



Report of the Chief Planning Officer

PLANS PANEL NORTH AND EAST

Date: 27 November, 2014

Subject: Application 14/04813/FU – Change of use of council offices to retail unit at ground floor with six flats above, new single storey rear extension incorporating roof terrace over; internal and external alterations including new shop front and dormer windows to front and rear at Nos. 1-5 Main Street, Garforth, LS25 1DU

APPLICANT

Convenience Stores UK LTD

DATE VALID

20th August, 2014

TARGET DATE

15th October 2014

Electoral Wards Affected:

Garforth and Swillington

Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: GRANT PERMISSION subject to the following conditions:

1. Time limit
2. Approved Plans
3. Materials
4. Restricted hours of delivery (0700 – 2000hrs Monday – Saturday, 0700- to 1300hrs Sundays)
5. Opening hours (0700hrs – 2300hrs Monday – Sunday)
6. Sound insulation scheme
7. Cycle/Motorcycle Facilities
8. Maximum Access Gradient
9. Car Park and Servicing Management Plan (to include unallocated Parking)
10. Drainage to be provided in accordance with the details provided
11. Vehicle Space to be Laid Out

1.0 INTRODUCTION:

- 1.1 The application is presented to Plans Panel at the request of Ward Councillor Mark Dobson who has raised concerns relating to flooding issues in Garforth and therefore the impact the development would have on existing drainage infrastructure and also issues relating to parking problems.

2.0 PROPOSAL:

- 2.1 Permission is sought to convert the existing building, formerly used as council offices and one stop centre, into retail (A1) at ground floor level with residential accommodation above (first and second floor levels). The proposal creates 6 self-contained flats in total consisting of 5 x 2 bed flats and 1 x 1 bed flat.
- 2.2 The building is to be extended at the rear to provide a ground floor store for the shop. The rear extension projects 6.7m from the rear elevation and would be 13.5m in width with a flat roof. A roof terrace above the extension is shown for the flats as occupiers would access through the car park into a communal hall at first floor level.
- 2.3 To accommodate the conversion of the upper floors to flats it is proposed to raise the height of the roof and eaves within the part of the building that had already been extended by 700mm in order to achieve additional head height. The main roof would not be altered other than the introduction of a pitched roof dormer window (to match the existing) in the front elevation and the three box style dormer windows within the rear roof slope.
- 2.4 A new shop front is provided for the retail unit and the rear yard would accommodate 6 off-street car parking spaces, a cycle store and bin storage area. This area would continue to be accessed from Barleyhill.

3.0 SITE AND SURROUNDINGS:

- 3.1 The property lies within the main Garforth town centre at the junction of Main Street and Barleyhill. It is located towards the southern end of the main commercial street in opposite the new Garforth library, and adjacent to an auto spares and car sales showroom/area containing a one two storey building and a single storey building, and large forecourt.
- 3.2 The site consists of an architecturally impressive, three storey red brick and stone building circa 1910 under a slate tiled pitched roof with dormer windows. The building is now vacant but was the former One Stop Shop and offices which was adapted for Council use in 1933. The external appearance of the ground floor frontage has been modified to accommodate the previous use and is not therefore original and is less attractive than the remainder of the building. There is an existing two storey extension (built 1933) projecting to the side/rear and an enclosed hardstanding car park at the rear accessed from Barleyhill, formerly used by council staff.
- 3.3 The properties to the rear are a mix of modern two storey red brick dwellings and older tudor style properties. The blank gable end of 18 – 22 Barleyhill Lane (at rear) faces the application site. The built form to the south-west of the site is comprised of a terrace of properties of late C19th appearance. The dwellings are two-storey, with dormers or rooms in the roof and are faced with red brick. The adjoining building contains commercial premises at ground floor (bathroom and kitchen shop) and a Auto car services unit behind, whilst on the other side is the auto sales and car showroom/forecourt.

- 3.4 The area is mixed in character and contains a mixture of residential and commercial / retail premises of a range of styles, ages and materials. Red brick, render and slate tiles features prominently as the walling and roofing material.

