



Report of the Chief Planning Officer

PLANS PANEL SOUTH AND WEST

Date: 19th February 2015

Subject: 14/04994/FU - Change of use and alterations to hostel to form 29 self-contained flats, detached blocks of 31 new flats and 23 new houses; laying out of access road and associated parking and landscaping - Mount Cross, 139 Broad Lane, Bramley, LS13 2JJ.

APPLICANT

Salvation Army Housing
Association – John
Macfarlane

DATE VALID

1st October 2014

TARGET DATE

19 March 2015

Electoral Wards Affected:

Bramley and Stanningley

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 the conditions specified and the completion of a S106 Legal Agreement within 3 months of the date of the Panel resolution (unless an extended period is agreed in writing) to include the following obligations:-

1. The whole site will be affordable housing and the refurbished block will be over 55s only and not available for sale, rent only and this will be put in the tenancy agreements
2. The car parking management plan
3. Travel Plan, Travel Plan Coordinator and monitoring fee £2,500
4. Taster Ticket Cards (£162.00 for a 3 month ticket per dwelling)
5. Local employment initiatives

In the circumstances where the legal agreement has not been completed within the 3 months of the resolution to grant planning permission, the final determination of the application shall be delegated to the Chief Planning Officer.

Conditions:

Time limit

Plans to be approved

Submission of a construction phasing

Sample of all walling and roofing and external materials

Sample of surfacing materials

Landscaping conditions

Replacement tree conditions

Remediation conditions

Car parking management plan

Highways conditions

Drainage conditions

Cycle and bins storage location and details

Boundary treatments

Existing and proposed level and finished floor levels

Drainage conditions

Nature Conservation

Obscure glazing to bathroom windows

Permitted development rights removed (all)

1.0 INTRODUCTION:

- 1.1 This application is brought to Plans Panel as the proposal does not deliver all S106 contributions due to viability issues.

2.0 PROPOSAL:

- 2.1 The proposal seeks full planning permission for 83 affordable housing units through the refurbishment of an existing vacant building and 54 new build units with car parking and landscaping. The proposal comprises of:-
- 2.2 Refurbished block - Change of use with alterations to existing hostel to form 29 self-contained flats providing 25 x 1 bedroom units and 4 x 2 bedroom units with parking and uses the access to remain as existing.

New build – 14 new build block comprising of mix of houses and flats between a and 3 storey properties providing 54 units in total with parking and landscaping.

Block A - 5 X 2 bedroom 2 storey terrace of dwellings (plots 50 - 54)

Block B – 1 x 3 bedroom 2 storey detached dwelling (plot 49)

Block C1 – 2 x 3 bedroom 2 storey with part two-storey rear gables to rear semi-detached dwelling (plots 47 – 48)

Block C2 – 3 x 3 bedroom houses 2 storey with part two-storey rear gables to rear semi-detached dwelling. There are 3 C2 blocks on site (plots 24 – 25, 37 – 38, and 39 – 40).

Block D – 2 x 2 bedroom 2 storey with part single storey rear extension (plots 22 – 23)

Block E – 2 x 2 bedroom 2 storey semi-detached property (plots 24 – 25)

Block F – 2 x 2 bedroom 2 storey semi-detached property (plots 31 – 32)

Block G – 2 x 2 bedroom 2 storey semi-detached property (plots 33 – 34)

Block H – 2 storey terrace which includes 1 x 2 bedroom and 4 x 2 bedroom flats (plots 26 and 27 – 30)

Block I – 3 storey L- shaped building of 1 x 21 bedroom flats. This block front onto Broad Lane (plots 1 -21)

Block K – 2 storey terrace building which includes 6 x 1 bedroom flats.

The new build element of this proposal provides 31 flats, 27 x 1 bedroom and 4 x 2 bedrooms and 14 x 2 bedroom houses and 9 x 3 bedroom houses.

2.3 All the above are to be affordable dwellings

2.3 The nursery is to remain on the site and does not form part of the application red-line boundary but the existing car parking for the nursery is allocated on the application site; the application/proposal does include parking provision for the nursery and the same issue relates to the Hostel office/Women's hostel

2.4 Initially some extensions were proposed to the refurbished block but these are no longer proposed. The only external alterations proposed are improved remodelled entrances to the building.

