



**Leeds**  
CITY COUNCIL

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## Report of the Chief Planning Officer

### South and West Plans Panel

Date: 2<sup>nd</sup> October 2014

**Subject: POSITION STATEMENT: APPLICATION NUMBER 14/04075/RM – Reserved matters application for residential development at Haworth Court, Chapel Lane, Yeadon, Leeds**

#### APPLICANT

Regeneration Programme  
City Development

#### DATE VALID

15 July 2014

#### TARGET DATE

14 October 2014

#### Electoral Wards Affected:

Otley & Yeadon

Yes

Ward Members consulted  
(Referred to in report)

#### Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

**RECOMMENDATION: For Members to note the content of the report and to provide comment/feedback on the questions raised at section 10 and 11 of this report**

### INTRODUCTION:

- 1.1 This report is brought to South and West Plans Panel for information and for members to pass comment on the questions that have been raised in section 10 and 11 of the report. This planning application relates to a new care home consisting of 45 self-contained flats for extra care for the over 55s. This takes the form of a curved 4 storey building on a sloping site which is within the Yeadon Conservation Area and just outside of the town centre.
- 1.2 Members views are requested in relation to the scheme particularly in relation to the scale, massing and design of the proposal and its impact on the Conservation Area and the area in general.

### 2.0 PROPOSAL:

- 2.1 The proposal seeks planning permission for the erection of a 45 flat development for extra care facility for the over 55s. This will consist of 18 one bedroomed flats and 27 two bedroomed flats which are self-contained but there will also be communal facilities.

- 2.2 The proposed building will be four stories in height and will take the form of a curved building on the main/upper part of the site with a car park on the adjacent/lower piece of land. On the ground floor are communal facilities including a lounge/dining area with a kitchen, multipurpose room, assisted bathroom, room for visiting hairdressers, laundry, scooter storage and charging room, office for staff and three one bedroom apartments. On the three floors above there will be 5 one bed roomed and 9 two bed roomed flats. Each floor will have an assisted bathroom and small office/multipurpose rooms. All the flats will be self-contained with their own kitchens and bathrooms.
- 2.3 The main entrance will be on the Chapel Lane side of the building which will also accommodate the resident's gardens for the development which is located to the front elevation of the scheme. The car park will accommodate 20 car parking spaces.
- 2.4 On the front elevation facing Chapel Lane the building will range in height from 12.8 to 13 metres to the eaves and 18.4 to 18.6 metres to the apex. The rear elevation facing Silver Lane will range from 12 to 12.8 metres to the eaves and 16.2 to 18.4 metres to apex. Onto Haworth Lane the height will range from 7.8 to 14 metres to the eaves and 14.4 to 19 metres to the apex. Finally the south elevation will range in height from 11 to 12.8 metres to the eaves and 17.2 to 18.5 metres to the apex. The materials will consist of buff brick with stone coursing and natural slate. The plinth will be a dark brick and the roof will be grey artificial slate and the windows will be aluminium.

### **3.0 SITE AND SURROUNDINGS:**

- 3.1 There is a dated and inadequate Sheltered Housing units on the site which are divided into 3 main blocks connected by later extensions or bridge like structures. The structures are partly gabled and partly flat roofs and comprise either red or yellow brick with occasional render infill's and stone. Despite the fact, that they consist of only two to three storeys in relation to the topography of the site, the scale form and volume forms a strong contrast to the otherwise typical small town environment.
- 3.2 To the north of the site beyond Haworth Lane is a mixture of residential dwellings with private and communal gardens as well as low maintenance amenity spaces and car parking areas. The dwellings originate from different periods and have different style, materials and scales. The mixture of housing types comprises traditional stone terraced housing with 2-3 storeys as well single storey bungalows. A nearby stone terrace and an positive building in the Conservation Area will be affected by the proposals of this site.
- 3.3 To the east of the site beyond Silver Lane is a mixture of residential and commercial buildings, including a surgery with adjacent car park and line of terraced buildings with shop fronts towards High Street. The buildings are set into generally well maintained amenity grass areas and gardens which enhance the appearance of the area. Again, the structures originate from different periods and have between 2-4 storeys. Most of the structures are made of traditional local stone and even more recent structures have adopted the same surface finish. The buildings directly along High Street are included into the current Yeadon Conservation area boundary.
- 3.4 To the south of the site around Town Street are a mixture of residential and retail properties of 2-4 storeys and predominantly constructed of traditional stone. All structures south of the site are currently included in the conservation area boundary.