4.0 PLANNING NEGOTIATIONS:

- 4.1 Since the original submission, the applicant has sought to introduce a further extension and a 7th flat but these have been resisted by officers so have not been formally pursued. Revisions to the internal layout of the flats have however been secured to address amenity concerns and the design of the shop front and window treatment for the Barleyhill elevation has also been altered to achieve a more sensitive and appropriate design. The bollards originally proposed within the footpath have also been removed.
- 4.2 In responding to the flooding/drainage issues which affect large areas of Garforth, improvements to the proposed surface water drainage system have also been secured.

5.0 RELEVANT PLANNING HISTORY:

33/38/98/FU - Two storey rear extension to council offices
Decision: approved

33/247/94/FU - Addition of gas flue and 2m high security fence at first floor level to rear of council offices. Decision: Approved

33/55/93/FU - Alterations to entrance and raising of the level of the footpath to give wheelchair access to offices. Decision: Approved

6.0 PUBLIC/LOCAL RESPONSES:

- 6.1 The application was advertised by site notice on 29th August 2014. Two letters of objection (including 1 from Councillor Dobson) and one letter offering support in principle.
- 6.2 Councillor Dobson's main concerns relate to drainage and parking issues as these are both existing problems within the area. In terms of drainage, he is concerned the development will increase the drainage requirements for the building (both in terms of surface water and foul) which in turn will add the known flooding problems associated with existing drainage infrastructure. In terms of parking, the provision of 6 spaces is not considered adequate relative to the scale of development proposed and that this will lead to on-street parking.
- 6.3 The other objection shares the same concerns as Councillor Dobson but also references a potential conflict in terms of the retail unit being adjacent to a zebra crossing.
- 6.4 The neighbour letter of support welcomes the use of the building as it has been empty for some time but requests drainage issues are addressed adequately.

7.0 CONSULTATIONS RESPONSES:

Statutory:

- 7.1 The Coal Authority - whilst the development lies within an area that has been defined by the Coal Authority as containing potential hazards arising from former coal mining activity, the planning application is for an extension to an existing building. The proposal requires a relatively minor single-storey extension. It is therefore considered that a Coal Mining Risk Assessment is not required for this particular proposal and have no object to this planning application.
- 7.2 Yorkshire Water – No response received within the statutory timeframe but a further consultation has been sent and the response is expected shortly.

Non-statutory:

- 7.3 Highways – Originally requested more information relating to servicing arrangements for the proposed retail use and the proposed bollards be removed. Following the receipt of further information regarding servicing and removal of the bollards no objection is raised subject to conditions.
- 7.4 Flood Risk management - Due to known drainage issues in the area additional information and drainage improvements required. Following the receipt of further information which includes on-site storage attenuation and noting the proposed extension would be built on an area already covered by hardsurfacing, no objection is raised subject to implementation of the submitted drainage scheme as an overall improvement to the system would be secured.

8.0 PLANNING POLICIES:

- 8.1 Section 38 (6) of the Planning and Compulsory Purchase Act 2004 requires that applications should be determined in accordance with the development plan unless material considerations indicate otherwise.

Development Plan

- 8.2 The statutory development plan is the Core Strategy following its formal adoption on 12 November 2014 by Full Council, saved policies within the Unitary Development Plan Review 2006 (UDPR) and the Natural resources and Waste DPD.
- 8.3 The below saved UDP policies, Core Strategy policies, supplementary development documents and national guidance are considered to be relevant to this application.

Policy P10: - New development for buildings and spaces, and alterations to existing, should be based on a thorough contextual analysis to provide good design appropriate to its scale and function.

Policy EN5 – Concerns new development and the issue of flood risk

Policies SP2, P2- Promote retail uses within existing centres

Policy H6- Establishes principles for flat conversions

Policy T2 – Highway safety considerations

GP5 – This seeks to ensure that development proposals resolve detailed planning considerations, including amenity.

BD6 – Alterations and extensions

T7A – Requirement for secure cycle parking.