2.4 There is to be some tree loss through the proposed development.

2.4 For information the applicant has HCA funding for this development until End of March 2015 for development to start.

3.0 SITE AND SURROUNDINGS:

3.1 The site is approximately 1.45 hectares and is situated on Broad Lane. The site is currently home to Copper Beech children's nursery, Mount Cross hostel and women's hostel and a large area of hardsurfacing for car parking with trees subject to a tree preservation order (TPO) on the site. The remaining land is grassed over and has become overgrown with vegetation. The buildings on site range from a crescent shaped single storey nursery building to a 2 storey red-brick womens hostel and office and a large part 2 part 3 storey red brick building which is vacant at present but formerly used as a hostel.

3.2 The surrounding area is predominantly residential in nature with a mix of housing types and designs. Access to the site is off Broad Lane with one access to the main part of the site in the centre and a second access to the right-hand-side of the site serving the Hostel and womens hostel.

3.3 There is a steady increase in levels from the main entrance on Broad Lane to the centre of the site of approximately 3 m, but relatively flat beyond this.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 24/333/02/OT – children’s nursery - approved 3rd February 2003
4.2 24/202/03/RM - single storey children’s nursery with car parking - 2nd July 2003

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 There have been pre-submission discussions/workshops regarding the new build part of the proposal over the last 12 months. Through the planning application there have been workshops between all parties regarding the key issues of the whole site delivering all affordable housing, highways, car parking assessment methods, layout, design and trees.

6.0 PUBLIC/LOCAL RESPONSE:

- 6.1 A public consultation event was held by the Applicants and their Architects on 28 April 2014 between 14:00 and 19.00. Approximately 14 signed the attendance sheet.
- 6.2 The application was advertised by site notice posted 10 October 2014, and a press notice published 15 October 2014.
- 6.3 1 letter of representation has been received raising the following points:-
- Neighbours did not receive notification of application but public consultation was well attended
 - Consultation document submitted by applicant states development residents generally supportive of the development which is generally true but ignored concerns raised.
 - Our property backs onto site and we suffer flooding – what happens if this gets worse, who is responsible?
 - Concerned who will be put forward for these residencies?
 - Concerned about safety and standards of the community.
 - There are some foxes and frogs on site – how will this be managed before building starts.

Ward Members

- 6.4 Ward Members have been briefed through the pre-application process and consideration of the planning application and are generally supportive of the development of the site and the provision of affordable housing.

7.0 CONSULTATIONS RESPONSES:

Statutory

- 7.1 Environment Agency – EA has agreed with the Leeds City Council Flood Risk Management (FRM) team, as the Lead Local Flood Authority (LLFA), that they will provide comments in relation to the sustainable management of surface water. We ask that your FRM team is consulted on this application to ensure that this potential source of flood risk is appropriately managed and therefore mitigated against. It was noted that no Flood Risk Assessment has been submitted and is required.

Non-statutory

- 7.2 Yorkshire Water – made comments and advised developer to contact them directly – recommended conditions if permission recommended for approval.
- 7.3 Contaminated Land – no objection subject to conditions.
- 7.4 Flood Risk Management - No objection following submission of Flood Risk assessments subject to conditions.
- 7.5 Landscape – following significant negotiation, some loss of some TPO-ed trees, no objection subject to conditions.
- 7.6 Design – following significant negotiation, no objection is raised to layout and design of the scheme subject to conditions.
- 7.7 Highways - following significant negotiation, no objection is raised regarding highway safety subject to a S106 and conditions.
- 7.8 Public Transport and NGT Project team – the development proposal requires a contribution of £25,557.
- 7.9 West Yorkshire Combined Authority - comments for consideration regarding installation of shelter at a cost of £10,000, provision to include 'live' bus information to two bus stops at a cost of @ £10,000 each, totalling £20,000 and residential metro card scheme A – Bus only at a cost of £39, 487,25.
- 7.10 Travel Wise - Travel plan and monitoring fee and taster tickets secured through a S106.
- 7.11 Local Plans – The site is within the main urban area and is designated in the Leeds UDP as a phase 3 housing site confirming residential development is acceptable in this location. More recently the Draft Issues and Option Site Allocations plan also supports housing on the site. Therefore, I have no policy objections to the scheme.
- A greenspace contribution of £250,913.82.
- 7.12 Education Contribution team – not required.

