



Report of the Chief Planning Officer

SOUTH AND WEST PLANS PANEL

Date: 18th July 2013

**Subject: POSITION STATEMENT FOR DEMOLITION OF DYEWORCS BUILDINGS ,
ERECTION OF 109 HOUSES AND RETENTION OF MILL FAÇADE AND DEVELOPMENT
TO FORM 14 FLATS (13/02409/FU) AND CONSERVATION AREA CONSENT
APPLICATION FOR DEMOLITION OF DYEWORCS BUILDINGS AND ONE CHIMNEY
(13/02408), GREEN LANE, YEADON**

APPLICANT

David Wilson Homes Ltd

DATE VALID

21 May 2013

TARGET DATE

27 August 2013

Electoral Wards Affected:

**Guiseley and Rawdon and Otley and
Yeadon**

Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Members are asked to note the contents of the report and are requested to comment on a number of matters set out in the report

1. INTRODUCTION:

- 1.1 This report is a Position Statement brought to the Panel to inform Members of the proposals at a reasonably early stage, and to gauge the views of the Panel in order to inform the future progress of the application.

2. PROPOSAL:

- 2.1 The application is for a residential development consisting of 109 new build houses which are principally detached houses of three to five bedrooms and a range of smaller houses in short terraces and semis. The scheme also retains part of the façade of a mill building with a frontage to Green Lane, which is utilised to front a development of 14 flats. Also retained on the Green Lane frontage are a pair of stone cottages to the west of the retained mill façade, and a pair of larger dwellings

to the south-east of the site also fronting Green Lane which adjoins a small wooded area. The development is generally of two storeys with some houses having accommodation on the third level lit by dormer windows.

- 2.2 A single access to the site from Green Lane is proposed adjacent to the larger retained stone houses which then becomes a loop road with cul-de-sac accesses branching from it.
- 2.3 To the east of the site the existing wooded area is retained as public open space. This leads to a corridor of open space running to the east and northern boundaries of the site, through which an open watercourse would be formed.

3. SITE AND SURROUNDINGS:

- 3.1 The site is comprised of a disused former site of 4.24 hectares and is situated on the A658 Green Lane to the north of Rawdon and to the south of Yeadon town centre. To the north and east is post-war housing and to the south-west of the site is a small office park served from Focus Way, a short cul-de-sac which joins Green Lane to the west of the site which also serves a number of other commercial buildings and a Council highways depot.
- 3.2 The stone mill buildings within the site have a history of usage as a dyeworks. A striking feature of the site are two large mill ponds which take up around a third of the total site area.

4. RELEVANT PLANNING HISTORY

- 4.1 None

5. HISTORY OF NEGOTIATIONS:

- 5.1 The applicant has undertaken a pre-application process including liaison with Guiseley and Rawdon Ward Members including:
- Meetings with Council officers and Ward Members at Council offices and on the site.
 - A public consultation event held at Greenacre Community Hall near the site on Saturday 27th April 2013 between 10am and 1pm. An invitation leaflet to this was delivered to approximately 350 premises in the vicinity on 23rd April 2013. This event was also reported in the Yorkshire Evening Post on 24th April 2013. Ward Members were invited to this event.
 - Plans of the proposals were also featured on the architect's website.
 - The applicant estimates that around 120 people attended the consultation event at which 51 response sheets were handed in.
 - A meeting was held on 10 May 2013 with Stuart Andrew MP attended by representatives of the developers and the Aireborough Neighbourhood Forum
 - The applicant reports that 59% of respondents agreed that the site was suitable for housing. Those who did not considered the most acceptable uses to be recreation uses such as a park, wildlife area or green space.

6. PUBLIC/LOCAL RESPONSE

Leeds Civic Trust - 'Objects strongly to the application for demolition'. The Civic Trust notes clear planning guidance that in the Yeadon Conservation Area 'there should be a presumption in favour of the retention of positive buildings in all but exceptional circumstances. The application proposes the retention of the façade only of part of the

Green Lane frontage and the smaller of the two chimneys. Almost all of the positive buildings are demolished and the Civic Trust considers that the buildings are important in the history of the textile industry in this part of Leeds and they should be retained and adapted for new uses. The Civic Trust is also concerned that issues of vandalism and neglect are being used to justify demolition where it is the owner's responsibility to maintain the Listed Buildings (sic) and have measures in place to prevent theft and vandalism. The demolition of the tall brick chimney would be a serious loss to the Conservation Area'.