Leeds City Council: Supplementary Planning Guidance / Documents:

- 8.4 Street Design Guide
Supplementary guidance No. 6 – Development of Self Contained Flats

National Planning Policy

- 8.5 National Planning Policy Framework (NPPF, March 2012) gives a presumption in favour of sustainable development, promotes a centre first approach to retail development, the efficient use of existing building stock and has a strong emphasis on achieving high quality design.

9.0 MAIN ISSUES

1. Principle of development / Use
2. Visual amenity and character
3. Impact on residential amenity
4. Highway implications
5. Drainage/flooding

10.0 APPRAISAL

Principle of Development

- 10.1 The application site is located within town centre boundary for Garforth where both national and local planning guidance indicates retail development should be directed. For this reason both the principle of converting the ground floor into a retail use and also extending the amount of floorspace available is considered to be acceptable providing all other matters of detail are satisfactorily resolved. The re-use of a vacant building within such a prominent location is also considered to be positive from an sustainability and regeneration perspective and will contribute positively to the overall viability and vitality of the centre. These are matters that should be afforded significant weight.
- 10.2 In addition to the above, the re-use of upper floors of town centre buildings is again welcomed in principle and residential accommodation in particular is identified within by policy guidance as being beneficial by contributing to the life and vitality of a centre.

Visual amenity and character

- 10.3 The building occupies a visually prominent location at the junction of Main Street and Barleyhill and whilst the majority of the building is architecturally well detailed and attractive, the ground floor frontage looks poor and is not fully suited for modern retail purposes. The application therefore proposes a new shop front through the introduction of increased glazing panels, both on the Main Street frontage and extending round to the Barleyhill elevation. This increase in visual activity at street level is commensurate with the aims to encourage the vitality of town centre locations. The proposed alterations are considered to be a visual improvement to the existing building. Furthermore, the works to enlarge the shop windows and the addition of rendered columns (as revised) will maintain appropriate proportions to the existing

building and be of similar appearance to neighbouring shop window displays, therefore the proposal will not adversely impact on the appearance of the original building and character of the wider area.

- 10.4 The proposed scheme would involve converting the existing ground floor office space to retail use (A1) with a proposed flat roofed extension to rear providing additional storage space for the shop. The flat roofed extension with a terraced area above would be constructed of materials (red brick) matching the existing dwelling, with balustrading around the perimeter of the terrace. The extension is of a modest size and projection, and would be situated on an existing hard standing area to the rear, therefore it is not considered that it will lead to any detrimental impact on the visual amenity of the dwelling or surrounding area.
- 10.5 The proposed pitched roof dormer window within the front elevation would be sited adjacent to and be identical in appearance to the existing dormer within the front roof slope and those present on neighbouring dwellings. As such it is not considered to detract from the character and appearance of the property or cause harm to the appearance or character of the street scene.
- 10.6 The rear dormers will retain an adequate set-in from the ridge, eaves and side boundaries of the property. As a result it is not considered that the dormers will unduly dominate the roofline. Overall, there are a number of dormers within the vicinity, as such the proposed dormers are considered acceptable sized additions. Furthermore; the cheeks and frontage of the dormers will be conditioned to match the existing roofing materials (slate/rosemary tiles). It is therefore considered that the design and scale of the proposed dormer window will not be unduly detrimental to the character or appearance of the present street scene.

Impact on residential amenity

- 10.7 The upper floors of the building would be converted to residential flats (4 flats at first floor level and 2 flats at second floor level). It is considered that the proposed living areas are a reasonable size, separate access is proposed for the flats via the enclosed rear yard/car park and the habitable rooms will be served by prominent windows which will allow adequate natural light and ventilation into the living areas. Therefore, the standard of living proposed for the future occupants of the flats is considered reasonable and does not raise significant residential amenity concerns. Furthermore, the juxtaposition of rooms are arranged in a fairly logical and acceptable manner thus reducing the potential for noise and disturbance between the flats.
- 10.8 There will be no greater impact on residential amenity than presently being experienced by nearby residents. The proposed extension is single storey in nature located within a rear car parking area that is not accessible to the public and is a sufficient distance away from nearby houses, and so there will be no overshadowing, overlooking or loss of privacy. The rear extension retains a distance of approx. 12.5m to the rear boundary of the site and 19m to the blank gable end of the nearest property at the rear (18 – 22 Barleyhill Lane) which complies with minimum guidance distances contained within the Householder Design Guide and Neighbourhoods For Living. Furthermore, the extension would be situated adjacent to the blank side elevation of the adjoining two storey building therefore no overlooking is foreseen from the roof top terrace. As such the proposal is acceptable.
- 10.9 From a practical perspective, the future occupiers of the flats will be able to utilise the yard area to the rear for bin, cycle storage and car parking. Whilst the proposed