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. The Development Plan for the area consists of the adopted Core Strategy, saved policies within the Unitary Development Plan Review (UDPR) and the Natural Resources and Waste DPD, along with relevant supplementary planning guidance and documents.
- 8.2 Local Development Framework Core Strategy policies:
The site is an existing UDP allocation for housing phase 3 and these sites have been released for housing, and in the draft site allocations DPD it is also allocated for housing.

SP1 Location of Development
 SP6 Housing requirement and allocation of housing land
 H1 Managed release of sites

- H2 New housing development on non-allocated sites
- H3 Density of residential development
- H4 Housing mix
- H5 Affordable housing
- G4 New greenspace provision
- EN5 Managing flood risk
- T1 Transport management
- T2 Accessibility requirements and new development
- P10 Design
- P12 Landscape
- ID2 Planning obligations and developer contributions

8.3 Saved Policies of Leeds Unitary Development Plan Review (UDPR):

- GP1 Land use and the proposals map
- GP5 General planning considerations
- N25 Landscape design and boundary treatment
- T7A Cycle parking guidelines

8.4 Relevant Supplementary Planning Guidance:

Building for Tomorrow Today – Sustainable Design and Construction (2011):
 Sustainability criteria are set out including a requirement to meet BREEAM standards.
 Natural Resources and Waste Development Plan Document
 Neighbourhoods for Living – A Guide for Residential Design in Leeds
 Leeds Interim Affordable Housing Policy 2011
 Designing for Community Safety – A residential Design Guide
 Street Design Guide – Supplementary Planning Document
 Travel Plans – Supplementary Planning Document
 Public Transport – Developer Contributions

8.5 National Planning Policy:

The National Planning Policy Framework (2012) sets out the Government's planning policies for England and how these are expected to be applied. It sets out the Government's requirements for the planning system. The National Planning Policy Framework must be taken into account in the preparation of local and neighbourhood plans and is a material consideration in planning decisions.

9.0 MAIN ISSUES

Principle of development
 Layout and design
 Impact upon trees
 Highways
 Impact upon amenity
 Section 106

10.0 APPRAISAL

Principle of development

- 10.1 The site is an existing UDP phase 3 allocation for housing and these site have been released for housing. In the draft site allocations DPD it is also allocated for housing.

- 10.2 The site is located within in a built up urban area with residential on all sides. There are buildings already established on site along the west boundary with a large area of hard standing and an access road through the centre of the site used for car parking. The rest of the site is grassed over with some vegetation and trees which are subject to a tree preservation order.
- 10.3 It is considered that the proposal follows the policy guidance of policies SP1 and SP6 which states new development should be within and adjacent to urban areas, and have the least impact on Green Belt purposes. The site would form a natural infill, with existing housing which is located to all sides of this site, although the site does have some buildings already on it and a significant area of hard standing the remaining area is grassed over but it is understood that this site previously house a maternity home (now demolished) and therefore was previously developed land.
- 10.4 Policy H1 of the Core Strategy which is concerned with housing proposals highlights a presumption for the development of brownfield sites, with a target of 65% for all new housing to be located on brownfield sites, for the first 5 years of the Core Strategy, and on sites where development would aid regeneration, have good transport links and accessibility, accessibility to local services and the least impact on the Green Belt. It is considered that the proposal complies with this guidance. The site is unde utilised, the existing building is vacant and being brought back into use and some of the land is covered by hardstanding.
- 10.5 The site is privately owned land which is not used for recreational purposes. It is considered the site has limited amenity value with some vegetation on site, some of which will be retained and some to be removed. It is not considered the site makes a valuable contribution to the visual character of this area.
- 10.6 Policy H3 relates to density, the applicable density for this area is 40 dwellings per hectare; the density calculations works out at 68 dwelling per hectare. The policy requires schemes to meet or exceed the net density of 40 dwellings per hectare therefore it considered that this proposal complies with this policy.
- 10.7 Policy H4 relates to housing mix. The proposed mix of apartments and houses for Affordable Rent proposed by SAHA for this scheme would address housing demand and shortages as well as Affordability of homes within the area and therefore it is considered to provide a sustainable mix of homes for this area.
- Layout and design
- 10.8 The layout provides a credible response to various onsite constraints (landscape, and boundaries), to existing buildings situated in difficult positions, and to a stated need to create a high density scheme. Landscape and outdoor spaces attempt to pull the two halves of the site together, although the variety of building types and forms onsite (existing and proposed) should be unified through the use of consistent materials.
- 10.9 A central spine road services both existing and proposed development, with smaller spurs accessing parking areas and new residential buildings. Parking for the nursery is relocated into a more convenient and safe location for users.
- 10.10 Existing green space has been largely retained and reconfigured at the heart of the scheme, providing much needed landscape and visual amenity.
- 10.11 The layout of perimeter blocks largely complies with the requirements of the Council's design guidance for residential development (Neighbourhoods for Living), including space about dwellings standards, relationships of buildings to each other, and

