



Report of the Chief Planning Officer

SOUTH & WEST PLANS PANEL

Date: 4th March 2021

Subject: Applications 20/01306/FU & 20/01307/LI – Change of use and alterations of former council building to form eight flats with parking at Micklefield House, New Road Side, Rawdon

APPLICANT	DATE VALID	TARGET DATE
Nicholas & Nicholas Limited	27/02/2020	23/04/2020

Electoral Wards Affected:

Guiseley & Rawdon

Yes

Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: GRANT PERMISSION subject to the following conditions:

1. Time limit on full permission
2. Development in line with approved plans
3. Samples of materials for extension
4. Materials for new front steps (including handrails)
5. Details of new windows
6. Details of new doors (internal and external)
7. Scheme for stained glass window restoration / replacement
8. Details and materials for east chimney
9. Samples of surfacing materials
10. Samples of new stone mullions, heads and sills
11. Sample of stonework to infill existing openings
12. Details of boundary treatments
13. Scheme detail repairs following removal of ramps (front and rear)
14. Construction details of extension, including balustrade
15. Bin store details
16. Bike store details
17. Rainwater goods and vent details

18. Requirement for stone cleaning and repointing to be agreed
19. Vehicles spaces to be laid out
20. Details of electric charging points
21. Landscaping scheme
22. Protection of existing trees during construction
23. Future residents will not be eligible for permit parking zones.
24. Unexpected contamination
25. Details of imported soil

<p>RECOMMENDATION: GRANT LISTED BUILDING CONSENT subject to the following conditions:</p>
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1. Time limit on full permission
2. Development in line with approved plans
3. Samples of materials for extension
4. Materials for new front steps (including handrails)
5. Details of new windows
6. Details of new doors (internal and external)
7. Scheme for stained glass window restoration / replacement
8. Details and materials for east chimney
9. Samples of surfacing materials
10. Samples of new stone mullions, heads and sills
11. Sample of stonework to infill existing openings
12. Details of boundary treatments
13. Scheme detail repairs following removal of ramps (front and rear)
14. Construction details of extension, including balustrade
15. Rainwater goods and vent details
16. Requirement for stone cleaning and repointing to be agreed
17. Revised internal door schedule
18. Revised ceiling schedule
19. Revised skirting schedule
20. Revised fixtures and fittings schedule
21. Details of servicing and venting of kitchens and bathrooms
22. Details of sound insulation, fireproofing and thermal upgrades
23. Details of new attic stair
24. Details of changes to historic tower stair

INTRODUCTION:

1. In response to consultation, Councillor Paul Wadsworth has requested that this application be determined by plans panel due to concerns expressed by constituents that have wider than local impact. Given the proposal is controversial with some residents and these concerns are based on material planning considerations, the request meets the test set out in the Officer Scheme of Delegation and it is therefore appropriate to report the application to Panel for determination. Members are also reminded that as two applications are under consideration, two decisions have to be made, one for each application.

PROPOSAL:

2. The proposal is for the conversion of the property known as Micklefield House to 8 apartments.
3. All of the flats have 2 bedrooms with the exception of flat 1, which has 3. The basement, which is currently unused, will be converted to habitable accommodation

providing a single 2 bedroom flat as well as accommodation for 2 other flats that have accommodation over 2 floors.

4. A first floor extension is proposed above an existing flat roof extension located at the North West corner of the building and a strip of existing grassland within the park will be incorporated into the site to enable the provision of sufficient car parking to the front of the building.
5. The building is currently owned by the Council but is being sold off as a Capital Receipt site and should provide a significant saving for, and payment to, the Council.

SITE AND SURROUNDINGS:

6. The property is a large detached stone villa located on the edge of Micklefield Park. It dates from 1847 with a large extension in 1872, as well as further later additions and alterations. The property is a Grade II listed building. It was listed in 2016 for the following reasons.
 - “Architectural interest: it is an imposing and distinguished 1840s house, enlarged in the 1870s, with a strikingly individual Gothic design combining steeply pitched shaped gables, a crenelated tower, mullion and transomed and traceried windows, and carved stonework”.
 - “Interior quality and survival: the interior maintains stylistic continuity with the Gothic exterior and although it has undergone some alteration, many original features survive, including an imposing Baronial-style first-floor ballroom, richly moulded cornicing, painted-glass windows, and fireplaces from both of the house's C19 phases”.
 - “Historic interest: it has strong historic interest through its links to eminent local families, including John Venimore Godwin who was Mayor of Bradford whilst living at Micklefield House, and Thomas Arton, a Bradford ‘Stuff Merchant’ (a person manufacturing cloth to make clothing) who added the 1872 extension, and whose initials, along with those of his wife Hannah, adorn the building externally and internally”.
7. The property lies in an area containing a mix of uses and is close to the Rawdon local centre. It is within the Rawdon Littlemoor Conservation Area.

