



Report of the Chief Planning Officer

PLANS PANEL SOUTH AND WEST

Date: 31st July 2014

Subject: Application number: 14/02399/RM: Reserved Matters application for 77 dwellings with landscaping. Land off Fleet Lane, Oulton, Leeds, LS26.

APPLICANT	DATE VALID	TARGET DATE
Barratt Homes	23/04/14	23/07/14 – extension of time to 04/08/14.

Electoral Wards Affected:
Rothwell

Y

Ward Members consulted referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: Defer and Delegate approval to the Chief Planning Officer, subject to conditions as set out below, to allow further negotiations on matters of design (as set out in report below).

CONDITIONS: (please note Members to be updated on conditions at Panel).

- 1 Removal of permitted development rights for roof alterations (to restrict use of dormer windows which may cause amenity issues for residents adjacent to the site).
- 2 No building within 5m of sewer (this impacts on plots numbers 48 and 49 and would restrict their ability to erect any extensions or outbuildings).
- 3 All vehicle areas to be laid out as indicated, drained, and surfaced with use of porous materials.
- 4 Surface water drainage details to be submitted, including any balancing and off-site works.
- 5 No occupation of any buildings prior to completion of all approved surface water and foul drainage works.
- 6 Retention and protection of all retained hedges.
- 7 Tree protection measures.
- 8 Replacement planting for five years.

- 9 No development shall commence until all off-site highway works, including a timetable for implementation, are agreed with the Local Planning Authority. Implementation in accordance with approved details.

1 INTRODUCTION:

- 1.1 The application site is designated as a Protected Area of Search but has been granted outline approval for dwellings (see history below). This reserved matters application is brought back to Plans Panel for determination due to the nature of the designation. The application is to consider all matters that were reserved at outline.
- 1.2 The original 13 week target date has been passed, however the applicants have agreed to an extension of time taking the new deadline to 4th August 2014.

2 PROPOSAL:

- 2.1 The site measures 3.58Ha and the application seeks to erect 77 dwellings, predominantly detached houses with some semi-detached and terraced forms. The houses will range in size from 2 and 3 bed properties up to 5 bed family houses. 15% of the units will be affordable.
- 2.2 The main access into the site is off Fleet Lane, adjacent to existing properties, and only a small part of the site is on the Fleet Lane frontage, there are 3 detached properties proposed to this frontage. The access road then forms a central square with houses to either side, with several spurs to break the form up into smaller blocks. Houses line these blocks with rear gardens largely backing onto other rear gardens. To the southern boundary will be a strip of informal open space that is bounded by Oulton Beck, tapering off towards the village, and retaining existing footpath links.
- 2.3 All properties are designed to be two stories in height, with spaces between the buildings used to reduce massing further; density achieves approximately 20 – 25 dwellings per hectare.

3 SITE AND SURROUNDINGS:

- 3.1 The application site lies approximately 5 miles to the south of the city centre and sits on the eastern edge of Oulton, outside of the "Main Urban and Smaller Urban Areas" envelope. The site is bounded by housing to three sides, Fleet Lane to the North and Oulton Beck to the South. The eastern boundary marks the edge of the Green Belt designation. The site also bounds the Oulton Conservation Area on part of the western boundary.
- 3.2 The site is Greenfield in nature showing no signs of any form of previous development. It is currently in agricultural use with green agricultural produce growing at the time of the officer's site visit. It is a relatively level site sloping gently down towards the south and west. Land to the west is all open and agricultural in appearance.
- 3.3 There is a mix of house types and styles in the local area with brick built bungalows and two-storey houses along Fleet Lane. Houses to the West tend to be stone built and are more traditional in character, particularly within the Conservation Area.
- 3.4 Towards the south of the site is an area of planting which sits alongside a watercourse (Oulton Beck) and public footpath.

4 RELEVANT PLANNING HISTORY:

- 4.1 12/03401/OT – Outline application for residential use, approved 22/10/13. All matters were reserved. The application was considered at City Plans Panel on 9th May 2013 and again on 6th June 2013. A s106 has been signed which provides the following:
 - i) Metro Card Sum - £44,425.60.
 - ii) Off-site Greenspace Contribution £85,597.41.

