



Report of the Chief Planning Officer

PLANS PANEL WEST

Date: 29th March 2012

Subject: FORMER PUDSEY GRANGFIELD SCHOOL, MOUNT PLEASANT ROAD, PUDSEY, LS28 7ND

12/00014/FU CHANGE OF USE OF FORMER SCHOOL INCLUDING EXTENSIONS TO FORM 49 FLATS

12/00598/LI LISTED BUILDING APPLICATION FOR INTERNAL AND EXTERNAL ALTERATIONS, PARTIAL DEMOLITION AND EXTENSIONS TO FORM 49 FLATS

APPLICANT	DATE VALID	TARGET DATE
Sk Imports	12/00014/FU - 3 rd January 2012	3 rd April 2012
	12/00598/LI - 18 th February 2012	14 th April 2012

Electoral Wards Affected:

**Pudsey
Calverley and Farsley**

Yes Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: Approve both Planning and Listed Building applications subject to the following conditions:

Planning Application 12/00014/FU

- 1. 3 year time limit;**
- 2. In accordance with the approved plans;**

3. New Stone to match existing building in colour, size and texture
4. Matching slate to be used on new extensions and repairs
5. New window openings to be recessed to match existing windows
6. Full details of all new openings and design/ arrangement of all windows
7. Area used by vehicles laid out, surfaced and drained;
8. Parking spaces to remain unallocated
9. Car park to be completed prior to opening and retained thereafter
10. Details of cycle and motorcycle parking;
11. Methods to be employed to prevent mud, grit and dirt being carried onto the public highway;
12. Details of surface materials;
13. Construction only to be carried out 08:00 – 18:00 hours Monday to Friday and 08:00 and 13:00 on Saturdays;
14. Lighting Scheme;
15. Landscape scheme to be submitted and approved;
16. Landscape maintenance and implementation;
17. Replacement planting within 5 years;
18. Protection of trees through the construction period
19. Rear and side Boundary details;
20. Details of surface water run off to be submitted to, and approved
21. No development within 3m of either side of main sewer on side
22. Details of Bat roosting features to be submitted to, and implemented
23. Contaminated Land Information to be submitted to the LPA
24. Amended Remediation Statement
25. Verification Reports

In granting permission for this development the City Council has taken into account all material planning considerations including those arising from the comments of any statutory and other consultees, public representations about the application and Government Guidance and Policy as detailed in the Planning Policy Guidance Notes and Statements, and (as specified below) the content and policies within Supplementary Planning Guidance (SPG), the Leeds Unitary Development Plan 2001 (UDP) and the Leeds Unitary Development Plan Review 2006 (UDPR).

Policies GP5, GP7, GP11, GP12, BD6, N12, N13, N14, N15, N17, N25, N29, ARC6, T2, T2D, T5, T6, T7A, T7B, LD1,

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

Listed Building Application

1. 3 year time limit;
2. In accordance with the approved plans;
3. New Stone to match existing building in colour, size and texture
4. New window openings to be recessed to match existing windows
5. New window openings to be recessed to match existing windows
6. Full details of all new openings and design/ arrangement of all

windows

7. Architectural and Archaeological recording to be carried out

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

N14, N15, N16, N17, N29 and ARC6

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

1.0 INTRODUCTION:

- 1.1 These applications has been made following pre-application meetings and discussions with the Local Planning Authority and following a public exhibition held by the developers.
- 1.2 They are brought before Plans Panel due to the significance of the development and at the request of Local Members.

2.0 PROPOSAL:

- 2.1 The proposal is for conversion and extension of the former school building into 49 flats. The proposal includes the demolition of two rear 1960's extensions, and the construction of two replacement extensions. These proposed extensions project out a further 6m from the rear of the building, (when compared to the extensions they seek to replace) and are 2 and 3 storeys in height, which match height, materials, and design of the original school building. The proposal also seeks to replace all of the window with new slimline aluminium frames.
- 2.2 The proposal is arranged with 7 flats on the lower ground floor, 21 flats on the ground floor, and 21 flats on the first floor. Some of the flats on the first floor are duplexes, set over two levels with accommodation within the roof space on mezzanine levels. The proposal includes ten 1-bedroom flats, thirty five 2-bedroom flats, and four 3-bedroom flats.

