7 To the rear of the site the land increases in height significantly and the boundary is formed by the rear gardens of residential properties on Silver Royd Drive. The site has a range of vegetation and trees on the site, some having to be removed for the development.

#### **4.0 RELEVANT PLANNING HISTORY:**

11/02394/LI – renewal of listed building application to demolish some buildings within the grounds of the listed buildings approved 14/9/11  
11/00897/RM – reserve matters application for a supermarket approved 25/8/11

#### **5.0 HISTORY OF NEGOTIATIONS:**

- 5.1 There were a couple of pre application meetings held with the developer and developers agents earlier on this year. Officer raised a number of concerns regarding the proposal at this meetings. The application was then submitted.

#### **6.0 PUBLIC/LOCAL RESPONSE:**

##### **Supermarket**

- 6.1 Leeds Civic Trust have commented on the application stating in summary;  
  
Proposed store is large and involves widening of the Ring Road to three lanes encroaching on present 'grazing' land (involving removal of trees and bushes). Is an out of town store and inappropriate development in this area.
- 6.2 So far there have been 12 objections from the public details of which will be detailed in a subsequent Panel report when a recommendation is to be considered. There have also been 261 standard objection letters and a petition with 140 signatures.
- 6.3 There have been 84 standard letters of support submitted via the applicant agents , details of which will be detailed in a subsequent Panel report when a recommendation is to be considered.

## 6.4 Conversion to residential applications

- 6.5 Leeds Civic Trust have commented stating recognise that with one exception that the building earmarked for demolition have less of an architectural and historical interest and are in a very poor state of repair. However the proposed landscaping fails to re-create the 'sense of enclosure' that is characteristic of the site. Considers that the application should be amended and give ideas regarding the redesign of the application.

## 7.0 CONSULTATIONS RESPONSES:

- 7.1 Statutory: None

### Supermarket application

Highways – A number of issues need to be addressed as follows:

- Calculations of traffic generation and car park accumulation are based on a gross floor area which has not been agreed. This gross floor area has now been clarified and a revised TA taking this on board needs to be submitted.
- Further information is required regarding morning peak on a Saturday
- Further information is required into the justification by pass traffic used in the TRICS survey
- Number of car parking spaces is inadequate for the amount of floor space proposed and some spaces considered unsafe.
- The site is not well served by public transport and discussions required with Metro and the bus companies as to improvements that can be made
- The Ring Road and Stonebridge Lane form part of the City Centre Leeds Core Cycle Network Route. This needs to be taken into account as well as a safe access in and out of the car park for cyclists
- Proposed signalization of the site access and Stonebridge Lane/Ring Road junction plus new crossing on Stonebridge Lane will assist pedestrians accessing the store. To improve accessibility from the residential area to the southwest a footpath link from the site access crossing point to Bawn Ave needs to be considered.
- The TA needs amending to consider the operation of the service yard and confirm the level of provision of unloading bays is sufficient in terms of number and size of vehicles expected.
- The TA needs to consider the construction access arrangements, existing access arrangements for the site are substandard therefore construction site access arrangements needs to be considered.
- Access road requires amendments to be acceptable.
- Location of cycle parking is acceptable but more are required.
- Proposal involves removal of ghost island right turn into the bingo site and consideration should be given to acceptability of this in terms of peak operation of the bingo site that may coincide with busy periods of the supermarket.
- Bus stop on the westbound side of Stonebridge lane is close to the signalized junction with the Ring Road and in order to ensure a bus stopping here does not block traffic it will be necessary to extend the current proposed widening.
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Transport Policy – Travel plan should be included in a section 106 agreement along with a Travel Plan review fee of £4000. Travel plan based on Tesco corporate travel

plan framework but also needs to reflect the travel plan SPD for Leeds. Requires additional information within the travel plan to be submitted

Metro – No objections subject to amendments to some elements of existing infrastructure:

Public Transport Improvements and Developer Contributions – a contribution of £576,976 is required and this is on top of any bus stop infrastructure required on Stonebridge Lane and Ring Road.

Air Quality Team – No objections on submitted information however suggest that there are a number of Electric Vehicle recharging bays within the development or 'cable and enable' an area of the car park

Environment Agency – Conditional approval

Main drainage – Conditional approval

Contamination Team – No objections in principle but more information required before determination.

Yorkshire Water – No objection subject to conditions

Ecology officer – removal of trees and vegetation with a corridor of trees along the boundary to the rear of the site is not sufficient to enable creation of nothing more than a line of trees and shrubs with no ecological provision.