ensuring safe, private outdoor spaces to rear. Perimeter blocks provide high levels of natural surveillance to public areas, with active frontages and buildings that turn corners, softened by planting to frontages where possible.

- 10.12 Parking requirements and the density of development result in small areas which are car dominated, although a variety of parking approaches have been adopted to reduce the impact of parking, assisted by soft landscape and tree planting. Parking needs and movement of nursery visitors may ultimately have negative impacts on residents.
- 10.13 Block I is a 3-story block of apartments providing a strong presence to Broad Lane, with a wing which turns the corner working together with the Women's Hostel to form a gateway into the site. Parking is accommodated with a parking court to the rear which has the benefit of overlooking from a pair of semis which this area also serves.
- 10.14 Block H provides continual frontage on to the central green space with access available to individual ground floor units. The form of this block informs the view into the site and helps guide movement through to the nursery and beyond. The green space assumes key visual importance and confers visual amenity to the apartments; which in turn ensures the central public space is overlooked. This block helps to open up the central space and respects the geometry of the nursery so that the overall area feels part of a wider whole.
- 10.15 The spine road ultimately splits and terminates in two small shared space areas. The final perimeter block (defined by Blocks B, C1&2, and Block K) has been configured to allow retention of a high quality oak tree.
- 10.16 The architectural treatment provides for a variety of traditional and contemporary building forms, with attention to detail, generously proportioned windows, and unified by a consistent and restrained palette of materials, although these should ultimately be conditioned to ensure compatibility with the existing context.

Highways

- 10.17 The site has two existing access points which will continue to be used, these are satisfactory for the level of development proposed from each. The internal road will be adopted and be subject to a 20mph speed limit, some alterations are required to the existing section of road to bring it to adoptable standards including a new block paved surface. The layout has been tracked to ensure that it can be used by refuse vehicles.
- 10.18 Access to the new build element of the proposals meets modern design standards. Access to the existing car park is sub-standard but no highway objections are raised to its use as the refurbishment of the building would be unlikely to intensify vehicular movements compared with previous use of the car park and no traffic accidents have previously been recorded.
- 10.19 New Build - The level of parking provided accords with the Council's Street Design Guide providing some of the spaces remain unallocated, these spaces have been identified on the car parking plan. Leaving spaces unallocated gives greater flexibility to their use and means less spaces are required than if each space is allocated to a dwelling.
- 10.20 Refurbished block - The level of car parking has been agreed based on the refurbished block being only available to over 55year olds and rental accommodation only, this stipulation would be secured by s106. Information has been provided by the applicant to demonstrate that other similar sites owned by them have low levels of car

parking. The refurbished block would require 27 *unallocated* spaces for owner occupied tenancy or a minimum of 9 unallocated spaces for rented tenancy. With the additional s106 clause of it being only occupied by over 55s rental units only, a reduced level of parking of 14 spaces has been accepted by officers.