RELEVANT PLANNING HISTORY:

8. PREAPP/19/00263 conversion of former Council building to 8 apartments. The advice given concluded that the proposed development is supported in principle subject to appropriate detailing and provided that a layout that retains as much of the existing plan form and as many historic fixtures and fittings as possible can be agreed.
9. 28/19/98/FU - application by Leeds City Council for a single storey rear extension – approved May 1998.
10. 28/174/94/FU – application by Leeds City Council for the laying out of an enlarged car park to offices and Public Park – approved November 1994.

HISTORY OF NEGOTIATIONS:

11. There have been discussions to seek some relatively minor design changes to the design of the extension and internal layout and to seek clarification of works to the listed building.

PUBLIC/LOCAL RESPONSE:

12. Both applications were been publicised by a site notice which was erected on the 12th of March 2020 and expired on the 2nd of April 2020 and in the Yorkshire evening post on the 11th of March 2020, expiry 3rd of April 2020.
13. Aireborough Civic Society support the proposals to convert the building to apartments stating it is one of the most important buildings in Aireborough given the quality of its architecture and its history. They also believe the Heritage & Works Schedules indicate that care and attention have been exercised. However, they consider the proposed extension will have a negative impact on the house and the vandalised stained glass window should be restored.
14. 31 letters of objection have been received from primarily local residents. The main objections are to the design of the proposed extension with many of the contributors supporting the principal of the conversion to residential. The concerns raised are summarised as follows:
 - Design of and materials for extension inappropriate and will detract from appearance of house, park and conservation area.
 - Extension too large. Development should be confined to existing footprint.
 - Existing 20th century addition should be demolished.
 - Additional parkland should not be gifted to the developer for car parking.
 - No details of fencing around car park
 - There should be no sandblasting.
 - Existing stained glass windows have been damaged. These should be replaced.
 - Existing public recycling bins are overflowing and need to be relocated.
 - The removal of the existing ramps into the building is not acceptable and the Council's Access Officer has objected on these grounds.

It should be noted that all these comments were received in response to the original plans. No comments have been received since the plans were revised in September 2020.

CONSULTATION RESPONSES:

15. Historic England state that they do not wish to comment and the views of the Council's specialist conservation advisor should be sought.
16. Leeds Civic Trust support the principal of the conversion but objects to the proposed extension due to its design, materials and location. They also have concerns about some of the internal works including the removal and relocation of doors (re-siting locations should be provided); the replacement of damaged skirtings' (should be restored); and the loss of the stained glass window due to vandalism (should be restored).
17. Rawdon Parish Council supports the principal of the applications but objects to the nature and location of the proposed extension, which they consider would be detrimental to the listed building, park and conservation area. This element would be contrary to Policy R6 in the emerging Rawdon Neighbourhood Plan which seeks to

protect and enhance historic assets. They also state that the vandalised stained glass windows should be restored.

18. Highways has no objections subject to conditions relating to provision of cycle facilities, bin storage and electric charging points and the laying out of vehicle spaces.
19. Environmental studies advise that whilst air quality is not a concern there is a need for consideration to be given to acoustic glazing and a ventilation system to prevent the harmful effects of noise from the A65.
20. Contaminated land – conditional approval (Phase 1 Desk Study required).
21. Flood Risk Management – no objections; design and construction is covered by Building Regulations.

PLANNING POLICIES:

22. Section 38 of the Planning and Compulsory Purchase Act 2004 requires that planning applications should be determined in accordance with the development plan unless material considerations indicate otherwise.

Development Plan

23. The development plan for Leeds is comprised of the adopted Core Strategy as amended (2019), saved policies from the Leeds Unitary Development Plan (Review 2006) (UDP), Site Allocations Plan (2019) the Aire Valley Leeds Area Action Plan (2017) and the Natural Resources and Waste Local Plan (2015) and any made Neighbourhood Plans.

