

Report of the Assistant Director (Planning, Transportation & Highways) to the meeting of Regulatory and Appeals Committee to be held on Thursday 13 July 2017.

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Subject:

Listed Building Consent Application 16/06607/LBC for works to a listed building required to convert it to residential use as proposed through planning application ref. 16/06606/MAF at Baildon Mills, Northgate, Baildon.

Summary statement:

The committee is asked to consider a Listed Building Consent application for works to the Grade II Listed four-storey mill warehouse forming part of the premises of John Peel and Son Limited fronting onto Northgate/ Pinfold in the centre of Baildon. The listed building comprises one of the buildings proposed for residential conversion under planning application ref. 16/06606/MAF.

A full assessment of the application is included in the report at Appendix 1. Having had special regard to the desirability of preserving the listed building and its setting and taking development plan policies and other relevant material considerations into account it is recommended that conditional Listed Building Consent is granted for the reasons and subject to the conditions set out in the report at Appendix 1.

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Portfolio:
Regeneration, Planning and Transport

Overview & Scrutiny Area:
Regeneration and Economy



1. SUMMARY

The Regulatory and Appeals Committee are asked to consider the recommendations for the determination of listed building consent application 16/06607/LBC as set out in the report of the Assistant Director (Planning, Transportation and Highways) - Technical Report at Appendix 1. It is recommended that listed building consent is granted subject to the conditions recommended at the end of the report.

2. BACKGROUND

Attached at Appendix 1 is a copy of the Technical Report of the Assistant Director (Planning, Transportation and Highways). This identifies the material considerations relevant to the application be considered.

3. OTHER CONSIDERATIONS

All considerations material to the determination of this listed building consent application are set out in the Technical Report at Appendix 1.

4. OPTIONS

If the Committee proposes to follow the recommendation to grant listed building consent then the Assistant Director (Planning, Transportation and Highways) can be authorised to issue a Decision Notice granting conditional listed building consent for the proposed conversion and alteration works.

If the Committee decide that listed building consent should be refused, they may refuse the application accordingly, in which case reasons for refusal will have to be given. The Committee may also opt to grant listed building consent subject conditions which differ from those recommended in this report.

5. FINANCIAL & RESOURCE APPRAISAL

None relevant to this Listed Building Consent application.

6. RISK MANAGEMENT & GOVERNANCE ISSUES

Not applicable.

7. LEGAL APPRAISAL

Both options set out above are within the Council's powers under the provisions of the Town and Country Planning Act 1990 and Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

8. OTHER IMPLICATIONS

8.1 EQUALITY & DIVERSITY

In writing this report due regard has been taken of the need to eliminate unlawful discrimination, harassment and victimisation, advance equality of opportunity between different groups and foster good relations between different groups, in accordance with the duty placed upon Local Authorities by Section 149 of the Equality Act 2010.

The context of the site, the works to the listed building proposed and the representations which have been made have been reviewed to identify the potential for the determination of this application to disadvantage any individuals or groups of people with characteristics protected under the Equality Act 2010. The outcome of this review is that there is not considered to be any sound reason to conclude that the proposed listed building alterations would have a significantly detrimental impact on any groups of people or individuals with protected characteristics.

Furthermore it is not considered that the proposal would lead to significant adverse impacts on anyone, regardless of their characteristics. Likewise, if listed building consent were to be refused by the Committee, it is not considered that this would unfairly disadvantage any groups or individuals with protected characteristics. Full details of the process of public consultation which has been gone through during the consideration of this application and a summary of the comments which have been made in response to this publicity are attached at Appendix 1.

8.2 SUSTAINABILITY IMPLICATIONS

The NPPF confirms that the purpose of the planning system is to contribute to the achievement of sustainable development and that there are three dimensions to Sustainable Development, comprising:

- an economic role – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
- a social role - 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; and
- an environmental role - contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

It is not considered that the proposed works to the listed building have any significant sustainability implications.

8.3 GREENHOUSE GAS EMISSIONS IMPACTS

Although the conversion and alteration works to the listed building would result in the emission of Greenhouse Gasses it is not considered that the greenhouse gas impacts of the development would be disproportionate to the scale of works. Furthermore the greenhouse gas emissions impacts associated with the residential conversion of existing buildings are likely to be generally lower than the emissions which result from new-build residential development.

8.4 COMMUNITY SAFETY IMPLICATIONS

Saved Policy D4 of the RUDP states that development proposals should be designed to ensure a safe and secure environment and reduce the opportunities for crime. Issues associated with security and safety are assessed in the associated planning application report.