- 10.21 Nursery - The parking provision for the nursery has been based on a survey of the current operation, where only 45 of the potential 90 nursery places are currently taken. The survey indicated a current maximum demand for 8 parking spaces and a total 18 bays have been provided. Operating at maximum capacity, the nursery would employ a maximum of 12 employees (full and part time) at any one time, parking provision at the nursery would therefore accommodate approximately 1 space per 3 staff plus 1 space per 6 children attending nursery when operating at maximum capacity. Staff parking will be marked out and reserved in the car park furthest from the building in order to reserve more convenient spaces for parents.
- 10.22 The applicant has following the discussion regarding parking provision agreed to provide a Travel Plan and metro taster tickets for new residents for the first 3 months.
- 10.23 It is therefore considered that the proposal is considered acceptable with regard to parking provision and pedestrian highway safety subject to the S106 and relevant conditions.

Impact upon trees

- 10.24 The site has a Tree Preservation order on it.
- 10.25 Refurbished block – the trees along the western boundary which back onto the residential properties on Lincroft Crescent remain unaffected and all to be retained. The trees in-front of the refurbished block fronting onto Broad Lane is also all to be retained.
- 10.26 New build - The remaining trees on the site are located sporadically around it, some on boundaries and some on the main area to be developed. The trees survey indicates that some of these trees, approximately 12 are category C or below which trees of low quality or poor condition are therefore their loss is accepted. A few further trees, approximately 6 which are category B, which are trees of moderate conditions will be lost which is accepted but there are a few Category B and A to be retained as part of the development.
- 10.27 It is considered that on balance, after significant discussions and an updated tree survey it was agreed that the loss of some trees on the site was accepted in order to deliver the housing scheme subject to mitigation measures through replacement via condition.

Impact upon amenity

- 10.28 The scheme submitted here is following significant discussions and workshops, taking into account guidance contained with the SPG - Neighbourhoods for Living regarding garden/amenity space and amenity distances. It is considered that the layout provides good space about dwelling and relationship to boundaries and it on balance meets, or exceeds this guidance respecting the neighbour existing properties and future occupiers. There is a small area of greenspace/amenity in front of Block H providing some communal on site space for future occupiers.
- 10.29 The applicant has provided some daylight and sunlight analysis regarding Block I located at the front of the site due to its 3 storey nature. This analysis has shown no significant impact on the properties opposite or adjacent.

10.30 It is considered that the proposed layout does not have an adverse impact upon the amenity of neighbouring or future occupiers.

Section 106

10.31 The application triggers the following obligations:-

- 15% affordable housing
- Greenspace contribution – £250, 913.82
- Metro Contribution – bus shelters installed at bus stop @£10,000 + live bus information at two bus stops @ £10,000 each = £30,000
- Public Transport Contribution - £25, 557
- Metro Cards Scheme A (bus only) - @ £39, 487
- Taster Tickets for Public Transport (£13,446)
- Travel Plans and monitoring fee (£2500)

10.32 Obligations not being provided:-

- Greenspace contribution – £250, 913.82
- Metro Contribution – bus shelters installed at bus stop @£10,000 + live bus information at two bus stops @ £10,000 each = £30,000
- Public Transport Contribution - £25, 557
- Metro Cards Scheme A (bus only) - @ £39, 487

10.33 Obligations being provided by applicant:-

- 100% affordable housing on the whole site with the refurbished block providing over 55s accommodation which will not available for sale (rent only) and this will be put into tenancy agreements. The car parking plan will be put in the agreement too.
- Travel Plan (£2500)
- Taster tickets (£162 for a 3 month ticket per dwelling - £13, 446)
- Local employment initiatives

10.34 It is considered that the principle of housing is acceptable in this location and that the scheme will bring back a vacant building previously use as a hostel into use as affordable housing for over 55s; the new build element of the scheme provides all affordable housing (100%) therefore the whole site will be delivered as affordable housing in excess of the 15% policy requirement for this area. The site is considered to be located in area with sufficient local provision of greenspace within an acceptable walking distance of the site and in a sustainable location. It is therefore considered that on balance the benefits of the scheme outweigh the loss of the obligations not provided.

10.35 The applicant has submitted a viability appraisal which is currently under assessment by the District Valuer and the outcome of this will be provided within a pink paper to Plans Panel.