- iii) Greenspace Area Scheme – construction and maintenance of greenspace areas (details to be submitted before commencement of construction).
- iv) Primary Education Contribution £237,785.00.
- v) Secondary Education Contribution £143,319.00.
- vi) Public Transport Improvement Contribution £98,097.00.
- vii) Travel Plan and Travel Plan Monitoring Contribution £2,500.00.
- viii) Provision of 12 affordable housing units – 6 of which are sub-market/intermediate affordable units and 6 social rented affordable units.
- ix) Training and Employment Initiatives.

4.2 08/00943/OT – Outline application for residential development. Refused 19/05/08. Appeal dismissed 16/03/09.

5 HISTORY OF NEGOTIATIONS:

5.1 The applicants have submitted a Statement of Community Involvement which outlines the following:

- i) Number of meetings held between applicants and council officers prior to application being submitted.
- ii) Meetings held with local Ward Members and Oulton & Woodlesford Neighbourhood Forum on 20/11/13 and 07/03/14.
- iii) Meeting held with Alec Shelbrooke MP on 31/01/14.
- iv) 300 consultation brochures sent out to local residents.

6 PUBLIC/LOCAL RESPONSE:

6.1 Application was advertised by way of site notices posted on 30/04/14. Publicity expired on 10/06/14.

6.2 2 letters of general comment, one raising questions regarding retention of existing landscaping to boundaries of site, mix of social housing and traffic arrangements. The other questioned whether bungalows were required due to nature of area and whether the access was in the best place.

6.3 10 letters of objection were received raising the following concerns:

- i) Despoiling of area, long term noise, filth and disruption will be caused.
- ii) Additional traffic on country roads.
- iii) Extra houses not needed.
- iv) Schools cannot cope with additional pupils.
- v) Homes will be unaffordable.
- vi) Proposed houses are not in keeping, impact on character, and on the Conservation Area.
- vii) Detrimental impact on bungalows due to size and scale of houses. More bungalows are needed.
- viii) Affordable houses not pepper-potted and right behind existing large houses.
- ix) Impact on views across to Methley Ridge.
- x) More trees should be planted on the site to help retain semi-rural feel.
- xi) Issues to do with loss of privacy due to land level changes and boundary treatments heights.

- xii) Traffic calming measures needed on Fleet Lane.
- xiii) Public footpaths should be accessible by disabled.

6.4 The Oulton Society objected on the following grounds:

- i) Despite local consultation there has been no significant change to the overall layout as presented to residents. Housing density is far higher than existing.
- ii) Community is frustrated that the issue of bungalows has not been addressed and that they have been rejected by the developers on the grounds that they are land hungry and not profitable. We strongly maintain that bungalows should be provided.
- iii) Typical volume builders layout, unimaginative and bland.
- iv) Poor garden amenity for a number of properties, more screening and greenery required across the site, and there should be retention of all existing trees and vegetation.
- v) Properties around the site entrance are too high and dominating. Properties are not in keeping and do not sit well with adjacent bungalows. These large houses also impact on views of St John's Church (views mentioned in the Conservation Area Appraisal).
- vi) Buffer planting to all edges required – not enough provided.
- vii) Affordable housing should be mixed better into the site – the site has all similar house types in one area. Number of affordable homes reduced from 12 to 11.
- viii) Properties are standard house types, with no regard for local character. A reduction in pitch of roofs would help and lessen impact. No properties have a rural character.
- ix) Poor impact on, and no enhancement of, Conservation Area.
- x) No indication of materials given.
- xi) Car dependent site with poor public transport facilities. Number of off-street parking spaces and visitor parking is inadequate, insufficient garage accommodation, and questions over maintenance of private drives.
- xii) Suggest number of traffic calming measures.
- xiii) Issues of headlights impacting on existing residents when cars exit the site.
- xiv) Responsibility for greenspace? Provision of children's play area? Connectivity needs improving and disabled access catered for.