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- Pond further reduced in size and no space on the development for a replacement pond
- Common toads are present in pond so and works need to ensure that the toad breeding habitat remains and that toads are able to migrate in and from the pond.
- Further details of the bridge over the beck is required.

Conservation Officer – The development of the supermarket will dominate the site and impact on the setting of the listed buildings. That being said the mill complex is quite enclosed and the open green space does not form a direct part of its character. The benefits to the listed building complex would balance the construction of the supermarket. However, the benefits to the listed buildings is negligible and is not sufficient for the long term preservation and enhancement of the site.

### **Conversion to residential applications**

Highways – amendments required which should include

- The loop road around the development needs additional width and designated pedestrian routes need to be provided
- Accepted that section of road between the development and building 1, 2 and 3 is narrow and needs to be one way
- Vehicle tracking of a refuse vehicle needs to be provided
- Pedestrian link required from the supermarket through the residential development to Stonebridge Lane.
- Road should be extended to serve the future development of buildings 12, 13 and 14 as residential.
- Level of car parking acceptable for the proposed level of use.
- Internal roads will need to be adopted.

West Yorkshire Archaeology Advisory Service recommend the following:

1. A redesign to retain the listed Meter House and 2 cottages which are listed and due for demolition.
2. An appraisal should be made of the areas not accessed during the current works as soon as practicable in order to establish if significant remains of plant or industrial features survive and what is their present condition.
3. Remainder of the site should be subject to an appropriate level of archaeological and architectural recording prior to and during demolition and refurbishment. This can be achieved through a condition.

Conservation Officer – Structural surveys that have been received do not provide sufficient evidence for the proposed works. The surveys are very light-touch and do not go into any great detail on the buildings. They also state that further investigation is required which has not been undertaken and many parts of the site are yet to be even accessed and surveyed. In terms of the proposal I have the following comments to make.

#### Demolition of former cottages and meter house (Buildings 4 and 5)

These buildings form a significant part of the listed building complex as they are domestic dwellings for the workers and their importance is identified by the fact they are listed in their own right. The demolition of these buildings has not been justified. Whilst it is acknowledged they are in a poor state the survey submitted does not identify them as being in any worse condition than buildings 6 to 11 and these are retained. Further investigation and strong justification is required and the demolition of these buildings is not supported.

#### Conversion of The Old Mill (building 1) and Middle Mill (building 15)

No objections in principle to the two buildings for conversion. Majority of important industrial features are proposed for retention with enhancement of the building in terms of the reinstating of the slate roof. Needs a statement of works to be submitted before work commences.

#### Rehabilitation of the Boiler House (building 2) and The Engine House (building 3)

Strong concerns regarding the approach to these buildings. There is no long term benefit for either of these buildings. As these are attached to the buildings identified for residential conversion it is strange to leave these buildings redundant. To secure the long term conservation of these buildings a positive and active reuse of the buildings is required. Concerned that unless long term conservation is identified at this stage then the buildings will fall into further disrepair and have a detrimental impact on the proposed development for the rest of the site.

#### Rehabilitation of buildings 6-11

The proposal for these buildings is vague and has no real plan. To ensure the long term future a more definite reuse is required, otherwise the peripheral elements of the site could continue to degrade and result in the whole development being compromised.

#### Rehabilitations of buildings 12-14

Similar to above in that not creating a use for these buildings could jeopardize the listed buildings themselves and the viability of the whole scheme.

In order for the scheme to be successful it needs

3. A proposed use and scheme for every listed building including those identified for demolition or significant justification as to why this cannot be achieved
4. The full investigation and structural report on all buildings proposed for conversion or rehabilitation.

Environment Agency – Conditional approval.

Access – Amendments in relation to surfacing and disabled parking required.

Policy - £8,721.88 contribution required for greenspace.

## **8.0 PLANNING POLICIES:**

- Principle of retail development in this location is considered acceptable for convenience goods
- Presumption in favour of preservation of Listed Buildings.

