



Report of the Assistant Director (Planning, Transportation & Highways) to the meeting of Regulatory and Appeals Committee to be held on 15th April 2021.

BH

Subject:

Change of use and conversion of D1 education use of former Old Building to form up to 190 no. C3 residential apartments including 24/7 concierge, media centre, cafe, games room, gymnasium and multi-purpose hall with landscaped communal courtyard, The Old Building, Great Horton Road, Bradford.

Summary statement:

This is a listed building application seeking consent for works to effect the change of use of the Old Building for up to 190 flats with ancillary uses. (The planning application for the change of use, 20/01221/MAF, is also on the agenda). Bradford College has confirmed that the Old Building is no longer required, as part of its estate in the City Centre. The buildings have lain vacant for a number of years, other than being used currently as a Covid vaccination centre. The condition of the building is of concern, with roof leaks causing damage to the fabric of the building.

The proposed development would see the re-use and maintenance of the listed building and the application is recommended for approval subject to conditions.

Julian Jackson
Assistant Director (Planning,
Transportation & Highways)

Portfolio:
**Change Programme, Housing, Planning and
Transport**

Report Contact: Mark Hutchinson
Area Planning Manager
Phone: (01274) 434741
E-mail:
mark.hutchinson@bradford.gov.uk

Overview & Scrutiny Area:
Regeneration and Economy

1. SUMMARY

The application seeks listed building consent for the conversion and alterations of the Old Building, Great Horton Road Bradford. The proposal would see the re-use and maintenance of this listed building, which has been vacant for a number of years and its use for residential purposes in the City Centre is supported.

2. BACKGROUND

The application is brought to the Committee as it has been considered concurrently with the planning application, 20/01221/MAF, also on the agenda.

3. OTHER CONSIDERATIONS

All considerations material to the determination of this planning application are set out in Appendix 1.

4. FINANCIAL & RESOURCE APPRAISAL

The presentation of the proposal is subject to normal budgetary constraints.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

No implications.

6. LEGAL APPRAISAL

The determination of the application is within the Council's powers as Local Planning Authority.

7. OTHER IMPLICATIONS

7.1 EQUALITY & DIVERSITY

Section 149 of the Equality Act 2010 states that the Council must, in the exercise of its functions "have due regard to the need to eliminate conduct that is prohibited by the Act, advancing equality of opportunity between people who share a protected characteristics and people who do not share it, and fostering good relations between people who share a protected characteristic and people who do not share it. For this purpose, section 149 defines "relevant protected characteristics" as including a range of characteristics including disability, race and religion. In this particular case, due regard has been paid to the Section 149 duty, it is not considered there are any issues in this regard, relevant to this application.

7.2 SUSTAINABILITY IMPLICATIONS

The application site is located within Bradford City Centre. Therefore, the site is considered to be located in a sustainable location.

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

New development invariably results in the release of greenhouse gases associated with construction operations and the activities of the future users of the site. Consideration should be given as to the likely traffic levels associated with development. Consideration should also be given as to whether the location of the proposed development is such that sustainable modes of travel would be best facilitated and future greenhouse gas emissions associated with the activities of building users minimised. Electric vehicle charging points would be provided within the proposed development.

7.4 COMMUNITY SAFETY IMPLICATIONS

Core Strategy Policy DS5 states that development proposals should be designed to ensure a safe and secure environment and reduce the opportunities for crime. In this instance, subject to appropriate access control, boundary treatments, being implemented, it is not considered that there are grounds to conclude that the proposed development would create an unsafe or insecure environment or increase opportunities for crime, in accordance with Core Strategy Policy DS5.

7.5 HUMAN RIGHTS ACT

Article 6 - right to a fair and public hearing. The Council must ensure that it has taken into account the views of all those who have an interest in, or whom may be affected by the proposal.