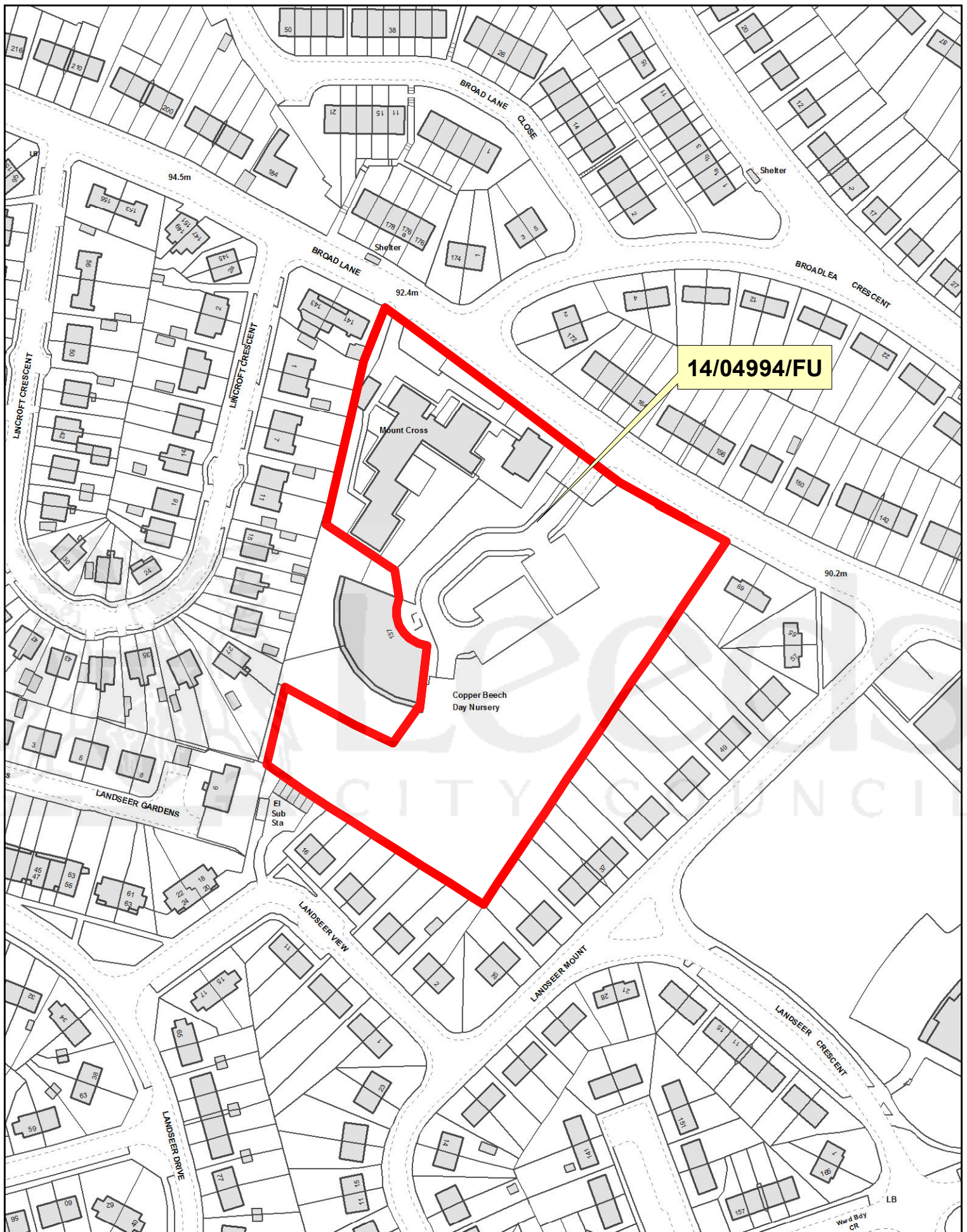
11.0 CONCLUSION

11.1 The scheme is not considered deliverable if all the planning obligations required are met. However, the application is offering obligations with regard to travel plans, local employment initiatives and metro taster travel cards and the balance of the loss of some TPO-ed trees, mitigated through a replacement tree condition in which to

facilitate the amount of development. In determining the application the delivery of 83 affordable units in a mix of flats and houses and bringing back into use a vacant building are considered of significant weight sufficient to outweigh the loss of greenspace and public transport contribution obligations. Therefore on balance the application is recommended for approval.

Background Papers:

14/04994/FU



SOUTH AND WEST PLANS PANEL

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

SCALE : 1/1500