- 2.3 The proposal utilises the existing floors within the building with one exception. It is proposed to horizontally sub-divide the former school hall, which lies to the rear of the building to provide 2 levels of accommodation. Two flats are proposed on this new level.
- 2.4 The proposal includes a formal garden area which lies to the rear of the building, this lies between the two rear projecting wings. A total of 70 car parking spaces are proposed, the parking area is located to the rear of the building and equates to parking provision of 143%.
- 2.5 The applications have been supported by the following documents.
- Design and Access Statement
 - Ecological Assessment
 - Arboricultural Impact Analysis
 - Bat Emergence Survey
 - Phase 1 Desktop Report
 - Heritage Statement
 - Financial Viability Appraisal

3.0 SITE AND SURROUNDINGS

- 3.1 The application consists of a former school, which is grade II listed. The building is stone built, and has a symmetrical appearance and two rear wings, which gives the building a U shape. The building was constructed in 1911, with a slate pitched roof. The building is 2 storey's in height with an additional basement level and attic level. The basement level is above ground level towards the northern side of the building, due to the slope of the site which slopes upwards towards the south.
- 3.2 The front façade has 15 bays, with domed towers to the outer bays which lie at each end of the building. The building is considered to be attractive and contains much detailing which includes stone mullion windows, quoins, pilasters, and a gabled parapet. The listed description of the building describes the architecture of the building as 'Vernacular Revival style with Classical detailing'.
- 3.3 The building is vacant at present, having been empty since the school vacated the premises in 2009 into a new modern building which lies adjacent to the site, to the east. Internally the school has been altered substantially since its construction with modern partitions, floor coverings and suspended ceilings. The internal décor is relatively plain and does not contain much architectural detailing. The internal décor has also suffered massive damage from water ingress caused by the theft of lead and slate tiles from the roof. The building at present is considered to be in a derelict and dangerous state.
- 3.4 To the south of the host listed building, lies a separate detached building which was formally the science block of the school. This building appears to have been constructed in the 1960's and is 2 storey's in height with a flat roof. This building lies outside the red line boundary of this application. Vehicular

access to this block is however made through the rear of this site, and the proposed plans retain this access. The applicants are marketing this building at present as a separate development opportunity.

- 3.5 The site lies to north of Pudsey Town Centre, on a road which offers access between Pudsey town centre and Stanningley By-Pass and the settlements of Stanningley and Farsley. The site lies in a predominately residential area, stone terraced properties lie opposite the site to the west, and lie to the north, purpose built flats lie to the south (beyond the science block) and the new school building lies to the east. The property has a large rear enclosed parking area. The site also lies within Pudsey Conservation Area. A number of protected trees lie to the front of the building, along the Richardshaw Lane frontage.

4.0 Relevant Planning History:

- 4.1 These applications are re-submissions of two previous applications (11/3545/FU and 11/03546/LI) which were also for the conversion and extension of the building into 49 flats. These applications were withdrawn by the applicant on 25th November 2011 and 19th January 2012 respectively, due to the lack of financial viability appraisal to support the non provision of affordable housing and green space contributions.
- 4.2 There is an array of previous applications for relatively minor alterations and extensions to the existing building, whilst in use as a school. None of these previous applications have any relevance to this application.

5.0 HISTORY OF NEGOTIATIONS

- 5.1 The application has been subject to a pre-application discussions over the last year. Most discussions has centred around striking a balance between the level of parking offered and amount of external landscaping and amenity space, and the exact details of the internal conversion works.

6.0 PRE-APPLICATION COMMUNITY INVOLVEMENT

- 6.1 The developers held a public meeting on 4th November 2011 at the new Pudsey Grangefield School to inform local residents and Members of the previous application, and to gain their views on the proposals.
- 6.2 Two ward Members Councillor Richard Lewis, Councillor Josephine Jarosz attended, as well as Councillor Andrew Carter from the Calverley and Farsley Ward which lies opposite the site. Approximately 12 local residents also attended the meeting.

The feedback from the meeting was that people were generally very supportive of the proposal to re-use the building, however the main issue of concern was parking.

People were concerned over the level, or perceived lack of parking proposed, and the likelihood this would lead to a greater demand for on street parking on adjacent streets. The parking provision on the site was raised from 65 to 70 spaces following this consultation exercise.