## **9.0 MAIN ISSUES FOR CONSIDERATION**

### **Supermarket application**

1. Principle of development
2. Highway and Transport matters
3. Design
4. Boundary Treatments
5. Landscape and Ecology
6. Residential amenity

### **Residential conversion applications**

1. Principle of development
2. Highways
3. Design
4. Impact on Listed Buildings
5. Affordable housing and greenspace

### **Supermarket application**

#### 1. Principle of development

- 9.1 Outline and reserved matters permission has already been granted on the site for a supermarket which is still valid. The adopted UDP has a blue star on the Proposals Map on this site indicating under Policy S6;

POTENTIAL EXISTS FOR RETAIL DEVELOPMENT OF A FORM WHICH WOULD REMEDY THE KNOWN DEFICIENCY OF CONVENIENCE GOODS RETAILING FACILITIES IN THE FOLLOWING LOCATIONS:

- a. FARNLEY/NEW FARNLEY/LOWER WORTLEY – IN THE VICINITY OF STONEBRIDGE MILLS, RING ROAD, FARNLEY

Following the review of the UDP in 2006, this policy and site allocation remains unchanged. This application is for a large supermarket totalling 4,907 square metres of net retail floorspace. The approved scheme was for 2,321 square metres so the proposed scheme is double the size. The supermarket covers a larger area of land than the approved scheme and is two storey. The impact of the scale and the impact on other centres located nearby needs to be assessed. A retail impact assessment has been submitted with the application and officers have indicated that they do not agree the catchment area within the report and have requested that this impact assessment is revised. To date no further information has been submitted by the applicant on this matter.

**Members may wish to comment on the principle of development for a supermarket of this scale on the site especially in terms of scale and impact on other local centres.**

## 2. Highway and Transport Matters

- 9.2 A 5-arm roundabout, replacing the 4-arm roundabout at the Outer Ring Road (A6120) and Stonebridge Lane was approved for the reserved matters scheme. This application involves signalisation of this roundabout but not an access directly off this roundabout. The access will be directly off the Ring Road rather than another leg off the roundabout. This will also involve signalisation of the access and egress. The highway will be increased from 2 lane both ways to 3 ways both ways. Amendments regarding the access and alterations to the highway network have been requested.
- 9.3 A transport assessment has been submitted for the development. There was an issue regarding the floor space figures that should form the basis of the transport assessment which have now been agreed. An updated TA taking this on board needs to be submitted for officers to assess the development on the local highway network. This has been assessed and officers have requested amendments which are currently being negotiated. Any update will be reported to Members at a later date.
- 9.4 Other highway improvements involve a new pedestrian crossing on Stonebridge Lane and improved footway. There will also be two new bus stops on Stonebridge Lane. At the current time there is not a footpath from the store through the residential proposal which would link the store to these two new bus stops on Stonebridge Lane. Revised plans have been received which not include the pedestrian footpath. One new issue is that there needs to be a bus layby on Stonebridge Lane which involves the demolition of listed buildings 4 and 5 which needs to be resolved. Officers are negotiating revised plans to cover this matter.
- 9.5 A Green Travel Plan has been submitted which is a Tesco standard travel plan. The plan needs to incorporate Leeds design aid and this has been requested. A green travel plan monitoring fee will be required for the supermarket.
- 9.6 The parking proposed for the supermarket is below the standards required for the amount of floor space proposed. There is also a requirement for more cycling parking and motor cycle parking. Further information is also required into the level of provision of unloading bays as to whether they are sufficient in terms of number and size of vehicles expected.
- 9.7 A contribution towards public transport improvements will be required and this will be £576,976 and this will be on top of any bus stop infrastructure required on Stonebridge Lane and the Ring Road. Metro have also requested that the scheme should provide for the two new bus stops on Stonebridge Mills, pedestrian access through the residential site to the store, relocation of a bus stop on the Ring Road and improvements to the frequency of the number 80 with diversions for the supermarket and extension into New Farnley.
- 9.8 **Members may wish to comment on the proposal in terms of highway alterations, access, car parking, public transport contributions and metro requirements.**

## 3. Design



- 9.9 The design of the supermarket takes on board the materials and design of the adjacent listed building and the consent for a smaller store. The store will be glazing and stone to the front with stone, glazing and larch panels to the side elevations. The rear elevation will be larch panels. The store is much higher than the previous approval being up to 16 metres in height in some places. The current approval is for 6 metres in height. The main store is on a flat site and there is existing landscaping and additional planting proposed which will help to soften the appearance of the building in its setting. The use of glazing will also ensure that the building will not appear as a prominent feature in the street scene. Both the properties to the rear and the properties on the other side of the Ring Road going into Farnley are at a higher level than the proposed store so will look down onto the roof scape. The buildings roof is shallow and is broken up by features such as **roof ventilators** which along with the planting should ensure that the visual amenity from this properties is not impacted to a detrimental extent.
- 9.10 There are some changes required to the design in particular related to the vista to the building as you enter the site. There is a concern that the first part of the building that is visible on entering the development will be the service yard at an elevated height. There is also concern that the building is double in height and located closer to the listed buildings impacting on their setting. The changes are being discussed between officers and the applicants at the current time.