Relevant Core Strategy Policies are:

24. H2 – new housing on unallocated sites
H4 – sets out the preferred housing mix for new development.
H9 - minimum internal space standards for dwellings
P10 – need for good design
P11 - requires conservation and enhancement of the historic environment
P12 – townscapes and landscapes to be conserved and enhanced
T2 - accessibility and safety requirements for new development
EN1 relates to climate change and carbon dioxide reduction
EN2 relates to sustainable design and construction
EN8 - requires electric vehicle charging points for all new dwellings

Relevant Saved Policies from the UDP are:

25. GP5 - general planning considerations.
N15 - supports the change of use of listed buildings
N17 – requires detailing and features of listed buildings to be preserved, repaired or replaced
N19 - conservation areas to be preserved or enhanced.
N23 - provision of visually attractive settings to developments
N25 - boundaries to be designed in a positive manner
T24 - parking provision requirements.
BD6 - alterations and extensions to original building
LD1 - protection of vegetation

Natural Resources and Waste Local Plan

26. GENERAL POLICY1 – presumption in favour of sustainable development.

Supplementary Planning Guidance and Documents

27. The following SPGs and SPDs are relevant:
- SPG13 – Neighbourhoods for Living: A Guide for Residential Design in Leeds
 - Street Design Guide SPD
 - Parking SPD
 - Rawdon Littlemoor Conservation Area Appraisal and Management Plan
 - Emerging Rawdon Neighbourhood Plan (the pre-submission Plan is currently in preparation)

National Planning Policy

28. The National Planning Policy Framework (NPPF) published in 2019 sets out the Government's planning policies and contains policies on a range of issues including housing, sustainable development, green belt, conservation, the local economy and design.
29. One of the key principles at the heart of the Framework is a presumption in favour of Sustainable Development (this is set out in section 2 of the document).
30. The NPPF also aims to boost significantly the supply of housing and deliver a wide choice of high quality homes (section 5).
31. In respect of listed buildings ('heritage asset') the NPPF discusses these in section 16 and states (at paragraph 193) that "when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation." As heritage assets are irreplaceable, "any harm or loss should require clear and convincing justification" (paragraph 194).
32. In respect of design, paragraph 124 states that "the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities." At paragraph 130 it states that "permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions".
33. Guidance on 'Technical housing standards – nationally described space standard' was adopted in March 2015. This sets out minimum gross internal floor area requirements for residential developments.

Legislation

34. Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that when considering whether to grant planning permission for development which affects a listed building or its setting, the Local Planning Authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.
35. Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in the exercise, with respect to any buildings or other land in a conservation area of any functions under the Planning Acts, that special attention shall be had to the

desirability of preserving or enhancing the character or appearance of that area.

MAIN ISSUES:

- Principle
- Impact on listed building / visual amenity
- Residential / neighbouring amenity
- Highway safety / parking
- Representations

APPRAISAL:

Principle

36. The re-development of this site for housing is considered to be acceptable in principle as set out in Policy H2 of the Core Strategy and the proposal will provide a long-term, positive and beneficial use for this important listed building. Such a proposal also addresses ongoing maintenance issues and will help contribute to the vitality and viability of the locality.

Impact on the listed building / visual amenity

37. However, given the listed nature of the building any proposals will need to respect the special character of the building, as well as preserve or enhance the character of the conservation area.
38. It should be noted that since this application was submitted, amendments and additional information have been sought to ensure that the works to be carried out are as sympathetic as possible to the listed building. The scheme now recommended for approval is considered acceptable in relation to the desirability to preserve or enhance the setting or character of the listed building and indeed the character and appearance of the wider conservation area. The works required have been sensitively considered and will ensure that the building is brought back into use without resulting in a loss of character.
39. Changes to the external facades are generally kept to a minimum. On the front (south) elevation, an existing boarded up window will be opened up and new stone mullions introduced to it, in keeping with the character of other windows. The only main change to this elevation is the removal of the existing concrete ramp and steps providing access into the main entrance which were not part of the original property. This will be of significant benefit to the appearance of the property as this currently detracts from its historic character. A small flight of stone steps, as existed originally, will be constructed to provide access into the building. Samples of materials will need to be agreed, as will details of any repairs required following removal of the ramp. As this is acceptable in principle these matters can be conditioned.
40. The most significant changes to the elevations take place on the west elevation which, along with the front / south elevation, faces onto the public park. The main change is that the land immediately in front of the building will be excavated to allow the creation of a basement flat with its own individual entrance and full height windows level with the adjacent outside space, which will also provide a small courtyard garden for the flat. A small flight of steps will provide access down to this flat. Whilst the top of the windows to be installed will be visible in views from the park, these will be largely screened by the existing terrace wall, which is retained as existing and forms the

boundary of the site. Railings are to be added to the top of the wall for security reasons and to prevent anyone falling off the wall into the application site. The other main changes to this elevation include alterations to an existing flat roofed extension and the addition of an extension above this. These alterations and the extension are discussed in more detail below.