8.5 HUMAN RIGHTS ACT

The Council must seek to balance the rights of applicants to make beneficial use of their property with the rights of nearby residents to quiet enjoyment of their land; together with any overriding need to restrict such rights in the overall public interest. In this case there is no reason to conclude that that either granting or refusing listed building consent will deprive anyone of their rights under the Human Rights Act.

8.6 TRADE UNION

There are no implications for Trades Unions relevant to this application.

8.7 WARD IMPLICATIONS

The proposal site is within the Baildon Ward. Ward Councillors the Parish Council and local residents have been made aware of the application and have been given opportunity to submit written representations through two rounds of publicity (August 2016 and May 2017).

In response to this publicity 7 representations have been received on the listed building consent application, all of which object to the proposals. Two of the objections are from Councillors who represent the Baildon Ward. In addition the Parish Council have objected to the proposed listed building alterations.

The Technical Report at Appendix 1 summarises the material planning issues raised in the public, Ward Councillor and Parish Council representations and the appraisal gives full consideration to the effects of the development upon residents within the Baildon Ward.

9. NOT FOR PUBLICATION DOCUMENTS

None

10. RECOMMENDATIONS

To approve Listed Building Consent subject to the conditions recommended at the end of the Technical Report at Appendix 1.

11. APPENDICES

Appendix 1: Technical Report

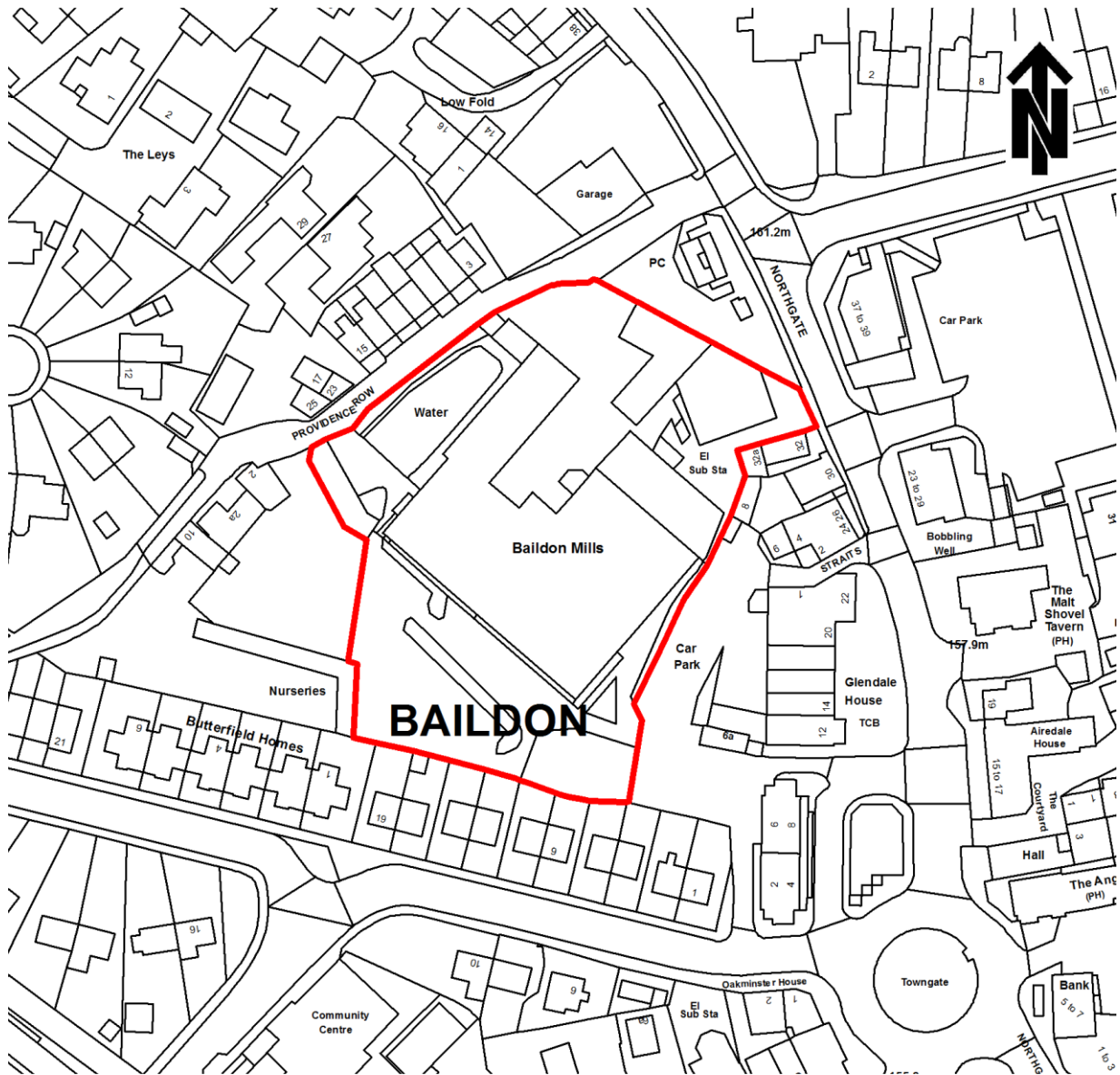
12. BACKGROUND DOCUMENTS

- Replacement Unitary Development Plan for the Bradford District
- Local Plan Core Strategy Publication Draft, Subject to Main Modifications
- National Planning Policy Framework
- Application File 16/06606/MAF,
- Application File 16/06607/LBC
- Application File 17/00921/MAF

16/06607/LBC

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Baildon Mills
Northgate
Baildon

Appendix 1

13 July 2017

Ward: Baidon

Recommendation:

To Grant Listed Building Consent, subject to the conditions recommended at the end of this report.

Application Number:

- Listed Building Consent Application 16/06607/LBC

Type of Application/Proposal and Address:

Listed building consent application for works to a Grade II listed four-storey mill warehouse forming part of the premises of John Peel and Son Ltd at Baidon Mills, Northgate, Baidon. The application is associated with a concurrent full planning application to change the use of the building from office and retail use to residential.

Applicant:

KMRE GROUP LTD & JOHN PEEL & SONS (HOLDINGS) LTD

Agent:

Mr Roger Lee

Site Description:

The listing text describes the relevant listed building as follows:

Early-mid 19th Century four-storey mill warehouse forming part of the premises of John Peel and Son Ltd. Hammer-dressed stone, rock-faced to ground-floor basement at front, corrugated iron roof. Gable on to road has 2 semicircular-arched cart entries (one blocked). Band above ground floor only. Three floors above each with taking-in-door with tie-stone jambs, that to top floor has cat-head; to either side single-light window with projecting sill. Left-hand return has 4 bays of similar windows to top floor only. Right-hand return has 5 bays of windows to ground floor and 1st floor and 7 bays to 2nd floor. Later buildings attached to lower floors.

The building has been subject to prior conversion to office and retail use which involved the substantial removal of original internal features and the replacement of the original timber window with modern windows incorporating uPVC frames. The building has also been re-roofed from the original stone slate to corrugated metal sheeting. There is no record of these works being authorised in terms of either planning consent or listed building consent. The office conversion works appear to have taken place in the 1980s.

Relevant Site History:

Application Ref.	Description	Decision
84/02523/FUL	Ext To Existing Storage & Production Area	Granted 27.06.1984
85/07756/MIN	Alterations To Existing Manager's Office	Granted 30.01.1986
91/06968/LBC	Breaking out of window to form new entrance	Granted 16.01.1992
98/02005/LBC	Erection of signs on building	Granted 20.08.1998
98/01993/COU	Change of use from warehouse to warehouse and retail area for the sale of	Granted 21.08.1998

	fruit and vegetables	
02/01243/COU	Change of use of former offices to retail premises	Granted 21.05.2002
11/02904/FUL	Change of use from B1 to soft play nursery with ancillary accommodation	Granted 15.09.2011
16/02172/POR	Change of use from Use Class B1(a) Office to C3 Dwellinghouse	Prior Approval Refused 06/05/2016
16/06606/MAF	Conversion and alterations, including partial demolition, of existing buildings and the replacement of a garage block with a new building, to form 42 residential units	PCO
17/00921/MAF	Residential development of 14 units	PCO

Emerging Local Plan Core Strategy (LPCS)

The Council's emerging Core Strategy is now at a late stage of production, with an inspectors report having been published following Examination in Public and the plan found to be sound, subject to several specified main modifications. The previous government holding direction has also now been withdrawn and consequently the Core Strategy is to be proposed for adoption at the full Council meeting 18 July 2017. Therefore the LPCS should now be accorded significant weight in decision making. Emerging policy EN3 of the LPCS is considered to be relevant to the determination of this application for listed building consent:

Policy EN3: Historic Environment

The Council, through planning and development decisions, will work with partners to proactively preserve, protect and enhance the character, appearance, archaeological and historic value and significance of the District's designated and undesignated heritage assets and their settings.