development only benefits from a relatively limited amount of amenity space (roof terrace), this is considered appropriate given the nature of the proposed flats in what is essentially a town centre location.

Highway implications

- 10.10 It is considered that the proposal offers a reasonable level of off-street parking provision, given the sustainable town centre location, assisted by the provision of secure cycle storage and other measures in the form of a servicing and car parking management plan to ensure the best availability of spaces. The scheme also provides four bin store areas and two large shop bins. Subject to conditions the proposal is therefore considered to be acceptable.

Drainage/flooding

- 10.11 Whilst the Garforth area is known to experience problems with flooding and drainage, the applicant proposes an on-site surface water attenuation system to respond to this issue.
- 10.12 In terms of matters of detail, the proposal is for 6 flats and a shop, which will give a foul water discharge rate of approximately 0.32 L/s. This is very small and accordingly it is not feasible to reduce the rate by any amount. A reduction in the amount of surface water into the same YW combined sewer can however be achieved and has been secured through the submission of a designed proposal. A 30% betterment compared with the existing situation is therefore provided. As surface water is the main cause of the drainage issues experienced within the Garforth area these measures are considered to be acceptable to ensure the drainage/flooding implications of the development are adequately addressed.
- 10.13 In addition, confirmation has also been provided that the of connection into the YW combined sewer would be into a different combined sewer to the properties south of the site on Lidgett Lane that have recently experienced flooding problems. Accordingly no objection is raised to the development on the grounds of its impact on drainage and flooding issues generally.

11.0 CONCLUSION

- 11.1 Overall, it is considered that the proposed development will bring back into use an important town centre building and provide uses that are both appropriate to its context and with contribute positively to the overall vitality and viability of the centre. The proposed scale, form and detailing responds well to the existing building and surrounding street-scenes and both the reasonable parking requirements for the development and potential impact on existing drainage infrastructure have been adequately resolved. Accordingly the application is recommended for approval subject to the conditions specified.