There have been five letters of objection from local residents. Objections are:

- Loss of important historic buildings
- Loss of mill ponds and associated wildlife – Great Crested Newts and Grey Herons
- Traffic congestion and road safety
- Pressure on local facilities – GP's, dentists, schools and public transport.
- The site should be retained for employment purposes.
- Poor design and layout of the new development

7.0 CONSULTATION RESPONSES:

Statutory

Environment Agency – Comments awaited

Non statutory

Highway Authority – Comments awaited

Travelwise – Comments awaited

Contaminated Land Officer – Comments awaited.

Ecology Officer – Comments summarised in report

Main Drainage – Comments awaited

West Yorkshire Archaeology Service - While generally supportive the WYAAS recommend that a programme of archaeological and architectural recording should be carried out during prior to and during demolition of the site. This programme of recording should be facilitated through an appropriately worded condition on any grant of planning permission awarded by LCC.

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

Policy SG4: Sustainable development principles

Policy GP7: Planning obligations

Policy GP5: Seeks to ensure that development proposals resolve detailed planning considerations, including amenity.

Policy N2: Greenspace

Policy N4: Greenspace

Policy N12: Urban design priorities

Policy N13: Design quality for new housing

Policy N18A: presumption against any demolition of a building or parts of a building which makes a positive contribution to the character and appearance of a Conservation Area

N18B: In a conservation area, consent for demolition will not be given unless detailed plans for redevelopment of the site have been approved. Such permission will be subject to the condition that demolition shall not take place until a contract for an approved scheme of redevelopment has been let.

N19: all new buildings and extensions within or adjacent to conservation areas should preserve or enhance the character or appearance of the area

Policy H4: Windfall housing sites

Policy H11: Affordable housing

Policy H12: Affordable housing

Policy H13: Affordable housing

Policy T2: Highways issues

Policy T24: Parking provision for new development

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 SPD
Neighbourhoods for Living SPG
Yeadon Conservation Area Appraisal and Management Plan

DRAFT CORE STRATEGY

The Publication Draft of the Core Strategy was issued for public consultation on 28th February 2012 and the consultation period closed on 12th April 2012.

The Core Strategy sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. On 26th April 2013 the Council submitted the Publication Draft Core Strategy to the Secretary of State for examination and an Inspector has been appointed. It is expected that the examination will commence in September 2013.

As the Council has submitted the Publication Draft Core Strategy for independent examination some weight can now be attached to the document and its contents recognising that the weight to be attached may be limited by outstanding representations which have been made which will be considered at the future examination. Policies of particular relevance are considered to be:

Policy H2: New Housing development on non-allocated sites. New housing development will be acceptable in principle on non-allocated land, subject to capacity and infrastructure considerations, accessibility and Green Belt policy.

Policy P10: Design. New development should be based on a thorough contextual analysis to provide good design appropriate to its scale and function.

Policy P11: Conservation. The historic environment ... including locally significant undesignated assets and their settings will be conserved.

NATIONAL PLANNING POLICY:

The National Planning Policy Framework was issued at the end of March 2012 and is now a material planning consideration. The NPPF provides up to date national policy guidance which is focused on helping achieve sustainable development. There is a presumption in favour of sustainable development. The basis for decision making remains that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The Planning System should have a role in " supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being" (NPPF paragraph 7).

133. Where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- the nature of the heritage asset prevents all reasonable uses of the site; and
- no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
- the harm or loss is outweighed by the benefit of bringing the site back into use. (NPPF paragraph 133).

- **MAIN ISSUES FOR CONSIDERATION**

- Principle of residential development including loss of employment land
- Extent of demolition and its impact on the Yeadon Conservation Area
- Design, layout and public open space
- Loss of reservoirs and ecology
- Highways and Transport Matters
- Section 106 requirements
- Procedural matters

Principle of residential development including loss of employment land

- 9.1 Officers are of the view that loss of employment land (UDPR Policy E7) would not form grounds for refusal of the application since an employment land analysis indicates that the loss of this site to employment usage would not result in a shortage of employment land within a peak time 15 minute travel contour of the site for a period well beyond the 15 year plan period.
- 9.2 The development would enable a brownfield housing site to be brought forward which is well related to the existing built up area of Yeadon and Rawdon. The site is also included in the Site Allocations Issues & Options Plan June 2013 (site reference 1308) as a green site, i.e. "Sites which have greatest potential to be allocated for housing". So a residential use on the site has been given a degree of support in principle by the City Council although this is a consultation document only at this stage.