7.6 TRADE UNION

None

7.7 WARD IMPLICATIONS

None

7.8 AREA COMMITTEE ACTION PLAN IMPLICATIONS

None

7.9 IMPLICATIONS FOR CORPORATE PARENTING

None

7.10 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT

None

8. NOT FOR PUBLICATION DOCUMENTS

None

9. OPTIONS

The Committee can approve the application as per the recommendation contained in Appendix 1, or refuse the application.

If the Committee decides that the application should be refused, the reason(s) for refusal would have to be given, based upon development plan policies or other material planning considerations.

10. RECOMMENDATION

This application is recommended for approval subject to conditions contained within the technical report.

11. APPENDICES

Appendix 1 Technical report.

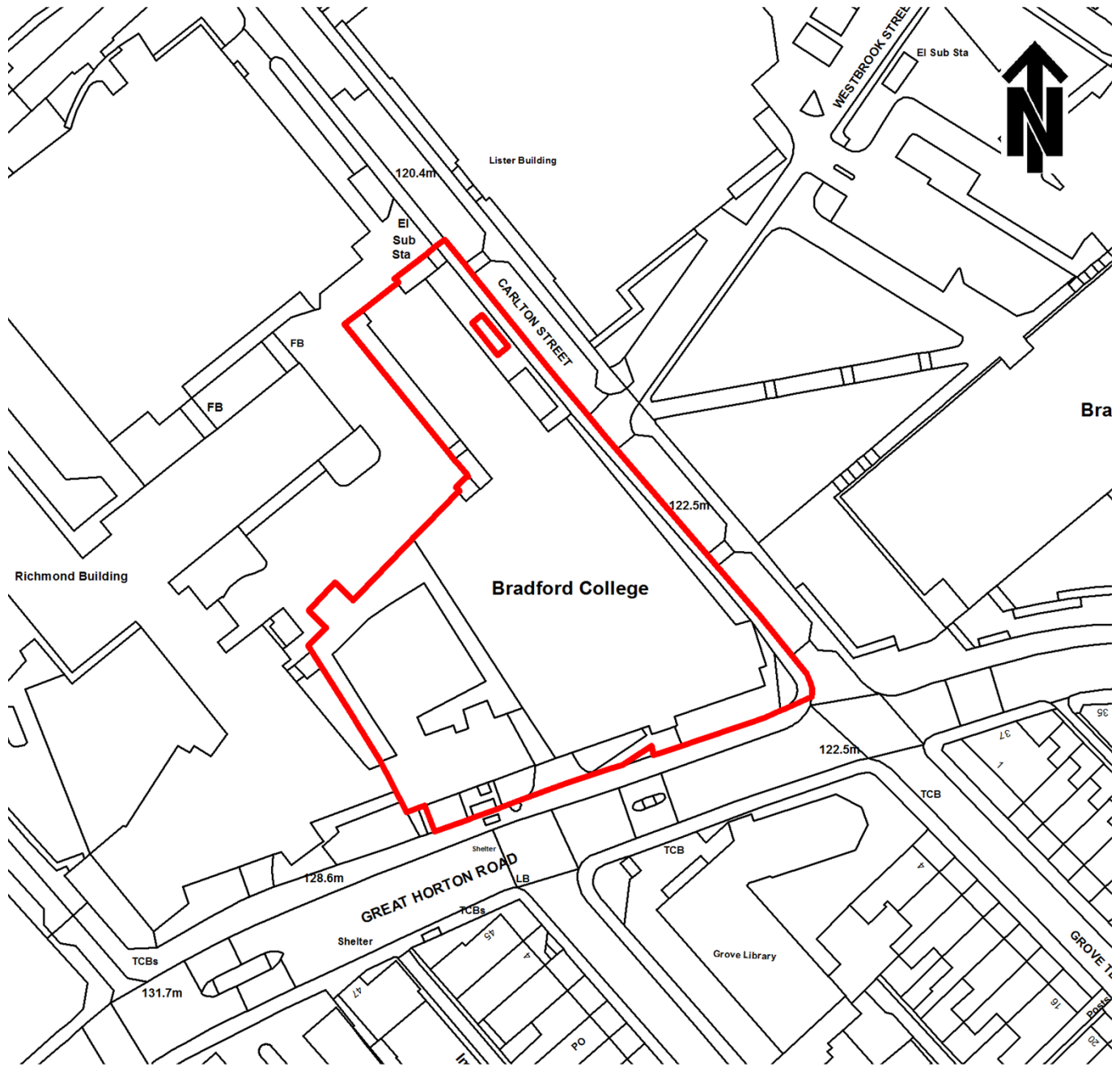
12. BACKGROUND DOCUMENTS

National Planning Policy Framework 2019
Adopted Core Strategy 2017

20/01222/LBC



City of
BRADFORD
METROPOLITAN DISTRICT COUNCIL



1:1,250

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The Old Building Room Q6
Bradford College
Great Horton Road
Bradford BD7 1AY

APPENDIX 1

Ward

City

Recommendation

That the Committee approves the application subject to conditions.

Application No.

20/01222/LBC

Type of application

Listed building application for the change of use and conversion of D1 education use of former Old Building to form up to 190 no. C3 residential apartments including 24/7 concierge, media centre, cafe, games room, gymnasium and multi-purpose hall with landscaped communal courtyard.

Applicant

Citywide Investors

Agent

jade3 architecture

Site Description

The application site is located within the College/University campus along Great Horton Road. The application site includes a number of buildings fronting Great Horton Road and Carlton Street. The Old Building in particular is seen as a landmark building on Great Horton Road. A number of ancillary buildings and structures are located to the rear of the principal buildings referred to. These being in some instances more recent additions.

The buildings are not served by any parking, other than that where permitted on-street. Carlton Street has barriers to preclude general use by cars.

As the topography along Great Horton Road rises east to west, the buildings on-site are at differing.

Background

Following Bradford College redeveloping its estate within the campus, the Hockney Building along with the STEM building, the Old Building and associated buildings are no longer required and would not provide accommodation for current standards. The buildings have been vacant for several years and the proposed development would help to maintain the fabric of the buildings, including listed buildings. Therefore, the re-use of the buildings for residential use, providing contemporary accommodation is supported.

Relevant Site History

None

RUDP

Allocation

None

Core Strategy

Policy EN3 of the Core Strategy (C) requires "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"

