

Report of the Chief Planning Officer

South and West Plans Panel

Date: 6TH November 2014

Subject: PLANNING 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: Defer and delegate to the Chief Planning officer for approval subject to the conditions on the outline permission and subject to no further representations being received raising new material planning considerations prior to the expiry of the additional publicity period

INTRODUCTION:

- 1.1 A position statement was brought to South and West Plans Panel on the 2nd October for information and this was also subject to a site visit. This planning application relates to a new care home consisting of 45 self-contained flats for extra care for the over 55s. The building took 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 raised issues regarding the massing and height of the proposal, the external design, proposed materials and car parking. Amendments have been made to the scheme to address these issues and is described below.

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 which was seen as a position statement last month was a four stories in height and will took 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 there were 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 bedroomed and 9 two bedroomed 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 was located on the Chapel Lane side of the building which also accommodated the resident's gardens for the development which is located to the front elevation of the scheme. The car park was for 20 car parking spaces.
- 2.4 The building considered by the Panel at the last meeting was 4 storeys viewed from Chapel Lane and 3 storeys viewed from Silver Lane. The materials proposed consisted of buff brick with stone coursing and natural slate. The plinth was to be a dark brick and the roof will be grey artificial slate and the windows will be aluminium.

Members at Panel in October raised concerns regarding the height and massing of the proposal and also the materials proposed. Since this time officers have been working with the applicant and Ward Members to overcome the concerns that have been raised and the scheme has now been amended.

The proposal still involves a curved building in the position that was discussed at last panel with the main entrance and garden area on the Chapel Lane side of the building the same as before. The car park is also located in the same position as seen previously and still has 20 car parking spaces.

The main changes to the scheme involve the massing and design of the proposed building along with changes to the proposed materials. The scheme is still 4 storey but there are now 3 stories in the main building and the 4th storey has been accommodated in the proposed roof space where there are dormer windows. The roof has been changed to a dual-pitch. The changes to the design have reduced the overall height of the eaves by approximately 3.7 metres and the overall height to the ridge by 2 metres. The ridge of the roof would now be 2.7 metres higher than the ridge of the existing building on the site which is to be demolished. The elevations have been simplified with regular window openings but there is relief in the building as the stairwells have been highlighted in a different material. The proposed materials now are principally stone with a dark plinth brick and dark brick and glazing for the stairwells.

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 12th 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.
- 5.2 Since last Panel there has been a number of meetings held between officers and the applicant including the Ward Members to discuss amendments to the scheme which are in front of you today

6.0 PUBLIC/LOCAL RESPONSE:

- 6.1 The original scheme was publicised by Site Notices and an advert has also been placed in the press. The following comments were received in relation to the original proposal

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.

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.

The revised scheme has been re-advertised and any further responses received will be reported at the meeting

Ward Members have been involved in the discussions regarding the re-design of the building and their views will also be reported at the meeting

7.0 CONSULTATION RESPONSES:

- 7.1 The consultation phase of the original scheme 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

Consultation responses in relation to the revised scheme include:

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)

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.
- 10.5 The proposed building, although substantial, has been reduced in scale relative to the scheme considered by the Panel at the last meeting. It will appear as 2 storey plus the rooms in the roof viewed from Silver Lane and 3 storey plus the rooms in the roof as viewed from Chapel Lane. Although 2.7m higher to the ridge overall than the current building, it is considered that the set-back of the principal elevations from the street frontages and the much improved design and materials will help the building to assimilate successfully into the street scene.
- 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 natural stone and natural 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. It is concluded that the revised design represents an acceptable design for the site which will serve to enhance the character of the Yeadon 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 three stories in this location plus the 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.

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.

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, fewer than 45 and the scheme would become financially unviable. The proposed residential units have carefully been designed and are generally larger than the units that are replaced. 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.