3.5 The west presents itself in a similar manner as the east and the south of the site; a variety of stone buildings partly with shop fronts and partly set into amenity grass land. The converted traditional stone building retains its character and charm and adds to the overall established and historical feeling in the centre of Yeadon. However, the current structures on site block, and dominate the view towards the former institute. Directly adjacent the site boundary on the bottom of Chapel Lane is a former Institute which is a Listed Building now converted into flats.

#### **4.0 RELEVANT PLANNING HISTORY:**

The following planning history on the site is considered relevant:-

Full planning permission granted in August 2014 for demolition of the existing former sheltered housing complex under reference number 14/03824/FU

Outline planning permission was granted in August 2010 for a new extra care home and this application was considered by West Plans Panel on 12<sup>th</sup> August 2010 under reference number 10/02227/LA

Planning permission was granted in October 2008 for a two single storey entrance porch extensions, new windows to residents lounge and part new pitched roof extension to the sheltered housing complex, under reference 08/03771/FU; and

Planning permission was granted in October 2001 for a disabled access ramp to the sheltered housing complex, under reference 28/189/01/FU.

There is no other relevant planning history for the site.

#### **5.1 HISTORY OF NEGOTIATIONS:**

5.1 Officers have been in discussions with the applicant regarding a proposed scheme since January 2014. Important to these negotiations have been the needs of the proposed occupiers with the internal design being laid out in such a way to not appear as an institutional building and provide an attractive place to live.

#### **6.0 PUBLIC/LOCAL RESPONSE:**

6.1 The application has been publicised by Site Notices and an advert has also been placed in the press.

Councillor Campbell has the following comments in relation to the proposal

In principle I would support this type of development in this location but I have some concerns about the details of the proposal.

1. The size and massing of the building is considerably larger than the existing and as a substantial building will dominate both the surrounding conservation area and the wider area of Yeadon.

2. As a large building in a prominent position it will command views across the whole of the Yeadon / Guiseley area and be a prominent feature across the area.

3. The materials seem alien to the conservation area.

4. The design presents a large unbroken frontage onto Silver Lane with a substantial face onto Haworth Lane (given its location this will be visible from a considerable distance).

5. The through route from Chapel Lane up to the centre of Yeadon is not shown as being protected and there are no details of the form it will take.

6. The car parking area seems to have been added as an afterthought and missed of the artist's impressions altogether.
7. The building turns its back on the town centre.
8. The pick up and drop of point seems too small for an ambulance to turn in and there would seem to be a conflict with the door.
9. The garden area to the front is unclear along with scooter parking and a route both to the car park and the centre of Yeadon.
10. There is a reference to improvements to the area but this seems to comprise a series of photos of the existing.

Officers are meeting Ward members on site the day before Plans Panel so any comments received from Ward members at this meeting will be reported verbally to Plans Panel.

Leeds Civic Trust objects stating that they are supportive of the proposed use, however, we note that the building is in the Yeadon Conservation Area and occupies an extremely prominent position on a steep slope. The building this is to replace was considerably lower, far less prominent, and much of it occupied lower parts of the site. We consider the proposed building to be over-dominant and suggest that it be 'stepped down' the slope. Buildings in the Yeadon Conservation Area are built of stone and we do not consider brick an appropriate substitute for stone for this project in this Conservation

Aireborough Civic Society has objected to the scheme on the following grounds: Although the use for this new building is positive, Aireborough Civic Society objects to this application. We consider that the proposed new building is far too big and 'solid' for this position in the Yeadon Conservation Area. It will dominate the former Chapel It is only a few hundred yards from Yeadon Town Hall and should be constructed of stone, so that it is in keeping with and enhances the conservation area. Buff and dark brick are not suitable.

We consider the recently constructed Yeadon Health Centre would be far less attractive if it were constructed of the bricks proposed in this application. It will therefore have a negative impact on the Conservation Area.

The existing building is far more 'spread out' and therefore does not 'stand out' in the way that this building would. The new building should have similar impact.

## **7.0 CONSULTATION RESPONSES:**

- 7.1 The consultation phase of the application expires on the 22 August 2014. The following consultations responses have been received.

### Statutory Consultees

#### Environment agency

No comments

### Non Statutory Consultee

#### Highways

Revised plans and additional information required to cover

- Proposed off site highways works
- Amendments to internal layout
- Further information in relation to staff to access level of parking

Yorkshire water  
Conditional approval

Flood risk management  
Conditional approval

## **8.0 PLANNING POLICIES:**

### **Development Plan:**

- 8.1 The development plan consists of the adopted Leeds Unitary Development Plan (Review 2006) (UDP) and the adopted Natural Resources and Waste DPD (2013).