The National Planning Policy Framework (NPPF).

Local planning authorities are required to approach decisions on proposed development in a positive and creative way. They should use the full range of planning tools available, including brownfield registers and permission in principle, and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development, where possible

Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.

Planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed or 'brownfield' land.

Planning policies and decisions should make more intensive use of existing land and buildings, especially where it would help to meet housing need.

Planning policies and decisions should ensure that developments: a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development; b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping; c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities); d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit; e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

Publicity and Representations

The application was advertised through site notices and in the local press. There have been no representations.

Summary of Representations Received

N/a.

Consultations

Historic England

Historic England welcomes the proposed repair and reuse of the listed building and no objection to the change of use to residential. Welcome the retention of the existing double-height lecture theatre and main lobby as undivided communal areas with an element of public access. From the information provided with the

application it is difficult to assess the impact of the proposals on other important spaces such as the top floor workshops/ classrooms and the retained classroom with fitted desks and blackboards. We recommend that clarification is sought on these elements, and on the significance of the structures to the rear of the building which are to be demolished, however, we are content to defer to the advice of your authority's specialist Conservation Officer on the acceptability of these proposals.

Conservation

The principle of residential is acceptable. If there is sufficient control in a determination whilst not committing to any set layout or interventions in without further evaluation then can tentatively move it forward. It would probably require a statement of intent/compliance from the applicant as to where the soft strip was to be applied, a methodology and understanding that the layout, number of units and final design of these areas remains indeterminate – something the planning authority and applicant are bound into. There may be a need for recording in this part, and of aspects such as the lecture theatre in the Carlton Street section. I believe plans were amended to retain this.

The condition of the building is such though that we should prioritise a positive determination. Major roof leaks are causing serious damage to historic fabric and could give rise to far more destructive outbreaks of rot if not addressed.