7.0 PUBLIC/LOCAL RESPONSE

- 7.1 The application was publicised by 8 site notices which were posted around the site on 20th January 2012. An advert was also placed in the local press on 26th January 2012.
- 7.2 To date 2 of the local ward Members have commented on the application, Councillor Lewis and Councillor Coulson. Comments made support the re-use of the building but raise concerns regarding the level of parking proposed.
- 7.3 Councillor Carter whose Calverley and Farsley ward lies directly opposite the development, has requested that residents only parking is introduced on the streets opposite, and the extensions to the building are removed, to increase on site parking provision, as the level of parking proposed is insufficient.
- 7.4 To date, one letter of representation has been received from a local resident. The points raised are highlighted below.
- support the re-use of the building as the conversion of the school building appears sensitive
 - level of parking not adequate, and will lead to overflow parking on nearby streets
 - parking permits should be issued to local residents

8.0 CONSULTATION RESPONSES

Statutory:

- 8.1 Highways
No objections subject to conditions, on balance given the conversion nature of the application the parking ratio of 143% is considered to be acceptable.

Non-statutory:

- 8.2 Mains Drainage
No objections subject to conditions

Yorkshire Water
No objections subject to conditions

Access Liaison Officer
Object, level access could be achieved into the lower ground floor

West Yorkshire Police

Consideration should be given to the controlled access into the building and location of mail boxes. The location of the cycle and motor cycle parking should be re-located away from the gate.

Landscape Officer

No objection subject to conditions relating to tree protection.

Metro

Bus only travel cards should be provide for each resident, this will total £20,616.75

Transport Policy

No comment the proposal is under the threshold of 50 units

Environmental Health

No objections subject to conditions which relate to hours of construction

West Yorkshire Ecology Team

No reply

Nature Conservation

The Bat Survey suggests there is no significant roost. Bat roost features should be incorporated into the development and conditioned on the approval of the application.

Street Scene Services

No objection

Local Plans

The proposal generates a requirement for a Commuted sum of £113,134.45 towards public open space, following the policy requirements of N2 and N4.

9 PLANNING POLICIES

9.1 National planning policy and guidance includes:

PPS1	Delivering Sustainable Development
PPS5	Planning and the Historic Environment
PPG13	Transport

9.2 Development Plan Leeds Unitary Development Plan Review 2006

GP5	All relevant planning considerations
GP7	Planning obligations
GP11	Sustainability
GP12	Sustainability
BD6	Alterations and Extensions
N12	Urban design
N13	Design and new buildings
N14	Listed buildings and preservation

N15	Listed buildings and change of use
N16	Extensions to listed buildings
N17	Listed buildings character and appearance
N25	Boundary treatments
N29	Archaeology
ARC6	Archaeology
T2	Transport provision for development
T2D	Public transport provision for development
T5	Pedestrian and cycle provision
T6	Provision for the disabled
T7A	Cycle parking
T7B	Motorcycle parking
LD1	Landscaping

9.3 Emerging Core Strategy

The Publication Draft of the Core Strategy was issued for public consultation on 28th February 2012 with the consultation period closing on 12th April 2012. Following consideration of any representations received, the Council intends to submit the draft Core Strategy for examination. The Core Strategy set sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. As the Core Strategy is in its pre submission stages only limited weight can be afforded to any relevant policies at this point in time

10.0 MAIN ISSUES

- Principle of development
- Impact of the proposal on the special character of the listed building
- Amenity Considerations
- Viability Issues
- Highways/ Parking
- Nature Conservation
- Landscaping/ Trees

11.0 APPRAISAL

Principle of Development

11.1 The proposal is concerned with the conversion of a derelict, vacant former school, which is a grade II listed building into residential accommodation. The site lies unallocated within the Leeds UDP, but within the boundary of Pudsey Conservation Area. There are no specific policies which are concerned with the re-use of school buildings. In terms of PPS3, it is considered the proposal is acceptable as it provides new additional housing within an existing building, which is served well by existing services and infrastructure, and is located in a sustainable location in close proximity to Pudsey town centre. The proposal also conforms with the surrounding land uses.

11.2 Although the proposal may be acceptable in land use terms, the re-use of a

listed building has to be considered against PPS5 and the local adopted policies which are concerned with listed buildings. In accordance with national policy PPS5, and Leeds UDP Review policies, there is a presumption in favour of the preservation of listed buildings. The scheme results in the retention and restoration of the original school building and the demolition of previous extensions, which were considered to be poorly designed additions to the host building, and new replacement extensions.