The Inspector's Reports into the Core Strategy and the CIL examinations have now been received and reports on these were considered by Executive Board on 17 September 2014 with a view to the CS being referred to full Council for formal adoption. As the Inspector has considered the plan, subject to the inclusion of the agreed Modifications, to be legally compliant and sound, the policies in the modified CS can now be afforded substantial weight. Once the CS has been adopted it will form part of the Development Plan

- 8.2 The site is unallocated within the UDP and the Core Strategy but is within the Yeadon Conservation Area and just outside of the Yeadon Town Centre policies which are relevant within the UDP are as follows:

SG2: To maintain and enhance the character of Leeds

SP3: New development will be concentrated largely within or adjoining main urban areas and settlements well served by public transport

SA1: Secure the highest possible quality of environment.

GP5 all relevant planning considerations

GP7 planning obligations

GP11 sustainability

GP12 sustainability

H4: Residential development.

H11-H13: Affordable Housing.

N2: Greenspace

N4: Greenspace

N12: Relates to urban design and layout.

N13: New buildings should be of a high quality design and have regard to the character and appearance of their surroundings.

N19: New buildings within or adjacent to Conservation areas should preserve or enhance the character or appearance

N23: Relates to incidental open space around new developments.

N25: Seeks to ensure boundary treatment around sites is designed in a positive manner.

N26: Relates to landscaping around new development.

N37A: Development within the countryside should have regard to the existing landscape character.

N38B: Relates to requirements for Flood Risk Assessments.

N39A: Relates to sustainable drainage systems.

N51: New development should wherever possible enhance existing wildlife habitats.

T2: Development should not create new, or exacerbate existing, highway problems.

T2B: Significant travel demand applications must be accompanied by Transport assessment

T2C: Requires major schemes to be accompanied by a Travel Plan.

T2D: Relates to developer contributions towards public transport accessibility.

T5: Relates to pedestrian and cycle provision.

T24: Parking guidelines.

BD2: The design of new buildings should enhance views, vistas and skylines.

BD5: The design of new buildings should give regard to both their own amenity and that of their surroundings.

LD1: Relates to detailed guidance on landscape schemes.

### 8.3 Policies within the Core Strategy that are relevant are as follows:

Policy H8 – Housing for independent living (page 68)

Policy P2 – Acceptable uses in and on the edge of Town Centres (page 78)

Policy P10 – Design (page 88)

Policy P11 – Conservation (page 90)

Policy P12 – Landscape (page 91)

Policy T2 – Accessibility requirements and new development (page 93)

Policy G4 – New greenspace provision (page 98)

### **Supplementary Planning Guidance:**

#### 8.4 Supplementary Planning Guidance provides a more detailed explanation of how strategic policies of the Unitary Development Plan can be practically implemented. The following SPGs are relevant and have been included in the Local Development Scheme, with the intention to retain these documents as 'guidance' for local planning purposes.

- Neighbourhoods for Living.
- Designing for Community Safety.
- Travel Plans
- Public Transport Improvements and Developer Contributions
- Yeadon Conservation Area Appraisal

### **National planning policy**

#### 8.5 National Planning Policy Framework: Paragraphs 56 and 57 refer to the impact of good design as being a key aspect of sustainable development. Paragraph 58 bullet point 3 refers to the desire to optimise the potential of the site to accommodate development.

#### 8.6 Paragraph 65 states LPA's should not refuse planning permission for buildings or infrastructure which promote high levels of sustainability because of concerns about incompatibility with an existing townscape, if those concerns have been mitigated by good design (unless the concern relates to a designated heritage asset and the impact would cause material harm to the asset or its setting which is not outweighed by the proposal's economic, social and environmental benefits).

#### 8.7 Paragraph 66 states Applicants will be expected to work closely with those directly affected by their proposals to evolve designs that take account of the views of the community. Proposals that can demonstrate this in developing the design of the new development should be looked on more favourably.

- 8.9 Paragraph 131 states in determining planning applications, local planning authorities should take account of:
- The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
  - The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
  - The desirability of new development making a positive contribution to local character and distinctiveness.

## 9.0 MAIN ISSUES:

- Principle of the development
- Design, scale and impact on the setting of Yeadon Conservation Area
- Impact on neighbours
- Highways Issues
- Other Issues including need for the occupiers

## 10.0 APPRAISAL:

### Principle of the development

- 10.1 Outline planning permission has already been granted on the site for a new extra care home and this application is the reserved matters application related to this outline permission which is still valid. For these reasons the principle of development on the site is considered acceptable.