41. The extension referred to in relation to the west elevation is also present on the north elevation, again it should be noted that this is discussed in detail below. A number of other relatively minor changes are also proposed on the north elevation. An existing bike store (stand-alone structure with a corrugated metal roof) will be removed and the steps into the tower element will be re-orientated to allow the provision of 2 parking spaces. An existing concrete ramp and modern entrance porch will also be removed from this elevation. Replacement conservation style roof lights will be added to the roof of the 1990s extensions and the existing 2 windows in this element will be replaced with stone mullion openings. An additional stone mullion window will also be added to it. 2 roof lights will also be added to the main roof of the building to serve the proposed attic accommodation. In the single storey side element of this elevation the existing door and window will be incorporated into one large opening with bi-fold doors. Levels in this area will be altered slightly to enable level access into/out of the building.
42. On the north elevation is the opening for a large stained glass set of windows. Since the building was vacated by the Council during the first Covid-19 lockdown, acts of vandalism to the building have taken place including to this window/glazing, which has been destroyed. This has, in part, been the reason for the delay in dealing with the applications as reports and costings have been necessary to enable the applicant to decide how to progress. It is the view of Officers that this window needs to be restored but this has serious cost implications for the scheme. It is considered that a scheme to restore this window can be conditioned. The works to be carried out will need to be done prior to the occupation of any of the proposed apartments.
43. On the east elevation 2 new stone mullion window openings will be added, one in the side of the 1990s extension and the other in the single storey element adjacent to the tower.
44. All existing windows are proposed to be replaced. This is considered to be acceptable as the existing windows are in a poor condition and are largely inappropriate replacements. Full details of the proposed window frames (depth of frame and glazing, materials, colour, profile etc.) are to be conditioned. Replacement of all windows in this way will ensure a comprehensive approach which will benefit the character of the building and will enhance its appearance. Evidence also suggests that the original windows are likely to have been timber.
45. A few changes are required to the glazing patterns in some of the windows and the one of the new windows to the basement needs to be relocated very slightly. These changes are very minor and can be dealt with via the condition for window details.
46. A significant benefit of the scheme is that the east chimney is to be reinstated. This is a welcomed enhancement and a condition is recommended to ensure the detail and materials are correct.
47. External boiler vents have been kept to minimum and are shown on the elevation drawings. However, no details of the bathroom and kitchen vents have been provided. These have been requested but if not received it is considered that they can be conditioned.

48. As mentioned above, the proposals also include alterations to the existing flat roof extension on the west and north elevation and the addition of an extension above this. This element probably dates from the early 1900s and it is believed to have had a conservatory style structure on top of it (in the location of the proposed extension). The extension will provide a bedroom to apartment 1 (a three bedroom apartment).
49. The alterations to the existing extension involve the blocking up (with stonework) of the existing basement openings and the replacement of the existing ground floor windows. This is acceptable in principal but there are some concerns with regard to the glazing bar pattern in the new windows shown on the elevation drawings. However, this can be resolved by the submission of revised details which can be conditioned. This is also the case for the replacement windows in the west elevation of this element.
50. The part of the application that has raised concern for some local residents (all those who have submitted written objections) is the proposed first floor extension. The concerns relate to the design and materials for this. The plans have been amended since the original submission and it is accepted that the original proposal did appear a bit like it was proposed to place a 'Portakabin' on the roof not only due to the design but also the proposal to use standing seam metal cladding. However, it is considered that, whilst the revised proposal will still be in stark contrast to the original building, it will sit comfortably on it. The design has been amended slightly and the use of a standing seam metal cladding omitted.
51. Considerable consideration has been given to this element by Planning, Conservation and Design Officers and a number of meetings have taken place to discuss the design approach. In this respect it is considered that a modern approach is the most appropriate due to the difficulties in getting stonework to match and the roof to work. It is currently proposed that the curved west elevation will be mirrored and it is likely that the side and rear elevations will be clad with a metallic cladding. It is unlikely that anything 'shiny' and 'bling' would be appropriate and current thinking is copper. However, any materials would need to be assessed on site against the existing stonework. As it might be necessary to clean and or/repoint some of the stone work a condition requiring the materials to be agreed on site prior to their use but once the building has been appropriately cleaned/repointed, is recommended. A site meeting would be held with Planning, Conservation and Design Officers and the developer to agree the materials.
52. Although prominently located in an elevated position, the extension is not overly large when compared to the host building (it measures 5.7m wide by 5.7m-6.8m long by 3.7m high) and it is considered that it will remain a subservient feature. Its proportions also work well not only with the main building but also the element on top of which it is located. The full height vertical panel windows in the side elevation reflect the vertical emphasis of the existing building, especially the adjacent tower feature and its windows. Overall it is considered that the design of the extension gives a contemporary but contextual response to the special character of the listed building.
53. There is a need to provide car parking for the development but only a limited amount of land is available with the property and most of the space available is immediately to the front of the building. Whilst this is not ideal, there is already car parking in this location and the proposals do move the area of hard standing away from the building (albeit only slightly) to allow some soft landscaping to provide a buffer between the building and the hard surfacing. A small area of additional land (current grass within the park) is to be made available with the sale of the building. This additional land