Members are invited to comment on the principle of residential development on the site.

Extent of demolition and its impact on the Yeadon Conservation Area

- 9.3 Yeadon Conservation Area was originally designated in 1973 with a boundary drawn fairly tightly around the historic centre. Following a review in 2011 the area was significantly extended to include Nunroyd Park, Yeadon Tarn and a range of 18th century onwards mill buildings and dwellings. The revised boundaries confirmed in January 2012 now take in the Green Lane site which is the subject of this application.
- 9.4 A Conservation Area Appraisal and Management Plan was approved on 16 January 2012. The appraisal identifies the application site as being within Character Area 3: Mill Town. This area is dominated by a group of surviving mill complexes and associated industrial housing. Key characteristics are identified in the Appraisal as follows:
- The large footprints of the mills give this area a distinctive urban form that contrasts with the fine grain characteristic elsewhere.
 - The surviving industrial complexes are the remains of Old Mill established in 1792, Westfield Mill built between 1888 and 1892, Kirk Lane Mills dated 1868 and Green Lane Mill / Dyeworks which was originally built in 1869 as a textile mill but was largely burnt down in a fire of 1906. It was rebuilt in 1907 as a dyeworks. These industrial buildings form an essential part of the special character of the town.

- Associated with the mills are ancillary groups such as workers' terraces, stables, managers' houses and the mill ponds, sluices and goits of Engine Fields (named after the first use of steam power in the town at Old Mill) and Green Lane Mill / Dyeworks.
- The industrial terraces in this area include early and late 19th century examples unified by the use of local sandstone. There are a number of impressive historic shopfronts.

- 9.5 The Appraisal recommends that that development should 'Retain the industrial character of this area through the conservation of the positive industrial buildings relating to the textile mills and dyeworks'. The CA Appraisal also notes that 'The chimneys of Green Lane Mill Dyeworks are a significant landmark with long distance views into its valley floor location from Yeadon and Rawdon' (page 9). The Conservation Area appraisal identifies the Green Lane dyeworks site as having within it 'positive buildings intermixed with neutral buildings'.
- 9.6 The National Planning Policy Framework sets out Government policy on 'heritage assets' including unlisted positive buildings in Conservation Areas (Paragraph 133) and states that 'Where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:
- the nature of the heritage asset prevents all reasonable uses of the site; and
 - no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
 - conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
 - the harm or loss is outweighed by the benefit of bringing the site back into use.
- 9.7 The applicant's Heritage Statement argues that the site is a comparatively late example of a textile and dying works and that its heritage interest in the national context is very low, and does not merit protection through the statutory listing process. The buildings are also said to retain 'moderate value within a local context although given the comparative lateness of much of the constructionthe architectural interest of the building group as a whole is considered to be low'. The report also cites the poor condition of some of the buildings including building 12, now partially collapsed, as a relevant factor. The report acknowledges that the two chimney stacks do make a positive contribution as landmark structures and admits that the removal of the larger brick chimney will cause harm but considers the harm to be 'less than substantial'.
- 9.8 The Council's Conservation Officer has refined the statement in the CA Appraisal regarding the positive buildings on this site in the form of a detailed plan (which will be shown at the meeting) which identifies positive buildings which should be retained, positive, but lower value buildings for which demolition could be considered, and buildings of no or limited value which could be demolished. This guidance was provided to the applicant at the pre-application stage but the recommendations have not been followed in the application which shows the demolition of all of the mill buildings other than the retention of part of the façade of one building.
- 9.9 The development will have an indirect impact upon the setting of the Rawdon Little Moor Conservation area – the boundary of which lies nearby to the southwest of the

site on the opposite side of Green lane, but this impact is not considered to be significant.

Members are invited to comment on the acceptability or otherwise of the extent of demolition proposed in the Yeadon Conservation Area including buildings identified as making a positive contribution and the larger brick chimney.

