



Leeds
CITY COUNCIL

Originator: Susie Watson

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Report of the Chief Planning Officer

PLANS PANEL SOUTH AND WEST

Date: 9th December 2014

Subject: APPLICATIONS 13/04022/FU & 13/04023/LI – alterations including first floor extension and conversion of dwelling to 2 dwellings at Springfield Farmhouse, 69 West End Lane, Horsforth, LS18 5ER

APPLICANT

Mr Paul Jowett

DATE VALID

27 August 2013

TARGET DATE

22 October 2013

Electoral Wards Affected:

Horsforth

Yes

Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

13/04022/FU

RECOMMENDATION:

GRANT PERMISSION subject to the following conditions.

1. Time limit on full permission
2. Plans to be approved
3. Samples of wall / roof materials to be submitted
4. Sample panel of stonework
5. Door and window details to be submitted
6. Samples of surfacing materials to be submitted
7. Details of fencing and / or walls to be submitted
8. Details of laying out of vehicle spaces to be agreed and implemented prior to occupation
9. Provision of cycle parking
10. Boundary treatment across the site frontage not to exceed 1m above the adjacent carriageway level
11. Removal of pd rights for extensions and outbuildings

RECOMMENDATION:

GRANT LISTED BUILDING CONSENT subject to the following conditions.

1. Time limit on listed building consent
2. Plans to be approved
3. Samples of wall / roof materials to be submitted
4. Sample panel of stonework
5. Door and window details to be submitted
6. Samples of surfacing materials to be submitted
7. Details of fencing and / or walls to be submitted

1.0 INTRODUCTION:

1.1 These applications are presented to Plans Panel at the request of Councillor Cleasby who considers it appropriate to be presented to Panel due to the concern shown by the Panel previously (which we understand to be related to the potential for separation to an independent dwelling at some future point) and because of the concern expressed to Ward Councillors by local residents in particular with regard to car parking arrangements. Members should be reminded that although considered in one report, Members will be asked for a determination on each individual application.

2.0 PROPOSAL:

2.1 These applications seek planning permission and listed building consent to subdivide an existing single dwelling into 2 dwellings. In order to create the additional dwelling a first floor extension will be constructed above an existing single storey element. This first floor extension has previously been granted planning permission and listed building consent (27/296/04/FU & 27/297/04/LI) to be used for purposes ancillary to the extant residential use.

2.2 A 4 bedroom dwelling will be retained in the main dwelling and a one bedroom dwelling will be created within the element to be extended. To enable the subdivision one internal doorway, between the existing dining room and study, will be blocked up.

2.3 The extension raises the eaves and ridge height of the existing single storey element to the east side of the property by approximately 1.8m. This element will be constructed of stone and slate to match the existing property. A small window will be provided at first floor level in the gable end and 3 small roof lights will be inserted into the northern roof slope.

2.4 This single storey element currently contains a study and garaging. The garaging will be converted to living accommodation. A door and 2 windows will be installed in place of the existing garage doors.

2.5 The one bedroom dwelling will utilise the driveway that passes through the existing front garden area of the property (which will be its garden). There is space for 2 parking spaces within this curtilage. The 4 bedroom dwelling will continue to use the access immediately north of the existing building. The applicant only has a right of way over this access but there is currently space off this access (and on land within

the applicant's ownership) for 2 cars to be parked. It is also proposed to create a third space in this area.

3.0 SITE AND SURROUNDINGS:

3.1 Located within a cluster of dwellings that were formerly farm buildings until conversion in the late 90's, the property is the former farmhouse to Springfield Farm built circa 1775. With walls constructed of regular coursed stone and stone slate tiles covering the roof, it was given Grade II Listed Building status in 1988. To the right hand side (facing the front elevation) of the main building is a single storey part in matching materials that was added to the house as an outbuilding, later enlarged and currently used as office/study room, double garage and store room. There is good sized garden land to the front and side of the house with a small area to the rear abutting the access to Springfield Farm.

3.2 The site lies within an area which is designated as green belt, special landscape area and conservation area.

4.0 RELEVANT PLANNING HISTORY:

4.1 69 West End Lane:

27/176/98/FU – laying out of new access to front – approved 18 November 1998.

27/273/02/FU – alterations to ground floor and first floor side extension to form habitable space – withdrawn 28 November 2003.

27/272/02/LI – listed building application to carry out alterations and first floor extension to side – withdrawn 7 January 2004.

27/5/04/FU – part single storey and part 2 storey side and rear extension – withdrawn 15 December 2005.

