

Report of the Chief Planning Officer

South & West Plans Panel

Date: 4th August 2022

Subject: 22/01716/LI – Listed Building Application to reduce the height of the existing chimney at Stonebridge Mills by six metres at Unit 15, Stonebridge Mills, Stonebridge Lane, Farnley, LS12 4QN.

Applicant: Stonebridge Mills Ltd

Electoral Wards Affected:

Farnley & Wortley

Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: DEFER AND DELEGATE to the Chief Planning Officer for approval subject to the specified conditions identified below (and any others which he might considers appropriate)

Conditions:

- 1. Time Limit**
- 2. Development to be carried out in accordance with the approved plans**
- 3. Materials to be agreed (original stonework to be retained where possible along with sample panel of any new masonry to be approved)**
- 4. Details of repointing materials including details of mortar, type, colour and texture**
- 5. Details of proposed structural steel bands/straps to be installed**

INTRODUCTION:

- 1** The application is brought to Plans Panel given the proposals relate to a listed, locally significant, heritage asset and thus is of a sensitive nature.

- 2 This Listed Building application is brought to Plans Panel with a recommendation for approval. Previous applications relating to the re-development of the site have been considered by both South and West Plans Panel along with City Plans Panel in which a scheme to create 112 dwellings was approved.

SITE AND SURROUNDINGS:

- 3 Stonebridge Mills consists of a complex of traditional industrial buildings located on the south east side of Stonebridge Lane/ Silver Royd Hill. The Farnley / Wortley Beck runs along the south eastern boundary of the site with the Leeds Ring Road beyond. Access into the site is Stonebridge Lane/ Silver Royd Hill with a new adopted access road provided via the on-going re-development of the site.
- 4 The site itself is now predominantly redeveloped as part of the previously approved full planning application 18/02140/FU. The traditional heritage elements of the site have undergone significant refurbishment and re-development with the western side of the site now nearing completion. Modern brick-built terrace properties have now been erected between the heritage assets, consisting of the former mill building, chimney, workshops and water tower and further development of contemporary townhouses, still under construction, to the eastern portion of the site.

PROPOSAL

- 5 The application seeks listed building consent to reduce the height of the existing chimney at Stonebridge Mills. The scheme looks to reduce the chimney by a total of six meters along with installing new steel structural bands to the bottom 8-10 meters of the chimney.

RELEVANT PLANNING HISTORY

- 6 An application seeking the re-development of the site (18/02140/FU) was submitted on 3rd April 2018 with consent granted on 18th September 2019 which sought a change of use of mill buildings to provide 30 dwellings and the construction of 82 new dwellings (112 dwellings in total) with associated access and landscaping. In conjunction with the approval listed building consent (18/02141/LI) was granted also on 18th September 2019.
- 7 A listed building application seeking to reduce the height of the existing chimney by 10 meters was submitted on 29th May 2018. This application was withdrawn on 28th January 2019.
- 8 A further full application (20/04181/FU) and listed building application (20/04182/LI) were submitted on 14th July 2020 which sought to enlarge the footprint of building at the base of chimney to incorporate sub-station, required as part of a utilities upgrade to serve the development. Both applications were approved.
- 9 A non-material amendment was submitted 1st March 2021 which sought to include additional works to ensure the structural stability of the water tower along with the reinstatement of former workshop buildings (buildings 10 and 11) which were demolished. The application was approved on 14th June 2021.

PUBLIC/LOCAL RESPONSE:

- 10 The current listed building application has been publicised via listed building site notices, posted around the site perimeter, along with a newspaper publication. This round of publicity attracted 6 objections raising the following issues,
- Alternative options should be considered as opposed to reduction including re-building the chimney
 - The chimney has been in situ for 200 years and should be retained
 - The developers carried out an assessment of the existing heritage assets prior to purchase/development. The issues raised, including structural stability should have been picked up at this stage and resolved.
 - The chimney is a local landmark and should be retained.
- 11 The above representations include an objection from Cllr David Blackburn whom outlines the following,
- The previous committee approval was clear insofar the wider development was approved subject to the retention of the chimney at its full height. The applicant was fully aware of remedial works required to the chimney when initial surveys were carried out. The current proposal, submitted late in the development process, is unacceptable. In the previous Heritage Statement, contained within the approval for the development, Historic England had made comments regarding their concerns for the chimney. It was outlined by the developer the chimney would be repaired and rebuilt to full height. This should still be the case.
- 12 In addition, Leeds Civic Trust object to the proposals as follows,
- The chimney is an integral part of the listed buildings and is a significant feature of the surrounding area. The loss of 6 meters from its height would adversely affect its proportioned design and cause harm.
 - The structural survey outlines wind loading issues

CONSULTATION RESPONSES:

13 Statutory

None

14 Non-statutory

Conservation - No objections given justification.