Summary of Main Issues

Impact on listed building

Appraisal

The Planning (Listed Buildings and Conservation Areas) Act 1990 section 16(2) states "In considering whether to grant listed building consent for any works the local planning authority ...shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses."

Paragraph 184 of the National Planning Policy Framework states that heritage assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.

Paragraph 189 states that in determining planning applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

Paragraph 190 goes onto state that Local Planning Authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.

Paragraph 196 states that 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, where appropriate, securing its optimum viable use.

The application proposals have been assessed in relation to the relevant statutory duties, including the Planning (Listed Buildings and conservations Areas) Act (1990), the National

The Conservation Officer is supportive of the proposal in principle and has expressed concern that the property has been vacant for some years and at risk of weather damage. It is believed to be in need of a sustainable new use, which is compatible with preserving its special interest. The sensitive conversion of the property to residential use would allow the building to be brought back into use and necessitates limited alterations.

There are numerous internal alterations proposed to the layout of the property. The applicant has provided justification for these works. Overall, it would appear that the loss of these features would result in less than substantial harm and that harm would be offset against the public benefit of bringing the building back in to use.

In conclusion, therefore, subject to the imposition of appropriate conditions there is no objection raised with regards to the impact on the heritage asset. The conditions would relate to the following aspects:

- Phasing of development and potential further evaluation.
- Samples of all facing and roofing materials should be submitted for approval and these should be to match the existing (with regard to the listed building).
- Details of the rainwater goods, if these are to be replaced, on the listed building should be submitted for approval including their material and finish.
- Details of the windows for the listed building should be submitted for approval.
- Details of the doors, if these are to be replaced, on the listed building should be submitted for approval including their material and finish.
- All external metalwork (including railings) shall have a painted/power coated finish.
- Details of all hard surfacing materials should be submitted for approval.

Reason for Granting Listed Building Consent:

It is considered that the proposed alterations are in keeping with the character of the listed building and would not have an adverse impact on its character or setting and as such comply with policy EN3 of the Core Strategy together with the relevant paragraphs of the National Planning Policy Framework.

Conditions of Approval:

1. The development 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. The development hereby approved shall only be carried out in accordance with the following plans: 100; 101; 102; 103; 104; 105; 106; 107; 108; 109; 110; 111 dated 30 March 2020.

Reason: For the avoidance of doubt as to the terms under which this planning permission has been granted since amended plans have been received.

3. No demolition/development shall take place/commence until a written scheme of investigation (WSI) has been submitted to and approved in writing by the Local Planning Authority. For land that is included within the WSI, no demolition/development shall take place other than in accordance with the agreed WSI, which shall include the statement of significance and research objectives, and

- The programme and methodology of site investigation and recording and the nomination of a competent person(s) or organisation to undertake the agreed works;
- The programme for post investigation assessment and subsequent analysis, publication & dissemination and deposition of resulting material. This part of the condition shall not be discharged until these elements have been fulfilled in accordance with the programme set out in the WSI.

Reason: In order to assess the significance of any heritage asset.

4. Prior to their installation, details of the materials, sectional profile and colour of all new or replacement gutters, rainwater downpipes and any other external plumbing to be installed on the building shall be submitted to, and approved in writing by the Local Planning Authority. These items shall then only be installed in accordance with the approved details and these shall be retained in this form thereafter.

Reason: In the interests of visual amenity and the character of the heritage asset and to accord with Policies EN3 of the Core Strategy Development Plan Document.

5.. All external joinery and external metalwork shall have a painted/power coated finish.

Reason: In the interests of visual amenity and the character of the heritage asset and to accord with Policies EN3 of the Core Strategy Development Plan Document.

6.. Prior to their installation, details of the replacement windows and doors for the listed building, including the materials and finish, shall be submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be constructed in accordance with the approved details.

Reason: In order to minimise the impact on the integrity of the heritage asset and to accord with policy EN3 of the Core Strategy Development Plan Document.