- 11.3 The best use will usually be the use for which the building was originally designed, and the continuation or reinstatement of that use should certainly be the first option when the future of a listed building is considered. The fact the former school use has ceased and moved into adjacent new modern premises, and the fact the building has been sold by the Local Authority as it was declared surplus to requirements, does make it very unlikely that a new school use for the building would be forthcoming, and thus options for the re-use have to be explored, which best preserve the building.
- 11.4 It is also unlikely that alternative uses for the building could be found which did not involve alterations due to the size/ arrangements of the rooms, as the building was purpose built as a school, and which did not conflict with other planning policies which would result in out of centre retail/ office/ leisure development. The application is therefore considered to be acceptable in principle, subject to an assessment against all other normal development control considerations with special regard being given the architectural merit and features of the listed host building.

Impact on the Special Character of the Listed Host Building and the Character of Pudsey Conservation Area

- 11.5 The submitted Heritage Statement, and PPS5 Assessment, put forward an assessment of the nature, extent and importance of the significance of the heritage assets of the building. Detailed justification for the alterations of various elements has been submitted in accordance with PPS5, setting out the nature of the interest and the significance of the interest, which has been assessed and agreed by the Council's specialist conservation and archaeology advisors.
- 11.6 An internal inspection of the building has occurred, and although the building externally is grand and imposing, the interior is relatively plain and contains few architectural features of merit. The building internally has been altered over the years and been fitted out with modern replacements windows in parts and tiled suspended ceilings. The only areas of merit and interest which exist in their original form are two entrances foyers which lie at either side of the building along the Richardshaw Lane elevation.
- 11.7 It is worth noting the interior, and general condition of the building has rapidly deteriorated since the building was vacated. Thieves have stolen lead and slates from the roof and the building has suffered significant levels of water ingress which has caused considerable and irreparable damage internally to the building to fixtures such as architraves and cornicing and the original parquet floor covering. Large sections of the building are unprotected and are

open to the external elements. Windows have also been smashed and copper and wire have also been stolen from the building.

- 11.8 Officers have no objections to the internal alterations proposed as the most significant features such as the foyers are retained, the conversion will secure the long term future of the building and preserve its exterior. The proposed extensions are considered to be well designed which match the original building in terms of materials, alignment, design and scale. The proposed extensions are considered to be quality additions to the host building when compared to the existing single storey extensions they seek to replace. The existing extensions appear to have been constructed in the 1960's and are single storey with flat roofs.
- 11.9 It is worth noting the proposed extensions are located to the rear of the building. The imposing frontage along Richardshaw Lane will remain largely unchanged, with the exception of new windows frames, which are to be inserted into the existing stone mullions. Conservation officers have raised no objection to the replacement windows due to the variation of the existing window frames within the building which include some upvc windows, and the condition of the timber window frames. The fact the windows frames are located within stone mullions, lessen their visual impact, particularly if they are to finished in a dark grey color. It is worth noting that grey aluminum frames were used at Old School Lofts, which is a similar sized former school in Armley which was converted into residential apartments in the 1990's. This scheme is considered to be a success and a good example for a school conversion into flats.
- 11.10 It is considered the application is the only realistic proposal which would be forthcoming in the future, due to the revenue returns from a residential use, which will ensure the building is preserved, and which would halt its further deterioration. For these reasons also it is considered the proposal would enhance the character of the Conservation Area the building lies within. The building at present looks in a serious state of disrepair with a derelict and vandalised appearance, which has an negative impact on the character and appearance of the Conservation Area, particularly when considering its special architectural merit.

Amenity Considerations

- 11.11 It is considered the proposal would offer a good adequate level of amenity to its future occupiers. All of the flats are considered to be large, with regard to the internal accommodation they provide. This is due to the conversion nature of the building, and the depth of the building due to its previous school use. All flats have open outlooks into the site grounds, with some units benefiting from double and triple aspects.
- 11.12 The scheme also benefits from an east facing formal garden area which is situated between the two rear projecting wings. This will offer future residents an element of external amenity space. The front, west facing side of the building which fronts onto Richardshaw Lane also includes a landscaped area in and amongst the protected trees. Conversion schemes of this nature are

always constrained by the availability of external space, however in this instance, given the size of the development (49 flats) it is considered a good level of amenity space is proposed.