7 CONSULTATIONS RESPONSES:

7.1 Statutory Consultees

7.2 Environment Agency – no further comments beyond those made at outline stage.

7.3 Yorkshire Water – raise concerns regarding building over the line of sewers, and recommend a number of drainage conditions. *The agent has advised that plots 48 – 51 have been re-orientated to accommodate a 5m easement.*

7.4 Highways (main access) – revisions required to show off-site works to Fleet Lane including carriageway and footway widening, introduction of pedestrian islands, hatching and cycle lanes. Off-site works will require a s278 Agreement. Site lines of 2.4m x 90m should be shown at the main access point. *Applicant is aware of this; the matter is also addressed via a condition on the outline.*

7.5 Non-Statutory Consultees

- 7.6 Highways (internal layout) – Internal road needs to be built to adoptable standards and then offered for adoption under S38 of the Highways Act. Speed limit should be 20mph and indicated on approved plans. Number of issues with regard to internal access layout. *Applicant is aware of these requirements.*
- 7.7 Ecology – comments made regarding notation of matters on plan.
- 7.8 City Services – refuse collection arrangements are acceptable.
- 7.9 Metro – made comments relevant to outline permission.

8 PLANNING POLICIES:

Unitary Development Plan (Review 2006) Policies:

Local Policy:

- 8.1 The development plan for Leeds is made up of the adopted Leeds Unitary Development Plan (Review 2006) (UDP) and the Natural Resources and Waste Development Plan Document (DPD), adopted January 2013.
- 8.2 The site is unallocated in the UDP. The following UDP policies are relevant to the consideration of the application:
- GP5 – General planning considerations
 - N12 – Urban design principles.
 - N13 – Building design principles.
 - N23 – Incidental open space around development.
 - N25 – Landscaping
 - N39A – Use of SUDs.
 - N49 – Development not permitted if threatens significant net depletion of biodiversity.
 - N51 – Enhancement of biodiversity.
 - T2 – New development and highway safety
 - T5 – Safe access for pedestrians and cyclists.
 - T6 – Safe access and provision for disabled.
 - T7A – Secure cycle parking.
 - T7B – Secure motorcycle parking.
 - BD5 – General amenity issues.
 - LD1 – Landscaping
 - Car Parking Guidelines (volume 2).
- 8.3 The following DPD policies are also relevant:
- GENERAL POLICY1 – Presumption in favour of sustainable development.
 - WATER1 – Water efficiency, including incorporation of sustainable drainage
 - WATER7 – No increase in surface water run-off, incorporate SUDs.
 - LAND2 – Development should conserve trees and introduce new tree planting.

Draft Core Strategy

- 8.4 The Local Development Framework will eventually replace the UDP but at the moment this is still in production with the Core Strategy at an advanced stage. The Emerging Core Strategy was examined by an Inspector in October 2013. The Inspector has

subsequently indicated that two issues must be addressed if it is to be found sound, these are Affordable Housing and Provision for Gypsy and Traveller Sites. The Inspector's main modifications were published on the 13th March 2014 for six weeks public consultation – significant weight can now be attached to the Draft Core Strategy as amended by the main modifications.

- P10 – High quality design.
- P12 – Good landscaping.
- T2 – Accessibility.
- G8 – Biodiversity improvements.
- EN1 – Carbon dioxide reduction in developments of 10 houses or more, or 1000 m² of floorspace
- EN2 – Achievement of Code Level 4, or BREEAM Excellent (in 2013) for developments of 10 houses or more or 1000 m² of floorspace.

Supplementary Planning Documents

- ii) Street Design Guide
- iii) Neighbourhoods for Living
- iv) Oulton Conservation Area Appraisal and Management Plan (approved as a material consideration May 2010). The site borders the conservation area to the western boundary, and there are also several positive buildings close to or adjacent to the western edge of the site.
- v) Draft Oulton and Woodlesford Design Statement. Specific mention of this site is made in this document at page 28: "...the openness of the land here provides an attractive setting for the village of Oulton, with views from Fleet Lane of St John's Church spire above the village. Similarly views out from the village, specifically along the footpath along Oulton Beck as it emerges from Farrer Lane emphasise the historic relationship of the village and the adjacent countryside".

National Planning Policy

- 8.5 The National Planning Policy Framework (NPPF), published on 27th March 2012, and the National Planning Practice Guidance (NPPG), published March 2014, replaces previous Planning Policy Guidance/Statements in setting out the Government's planning policies for England and how these are expected to be applied. One of the key principles at the heart of the Framework is a presumption in favour of Sustainable Development.
- 8.6 The introduction of the NPPF has not changed the legal requirement that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The policy guidance in Annex 1 to the NPPF is that due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF. The closer the policies in the plan to the policies in the Framework, the greater the weight that may be given.

9 MAIN ISSUES

- Principle of development.
- Impact on local character and the Conservation Area.
- Impact on residential amenity.
- Impact on highway safety.
- Other issues.