measures approximately 21m wide by 5.5m deep and given its size and the existing setting it is not considered that its use as additional parking will have any significant or additional impact on the setting of the listed building when compared to the existing situation. A railing will be erected around this space. Full details of this and the surfacing materials are to be conditioned. A tarmac surface is indicated on the proposed site plan and whilst this is appropriate in principle it is considered the area will need something to help break the expanse of surfacing up and the demarcation of spaces will need to be more sensitively considered than painted white lines.

54. As submitted, the proposals show a solid timber fence to the rear. This cannot be accepted and the applicant has been advised that this is not appropriate to the character of the building and cannot be justified. Railings are the appropriate form of boundary treatment and where privacy is needed then this can be achieved with planting.
55. The site lies within the Rawdon Littlemoor Conservation Area. Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in the exercise, with respect to any buildings or other land in a conservation area of any functions under the Planning Acts, that special attention shall be had to the desirability of preserving or enhancing the character or appearance of that area.
56. The external alterations to the building / site have been discussed above. They are considered to be sympathetic to the historic character and appearance of the listed building and also to the setting and character and appearance of the conservation area, which will be enhanced. It is therefore the view of Officers that the statutory duties found in Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 have been met.
57. The location of both bin and cycle stores are shown but full details are required as to what these will look like. These matters can be conditioned.
58. There are 2 trees within the site that could be affected by the proposals. One within the car park (a Yew) and one immediately adjacent to the east elevation (a Sycamore). These are protected by the conservation area designation. In order to ensure there is no harm to them during the redevelopment works a condition is recommended to ensure they are fully safeguarded. Car parking is proposed in the area of the Yew tree but this area is already largely hard surfaced. However, to prevent any additional harm a condition is recommended requiring details of how the surfacing will be carried out in this area (e.g. any excavation to provide the new surface to be done by hand). This is also the case for the construction of the proposed bin store which will be located in the root protection area of the Sycamore.
59. Concerns have been expressed by some members of the public about the cleaning of the building / existing stonework and that this should not be allowed. The applicant does not currently have any intentions to clean the building but in case this changes a condition is recommended requiring a cleaning methodology to be agreed in writing prior to any such works. This view might change when the condition of the existing building is re-assessed when deciding how best to preserve the stonework for the future (it is likely that some re-pointing will be necessary). Advice on this has been sought from the Council's Conservation Officer who has advised that stone cleaning is not always harmful and can, in some cases, even be beneficial if appropriately carried out.
60. The house has an impressive historic interior with many surviving historic fixtures and fittings including, but not restricted to, historic doors and architraves, encaustic tiled

floors (ceramic tiles in which the pattern or figure on the surface is not a product of the glaze but of different colours of clay), stained and etched glass windows, stair cases, fireplaces and chimney breasts, skirting boards, window architraves and shutters, cornices, ornate ceiling plasterwork, decorative archways, lanterns, historic radiators, basement features (stone shelves and table etc.).