This will be achieved through the following mechanisms:

A. Ensure the protection, management and enhancement of the Outstanding Universal Value (OUV) of the Saltaire World Heritage Site through the implementation of the Saltaire World Heritage Site Management Plan and associated documents.

B. Require development proposals within the boundary of Saltaire World Heritage Site Saltaire or within its Buffer Zone to demonstrate that they will conserve those elements which contribute towards its OUV, including its setting and key views.

C. Require that all proposals for development conserve and where appropriate, enhance the heritage significance and setting of Bradford's heritage assets, especially those elements which contribute to the distinctive character of the District, specifically:

1. The nationally important prehistoric rock art of Bradford's upland areas.
2. The nationally important industrial heritage relating to the textile industry, particularly the mills, chimneys, commercial buildings, public buildings, and associated housing and settlements, the legacy of public parks, gardens, landscapes and cemeteries.
3. The pre-industrial townscape and distinctive architectural styles and palette of materials of the District's towns and villages, the Victorian townscape of the expanded towns such as Bradford, Ilkley and Keighley.

4. The spatial qualities, building form, plot sizes, open spaces, trees and identified significant views of the urban areas, semi-rural villages and suburban developments, including at Heaton Estates, Devonshire Park and Middleton.
5. The heritage assets associated with transport including historic bridges, and the structures and character of the Leeds and Liverpool Canal.
6. The literary and other associations of Haworth and conservation areas of Thornton with the Bronte family.

D. Where possible the original use of a listed building be retained or continued. Where this is no longer viable or appropriate or where without an alternative use the listed building will be seriously at risk, the Council will grant permission for an alternative use if it can be demonstrated that:

1. The alternative use is compatible with and will preserve the character of the building and its setting.
2. No other reasonable alternative exists which would safeguard the character of the building and its setting.

E. That the alteration, extension or substantial demolition of a listed building will only be permitted if it can be demonstrated that the proposal:

1. Would not have any adverse effect upon the special architectural or historic interest of the building or its setting.
2. Is appropriate in terms of design, scale, detailing and materials.
3. Would minimise the loss of historic fabric of the building.
4. Or if there is harm to the special interest of the building, that this is outweighed by the public benefits of the proposal.

F. Require proposals to protect or enhance the heritage significance and setting of locally identified non designated heritage assets, including buildings, archaeological sites and parks, landscapes and gardens of local interest.

G. Require proposals to respect and reinforce the distinctive character of the part of the District within which they are located. Account must be taken of guidance adopted by the Council, particularly Conservation Area Appraisals and Reviews, the Shopfront Design and Security Guides and other guidance documents.

H. Encourage heritage-led regeneration initiatives especially in those areas where the historic environment has been identified as being most at risk or where it can help to facilitate the re-use or adaptation of heritage assets.

Replacement Unitary Development Plan (RUDP):

Allocation

- The proposal site is unallocated on the RUDP Proposals Map; however it is within the Baildon Conservation Area.

Proposals and Policies

The following saved policies of the RUDP are also considered to be relevant to the proposal:

- UDP3 Quality of Built and Natural Environment
- BH4 Alteration, Extension or Substantial Demolition of Listed Buildings

The National Planning Policy Framework (NPPF):

The National Planning Policy Framework is now a material planning consideration on any development proposal. The Framework highlights the fact that the purpose of the planning system is to contribute to the achievement of sustainable development and that there is a presumption in favour of sustainable development which can deliver:-

- i) Planning for prosperity (an economic role) - by ensuring that sufficient land of the right type and in the right places is available to allow growth and innovation;
- ii) Planning for people (a social role) - by promotion of strong, vibrant and healthy communities by providing an increase supply of housing to meet the needs of present and future generations and by creating a good quality built environment with accessible local services;
- iii) Planning for places (an environmental role) - by protecting and enhancing the natural, built and historic environment, adapting to climate change including moving to a low-carbon economy.

As such the Framework suggests local planning authorities should approve development proposals that accord with statutory plans without delay. Where the development plan is absent, silent or relevant policies are out-of-date, permission should be granted unless:

- any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole;
- or specific policies in the NPPF indicate development should be restricted.

In relation to heritage conservation the NPPF advises in Section 12 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. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification.