27/6/04/LI – listed building application for part single storey and part 2 storey side and rear extension – withdrawn 15 December 2005.

27/296/04/FU - first floor side extension – approved 11 July 2006.

27/297/04/LI – listed building application for first floor side extension - approved 10 July 2006.

4.2 The applicant has advised that work has commenced on these last 2 approvals as the original patio doors have been removed and a window installed, the window details and materials have been approved, the floor level in the garage has been lowered and Building Regulation inspections have been carried out. The view of officers is that this permission is likely to have been implemented although the upwards extension is not yet built.

4.3 Conversion of farm buildings:

27/69/94/FU – COU of agricultural buildings to 2 three bedroom dwelling houses and 1 four bedroom dwelling house – approved 14 October 1994.

27/16/95/FU - COU of agricultural building to 3 bedroom dwelling – approved 26 June 1995.

27/134/96/FU - COU of agricultural buildings to 3 four bedroom dwelling houses – approved 24 September 1996.

27/166/96/FU – COU of barn to 3 bedroom dwelling house with attached double garage – approved 5 December 1996.

5.0 HISTORY OF NEGOTIATIONS:

5.1 Since the submission of the applications the applicant, at the request of Highways, has revised the red line site area to include the access to the north of the existing building. This provides access to the existing / proposed parking areas to the north of the application building.

6.0 PUBLIC/LOCAL RESPONSE:

6.1 The application was advertised by site notices posted on 13 September 2013 and in the Wharfe Valley Times on 19 September 2013. To date (21 November 2013) representations have been received from 3 local residents and an adjacent land owner. All of these raise concerns / objections to the application. The comments made are summarised as follows.

- Inadequate parking.
- There are existing parking problems with the applicant and parking on their own land.
- The occupier already has 4 vehicles.
- The only alternative is to park on the main road, which is not wide enough and is extremely busy.
- It is a listed building in a conservation area. The proposal will adversely affect the appearance and character of the listed building. It will spoil its look and feel.
- Planning permission was previously granted to extend / raise the roof but the impact is now markedly different as it converts the setting to semi-detached.
- It is inappropriate to turn a listed farmhouse into a semi-detached property.
- It will look unbalanced and cramped.
- It has a negative impact on the character and history of the neighbourhood.
- Neighbouring conversions are not relevant as they are not listed.
- English Heritage should be consulted.
- The D&A Statement states it was noted that as a result of discussions with neighbours no objections were received from number 65. This may be factually correct but is misleading as comments were not invited. Do object.

6.2 Horsforth Town Council has made the following comments on the application.

- All new stonework should be constructed in natural stone to match stonework of existing building in stone type, colour, face dressing, coursing, bed depth and colour, and detail of jointing material - in the interest of visual amenity and to ensure the stonework matches the existing.
- 1st floor accommodation provided shall be retained as part of existing house at all time and not divided from it to form a separate unit of accommodation - to ensure the character of the building as a single property is maintained.

7.0 CONSULTATIONS RESPONSES:

Statutory Consultations

7.1 Highways advise that the proposals do not raise any specific road safety concerns subject to conditions relating to the laying out of vehicle spaces, cycle parking and roadside boundary treatments to not exceed 1m in height. They advise that the red-

line boundary needs to include the access road and all areas to be used by vehicles for the proposed parking provision to the existing dwelling – this should be shown on a revised plan. Secure/sheltered cycle parking provision should be provided for each existing and proposed dwelling due local sustainable travel policies and due to the loss of the garage. There is enough off-street parking available for each dwelling and to be able to manoeuvre and exit the site in a forward gear from each access.

Non-Statutory Consultations:

7.2 None due to the nature of the application.

8.0 PLANNING POLICIES:

National Policy

8.1 The National Planning Policy Framework (NPPF) sets out the Government's planning policies and contains policies on a range of issues including housing, sustainable development, green belt, conservation, the local economy and design.

8.2 The NPPF sets out clear principles with regard to what is appropriate development in the green belt, which is effectively restricted to agriculture and essential facilities. Extensions to existing buildings can be acceptable in the green belt provided that they do not result in disproportionate additions over and above the size of the original building.

8.3 In respect of listed buildings ('heritage asset') the NPPF states that "when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. ... As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification".

8.4 In respect of design it states that "good design is indivisible from good planning" and Local Authorities are encouraged to refuse "development of poor design", and that which "fails to take the opportunities available for the improving the character and quality of an area and the way it functions, should not be accepted".

Local Policy

8.5 Planning proposals must be made in accordance with the development plan unless material considerations indicate otherwise.