- 11.13 It is also not considered that the proposal would have an adverse impact on the living conditions of adjacent occupiers. It is considered the proposed use as 49 flats is less intensive than the previous school use, which would have resulted in a significant level of traffic to the site at the peak am and pm times.
- 11.14 Similarly it is not considered the proposal would result any additional over-looking or loss of privacy onto adjacent properties. The proposed rear extensions are located in-line with the side northern and southern elevations of the building, and bear no nearer to properties located opposite. The northern elevation of the building lies 21m away from the boundary of the rear gardens of the properties opposite on Croft House Court. The rear eastern elevation lies approximately 25m away from the boundary with the new Pudsey Grangefield School. The southern elevation of the building lies 7.5m from the boundary with the disused science block site, and the front western elevation lies 33m away from the terraced properties located opposite across Richardshaw Lane.

Highways/ Parking

- 11.15 The main issue which has been highlighted by local residents and Members is the level of parking proposed. The scheme proposes 70 spaces for 49 flats, which results in a ratio of 143%. The number of parking spaces have been increased from 65 (an additional 5 spaces) from the previous withdrawn scheme. Given the location of the site and the proximity to Pudsey Town Centre, and Bus Station which is approximately a 3 minute walk away, the level of parking proposed is considered to be acceptable and in-line with UDP guidance.
- 11.16 As stated previously in the report the scheme is constrained by the fact it is concerned with the conversion of an existing building, the requirement for adequate levels of parking has to be balanced with the need to ensure an appropriate setting around the listed building with regard to landscaping etc. It is considered the 70 spaces proposed is the maximum amount of parking this site can adequately accommodate.
- 11.17 It has been suggested that the level of parking could be increased if the two rear extensions were omitted from the application. The applicants have dismissed this, stating the scheme would not be economically viable if the extensions which accommodate a total of 8 units were lost from the scheme. Asset Management appraisal of the financial viability supports this assertion.
- 11.18 It was been suggested by Councilor Carter that the existing streets located opposite (which lie within the Calverley ward) Somerset Road, Brunswick Road and Pembroke Road all suffer from very high levels of on street parking and the residents of these streets would benefit from parking permits, to ensure no overspill from this development. Highways Officers accept there are high levels of on street parking on these streets and consider issuing

parking permits would be beneficial to the existing residents of these streets as it would ensure no overspill occurs from the development proposed onto these adjacent streets.

- 11.19 Highways have stated the cost of a permit scheme to cover Somerset Road, Back Brunswick Road, Brunswick Road, Larkfield Road, Pembroke Road, Pembroke Drive, Higher Grange Road and Thorpe Road is circa £35,000 to include all signing, lining, legal costs and staff fees. The applicants have declined to fund these works, citing affordability and viability issues. Highways have confirmed they do not object to the application in the absence of providing parking permits, and the application could not be refused on such grounds, as the level of parking offered within the development is acceptable and follows UDP guidelines.

Viability Issues

- 11.20 The application has been supported by a full financial appraisal to support the application in the absence of any provision towards affordable housing, green space or sustainable transport measures, i.e Metro cards etc. Surveyors in Asset Management have reviewed this, and have confirmed the conclusion of this appraisal. They conclude that even with no planning gain contributions the scheme is described as 'high risk' in financial terms and now is likely to have a negative land value due to the high costs involved with a conversion of a listed building. In view of this, and given the over-riding need to preserve and repair the listed building Officers accept the nil provision of affordable housing, green space and contributions towards Metro Cards and further parking surveys etc. On balance it is considered the need to repair and preserve this grade II listed building outweighs any harm caused by the nil provision of planning gain contributions.

Nature Conservation

- 11.21 The application was supported by a Bat Survey, emergence surveys have been undertaken during the optimum summer period. Sufficient surveyors were in place to cover all parts of the building. Only a relatively low level of bat activity was recorded and no bats were seen to emerge from the building which suggests the absence of a significant roost. Bat roosting features should be incorporated into the development as recommended in paragraph 4.1 of the July report, this will be conditioned on the approval of the application.