The proposed car park is mainly under the store with a small element of surface car parking to the side of the proposed store. This reduces the impact of the development in terms that there are no large areas devoted solely to car parking and the impact on visual amenity that this can create.

- 9.11 Overall the design of the store is modern and its impact on the local area and on the listed buildings needs to be carefully considered and assessed.

**9.12 Members may wish to comment on the design of the proposal**

4. Boundary treatments

- 9.13 The eastern elevation to the rear of the site will require significant retaining walls due to the significant change in levels in this location. To the rear of the store the retaining wall will be the building itself. The rest of the eastern elevation along side the car park will have a retaining wall which will be covered with a timber crib lock wall and planted with landscaping. This crib wall was approved for the whole length of the eastern boundary in the approval for the smaller store. Above both the building and the crib wall will be a landscaped area which will have existing and proposed landscaping. Further information is required as to how the construction works will be carried out for the store and its impact on current and proposed landscaping. This will allow officers the opportunity to assess whether the store as a retaining wall will have a greater or lesser impact than the crib wall previously approved. Beyond this landscaping will be a weld mesh fence which will form the boundary treatment between the development and the rear gardens of the properties along this boundary. The weld mesh fence was approved as part of the smaller scheme. A weld mesh fence was considered visually more acceptable than a palisade fence but still gave residents the security they required.
- 9.14 The southern boundary with the adjacent LNA will have the crib wall for the first part of the boundary as there is a change in levels. The rest of this boundary will be a weld mesh fence on the store side of this boundary and a hedge on the LNA side.

This is acceptable in this location as the weld mesh fence will provide security but will allow views through of the hedge that will be planted behind. The hedge is also an acceptable boundary treatment on the LNA boundary.

9.15 There will be a flood wall erected to the western side of the proposed car park and the beck side of the access road all the way down to the existing roundabout. This is required to prevent the existing Beck flooding the car park and store. The flood wall will be 1.2 metres in height and will be stone faced on both sides. There will be coping above this wall which needs to be stone and not concrete and a condition can be attached to ensure that this is the case. This wall was approved as part of the smaller supermarket scheme.

9.16 **Members may wish to comment on boundary treatments**

#### 5.Landscape and Ecology

9.17 The site is the subject of a Tree Preservation Order made in 2000 and consists of groups of trees along the beck, adjoining the pond, 10 hawthorn trees along a field boundary within the site and an area of woodland to the north and east to the rear of existing housing. The development involves the loss of some trees but does involve improvements and tree planting as part of the proposal. The tree consultant at the outline stage for the smaller scheme made the point that with such a major scheme including replanting and landscaping it is inevitable that the character and nature of the area will change. This change is considered to be from a relatively even age tree structure with limited species diversity to a more varied age and species structure of more significant ecological value.

9.18 As stated the proposal does involve significant removal of vegetation and trees from the site. There will be some tree retention along the eastern boundary with the residential properties and some along the existing beck area. Objections have been received regarding the loss of trees, vegetation and the impact on the existing flora and fauna on the site. However, the level of tree and vegetation loss is not as significant as the loss that was approved for the smaller store.

9.19 The access road being moved allows for more land on the junction of Stonebridge lane and the Ring Road to be planted than the previous access which will help to soften the development from views off the Ring Road. There is a bridge proposed over the Wortley Beck for the proposed access. A bridge has previously been approved for the access for the smaller supermarket so the principle of a bridge over Wortley Beck has already been agreed. Further information into the precise details of this bridge and its impact on the Beck and ecology in this area will be required and this could form a condition attached to an approved scheme.

9.20 A full ecological survey and bat survey have been submitted as part of the application. This showed that there are no bat roosts present on the site but the land is used to supply food for the bats. The report states that there will be two habitats created as part of the development. The first habitat is the landscaping to the rear of the store and the boundary with the existing houses. This remaining corridor is not of sufficient width to enable the creation of habitat and will be just a line of trees and shrubs. As the plant equipment and the service yard is located on this side there will be noise and disturbance which will hinder the wildlife using this corridor. The second habitat is within the new hedgerows that will be along the access road and a swale corridor to the south of the beck, this will provide limited compensation for the habitats that will be lost.