10 APPRAISAL

Principle of development.

- 10.1 The principle of residential development on this site was established when approval was granted for outline permission, this carried a number of conditions, and there is also a s106 document which places a number of requirements on the developer. As a result of these the development can be considered to be acceptable in principle. All matters were reserved at outline stage including access, appearance, layout, scale and landscaping. This current application seeks approval for all of the reserved matters.
- 10.2 Condition 4 of the outline approval restricts the number of units on the site to a maximum of 80, this proposal is for 77 which would comply with this condition.

Impact on local character and the Conservation Area.

- 10.3 The character of the area is quite mixed with a variety of modern building in evidence. The Conservation Area boundary is along the western edge of the proposed site and there is one identified building of positive character, this is a former farm house and barn structure that has been converted into four dwellings, grouped in a C shape around a courtyard, with a modern home opposite. The structure has a very typical farm house appearance and is constructed of stone with slate roof with gable ends. Adjacent to this site some 1980's large, detached homes which are three storey in height, dormer windows with red modern tiled roofs. These are of a very different character to the former farm buildings but are indicative of the more modern house styles that have crept in over the years.
- 10.4 To Fleet Lane itself there are a mix of large detached and semi-detached houses, many of which are bungalow forms (with or without dormers). The character here is quite spacious with deep front gardens and driveways in-between. Further to the west along Fleet Lane the built envelope ends and gives way to crop fields. The site itself is a crop field, bound by hedges interspersed with trees. Where residential development abuts the site there is a mixture of hedging and fencing. The exception to this is on the western edge adjacent to the 1980's red roofed houses where there is a 10m strip of unploughed land with shrub and tree growth forming a rounded edge to the field.
- 10.5 In terms of the built form the layout has been assessed by the Council's Design Review Panel and is considered to be appropriate to the local character of the area. On the whole houses are spaced well, with provision for small front garden areas providing opportunities for planting and general greening. Part of the vegetated area to the western boundary will be retained. The southern boundary will be landscaped and the area here kept as informal open space with footpaths providing access to Farrer Lane, the Beck and eastwards. A new boundary will be created on the eastern border which will be planted up with hedging and trees providing a soft greening of this edge. Generally within the site, and in relation to houses around the site, distances are such that the proposal will not feel overly tight or cramped.
- 10.6 The house types are from a fairly standard template, however they have features such as vertical window emphasis, feature heads and cills, eaves detailing etc. These features are repeated on all 11 house types so whilst there is variety in the size and appearance of houses they all have these unifying features which will help to give the development a character of its own. All properties are two storey's in height which is appropriate for the area, and have gable ended roofs, some with gable features incorporated.
- 10.7 A few issues remain that further negotiation on could help to enhance. In particular the houses that are located along the boundary with Fleet Lane are felt to be too far forward of the existing building line, and the massing is also considered to be too much. Hipping the roof's would help at this point. Materials are given in the D&A statement to be red brick with rendering. Traditional materials for the area are locally quarried

sandstone with stone slate and it is considered that red brick is not necessarily an appropriate material for the area. This matter is covered by a condition on the original outline permission as well.

- 10.8 The issue of bungalows has been raised by many objectors both in terms of their impact on character and the need for this form of housing. In terms of character, whilst it is acknowledged that Fleet Lane itself is in part characterised by bungalow forms, this is not exclusive, and the addition of two storey houses is not considered to be of significant harm to visual amenity, matters of massing as raised above notwithstanding.
- 10.9 Of particular importance to the area are views of St John's Church, which although located some distance from the site has a very prominent spire. The applicants have assessed the views and included some photomontages which demonstrate that such views from Fleet Lane and the east of the site would not be harmed. Generally in longer views across the site the houses would sit well against the existing built form, and would not appear above the tops of existing trees. Views of the spire remain unharmed.
- 10.10 The proposed layout and appearance then are considered to be appropriate and will help to enhance and incorporate the Conservation Area. Some small issues remain and Members are asked to consider delegating these matters to Officers for negotiations. Members will be updated on any amendments agreed on by the date of Panel.

Impact on residential amenity.