8.6 The Core Strategy sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. On 26th April 2013 the Council submitted the Publication Draft Core Strategy to the Secretary of State for examination and an Inspector has been appointed. The examination took place in October 2013.

8.7 As the Council's Publication Draft Core Strategy has now been examined some weight can now be attached to the document and its contents recognising that the weight to be attached may be limited by outstanding representations which have been made and examined.

8.8 Relevant Leeds Unitary Development Plan (Review) 2006 Policies:

- GP5 seeks to ensure that development proposals resolve detailed planning considerations, including amenity.
- BD6 requires all alterations and extensions to respect the scale, form, detailing and materials of the original building.

- N12 states that development proposals should consider and respect spaces between buildings; the best buildings of the past; good design; character and scale; encouragement of walking and cycling; adaptability for future uses; the needs of the elderly and people with disabilities and restricted mobility; visual interest; and crime prevention.
- N13 requires all new buildings to be of high quality and have regard to character and appearance of surroundings.
- N15 Proposals for change of use of listed buildings will be considered favourably provided does not diminish the special architectural or historic value of the building and its setting
- N16 extensions to listed buildings should relate sensitively to original buildings
- N17 existing features and details of listed buildings should be preserved, repaired or replaced.
- N19 requires development to preserve or enhance conservation areas.
- N33 sets out the general restrictions that apply to development within the Green Belt.
- GB4 sets out the criteria for permitting the change of use of buildings within the green belt.
- GB9 relates to the redevelopment of dwellings within the green belt.
- N37 requires development to be sympathetic to special landscape areas.
- T2 states that development proposals should not create new, or exacerbate existing, highway problems.
- T24 parking provision to reflect the guidelines set out in UDP Appendix 9.

Supplementary Planning Documents

8.9 Householder Design Guide

Policy HDG1 of the Householder Design Guide requires all alterations and extensions to respect the scale, form, proportions and the character and appearance of the main dwelling and the locality with particular attention to be paid to the roof form and roof line, window details, architectural features, boundary treatments and materials.

Policy HDG2 of the Householder Design Guide requires development proposals to protect the amenity of neighbours and states that proposals which harm the existing residential amenity of neighbours through excessive overshadowing, over dominance or overlooking will be strongly resisted.

Policy HDG3 restricts extensions within the green belt to 30% of the original house volume. Proposals which exceed 30% or which harm the character, appearance or openness of the green belt are inappropriate. Horsforth Design Statement

8.10 Horsforth Conservation Area Appraisal

The Horsforth Conservation Area Appraisal refers to the application property within the section 'Character Area 6 - Hall Lane' stating "Springfield Farm, a listed building on West End Lane, admirably expresses a strong, spatially harmonious group of buildings in the local vernacular style."

This document also contains design policy and guidance to supplement the UDP including:

"There will be a general presumption against infill development. Any development proposing the infill of a site, or the subdivision of a plot, should respond to the scale, proportion, layout, boundary features, and materials of adjacent properties as well as the spaces between them and the effect this may have on their amenity."

“Extensions, including garages, should not dominate the original building and side extensions should normally be set back from the original frontage. All extensions should be designed to minimise overlooking, overshadowing and visual dominance of neighbouring properties.”

9.0 MAIN ISSUES

1. Principle of development (green belt)
2. Character of the listed building and conservation area
3. Residential amenity
4. Highway safety / parking

10.0 APPRAISAL

Principle of development (green belt)

- 10.1 The site lies within an area that is designated as green belt. Government guidance is clear about the principles which determine the appropriateness of development in the green belt which is effectively restricted to agriculture and essential facilities. However, the NPPF does state (paragraph 89) that the extension or alteration of a building can be acceptable in the green belt provided that it does not result in disproportionate additions over and above the size of the original building.
- 10.2 The adopted Leeds City Council Householder Design Guide requires all extensions within the green belt to represent limited development. In order to be considered limited all existing and proposed extensions should not exceed a 30% increase over and above the original house volume.
- 10.3 The property has an existing single storey rear extension which represents an 8% (approximately) increase in the volume of the original dwelling. Taking into account the extension now proposed, the total increase in volume would be approximately 18%. As such it is considered that the current proposal would not be an inappropriate addition and will comply with policy HDG3 of the adopted Householder Design Guide.
- 10.4 The proposed extension will be situated on the side of the existing building, above the existing garage. Given its location in relation to the existing building and its limited size it will be largely viewed against the existing building and will not be overly dominant in views from the open area of green belt to the north.
- 10.5 It will be visible from West End Lane to the east but, given the location of the extension, its position on the building and its minor scale, it will have no material impact upon the openness of the green belt. The extension has been previously approved and some works of implementation have already occurred.
- 10.6 New residential uses in the green belt are generally inappropriate unless very special circumstances exist. Existing policies relate to the change of use of existing buildings in the green belt and the redevelopment of existing dwellings in the green belt. This proposal relates to the subdivision of an existing dwelling arising from an extension. Notwithstanding this, in light of the above it is considered that the proposal will cause no significant harm to the openness, character and appearance of the green belt or the character of the Special Landscape Area at this location.