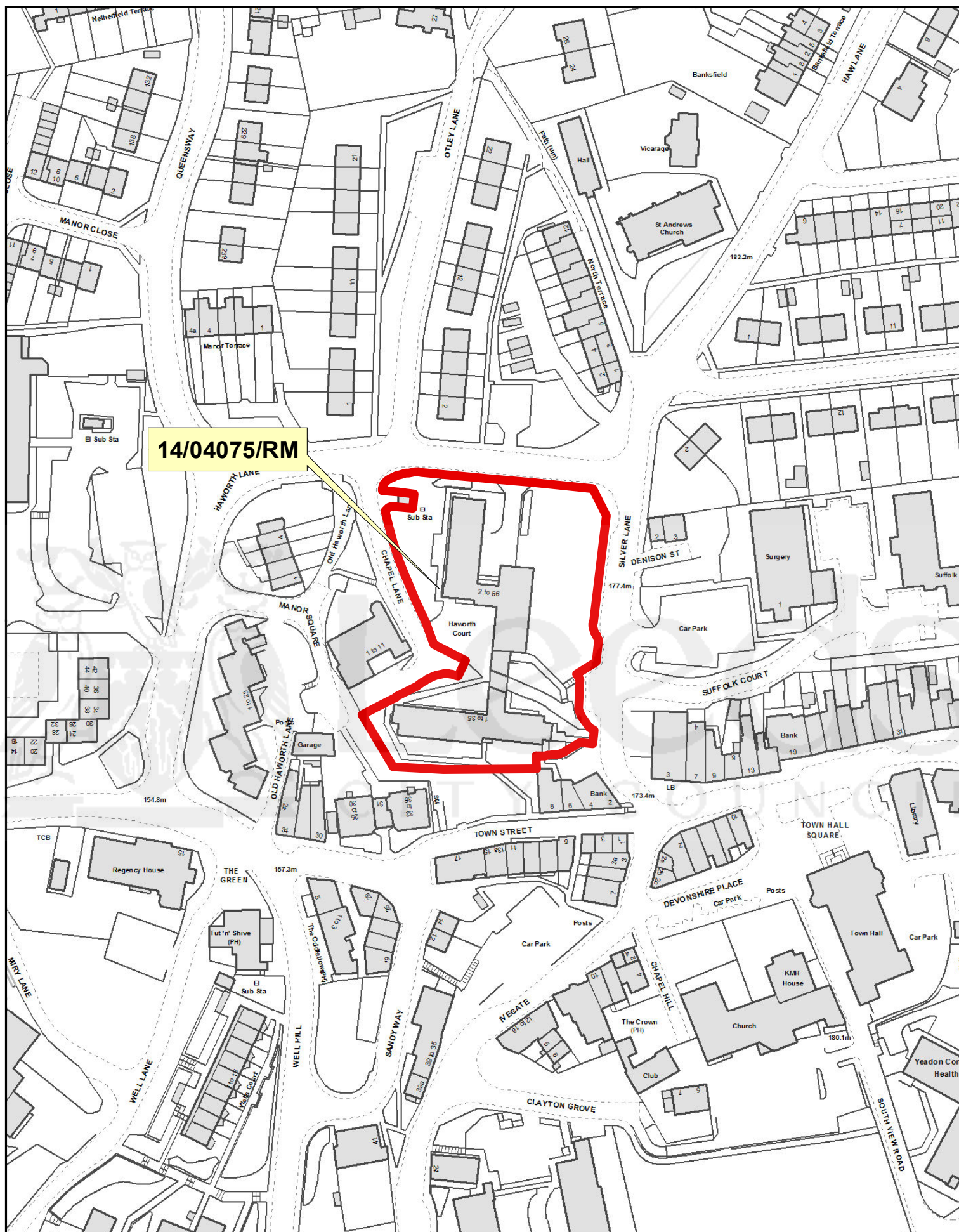
11.0 CONCLUSION:

- 11.1 The current building has little merit in relation to the design and has no significance in terms of the Conservation Area. The proposal is for a building whose scale and massing is greater than what is currently on the site and in 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 wider area. It is considered that the revisions to the scheme and in particular the incorporation of the fourth floor in the roof of the building have resulted in a building which will serve to

enhance the character of the Yeadon Conservation Area and the provision of much needed accommodation.

Background Papers:

Application and history files.



SOUTH AND WEST PLANS PANEL

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