Landscaping/ Trees

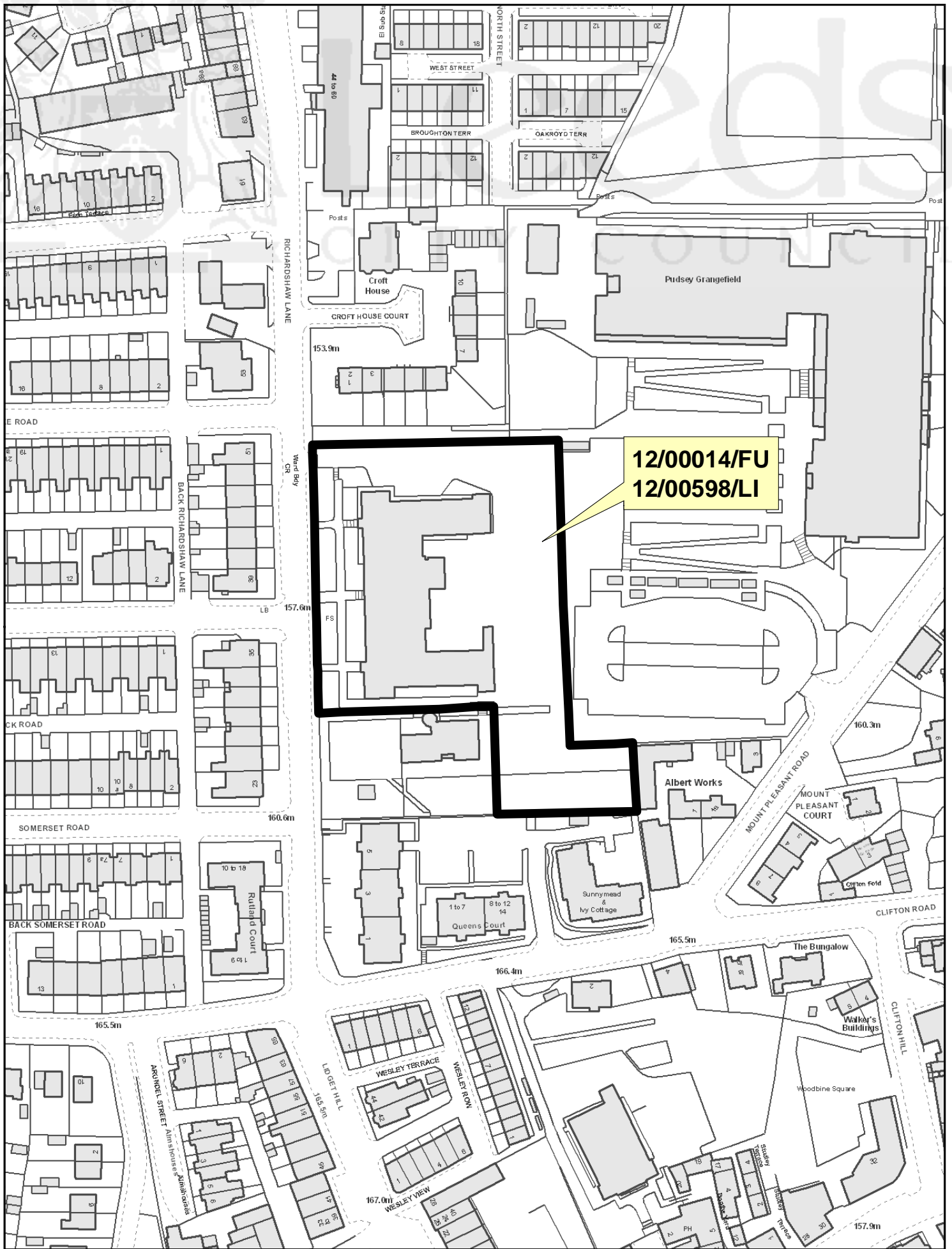
- 11.22 The entire existing rear and side curtilage areas of the property are solely hard surfaced and the proposal increases the availability and amount of soft landscaping on the site. Full landscaping details will also be conditioned on the approval of the application along with implementation and maintenance details. It is important to note that all of the protected trees which lie within the front curtilage area, along Richardshaw Lane are to be retained, and a condition will be placed on the approval of this application for tree protection measures.

12.0 CONCLUSION

- 12.1 It is considered the proposal of providing a new use and new investment into a derelict, rapidly deteriorating listed building, which will secure its restoration, should be actively encouraged. The scheme is considered to be sensitive to the architectural design and merits of the building, and would preserve the exterior of the building, which is a landmark within the street scene and within this locality. For these reasons also the development would enhance the character of Pudsey Conservation Area. On balance it is considered the benefits of the proposal outweigh any concern relating to overspill parking, as it is considered the parking ratio of 143% is acceptable for a residential development of this nature.
- 12.2 Therefore approval of applications 12/0014/FU for change of use of former school including extensions to form 49 flats and 12/00598/LI for the associated Listed Building Consents is recommended.

Backgrounds Papers

Files 11/03545/FU and 11/03546/LI



12/00014/FU
12/00598/LI

WEST PLANS PANEL