RELEVANT PLANNING POLICIES

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

Development Plan

16 The development plan for Leeds is made up of the adopted Core Strategy (2014),

saved policies from the Leeds Unitary Development Plan (Review 2006) (UDP), Aire Valley Leeds Area Action Plan (2017) and the Natural Resources and Waste Development Plan Document (DPD), adopted January 2013 and any made Neighbourhood Plans.

Relevant Policies from the Core Strategy are:

Policy P10 Design
Policy P11 Heritage

Supplementary Planning Guidance and Documents

The following SPGs and SPDs are relevant:

National Planning Policy

- 17 The National Planning Policy Framework (NPPF) sets out the Governments Planning Policies and contains policies on a range of issues including housing, sustainable development, green belt, conservation, the local economy and design.
- 18 The NPPF constitutes guidance for Local Planning Authorities and its introduction has not changed the legal requirement that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.
- 19 Relevant paragraphs are highlighted below.

Paragraph 189 – Heritage Assets

Paragraph 190 – Preservation of the historic environment

Paragraph 194 – Significance of Heritage Assets

Paragraph 196 – Deteriorated state of Heritage Assets

Paragraph 197 – Contribution of Heritage Assets

Paragraph 198 – Importance of retention in situ

Paragraph 199 – Consideration regarding harm to Heritage Assets

Paragraph 200 – Justification for harm or loss

Paragraph 204 – Reasonable steps to ensure new development

Paragraph 205 – Requirements for developers to record evidence of heritage assets

MAIN ISSUES

- 20
 - Demolition of Listed Buildings (Listed Building Application 22/01716/LI)
 - Impact on the Special Character of the Listed Buildings

Demolition of Listed Buildings (Listed Building Application 22/01716/LI)

- 21 The proposals include the partial demolition and restoration of the existing chimney to the former mill building. The application seeks to vary the previous approval insofar that structural defects have been discovered with the existing chimney and thus the applicant has commissioned a structural report to provide justification for a reduction in its overall height.

- 22 Previous reports on the condition of the chimney were prepared by Pendrych and submitted for consideration via the full planning and listed building applications (18/02140/FU and 18/02141/LI). The initial reports concluded that,
- the upper levels of the brick liner had partially collapsed
 - the top 10m of the chimney was in poor condition and needed taking down
 - the steel bands around the chimney were corroded and did not comply with current standards as they only had single bolts at each corner
 - the masonry needed repointing
- 23 The scheme was subsequently approved on the basis the top 10 meters of the chimney would be taken down and rebuilt back to its current height.
- 24 The current structural report outlines the form construction and condition of the chimney with several assumptions which outline several factors are still not known regarding its construction. The report outlines access to the base of the chimney has not been previously possible due to the presence of asbestos which has now been removed, allowing the lowest 8 metre section of the chimney to be assessed.
- 25 The chimney has now been assessed and is as follows,
- 2.5m² to the base
 - 2.5m² to the corbel level, the tapering out to approximately 1.6m²
 - Outer stone wall tapers from 650mm wide at ground level to 200mm wide at the top, leaving a constant 1.2m² aperture.
 - The chimney liner is assumed to thicken at some point, assumed 225mm 8 meters from the bottom.
- 26 An assessment is made of the lower section of the chimney as follows,
- Stone is weathered in places with the mortar eroded
 - Cracks have formed in the stone masonry with a range of vertical cracks in the north and south faces ranging from 5 to 10 meters in height.
- 27 The structural report considers that the chimney is at risk of failure via cracks opening up and the faces bursting as opposed to a compressive strength failure through the weight of the chimney itself. The report outlines that the chimney is also considered at risk under wind loading given its overall height. Weighed against current standards the report concludes the chimney will always be overloaded, given the historical nature the factor of safety will have been much lower than current requirements.
- 28 The report explores retaining the chimney in its current form, keeping the masonry structure. It concludes that this would require additional load, through compression to the lower areas of masonry, which is considered unacceptable.
- 29 In order to achieve a balance, the report considers the chimney requires a reduction in height to lower the overturning moment at its base, thus providing greater structural stability and thus calculates a 6 metre reduction in height is needed. This reduction is considered the appropriate balance to lower the chimneys self-weight and overturning moment thus allowing it to be retained, albeit at a lower height.
- 30 The report concludes,
- The chimney is overloaded by design wind conditions. The serviceability condition moment capacity is only 75% of the applied design wind load overturning moment.