9.21 The application also involves a further reduction in the size of the existing mill pond on the site. The principle of reduction in the length of this mill pond was approved under the outline permission for the smaller scheme but this application reduces the mill pond down by another third. The pond itself has some limited wildlife and ecological interest but has been polluted in the past. The pond is a breeding environment of the common toad and compensation for the loss of some of the pond should have been replaced in another part of the site but there is no space to house another pond. The works to reduce it in size should ensure that the toad breeding habitat is maintained and there should be provision in the layout for the migration of toads to and from the pond.

9.22 **Members may wish to comment on impact of the store on existing landscape and ecology**

6.Residential amenity

9.23 There are residential properties across the Ring Road separated from the development by the beck, areas of landscaping and the Ring Road itself. The Ring Road is a busy road during daytime hours so any noise and disturbance from the operation of the supermarket and the comings and goings of traffic should not produce any additional impact on residential amenity in terms of noise and disturbance to those residents. However, the proposal involves both 24 hour opening and 24 hours delivery which will produce traffic at times when the Ring Road is quieter and could have a detrimental impact on residential amenity.

9.24 There are residential properties on the eastern boundary of the site which are closer to the supermarket. These properties are at a higher level and are separated from the development by their own gardens. The service yard is also located on their boundary and this along with the comings and goings of customers, cars and lorries all have the potential to impact on the residential amenity of the residents. The operation of the supermarket and the service yard during the day is unlikely to cause any detrimental impact in terms of noise and disturbance due to the noise already created from the Ring Road. When the Ring Road is quieter during evenings, overnight and weekends then there is potential for noise disturbance from the supermarket. The application is for 24 hours opening and deliveries and this could have a severe impact on the residential amenity of the occupiers of these properties. Members may recall when the smaller scheme was submitted that there was concern regarding opening hours and members restricted opening to 8am to 8pm only. Noise reports have been submitted and are being assessed by officers. Further noise information may also be required as the noise survey is limited in terms of the number and location of residential properties where the noise levels were assessed. Further comments on this can be provided at a later date.

9.25 **Members may wish to comment on the impact of the development on residential amenity.**

Job creation

9.26 Tesco have stated that there will be approximately 400 jobs created for the local area, not including the number of jobs that there will be for the construction of the supermarket. Tesco will use local labour and are happy for a section 106 agreement ensuring that the jobs will be provided for local people.

9.27 **Members may wish to comment on the use of local people for the jobs**

## **Conversion to residential applications**

### 1. Principle of development

- 9.28 The buildings to be converted to residential are allocated for a particular use in the Unitary Development Plan. The buildings have been previously use for industrial but at the current time they are empty and in great need of repair. There are residential properties close to the site with the proposed supermarket on one side and the bingo hall on the other. The conversion will allow for some important listed buildings to be retained.

### **Members may wish to comment on the principle of residential development**

### 2. Highways

- 9.29 The access to the residential scheme will be the same as the supermarket. There is a concern regarding the loop road around the residential that is narrow. This is due to the closeness of two of the listed building and cannot be increased in width. A condition can be attached which allows for this section to be one way. There also needs to be a pedestrian link from the bus stops on Stonebridge lane, through the residential site to the supermarket. The level of car parking for the residential scheme is considered acceptable. The plans do show that some of the buildings that front Stonebridge lane could be used for bin and cycle storage. These need to be provided and can be conditioned to ensure that they will be available for residents to use.

### **Members may wish to comment on highway matters related to the residential development**

### 3. Design

- 9.30 There are two buildings that will be converted to residential properties. These buildings will use existing openings to provide the windows and doors for the development. There are a few bricked up openings which will be used for windows and doors and their design matches the existing windows/doors on the building. There will also be a few windows on the ground floor which will be changed to door openings again matching the design of existing doors on the building. All the windows will be timber doubled glazed and will match the windows that already exist. There will be repairs to the stonework with materials to match. One of the buildings currently has skylights and these will be removed and the roof tiled to match the other building. Alterations to the exterior will be kept to a minimum and will not have a detrimental impact in terms of design.

### **Members may wish to comment on design**

### 4. Listed buildings

- 9.31 The application involves the demolition of additional buildings that did not form part of the previous consent. It also involves demolition of two listed buildings on the site that has not previously been granted. WYAS have raised objections to these buildings due to their importance to the industrial period in this area. No justification has been submitted in relation to why these additional buildings need to be demolished and without this justification officers cannot support the additional loss of buildings on the site especially the two that are listed.