Substantial harm to or loss of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.

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.

Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

Planning (Listed Buildings and Conservation Areas) Act 1990

Section 16 of the Act sets out the legal framework for determining applications for Listed Building Consent as follows:

- 1) Subject to the previous provisions of this Part, the local planning authority or, as the case may be, the Secretary of State may grant or refuse an application for listed building consent and, if they grant consent, may grant it subject to conditions.
- 2) In considering whether to grant listed building consent for any works the local planning authority or the Secretary of State 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.
- 3) Any listed building consent shall (except in so far as it otherwise provides) enure for the benefit of the building and of all persons for the time being interested in it.

Parish Council:

Baildon Parish Council

In relation to the listed building application only, the Council object to the replacement of the three taking in doors with modern Juliet style windows. This alteration would have a significant impact on the historical value of the building.

Publicity and Number of Representations:

The application has been advertised through the publication of site notices and press advertisements and the issuing of notification letters to neighbouring properties. Two rounds of publicity were undertaken. The initial consultation period took place between 19 August 2016 and 09 September 2016 and a further consultation was initiated, as further information and revised proposals were received, between 09 May 2017 and 05 June 2017.

In response to this publicity 7 representations have been received on the listed building consent application, all of which object to the proposals. Two of the objections are from Councillors who represent the Baildon Ward.

Following complaints from Ward Councillors regarding the lack of pre-application consultation undertaken by the applicant, subsequent to submission, a public consultation event was held at Baildon Mills on the 5th and 6th of October 2016 between the hours of 4pm and 7pm. The event was publicised via a notice in the Telegraph and Argus, letters to tenants at the Mills and notification to each of the ward councillors.

The applicant has advised that the events were attended by councillors, tenants and members of the public with a number of issues discussed. Amongst the points raised were the impact on existing tenants, impact on employment, maintenance and manoeuvring on Providence Row, treatment of the pond, effect on trees and the potential for a mixed use development including retail. The applicant claims that these comments have been considered by the applicant in the amendments to the first application and the submission of the second application for 14 houses.

Summary of Representations Received:

- The Statement of Community Consultation inaccurately indicates that pre-application consultation was undertaken with Ward councillors;
- The 2 units to be constructed on Providence Row would look out of character with the Conservation Area.
- The development incorporates inadequate parking provision and therefore will exacerbate existing parking problems in the area.
- The development will result in increased traffic on Providence Row which will cause harm to existing residents due to increased noise, congestion and damage to the road surface, particularly in winter
- Concern that the development will impede access to Providence Row for existing residents.
- Concern that the 2 units to be constructed on Providence Row will result in the removal of existing garages used by Providence Row residents.
- The development will increase traffic within Baildon which already suffers from congestion problems due to the inadequate road infrastructure.
- Baildon has inadequate public transportation to Leeds, with the train station a 20 minute walk away, therefore occupants of the development will undoubtedly use their car.
- The access is off a narrow road with poor visibility both for motorists and pedestrians.
- The small businesses at Baildon Mills help to make Baildon a thriving village with a mixture of shops, businesses and houses. If these units go it could have a detrimental effect on other local businesses; we already have some empty shops and don't want more.
- There would inevitably be more traffic travelling in and out of Baildon - both from the occupants of the flats and also because lots of people who currently work at the Mill walk to work; something we should be supporting.
- Many tenants have successfully occupied units for several years, establishing their businesses here - if these fold there is a wider impact not just for the people affected in Baildon but on the wider local economy.
- Baildon Mills represents the only major source of employment in upper Baildon; remove these units and Baildon becomes just another dormer satellite place.

Consultations:

Ancient Monuments Society

- We agree with your Conservation Officer that there is insufficient information with the application about the significance of the historic buildings the applicant wishes to alter. The Historic Assessment contained in the Heritage Statement only gives a high-level overview of the mill complex and does not contain any illustrations.
- The Design and Access Statement includes an illustration of the site which highlights the various blocks (page 7). It would be useful to see a detailed analysis of each of the buildings in the form of a gazetteer, so that we can identify any feature of interest and therefore properly gauge the impact the proposals would have.

Heritage Conservation

- Initially raised concerns in relation to
 - Need for comprehensive development of the site (initially no details were provided of the development of the warehouse demolition area).