Design, layout and public open space

- 9.10 The application proposes a mainly new-build development of houses in detached, semi-detached and terraced form. There would also be a development of 14 flats incorporating the façade of a retained mill building.
- 9.11 The layout of the site is as a fairly conventional estate and the general view of officers at this stage is that the scheme will need a stronger resonance with the retained industrial and residential buildings rather than the rather abrupt change in character and style currently proposed.
- 9.12 The applicant proposes to use natural stone to the Green lane frontage and will 'consider' reusing some natural stone from demolished buildings on boundary walls. The dwellings within the site are proposed to be artificial stone. In general the dwellings are 2 storeys in height with some 2.5 storey dwellings. The only 3 storey building will be the apartment block and that is due to it incorporating the existing stone building façade.
- 9.13 Parking is mainly in the curtilage of the buildings with some small parking courts. Attention is drawn to a number of plot-types (eg plot 7) where parking is proposed within a car-port area under first floor accommodation with a further car parking space accessed through the car port to a car parking space in the rear garden. Officers would suggest that this arrangement is not supported due to their unsatisfactory appearance in the streetscene and the practical difficulties of using these spaces which is likely to result in them not being used for car parking.
- 9.14 House-types are of fairly conventional appearance but the view of officers is that more effort is required to produce designs which reflect local building characteristics rather than the developer's standard house-types. As an example, there are a number of house-types (eg plot 3) which feature a steepened roof pitch and flat-roofed dormers which are not well-related to local design characteristics.
- 9.15 The application presents two areas of green space. The "green corridor" along the northern and eastern boundaries incorporating existing trees and a newly created watercourse and the "Central open space" adjacent to the retained chimney. These two areas total 1.76 ha, which significantly exceeds the area requirement for N2.1 Local Amenity Areas (0.492 ha). These areas would need to be retained as publicly accessible including from neighbouring areas to be accepted as green space with safe and accessible footpath links.

Members comments on the design, layout and public open space proposals are invited.

Loss of reservoirs and ecology

- 9.16 The CA Appraisal notes that 'The surviving mill ponds of Old Mill at Engine Fields and Green Lane Mill Dyeworks form an important survival of the town's industrial heritage and also serve as valued amenity and wildlife areas(Page 12).
- 9.17 Recent surveys have revealed that there may be a small non-breeding population of Great Crested Newts on-site. The Council's Ecology officer does not object to the loss of the existing ponds as such however subject to measures being put in place for the protection/capture and translocation of individuals to another nearby site with suitable terrestrial habitat (and capacity to receive additional numbers). The application site is physically isolated from other Great Crested Newt populations and therefore a receptor pond should be created on land in the local area which is within foraging distance of another GCN population. The creation of an off-site pond will allow translocation to take place if needed. If no GCNs are found on-site the outcome will be that an additional pond has been created off-site that should benefit other GCNs in the local area therefore it can be demonstrated that an overall positive biodiversity outcome has been achieved.
- 9.18 The ponds form a striking visual feature from certain viewpoints but there has in the past been only limited public access, it is understood, for fishing. The view of officers is that subject to the creation of a suitable alternative wetland within the site, and the formation of an open watercourse through the site as is proposed, that the loss of the ponds could on balance be supported in principle. The Panel is asked to note that the filling-in of the mill ponds to create the comparatively level building area proposed in this application will result in the need for significant importation of fill material.

Members are invited to comment on the loss of the mill ponds

Highway and Transport Matters

- 9.19 The application proposes a single new vehicular access from Green Lane. A secondary vehicular access from Focus way to the east of the site has been considered but the Highway Authority considers that this would be likely to result in parking from the commercial buildings around Focus way from spilling over into the new residential development and therefore would wish to resist this.
- 9.20 There are pedestrian links through the proposed areas of green space on the site and a link from the NW of the site to an existing footpath which runs to the western boundary of the site from Focus Way to Henshaw Avenue, but there is no link from the east of the site to Cricketers Green, which would be a valuable pedestrian link through the site.

Members are invited to comment on highway safety and pedestrian access matters

Section 106 requirements

- 9.21 Affordable housing - Based on 123 dwellings, 18 units should be provided for affordable housing 9 for social rent and 9 for submarket.

Green space – A contribution for off-site Green space provision is required.

Off-site highway improvements

Education contribution

Procedural matters

- 9.22 Members will be aware from the above commentary that Officers have significant concerns at this stage about the nature of the proposals, in particular with regard to the extent of demolition of positive buildings in the Conservation Area. The demolition goes well beyond what Officers advised could be considered for demolition at pre-application advice stage, in effect a significant component of officer advice has been disregarded.