- The bottom of the chimney is in poor condition.
- The factor of safety against failure of the founding strata during wind events that current design standards require will be lower than is acceptable.

31 Recommendations are proposed within the submitted structural report as follows,

- Reduce the height of the chimney by 6m to reduce the overturning moment at the bottom of the chimney and to reduce the bearing pressure below the foundation.
- Add new steel bands to the bottom 8 to 10m of chimney to confine the cracked masonry.

32 Based on the findings officers have consulted the LPA bridges section to independently assess the structural survey. Bridges engineers endorse the findings contained within the report and support the proposed measures reducing the chimney height in order to eliminate public safety risk, should the chimney fail. Bridges engineers further endorse the remediation measures of repointing and installing steel bands around the lower portion.

33 Given the conflicts identified with policies relating to the retention and preservation of heritage assets against wider public safety. Whilst retaining the chimney in its current state, including its overall height, would be preferable and thus allow the preservation of a prominent heritage asset, the risks outlined within the structural report are considered fundamental to public safety given new residential development surrounds the chimney. The harm created via reducing its overall height are considered limited when weighed against general public safety and thus the proposal is considered acceptable.

Impact on the Special Character of the Listed Buildings

34 As part of the assessment of the proposals conservation officers have been consulted regarding the impact created upon the character of the listed buildings.

35 Officers outline the chimney stability assessment concludes that chimney is overloaded the "serviceability condition moment capacity" is only 75% of the applied design wind load overturning moment. It also concludes that the bottom of the chimney is in poor condition and the factor of safety against failure of the founding strata during wind events will be lower than is acceptable.

36 It goes on to recommend reduction in the height of the chimney by 6m to reduce the overturning moment at the bottom of the chimney and to reduce the bearing pressure below the foundation and the addition of new steel bands to the bottom 8 to 10m of chimney to confine the cracked masonry.

37 The proposed net reduction in height of the chimney by 6m (10m demolition followed by rebuilding of 4m) will create some harm on the listed building by reducing its visibility whilst changing its proportions. This harm is considered "less than substantial" and therefore paragraph 201 of the NPPF applies. The NPPF requires that this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

38 Conservation officers consider that removal of the health and safety risk, by reducing the height, should be considered as a public benefit as is long term preservation of the listed building by removing the risk of uncontrolled collapse.