- Insufficient scale/ detail to proposed and existing plans
- Insufficient detail of internal changes
- Effect of excessive parking spaces on setting of listed building/ character and appearance of the Conservation Area
- Need for full archaeological recording
- Need for replacement of existing uPVC windows to listed building
- Extent of proposed alterations to Block B (engine house)
- Need for re-roofing of block C
- Need for details of masonry alterations & repairs
- Rebuilding of timber clad wing
- Feasibility/ appropriateness of adapting the existing garage block (block E)
- Subsequently the applicant organised a site visit where the extent of the original fabric removal and internal alterations associated with the 1980s office conversion was observed.
- The applicant also submitted a further application for a town house development within the area of the site where the existing warehouse is proposed for demolition and revised proposals for the mill conversion including:
 - Retention of block B and less substantial vertical extension.
 - Re-windowing listed building in timber.
 - Re-roofing all mill buildings in natural slate.
 - Removal of a substantial proportion of surface parking (notably in the central courtyard) with under-croft parking provided to new-build block instead).
 - Plans at a greater scale/ level of detail.
- Following the submission of the revised proposals the Heritage Conservation team made no further comment.

Historic England

- Historic England welcomes the redevelopment of the site and we recognise the importance of securing a long term sustainable future for the mill complex.
- We note a number of amendments have been undertaken to the scheme which include the partial retention of the boiler and engine house and the proposed reinstatement of painted timber windows.
- However we still consider further details are required to fully understand the impact of the proposals on the significance of the Grade II listed building.
- We consider that further information should be submitted regarding:
 - the structural condition of the remaining buildings;
 - method of demolition;
 - protection of the remaining buildings;
 - methodologies for the repair of the historic fabric;
 - impact of any acoustic and thermal upgrading and new services;
 - drawings at a greater scale;
 - profile and method of opening of all windows and doors;
 - details of Juliet balconies.
- We noted from our visit that a number of internal features such as staircases and columns in some ranges have been replaced or removed. However, where historic fabric does remain, this should be clearly identified on the existing plans and incorporated into the scheme. In particular there are a number of openings within the engine and boiler house which need to be sensitively integrated into the design.

- Whilst we welcome the revisions to Block B we have some reservations regarding the flat roof terrace and we consider this needs to be revised incorporating a pitched roof to sit comfortably with the adjacent proposed extension.
- Furthermore we have some concerns regarding the extensive amount of timber cladding proposed to elevation C of Block C to incorporate an additional storey. Whilst we would prefer the existing roof to be retained, we consider any extension to this Block should be constructed from stone in order to enhance this prominent elevation.
- Lastly we have some concerns regarding the height and massing of Block F which we consider will obscure views within the Conservation Area of the mill complex in particular Block C. We note the sizeable terrace proposed to provide gardens to each of the properties. Whilst we have no objections in principle to this structure, it does appear as an incongruous addition to the development as demonstrated by the south and south west elevations.
- Historic England has concerns regarding the application on Heritage Grounds.
- We consider that the issues and safeguards outlined in our advice need to be addressed in order for the application to meet the requirements of paragraphs 128-129, 131-134 of the NPPF.
- In determining this application you should bear in mind the statutory duty of section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess and section 72(1) to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation areas.
- Your authority should take these representations into account and seek amendments safeguards or further information as set out in our advice.

Victorian Society

- We wish to object, as we consider that the application constitutes over-intensive development and because of the lack of information about the existing buildings to be converted.
- The spaces between the retained buildings are generally small in scale and the prospect of virtually all these spaces, with hard paved surfaces, being used for car parking for the excessive number of residential units is unacceptable.
- Exclusion of the blue-outlined site to the south of the application site inhibits proper consideration of the scheme in relation to the Conservation Area and the listed buildings.
- The lack of detail about the historic internal configuration of the buildings, shown only at a very small scale, is also unacceptable.

Summary of Main Issues:

- 1) Impact upon the Grade II Listed Building
- 2) Impact Upon the Conservation Area
- 3) Equality Act 2010, Section 149

Appraisal:

Background

Baldon Mills has origins in the early 19th century and displays traditional buildings developed throughout the 19th century, and more modern buildings of less merit. The site is the only remaining group of former industrial buildings in the conservation area,

providing a very significant contribution to understanding the past variety of activities within the settlement. The traditional stone buildings on the site are deemed to make a positive contribution to conservation area character, whilst the portal framed warehouse makes a negative contribution. The intervening spaces generally at present make a neutral contribution. The Baildon Conservation Area was designated in 1981 and a boundary review was undertaken in 2005 and a Conservation Area Appraisal (CAA) produced in 2009.