- 9.32 The proposals involves conversion of two of the listed buildings with the third listed building which adjoins these two only being made safe. If the conversion of residential is acceptable on the site then the long term prospects for the listed buildings would be greater if this building was also converted. There are some buildings which are listed which are on the boundary with Stonebridge lane. These are also only going to be made safe and watertight. The plans show that these building could be used for bin and cycle storage. Highways have requested that these buildings are used for bin and cycle storage and if used for this purpose it would secure the long term viability of these listed buildings.
- 9.33 The alterations of the listed building involve minimal external changes and as the changes will be in design terms the same as the existing design then there will be no detrimental impact to the listed buildings in terms of design. There are no existing walls internally that will be removed. There are new internal walls that will be added to faciliate the development. These changes are considered acceptable.

### **Members may wish to comment on the impact on the listed buildings**

#### **5. Affordable housing and greenspace**

- 9.34 There is a requirement to provide affordable housing and a contribution to greenspace. All of the flats will be provided as affordable and there is a financial contribution to greenspace. The mechanism for the provision of these affordable units is being discussed along with confirming that there is an affordable housing association that are prepared to take on board these units.

### **9.35 Members may wish to comment on affordable housing and greenspace**

## **10 CONCLUSION:**

- 10.1 This report has detailed the proposal for a supermarket and residential conversion at Stonebridge mills. At this time members are invited to comment on the following:-

#### **Supermarket application**

- The principle of development
- Highways in terms of highway alterations, access arrangements, level of car parking, contributions required for public transport infrastructure, Metro contributions and green travel plan.
- Design
- Boundary treatments
- Landscape and ecology
- Residential amenity
- Job creation

#### **Residential conversion applications**

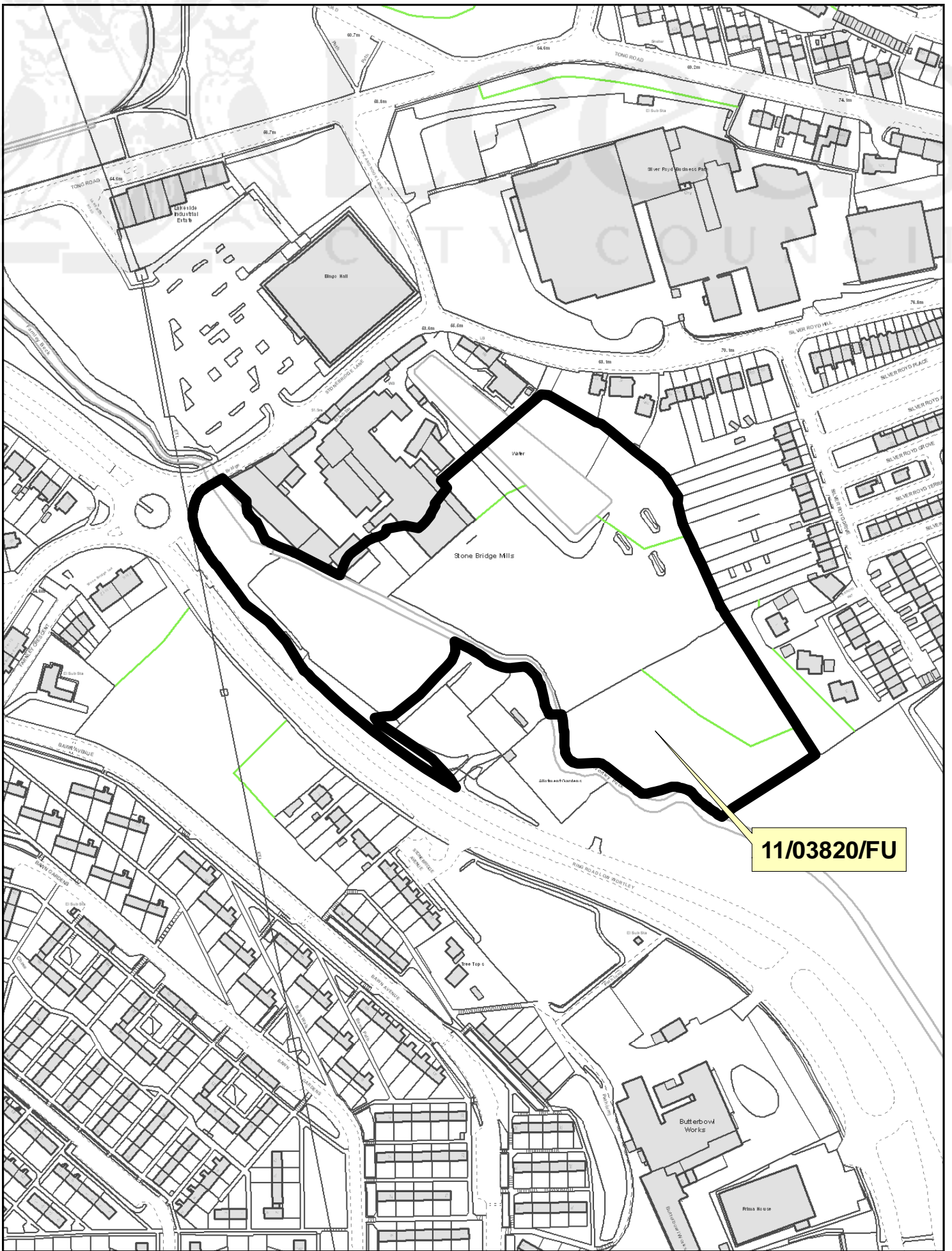
- Principle
- Design
- Impact on listed buildings
- Affordable housing and greenspace .