### Design, scale and impact on the setting of Yeadon Conservation Area.

- 10.2 The site is located in a prominent position in Yeadon Conservation Area and is just outside of Yeadon Town Centre. The site is surrounded by highways on all four sides and it also has a footpath that runs through the site and provides a useful link to the Town Centre.
- 10.3 The new building forms a curve on the upper part of the site and is located away from the road frontages. However, the current building on the site is located away from the road boundaries with grass and landscaping on the land surrounding. The three storey element of the existing building is located on the lowest part of the site and this is to be replaced with the car park and landscaped areas. This opens up the site in this area.
- 10.4 Moving around the upper piece of land which will house the building, Silver Lane forms the eastern boundary of the site is located higher than the application site with Chapel Lane forming the western boundary of the site being the lowest point of the site. The land continues to slope down from Chapel Lane to the west. On Silver Lane the site is lower than the road and the building on this side will be 3 storey's due to change in levels. The change in levels and the set back from the road reduces the prominence of the building on Silver Lane.
- 10.5 On Haworth Lane itself the current building is two storey and is flat roofed and the new building along this elevation will be 3 storey at the Silver Lane end increasing to 4 storey on the Chapel Lane end. The building will be prominent along this elevation but the darker material at the base of the building reduces this massing plus there is some set back from the street scene.

- 10.6 On Chapel Lane the land and location of the building are already at a higher level than the street itself and the building will be 4 stories in this location. This elevation is where the size of the building will have its greatest impact on the street scene especially on the corner of Chapel Lane and Haworth Lane. The proposed building will be two storey's higher than the existing building plus it is closer to the road than the present building which also increases its prominence.
- 10.7 The design of the existing building is far from ideal having flat roofed sections and this building currently has no positive impact on the Conservation Area and its removal is likely to enhance the Conservation Area. The proposed building will be constructed from buff brick, stone coursing and artificial slate which in terms of materials are an improvement on the existing building especially in relation to the conservation area. Whilst the building is large in terms of scale historically the mills in the area would have been large buildings set in their own grounds similar to this application. There are also large buildings set in their own grounds which have been constructed in recent years.

**Member's views are requested in relation to the scale, massing, design and materials and especially in relation to the impact on the Conservation Area.**

Impact on residential amenity.

- 10.8 There are existing residential properties on Haworth Lane and Chapel Lane and the impact on these properties need to be taken into account. On Haworth Court there are bungalows located at the opposite side of the road from the application site. The side gables of these bungalows face towards the site and there are no windows within these elevations. However, there are front and rear gardens with the side boundary of the gardens facing towards the proposed building. At the moment the views from these gardens is towards the side elevation of a two storey building which is even lower in height due to it having a flat roof. The proposed building will be four stories in this location with a roof. The current distance between the building and the bungalow garden is 25 metres and this will be reduced to 23 metres. There are windows overlooking these gardens from the proposal but these gardens are currently overlooked by the existing building and from all surrounding gardens and houses as the boundary treatment is low and open.
- 10.9 In terms of properties on Chapel Lane the front of the chapel which has been converted to residential has windows to the front which are obscured glazed so impact in terms of overlooking and overshadowing/overdominance is limited.
- 10.10 There are four terraced houses beyond Chapel Lane on Old Haworth Lane and these are at a lower level to Chapel Lane. There is a distance of 39 to 46 metres from the side elevation of the new building and the front of these properties which is adequate taking on board the number of floors to the building and the changes in levels. Any loss of sunlight would be early in the morning and is unlikely to be any greater than the existing loss of sunlight.

**Member's views are requested in relation to the impact on residential amenity**

Highways Issues

- 10.11 The current building has 45 care flats and there are xxx car parking spaces. The scheme has 45 care units with 20 car parking spaces proposed. The proposed residents require a low amount of parking as they tend not be able to drive due to



their disabilities so parking is generally required for staff and visitors only. Highway officers have requested further information in relation to the operation of the proposal to establish if the 20 car parking spaces are adequate for the proposed use.

**Member's views are requested in relation to the level of parking and impact on highway network**

The need for the occupiers

- 10.12 The needs of the proposed residents have been an important consideration in relation to the design of the building and also the financial implications have also been important. The building is currently 45 units and there is a need for a replacement with 45 units and to build less than the 45 would not supply enough space for the need for this size of property and also the scheme would become financially unviable. The proposed residential units have carefully been designed and are generally larger than the units that it is replacing. The increase in size and the fact the building covers less of the site have resulted in the building having to be four storey. The internal design has also been important with the requirement to avoid long institutional corridors and create a pleasant place to live. This has led to the curved shaped of the building on the site. There is also a need for the provision of usable external amenity space for residents which is provided to the front of the building in an accessible place for wheelchairs.