- 10.11 The layout has been designed around guidance in our SPG Neighbourhoods for Living, and generally across the site there are good distances between properties so that there will be no overlooking, loss of privacy or dominating. Residents will have good sized gardens and good access to amenity space. The layout allows for tree planting which will help to introduce areas of shade and enhanced biodiversity.
- 10.12 With regard to neighbouring buildings again the layout generally allows suitable distances between existing and proposed so that there should be no loss of amenity. The houses mostly affected are numbers 4 and 7 Greenland Court, properties on Norfolk Drive, and 36 Fleet Lane. Number 4 Greenland Court currently has a very open rear boundary with post and rail fence and some vegetation, but does enjoy views out across the field that are uninterrupted. This will change significantly as they will now have views onto the rears of two new properties. A distance of 27m is retained and there is scope for planting along the boundary between the properties, such that whilst the views will be curtailed, a good outlook will still be retained. Number 7 is different in that it faces onto the site with a limited garden depth. Even still a distance of about 22m will be achieved between houses, and there is again scope for good boundary planting to soften the impact and give good privacy. The distances involved should ensure that overshadowing is limited to very short periods of time only.
- 10.13 Properties on Norfolk Drive are large bungalows sited around a short cul-de-sac and set back from Fleet Lane. The rear gardens look south across the application site. These houses are closer to the development than other properties on Fleet Lane, however distances between existing and proposed properties will retain a minimum of 20m. Some garages are proposed closer to the boundary but even in this instance a distance of 14m is retained. Any overshadowing that occurs should be within the garden areas of the proposed dwellings, rather than onto the bungalows. The proposed houses will of course be two storey and could have potential to feel quite dominating to the bungalows, however the distances between the properties, coupled with the slight fall in levels, should ensure that this does not occur. Details of levels are a requirement of the landscaping condition on the outline permission. A section has been provided which shows that the roof ridge of the closest property will be higher, but that at ground level in the bungalow a person would be looking at a height between first

and ground floor on a proposed dwelling. This reduces the feeling of height, and ensures greater privacy.

10.14 Number 36 Fleet Lane is a dormer bungalow, granted permission in 2007 with several dormer windows on the eastern side which will face onto the backs of proposed properties. These windows are close to the existing boundary, a distance of only 5m. This would be considered inadequate, however presumably when granted the openness of the fields was felt to be sufficient. The proposal provides for 20m between the bungalow and the rear elevation of new dwellings which is a spacious gap. Existing hedging is shown to be retained on the drawings and this can be conditioned for.

Impact on highway safety.

10.15 There are a number of outstanding matters in relation to highways that require some revisions to the scheme. These are being addressed and Members will be updated at the Panel meeting.

10.16 The proposed site access position is acceptable; some off-site highway works are required in the vicinity of the access including carriageway and footway widening, the introduction of pedestrians' islands, central carriageway hatching and cycle lanes. Sight lines of 2.4m x 90m are required to be shown on the plans, but are achievable. These matters can be secured through a Grampian style condition.

10.17 There are a few matters relating to the internal road and parking layout, however again these are considered resolvable and Members will be updated on this at Panel. In general though the layout and the amount of off-street parking is acceptable for the form and scale of development. All properties have off-street parking either on drives or in garages, and each plot has adequate bin storage areas.

10.18 In principle therefore the proposal does not raise concerns relating to highways safety, subject to the last few remaining issues, and conditions to ensure implementation of any required mitigation measures.

Other issues.

10.19 Drainage matters are considered to be adequately dealt with and can be controlled through conditions.

10.20 Matters of ecology are dealt with via condition on the outline plan, however the proposed landscaping is considered, in principle, to enhance existing biodiversity and provide for an attractive and meaningful setting for both existing and new residents.

10.21 A number of objectors raise concerns that no bungalows are proposed. The applicants have rejected bungalows due to the amount of land that they take in comparison to the value to be gained. Whilst it is accepted that bungalows are often favoured by people with mobility needs, it is not for the planning authority to seek to control the demands of the housing market by restricting the type of homes. All homes will be required to be Part M compliant under Building Regulations, which will enable greater access for all, the properties have downstairs toilet facilities, separate bathrooms, and en-suite's; some have additional rooms on the ground floor that could be adapted for bed space; and stairs that can take stair lifts. The development also has a variety of house sizes from 2 bed properties to 5 beds. The proposal should therefore be inclusive to all needs and requirements.

10.22 12 affordable homes are shown around the site. Whilst these are grouped into terraces, they are split into three different areas and interspersed with private housing, helping to achieve greater integration.