**Background Papers:**

Application file: 11/03820/FU

11/03826/FU

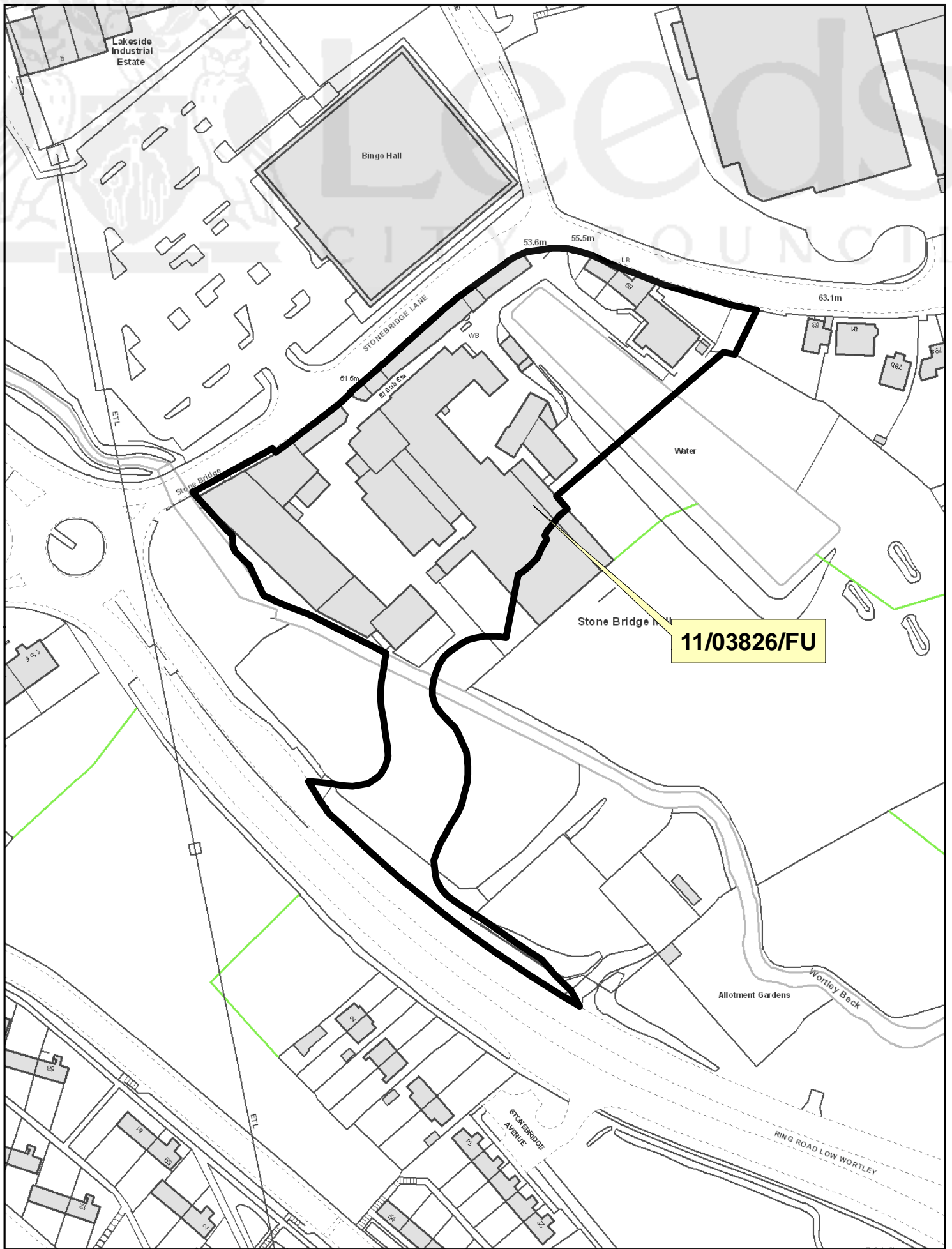
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# WEST PLANS PANEL