61. Fixtures and fittings, door, skirting and ceiling schedules have been submitted and it is intended to keep as many of these as possible and, where new / replacement features are required (e.g. skirtings', cornicing, stained glass windows) to replicate those existing. Clarification is required on some of the detailing but this can be dealt with via condition.
62. A number of changes are proposed internally to enable the creation of the apartments. Overall, these are considered to be minimal and do not have any significant or adverse impact on the historic character of the building. One feature that would be lost is an internal lantern window. Whilst this is unfortunate the layout of the building is not conducive to keeping it and providing a viable scheme. In this respect it should be noted that the glazing in the internal lantern window is not original.
63. The reason for the loss of the internal lantern window is the need for a new staircase to provide access to the attic accommodation instead of the existing service stairway, which unfortunately is unsuitable due to the layout of the building. The existing stairway will be blocked off and covered over and a 'snug' area created at what was the top off it. The new staircase to the attic is acceptable in principle but elevation and construction details are required to show how this will sit with the adjacent decorative arch. This can be dealt with via condition.
64. It is proposed to add a small mezzanine level within what was the originally a first floor ballroom. Whilst this is acceptable in principle there are some issues with the submitted details and how it will relate to existing windows and cornicing. A condition is therefore recommended requiring revised details.
65. With regard to the basement, this contains some historic features including stone shelves and flagged floors. The current proposals remove these due to the need to provide tanking and a desire to provide an open plan space. Whilst this can largely be accepted it would be appropriate if an example of these could be retained to link back to the history of the property e.g. stone flags at the bottom of the staircase and one small shelving unit. A condition is therefore recommended requiring the submission of a revised detail in this respect. Details of the proposed tanking materials are also to be conditioned as is the method for cleaning the vaulted basement ceiling.
66. Confirmation of where the servicing will go is currently awaited (it is assumed it is assumed to be located horizontally between the floor voids) and also with regard to sound insulation and fire protection between units and thermal upgrades. Some insulation and protection is indicated between floors but it is how this will be treated sideways/vertically that is required. If necessary this can be conditioned.
67. In light of the above, it is considered that the proposed works to convert this building to residential use have been sensitively considered and are sympathetic to its historic character and appearance. Overall, despite needing additional details in a number of areas, the works are considered to be acceptable and there will be no significant or harmful impact on its historic integrity despite adaptation for modern living / purposes. It is considered that the works will be of benefit to the character and appearance of the conservation area and will ensure the long term up keep of the building.

68. As such the proposals comply with policies GP5, BD6, N15, N17, N19, N23 and N25 of the UDP and policies P10, P11 and P12 of Leeds Core Strategy, as well as with the guidance set out in the NPPF.

Residential/Neighbouring amenity.

69. This application relates to the conversion of an existing building with a small extension. It is considered that all the proposed apartments will benefit from adequate levels of light and outlook and will therefore provide a good level of internal amenity for future occupiers.
70. In its Core Strategy Review, the Council has recently adopted Policy H9 which sets out minimum space standards for new dwellings. This follows on from Government guidance on space standards in March 2015. With regard to the accommodation proposed, H9 sets out the following minimum gross internal floor area requirements for the accommodation proposed:
- For a one storey, two bedroom dwelling - 61m² for 3 people, 70m² for 4 people.
 - For a two storey, two bedroom dwelling – 70m² for 3 people, 79m² for 4 people
 - For a 3 storey, three bedroom dwelling – 90m² for 4 people, 99m² for 5 people, 108m² for 6 people

The number of people relates to the number of bed spaces to be provided.

71. All of the apartments are two-bedroom except apartment 1, which has 3 bedrooms. All of them meet the minimum space standards for overall size. With regard to bedroom sizes, all meet the minimum size for double bedrooms except for 3 bedrooms (within apartments 1, 4 and 5). However, these still exceed the minimum requirement for a single bedroom.
72. Ordinarily it is expected that residential schemes provide external amenity space for future residents. The size of such spaces should be ¼ of the gross floor area of the flats. It is not possible to provide such a space for all future residents in this case given that the area of land associated with the building is limited in size and cannot be enlarged due to the historic setting and adjacent land ownership. Whilst only 4 of the apartments will have access to some form of external amenity space this is not considered to be an issue given the location of the building within an existing park. It is also considered that any harm caused by the lack of such space will be outweighed by the benefits of bringing the property back into use.
73. The use by the building as 8 apartments is not considered to have any adverse impact on neighbouring amenity given the location of the property in relation to its neighbours, the distances between them and given the limited size of the scheme and that it will replace an existing office use.
74. Concerns have been expressed about the loss of the access ramp into the building and the need to provide access for all. Part VI of Policy P10 of the core strategy states that development should be accessible to all users. This is supported further by the Accessible Leeds SPD. Part 4 of this document refers to planning application expectations. Within it for change of use application it states "*Change of Use: Applicants should wherever possible incorporate improvements in terms of inclusive design and access for disabled people. This is of particular importance if the proposed use will involve members of the public accessing/ using the development.*"

75. In this case, the only way to provide access for all would be to keep or re-install the access ramp, which in its existing form is detrimental to the historic character of the building. Furthermore, this would only enable level access into 2 of the 8 apartments with all of the others requiring the use of stairs. Given the historic nature of the building to provide lift access to all apartments would require a number of lifts and would be seriously harmful to the historic fabric of the building. Bearing this in mind and given that the SPD states "*whenever possible schemes should incorporate improvements*" it is not considered reasonable to insist on a level access in this instance and the many benefits of the scheme outweigh any harm from not have a wholly inclusive access.
76. Concerns have also been expressed about the potential for noise disturbance from the A65 for future occupiers. Despite the historic nature of the building it has been accepted that double glazing can be provided within the new windows and this should go a considerable way to improving the living environment within the building. Also, the property is set back from the road and whilst it is a busy local distributor road, much of its traffic is in the daytime and evening noise should not raise any significant issues.
77. In light of the above, it is considered that the proposed works to convert this building to residential use will provide a satisfactory living environment for future occupiers without adversely impacting on neighbouring amenity. As such the proposals comply with policy GP5 of the UDP and policies H9 and P10 of the Core Strategy.