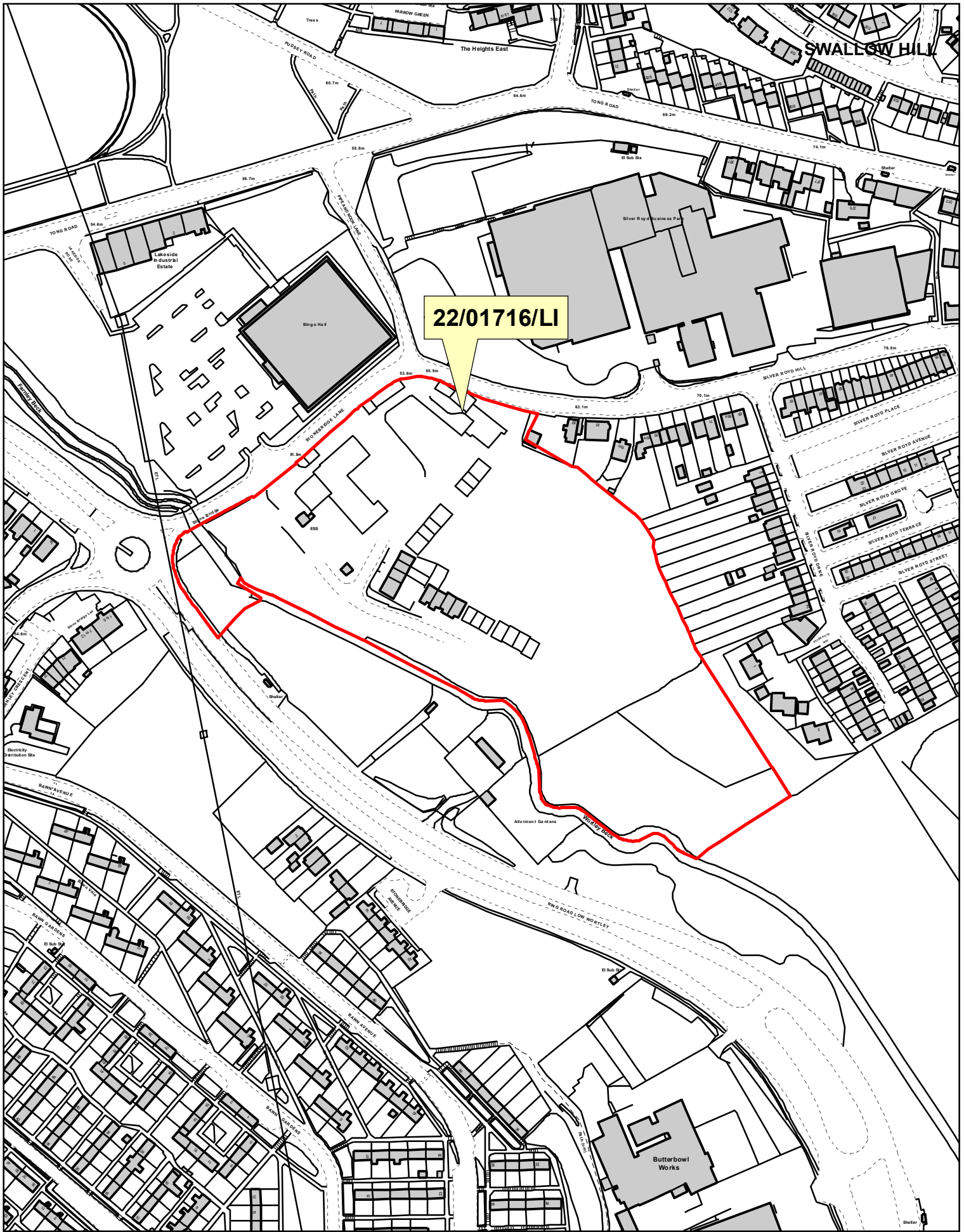
CONCLUSION

- 39 The proposals seek to retain the chimney whilst implementing structural safety works to ensure its long-term viability whilst preventing a risk to the general public. It is acknowledged the proposal does involve alterations to the chimney and thus creates a degree of harm upon the setting of the listed buildings, through reducing its overall height, however this is considered limited given the majority of chimney will be restored, repaired and retained ensuring its long term preservation and thus these associated benefits outweigh overall harm. For these reasons listed building consent should be granted.

Background Papers:

Application files 22/01716/LI

Certificate of ownership: Certificate B signed by the agent



22/01716/LI

SOUTH AND WEST PLANS PANEL

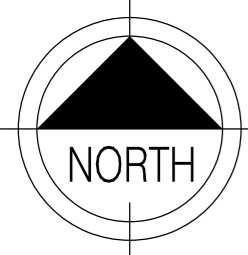
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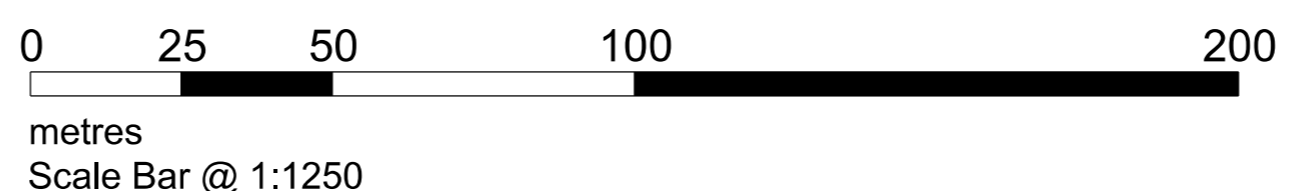
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B	27.03.18	Red line boundary adjusted	JB	MA
A	22.03.18		JB	MA
#		FIRST ISSUE		
REV	DATE	DESCRIPTION	DRN	CKD
AMENDMENTS				
STATUS:		PLANNING		
CLIENT:		STONEBRIDGE MILLS LTD		
PROJECT NAME:		STONEBRIDGE MILLS		
PROJECT ADDRESS:		STONEBRIDGE MILLS WORTLEY		
DRAWING TITLE:		LOCATION PLAN		
JOB NO:	DRG NO:	REVISION:		
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