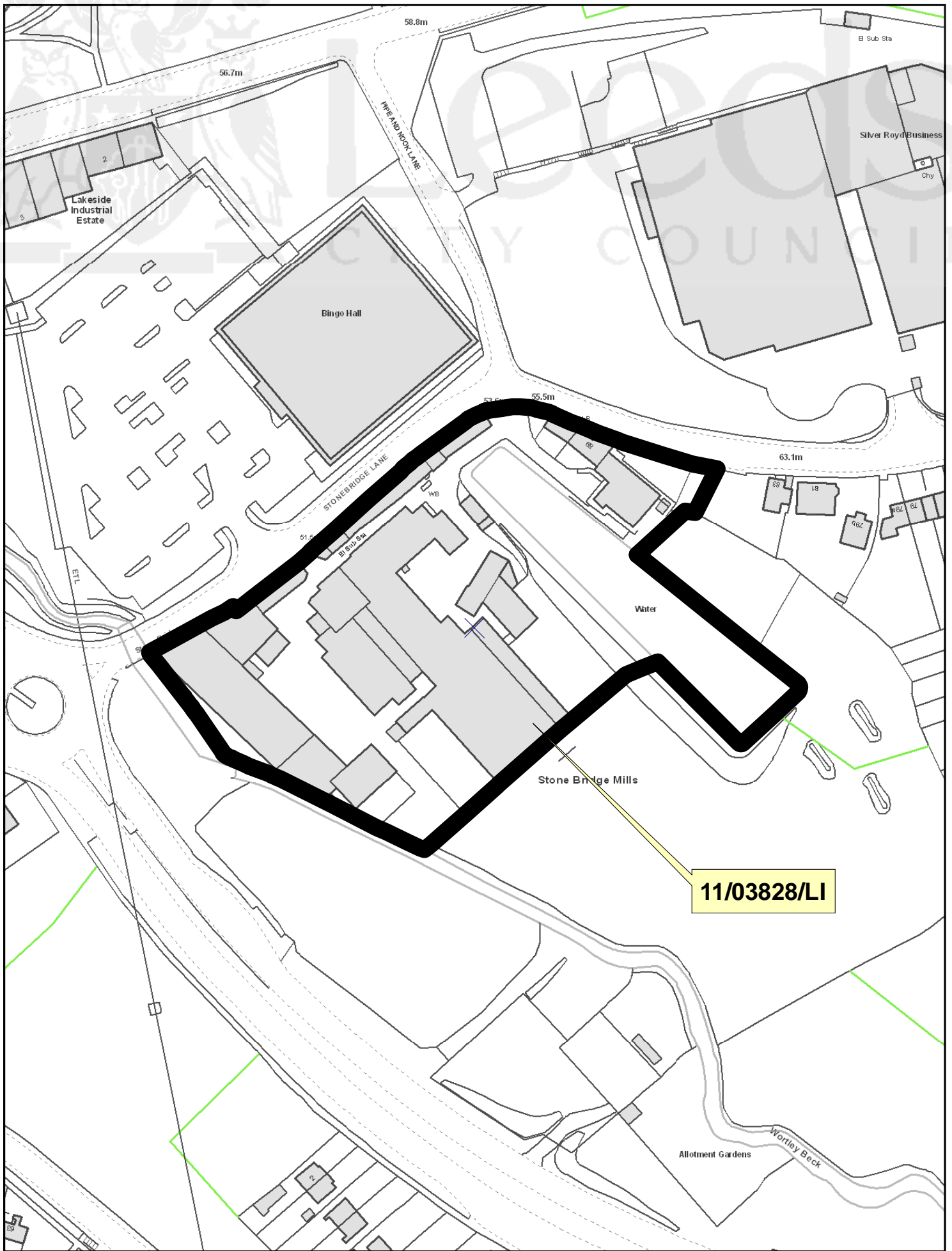




# WEST PLANS PANEL







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