Housing Mix

78. Core Strategy Policy H4 states that developments should include a mix of dwelling types and sizes to address housing needs and should meet the preferred housing mix set out within Table H4. In this case, it is not possible to meet the preferred mix as the development relates to an important historic building and there is a need to ensure that as much of the original building and its plan form is retained as possible. The lack of compliance with H4 is therefore considered appropriate in this instance.

Highway safety / parking

79. The site lies in a sustainable location near to local services and amenities and with good access to public transport. The building has been in use as offices for many years and the change of use to 8 apartments is not considered to result in any intensification
80. 16 parking spaces are proposed (14 to the front of the site, 2 to the rear). These are all to be served by electric vehicle charging points.
81. An area for a cycle store to hold 8 bikes (1 space per apartment) is shown on the site plan. This will need to be enclosed, covered and lockable and a condition is proposed requiring full details to be submitted.
82. In light of the above, it is considered that the proposals raise no road safety concerns. As such the proposals comply with policy T2 of the Core Strategy.

Climate Emergency

83. The Council declared a climate emergency on the 27th March 2019 in response to the UN's report on Climate Change.
84. The Planning Act 2008, alongside the Climate Change Act 2008, sets out that climate mitigation and adaptation are central principles of plan-making. The NPPF makes clear at paragraph 148 and footnote 48 that the planning system should help to shape places

in ways that contribute to radical reductions in greenhouse gas emissions in line with the objectives of the Climate Change Act 2008.

85. As part of the Council's Best Council Plan 2019/20 to 2020/21, the Council seeks to promote a less wasteful, low carbon economy. The Council's Development Plan includes a number of planning policies which seek to meet this aim, as does the NPPF. These are material planning considerations in determining planning applications.
86. Leeds Core Strategy policies EN1 and EN2 relate to reducing carbon dioxide emissions and sustainable design and construction. However, this is for schemes of 10 dwellings or more. As these applications relate to the creation of 8 apartments these policies are not applicable. However, EN8 is relevant to all developments and requires the provision of electric vehicle charging points. The proposed site plan identifies these and as such the proposals are acceptable in this respect.

Representations

87. It is considered that the key matters raised in the submitted representations have been addressed in the above appraisal. 2 issues that have not been discussed are those relating to the demolition of the existing flat roofed extension and the overflowing recycling bins.
88. Whilst not entirely suited to the host property, the existing flat roof extension is existing development. To remove this would add significantly to the costs of any development and would render the scheme financially unviable and / or significantly reduce the sale value of the property. In the interests of ensuring a new use is found for the building it is therefore not considered that this is an option at the present time.
89. The existing building is owned by the Council and it will be for them to find a new home for the recycling bins upon the sale of the building.

CONCLUSIONS:

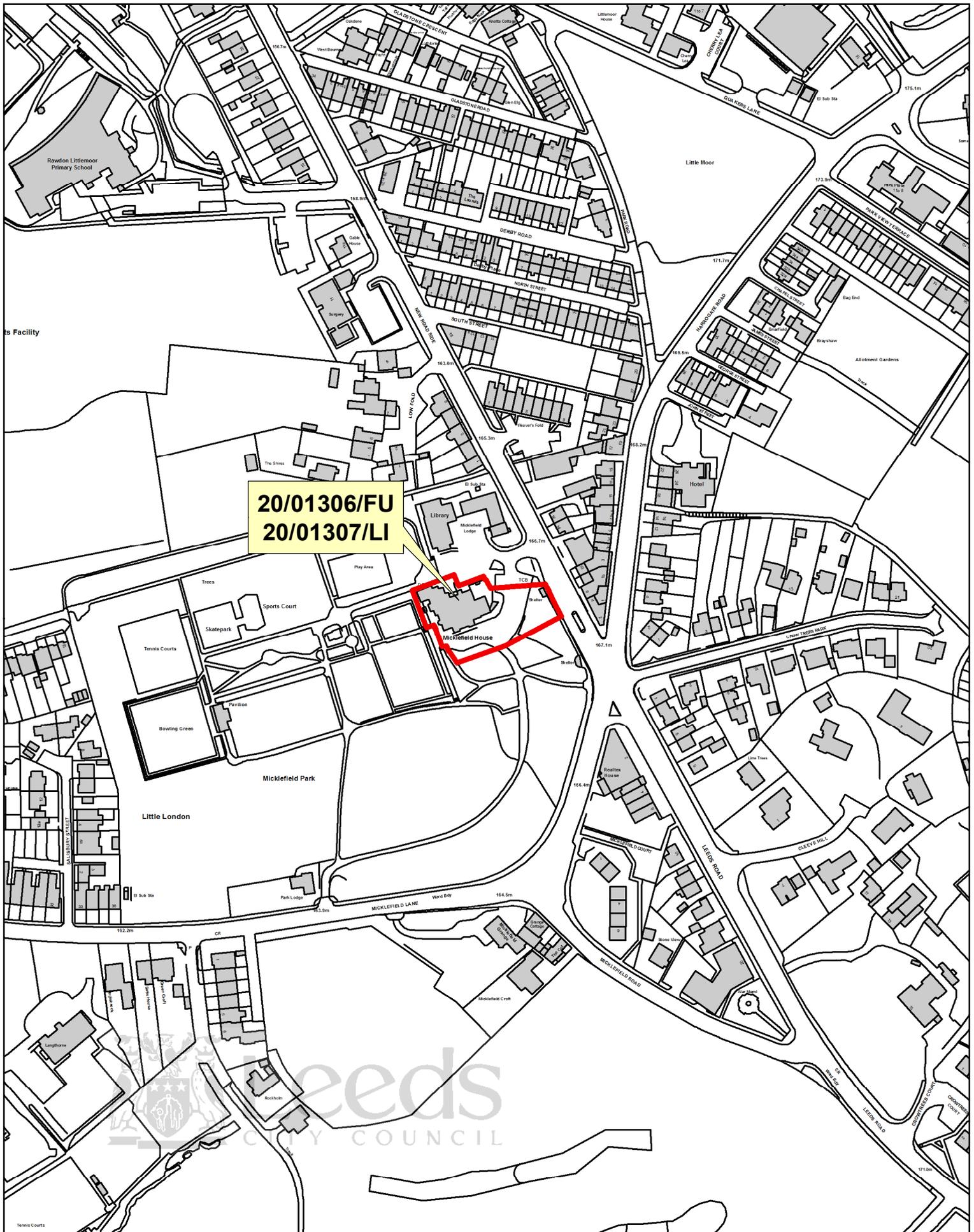
90. The proposals to convert this building back into residential use will allow the Council to obtain a significant saving / payment and will ensure the long term up keep of an important listed building. The proposals have been sensitively considered and are sympathetic to its historic character and appearance and historic integrity, as well as to the character and appearance of the conservation area. As detailed in the above appraisal, there will be some harm to the heritage asset but this is considered to be less than substantial harm and, as set out at paragraph 196 of the NPPF, this needs to be weighed against the public benefits of the proposal. In this case it is considered that the public benefits outweigh the harm as the proposals will secure the optimum viable use for the building and ensure it is brought back into use. The proposals will also ensure that necessary maintenance works will be carried out and the existing stained glass windows re-instated.
91. The development will also provide a satisfactory living environment for future occupiers without adversely impacting on neighbouring amenity and it raises no highway safety issues.
92. Overall, it is therefore considered that the applications 20/01306/FU & 20/01307/LI for the Change of use and alterations of former council building to form eight flats with parking at Micklefield House comply with both local and national planning policies.

Approval, subject to the conditions outlined at the beginning of this report, is therefore recommended for both applications.

Background Papers:

Application files.

Certificate of ownership: Notice served on Leeds City Council.



20/01306/FU
20/01307/LI

Micklefield House



SOUTH AND WEST PLANS PANEL

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SCALE : 1/2500





NICHOLAS & NICHOLAS

PROJECT
MICKLEFIELD HOUSE - RAWDON LS16

PROPOSAL
CONVERSION OF FORMER COUNCIL OFFICES
TO 8 APARTMENTS with the FORMALIZATION
OF CAR PARKING for 14 VEHICLES

CLIENT
N2 PROJECTS

DRAWING NUMBER
PROPOSED
SITE PLAN LAYOUT

DATE
10.2.2020

SCALE
1:200 (A3)

Do not scale from this drawing. If in doubt please ask.
Dimensions must be checked on site where possible.

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