Character of the listed building and conservation area

- 10.7 The application property is a listed building that is located within a conservation area. Conservation areas are areas of 'special architectural or historic interest, the character of which it is desirable to preserve or enhance'. As such any proposals for development need to preserve or enhance the character and appearance of such areas.
- 10.8 As this property is listed it is important that any proposals respect and preserve the special character and appearance of the listed building. In this respect it is important that the conversion remains subservient to the host dwelling, is appropriately detailed and is constructed of materials to match those existing.
- 10.9 The farmhouse is listed due to its external form and mentioned in the listing description is its double-depth 2-unit plan. It is clear from the description that it is the main house and its externally expressed form that is important – the outbuilding to the side is not mentioned and the interior is of "less interest".
- 10.10 It is considered that the proposed extension will, given its size, location, design and materials, be in keeping with the host building and not obscure features of the building mentioned in the listing description. The design (e.g. shape and form) of the proposed extension is reflective of and sympathetic to the design of the host property and was given careful consideration when first approved. Given its limited size and that it is set back from the main front and rear elevations and down from the main ridge and eaves it will remain a subservient element that is not prominent in the street scene.
- 10.11 Similarly, the detailing shown on the submitted plans is considered appropriate and in keeping with the character of the original building. However, to ensure that this is the case conditions are recommended requiring the submission of full details of the masonry, windows and doors.
- 10.12 It is considered that the extension retains the character of the listed building and preserves the character and appearance of the conservation area. It is also identical to the previous approval. As such it raises no concerns with regard to visual amenity.
- 10.13 A condition was included on the previous permission which stated "the first floor accommodation provided shall be retained as part of the existing house at all times and not divided from it to form a separate unit of accommodation" as there were concerns at the time it might be subdivided.
- 10.14 With regard to the subdivision, it is not considered that this will have any significant impact on the character of the property as a listed building and there has been no objection raised by the Conservation officer. The main difference to the existing situation would be a new boundary treatment to sub-divide the existing garden and potentially a greater intensity of parking to serve two properties. No details have been submitted in respect of the garden subdivision this but it can be dealt with appropriately by planning condition. In order to be in keeping with the locality it is considered that this should be a natural stone wall, similar to the existing boundary walls. The proposal would result in the retention of the farmhouse and its double-depth 2-unit plan and the external features of note would be retained. Adjoining it would be a subservient extension which would form a small unit of self contained accommodation. The creation of the additional unit in the physical form is not really the issue of concern but how the grounds will appear and the parking dealt with as some increase in intensity is likely. These are key issues which members will need to look at on site.

Residential amenity

- 10.15 The proposal will have no impact on the amenity and living conditions of nearby properties given the location, design and limited size of the proposed extension. The proposal is therefore considered acceptable in this respect.
- 10.16 The existing garden will be sub-divided to provide a garden plot to each of the proposed dwellings. These are of sufficient depth and size to provide occupiers with adequate and appropriate usable private amenity areas.