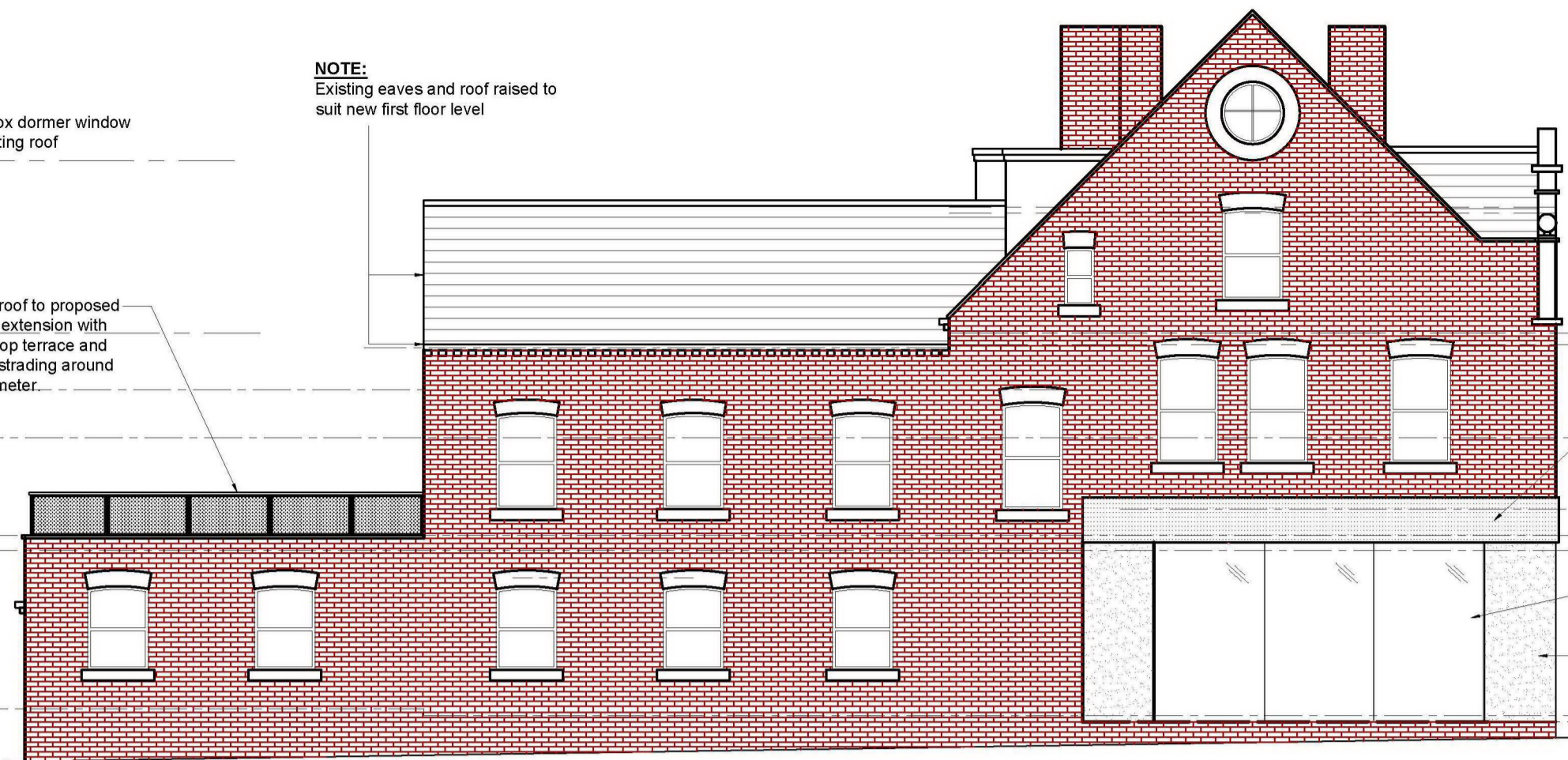
Background Papers:

Application file: 14/04813/FU

Certificate of Ownership: Notice served on LCC



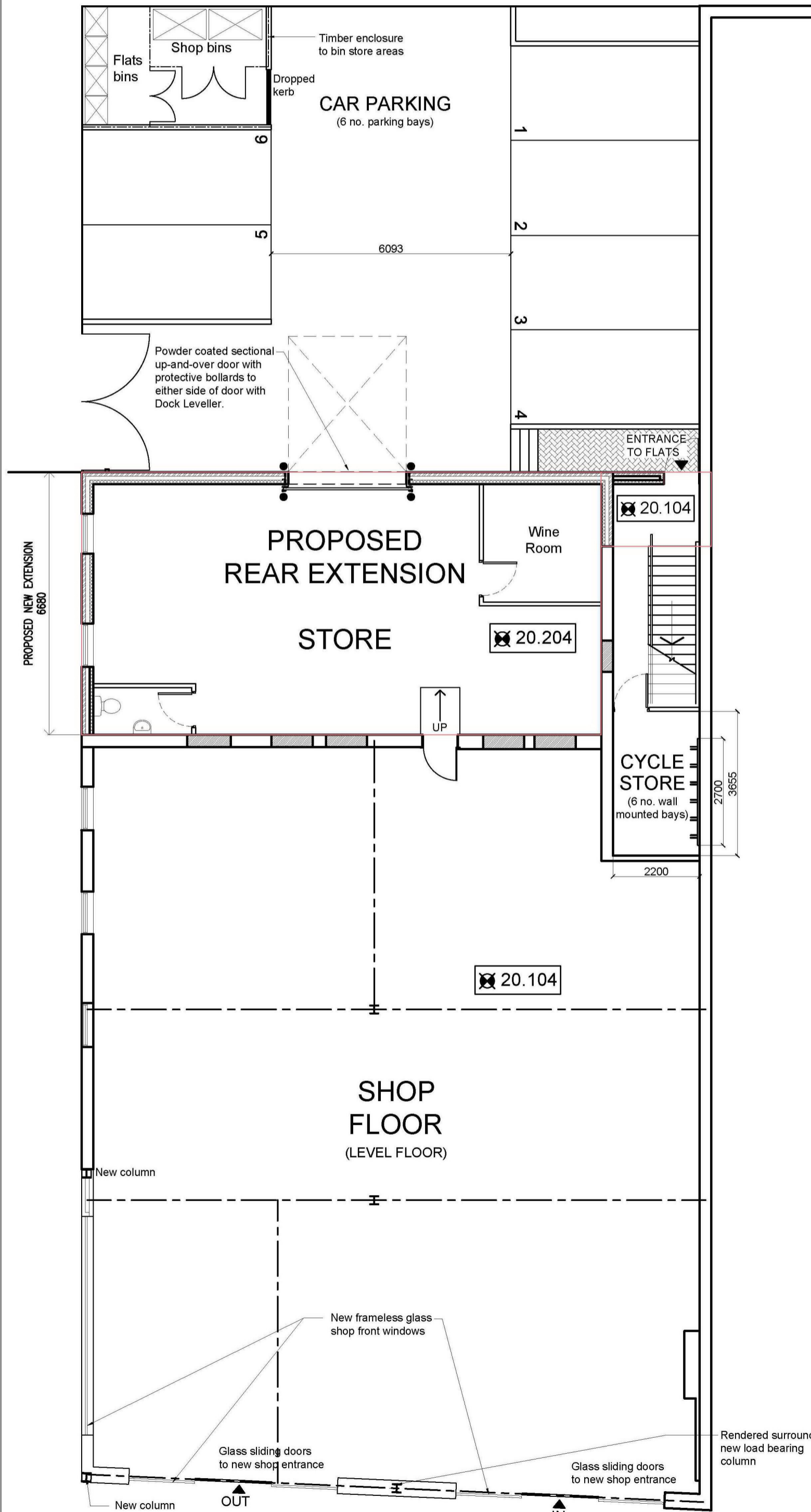
PROPOSED REAR ELEVATION
Scale: 1:100



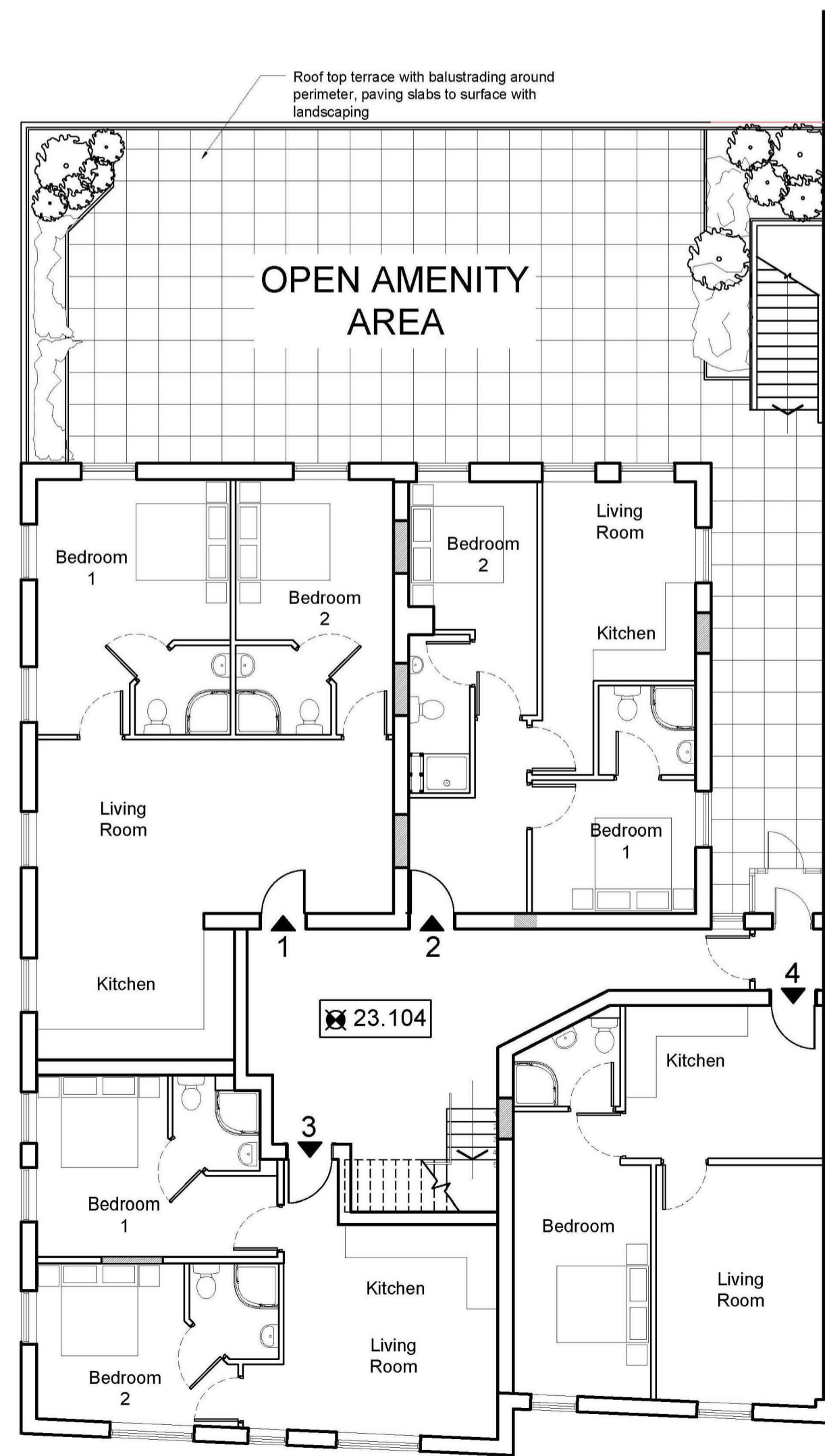
PROPOSED SIDE ELEVATION
Scale: 1:100



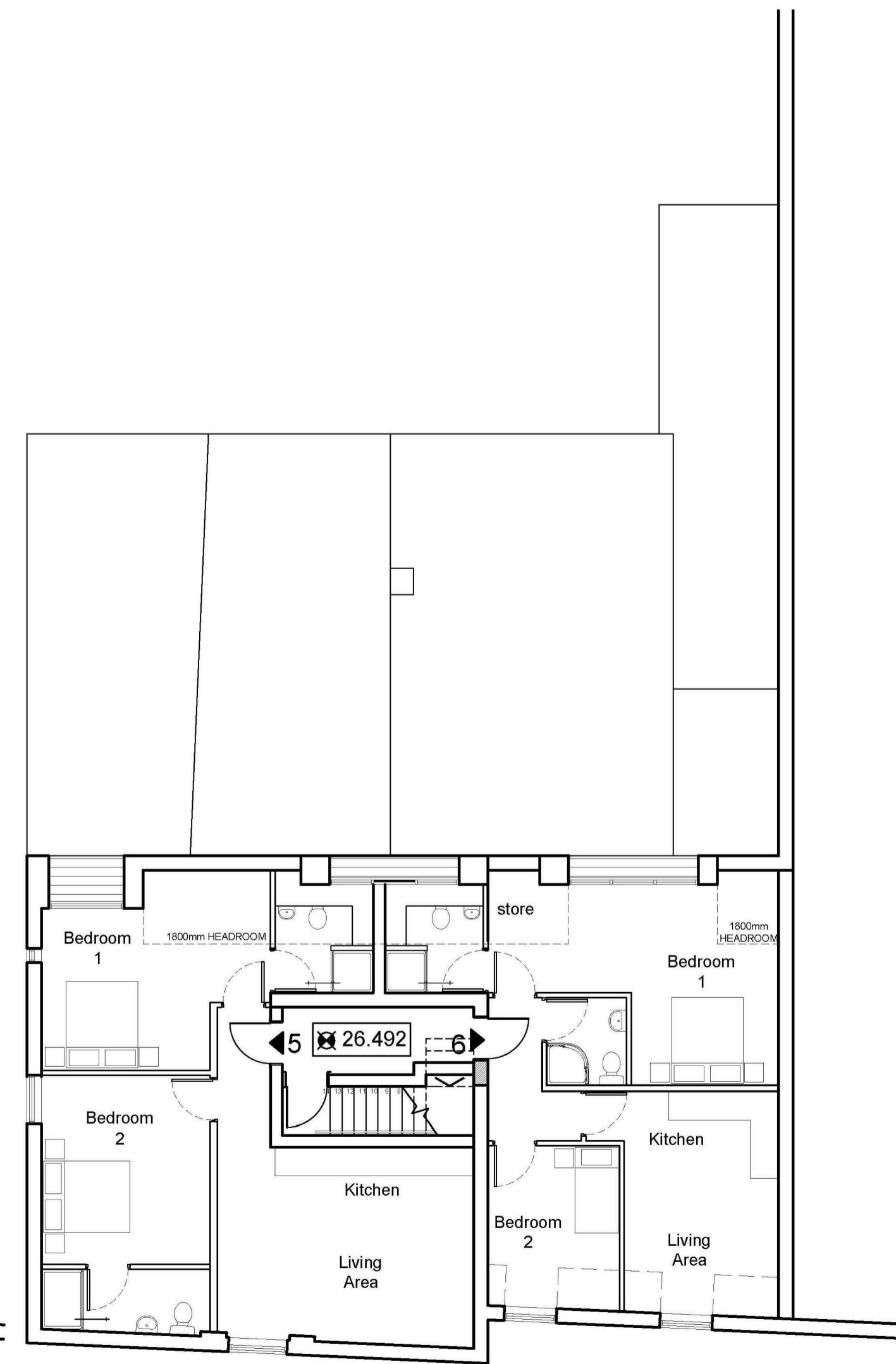
PROPOSED FRONT ELEVATION
Scale: 1:100



PROPOSED GROUND FLOOR PLAN
Scale: 1:100



PROPOSED FIRST FLOOR PLAN
Scale: 1:100



PROPOSED SECOND FLOOR PLAN
Scale: 1:100

G - Minor amendment to drawing title (2nd floor plan)	13.11.14