**Member's views are requested in relation to the needs of the proposed occupiers and the applicants stated need to provide at least 45 units.**

**11.0 CONCLUSION:**

- 11.1 The current building has little merit in relation to the design and has no significance in terms of the Conservation Area. However, the proposal is a large building whose scale and massing is higher than what is currently on the site and the immediate area. At the time of considering the outline permission it was suggested that the replacement building would be 4 storeys and there are larger buildings within the immediate area. For all these reasons Members views are sought on the following matters;

**The scale, massing, design, materials and the impact on Yeadon Conservation Area**

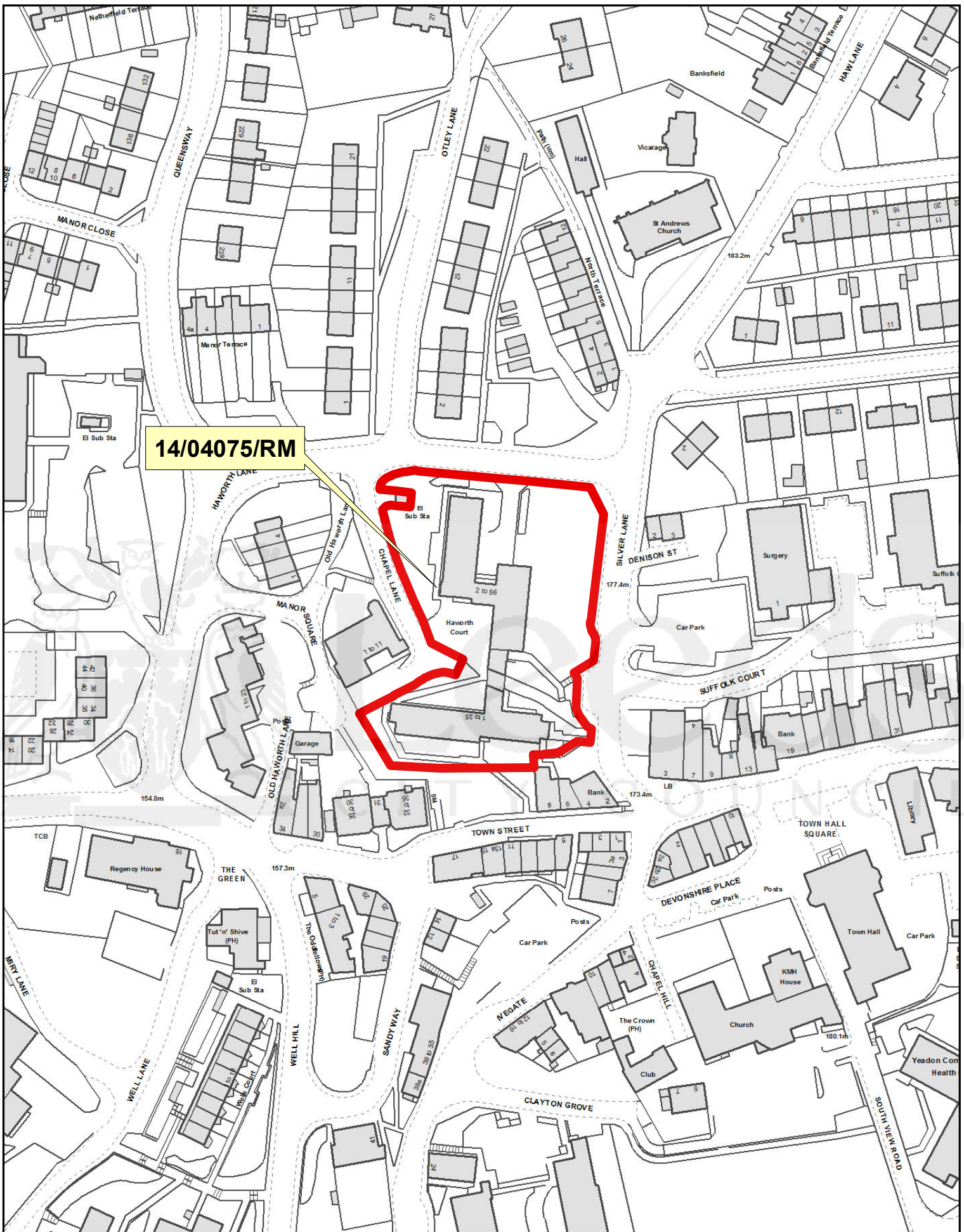
**The impact on residential amenity**

**The level of parking and impact on the highway network**

**The needs of the proposed occupiers and financial viability.**

**Background Papers:**

Application and history files.



# SOUTH AND WEST PLANS PANEL

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SCALE : 1/1500