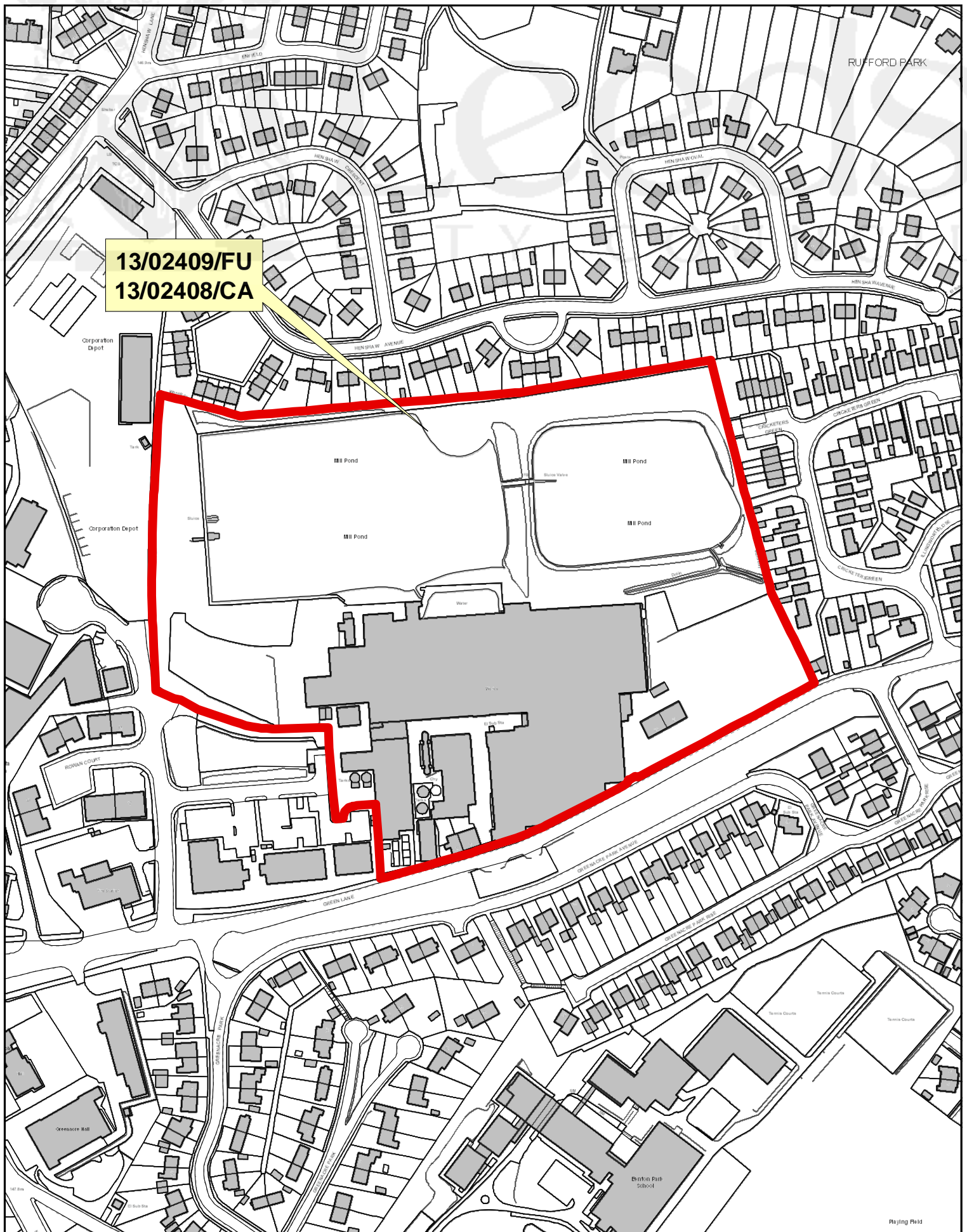
In the event that officers consider that the application as submitted should be refused, Members are asked to comment on whether they would wish the application to be referred back to the Panel for a decision, or would be content for a delegated refusal to be issued.

10. CONCLUSION:

- 10.1 Members will appreciate from the commentary in this report that the view of Officers is that this site can in principle be developed for housing and could usefully contribute to the District's housing land supply through development of a brownfield site in a sustainable location. In its present form, however, it is considered that the development, in particular because of proposals for extensive demolition of positive buildings in the Conservation Area, should not be supported.

Background Papers:

Application files 13/02409/FU and 13/02408/CA



13/02409/FU
13/02408/CA

SOUTH AND WEST PLANS PANEL