F - Amendments made following comments from Planners	06.10.14
E - Amendments made as per comments from Planners and Client	02.10.14
D - ELEVATIONS AMENDED, FFL TO REAR EXTENSION RAISED BY 100MM, ENSUITES ADDED TO FLAT 2	12.8.2014
C - AMENDMENTS MADE TO LEVELS	24.4.2014
B - STAIRCASE FROM FIRST TO SECOND FLOOR RELOCATED	21.3.2014
A - AMENDMENTS TO FIRST FLOOR LEVEL AS PER CLIENT'S REQUIREMENTS	18.3.2014
REVISIONS	DATE

P.S. RIYAT & ASSOCIATES
Architectural Designers and Planning Consultants
Benson House, 14 Benson Street, Leeds LS7 1BL
Telephone: 0113 2455492
Fax: 0113 2443800
E-Mail: riyat@btinternet.com

CLIENT
CONVENIENCE STORES UK LIMITED

PROJECT
1 to 5 MAIN STREET, GARFORTH
LEEDS, LS25 1DU

DRAWING TITLE
PROPOSED FLOOR PLANS & ELEVATIONS

SCALE AS SHOWN	DRAWING No. 2097/02
DATE FEBRUARY 2014	
LTSCALE: 10	A B C D E F G



NORTH AND EAST PLANS PANEL

© Crown copyright and database rights 2014 Ordnance Survey 100019567

PRODUCED BY CITY DEVELOPMENT, GIS MAPPING & DATA TEAM, LEEDS CITY COUNCIL

SCALE : 1/1500