It is understood that the earliest warehouse was constructed in 1823 with later ranges added charting the expansion of the site, the main mills were powered by steam. The complex also included weaving sheds, two engine houses, a boiler house, offices and a chimney. Historic England advise that the significance of the group of buildings derives from their age, vernacular appearance and their contribution to textile manufacture during the 19th century.

The Mill has been owned and occupied by John Peel & Son Ltd since it was purchased in 1937 for the purposes of cotton combing and wool spinning. The cotton and spinning operations closed in the late 1960's. A three storey block was built in 1975 and a dyehouse and warehouse was built in 1985 in the year that the four storey mill fronting onto Northgate/ Pinfold was listed. The company's manufacturing activity was subsequently scaled back and the majority of the site rented out as small-scale commercial and office units on short term lets from the late 1980's until modern day.

The four-storey mill building which fronts onto Northgate/ Pinfold is Grade II Listed and the proposed alterations to this building to facilitate its residential conversion are the subject of this report. The building has been subject to prior conversion to office and retail use which involved the substantial removal of original internal features and the replacement of windows with modern windows incorporating uPVC. The roof is also not original with the current roofing material corrugated metal. There is no record of the conversion/ re-roofing and window replacement works being authorised in terms of either planning consent or Listed Building consent. The works appear to have taken place in the 1980s.

Proposal

This Listed Building Consent application is required to authorise the alterations to the listed building which are proposed as part of planning application 16/06606/MAF for the residential conversion of the existing mill buildings which form the Baildon Mills complex, including demolition of the 1985 portal framed warehouse building, adjoining 1975 office block and garage block to the rear of the complex. The conversion works and building works would result in the formation of 42 residential units. A further concurrent planning application proposes the construction of an additional 14 dwellings on the site of the portal framed warehouse to be demolished, ref. 17/00921/MAF.

The proposed works to the listed building primarily comprise alterations to the internal floor plan, installation of new staircases and doors and the fitting out of residential fixtures and fitting to enable its residential use as an apartment complex. External works primarily comprise re-roofing the listed building from corrugated metal to natural blue slate, opening up of the blocked semicircular-arched cart entry at ground floor level and replacement of the existing uPVC framed windows with new painted timber windows. The other significant alteration comprises the replacement of existing timber taking in doors for the three upper stories with new timber doors and Juliet balconies

which will be accessed off the lounge of the proposed new apartments. Fifteen apartments would be provided within the listed building.

Assessment

To support their application the applicant has submitted a Heritage Statement which sets out their interpretation of the heritage significance of the site and the relevant policy framework and assesses that the extent of the alterations to convert the retained building will not have any negative affect on the listed building and the demolition of the later additional buildings will serve to enhance the setting of the listed structure and also improve the character and appearance of the Conservation Area. The Heritage Statement concludes that the proposals will safeguard and conserve the historic environment, through achieving a high quality design which has regard to the existing pattern of development and the local character of the area.

In order to facilitate the proper assessment of the application a range of bodies have been consulted on the application including the Council's Heritage Conservation Team and Historic England. Both bodies initially raised concerns in relation to the level of detail provided on the application, particularly in relation to the potential loss the residential conversion would cause to the internal historic fabric of the listed building. Additionally Baildon Parish Council objected to the proposed replacement of the timber taking-in doors on the Pinfold frontage with glazed doors and associated juliet balconies.

In response to the concerns raised the applicant advised that the historic fabric of the building had already been substantially lost during the 1980s office conversion. The applicant proposed a site meeting with Historic England and the Council's Heritage Conservation team which took place in December 2016. During this meeting the extent of the removal of the original fabric of the building, in terms of staircases, openings, supports, windows, ceilings, etc, was observed. Additionally, subsequently the applicant provided more detailed plans and confirmed their proposals to replace the corrugated metal roof with natural blue slate and the uPVC windows with timber.

Following the meeting and the further information provided the Council's Heritage Conservation team did not raise any further concerns in relation to the proposals. However Historic England, whilst supporting the principle of the residential conversion of the building as a sustainable use to secure its future, and whilst not explicitly objecting to the proposal, have continued to raise concerns in relation to the level of detail provided and also in-relation to the proposed built development works associated with other parts of the site.

The concerns of Historic England and other consultation bodies are noted; however current planning guidance indicates that a proportionate approach should be taken in relation to the level of detail required to support applications. It is considered that sufficient information has now been provided to understand the impact of the proposed conversion works on the Listed Building and therefore to determine the listed building consent. Required further detail, such as details of proposed replacement windows and doors can reasonably be secured through the imposition of appropriate conditions to the consent.