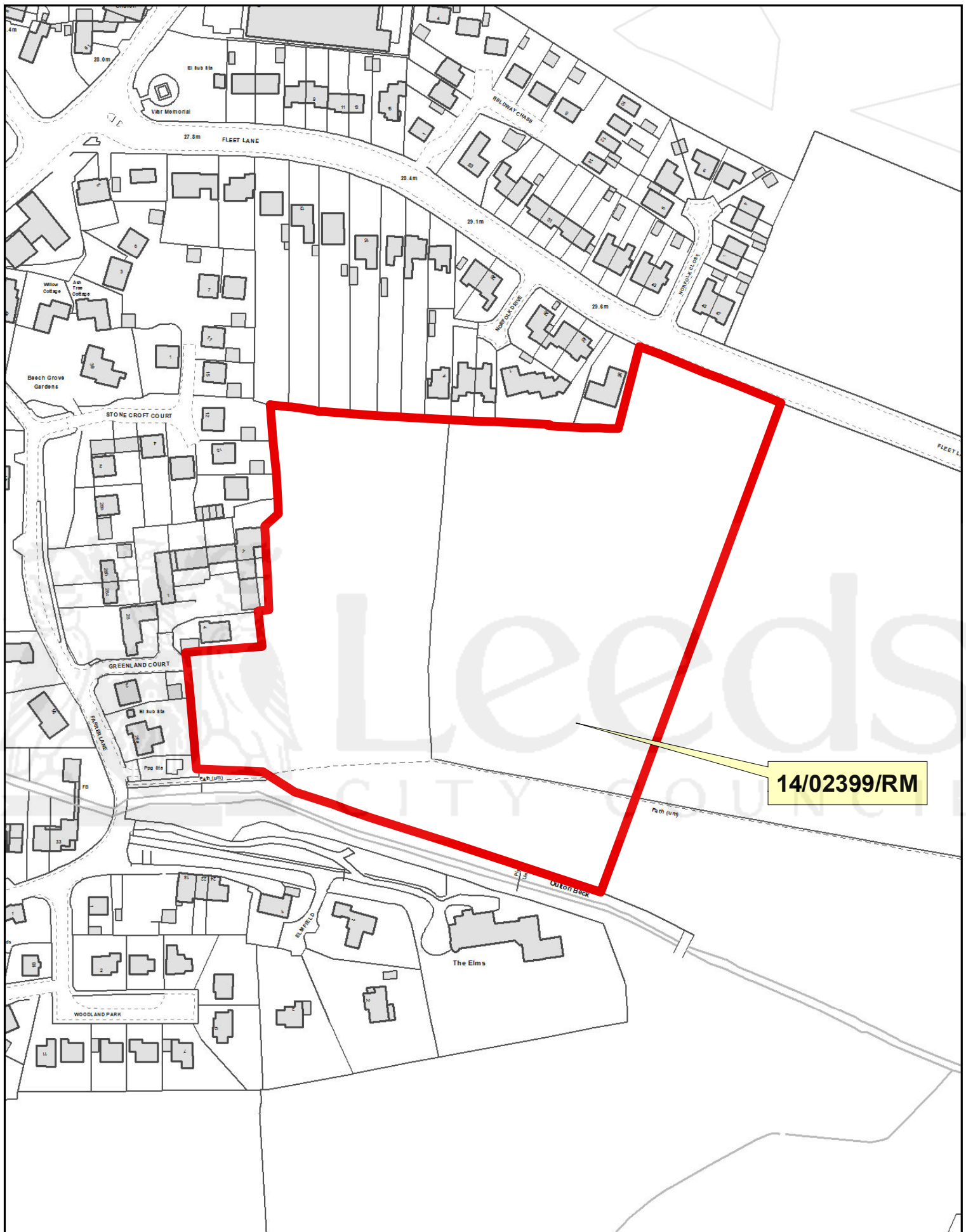
11 CONCLUSION

11.1 The proposed development is considered to provide a suitable setting and character for its location, helping it eventually to blend in with the existing village, and providing a

suitable rounding off development to this edge of the settlement. The proposal does not raise any significant harm regarding its impact on local character, residential amenity or highway safety and is recommended to Members for approval subject to some minor amendments and conditions.

Background Papers:

14/02339/RM



14/02399/RM

SOUTH AND WEST PLANS PANEL

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