Highway safety / parking

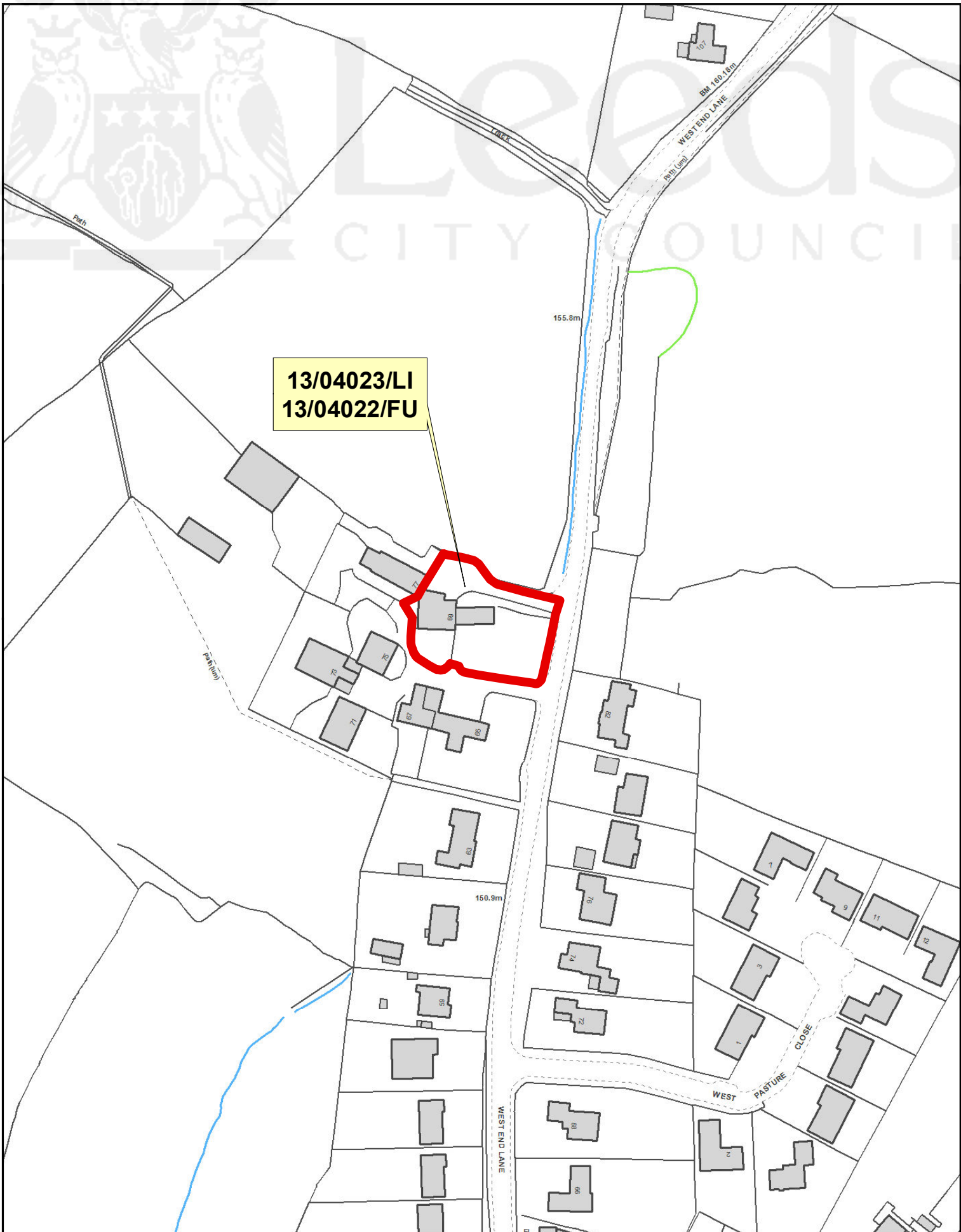
- 10.17 In order to be considered acceptable in terms of parking provision such a development must ordinarily allow two cars to be parked within the curtilage of each of the proposed dwellings. The existing site currently has 4 off-street parking spaces which will be retained as part of the proposals – 2 for each of the dwellings. An additional parking space will be created to the east of the building to provide visitor parking. As such, the proposal meets UDP guidelines and is considered acceptable in this respect. Adjoining residents have queried whether the parking shown to the north of the building can be achieved and this point will be clarified prior to the Panel meeting. A revised plan will be shown indicating the parking arrangements at a larger scale and a Panel visit will take place on the morning prior to the meeting and members can satisfy themselves on this point.
- 10.18 The proposal will utilise existing accesses and it is not considered that the use by one additional dwelling will have any additional or adverse impact on highway safety in the vicinity of the site. It should be noted that Highways raise no objections.

11.0 CONCLUSION

- 11.1 In light of the above it is considered on balance that the proposed extension and subdivision of the existing dwelling into 2 dwellings can be achieved satisfactorily without materially impacting on the character and openness of the green belt, the character of the Special Landscape Area or resulting in undue harm to neighbouring or visual amenity. The design and nature of the proposal is considered appropriate to the locality and will respect and preserve the special character and appearance of the listed building and the conservation area in which it is located. As such the application is considered to be in accordance with relevant UDP policies and approval is therefore recommended.

12.0 Background Papers:

- Application files 13/04022/FU and 13/04023/LI
- History files 27/296/04/FU & 27/297/04/LI
- Certificate of Ownership: notice has been served on Mr R Kemp of Glebe Farm, Barton Le Street, Malton



13/04023/LI
13/04022/FU

SOUTH AND WEST PLANS PANEL