In relation to the specific concerns of the Parish Council about the replacement of the taking-in-doors with partly glazed timber doors and associated Juliet balconies it is recognised that this aspect of the proposed listed building works will cause some harm;

however it is considered that this harm would be more than compensated for by the proposal to re-roof the building in natural slate, replace the current plastic windows with timber and unblock the blocked up cart entrance to ground floor. The benefits of finding a sustainable long term use for the listed building also weigh heavily in favour of the application.

In determining this application the Council are aware that it is a legal requirement to have special regard to the desirability of preserving the listed building and its setting by virtue of the provisions of Sections 16 and 66 of the Planning (Listed Buildings & Conservation Areas) Act 1990. The Council further acknowledge that special attention should also be paid to the desirability of preserving or enhancing the character and appearance of the conservation area as required by Section 72 of that Act.

It is also understood that, in accordance with the guidance set out in paragraph 132 of the NPPF, when considering the impact of the proposed development on the significance of Baildon Mills, as designated and undesignated heritage assets, great weight should be given to these assets' conservation and that, as heritage assets are irreplaceable, any harm or loss should require clear and convincing justification.

Giving consideration to the extent of the loss of the original internal building fabric which was consequent from the 1980s office conversion which the listed building has already been subject to, the fact that the development would in fact provide for the rectification of several harmful alterations which have already been undertaken and also giving consideration to the fact that the development would secure the optimum viable end-use for the listed building, it is concluded that, subject to the imposition of the conditions recommended below reserving certain matters of detail, the proposed works to the listed building would result in more benefit than harm to the significance of the heritage asset. It is therefore concluded that the proposal is acceptable in heritage terms and is consistent with the principles set out in Section 12 of the NPPF and saved policy BH4 of the RUDP and Core Strategy Policy EN3.

Reason for Granting Listed Buildings Consent:

After having taken into account the intrinsic value of the heritage asset, the very significant weight which should be given to the conservation of the heritage asset and the effect of the proposed works on the significance of the heritage asset it is considered that the proposed works to the listed building would result in more benefit than harm and that the application is therefore acceptable in heritage terms and consistent with the principles set out in Section 12 of the NPPF saved policy BH4 of the RUDP and emerging replacement policy EN3 of the Core Strategy.

Conditions of Listed Building Consent:

1. The works to which this notice relates must be begun not later than the expiration of three years beginning with the date of this notice.

Reason: To accord with the requirements of Section 18 of the Planning (Listed Buildings Conservation Areas) Act 1990 (as amended).

2. No works shall be begun until a Phasing Plan, which includes details of the phasing of the development in relation to the commencement and completion of the mill conversion, new-build and associated infrastructure works has been submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be implemented in strict accordance with the approved phasing provisions.

Reason: To ensure that the phasing of the construction of the development minimises disruption to the local community and provides for the completion of the works to the listed building and provision of required associated infrastructure at an appropriate phase of development, in the interests of amenity, in accordance with saved policy UR3 of the replacement Unitary Development Plan.

3. No works shall be begun until a written scheme of investigation (WSI) has been submitted to and approved in writing by the Local Planning Authority. The WSI shall include:

- i. A statement of significance and research objectives, and
- ii. A programme and methodology of site investigation and recording and the nomination of a competent person(s) or organisation to undertake the agreed works
- iii. A programme for post-investigation assessment and subsequent analysis, publication & dissemination and deposition of resulting material.

Thereafter no demolition or development works shall be undertaken other than in accordance with the agreed WSI.

Reason: To ensure that the heritage significance of the building is recorded prior to works commencing, to accord with saved policy BH3 of the replacement Unitary Development Plan.

4. No works shall be begun until a report setting out the findings of the written scheme of investigation (WSI) has been submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure that a record of the heritage significance of the building and associated land and features is retained, to accord with saved policy BH3 of the replacement Unitary Development Plan.

5. No works shall be begun until full details of all external alterations including facing materials and the design of replacement windows and doors, balconies, roofing materials, rainwater goods, fascias and soffits, details of temporary works, and any proposed works to rectify building defects, have been submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be constructed and maintained in accordance with the approved details.

Reason: In the interests of visual amenity and to ensure that the character of the original building is not detrimentally affected by the mill conversion, in accordance with saved policies BH4 and D1 of the replacement Unitary Development Plan.
