



Report of the Chief Planning Officer

SOUTH & WEST PLANS PANEL

Date: 19th March 2015

Subject: APPLICATION 14/00905/FU - Change of use, extensions, part demolition and alterations to form 32 No. extra-care apartments and ancillary facilities for older people at 29 – 31 Moor Road, Headingley, Leeds, LS6 4BG

APPLICANT

Mrs Carol Hill – Catholic Care (Diocese of Leeds)

DATE VALID

28th February 2014

TARGET DATE

27th March 2015

Electoral Wards Affected:

Weetwood

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 specified conditions and following completion of a Section 106 Agreement to cover the following matters:

- Restriction of future occupation to persons aged 60 and over (unless otherwise agreed in writing by the Local Planning Authority) and meeting the relevant qualifying criteria for care, and their partner;
- METRO Bus Shelter contribution of £10,000;
- A commitment to co-operate and work closely with Employment Leeds to develop an employment and training scheme to promote employment opportunities for local people during the construction works.

In circumstances where the legal agreement has not been completed before April the 2nd 2015, the final determination of the application shall be delegated to the Chief Planning Officer. The determination shall be made within three months of the date of the Plans Panel resolution unless otherwise agreed in writing by the Chief Planning Officer.

No pooled contributions will be CIL liable for the scheme as this meets the relevant

CIL exemption under CIL regulation 43 (Exemption for Charities). The following non pooled contributions will remain subject to a Section 106 agreement; Occupancy Restriction, Bus Shelter Contribution, Promotion of Local Employment Opportunities.

Subject to those conditions outlined in the report dated 19th February 2015.

1.0 INTRODUCTION:

1.1 This application was previously discussed at the meeting of South and West Plans Panel on 19th February 2015. Plans Panel expressed support in principle for the development but resolved to defer the determination of the application to a future Plans Panel meeting to offer the applicant the opportunity to address a number of concerns.

1.2 The concerns outlined by Plans Panel can be summarised as follows:

- The four new first floor windows proposed to the west facing side elevation to serve apartments 18 and 19 would lead to a harmful relationship with the neighbouring site at 25 Moor Road in respect of privacy and overlooking;
- The new hipped roofs proposed above the existing flat roofed side extension to 29 Moor Road would appear overdominating when viewed from the neighbouring site;
- The close proximity of the single storey extensions to the neighbouring sites at 63 and 65 Castle Grove Avenue and lack of clarity regarding proposed boundary treatments led to concerns;
- The proposed bin store was located unreasonably close to the neighbouring site at 63 Castle Grove Avenue; and
- Members of plans panel remained unconvinced that there was sufficient car parking to serve the development.

1.3 This report will address those amendments made by the applicant in response to the concerns raised by Plans Panel and should be read in conjunction with the Plans Panel report dated 19th February 2015.

2.0 AMENDMENTS TO THE PROPOSAL:

2.1 A detailed description of the proposal, site and surroundings, and relevant planning policies and guidance can be found in the Officer Report dated 19th February 2015 which is appended to this report.

2.2 The applicant has made the following amendments to the scheme in response to the concerns raised by Plans Panel:

- The first floor has been internally reconfigured to allow the four windows which previously served apartments 18 and 19 to now serve a corridor. These windows will also be obscure glazed. This change will see additional windows inserted to the rear of the new building at first floor level. The change will also mean that the first floor element of the link extension, which was previously stepped back behind the ground floor element of the extension below by 2m, will now not include a set back. The set back achieved from the front of the two original villas

to the link extension as a whole will however remain the same as the previous scheme at distances of 5.2m behind the front elevation of number 29 and 9m behind the front elevation of number 31 respectively.

- The single storey rear extension to the existing building at 31 Moor Road has been pulled away from the rear boundary by a further 0.8m at the closest point. A 1.8m high wooden boundary fence is also proposed along the rear boundary in order to protect neighbouring privacy;
- Both existing first floor rear windows in the existing rear extension to 31 Moor Road are now proposed to be obscure glazed (as opposed to only one of the two as part of the previous scheme);
- The proposed bin store has been relocated away from the neighbouring site at 63 Castle Grove Avenue and will be positioned to the east of the site adjacent to the existing building entrance; and,
- A reconfiguration of the proposed car parking area has created an additional car parking space resulting in a total of 19 spaces.

2.3 The applicant has also provided the following supplementary information in support of the revised scheme in the following areas:

- Proposed hipped roofs above the existing two storey extension to 29 Moor Road: additional information has been provided in relation to the design merits of hipped roofs to alleviate Plans Panel's concerns alongside an additional CGI visual showing the view from the neighbours perspective as requested by Plans Panel.
- Car Parking and Highways: additional information has been provided in relation to car parking demand at similar developments, car ownership levels of occupants of this form of housing, and the sustainable features of the development to alleviate Plans Panel's concerns.
- In response to the discussion at Plans Panel relating to the minimum number of units which could be achieved at the site, the applicant has provided additional information in relation to the operational viability of the development to demonstrate that 32 units is the minimum number which could be provided at the site to make it financially viable.

3.0 PUBLIC/LOCAL RESPONSE:

3.1 The Weetwood Ward Councillors and the neighbours at 25 Moor Road, and 63 and 65 Castle Grove Avenue have been consulted on the revised proposals.

3.2 The neighbours at 63 and 65 Castle Grove Avenue have reiterated their objections to the scheme. The comments submitted note that the revised proposal has not overcome the main concerns of the neighbours which are noted in the February Plans Panel report, in particular in relation to overlooking and the proximity of the extensions. Both neighbours note that the bin store has been located to a more sensible location.

4.0 ADDITIONAL CONSULTATION RESPONSES:

4.1 Conservation – No objections subject to appropriate conditions.

4.2 Highways and Access - No objections subject to appropriate conditions including the agreement of a section 278 agreement for off-site highway works.

5.0 MAIN ISSUES:

5.1 The following main issues have been identified:

- (1) Impact on neighbouring amenity;
- (2) Design, character and conservation area;
- (3) Parking and highway safety;
- (4) Other material planning considerations;
- (5) Conclusions

6.0 APPRAISAL:

1. Impact on Neighbouring Amenity

6.1 Following the concerns raised by Plans Panel at the 19th February 2015 meeting the applicant has made a number of amendments to the proposal. These are outlined in paragraph 2.2 above. The amendments made are considered to result in a lesser impact on neighbouring amenity than the scheme on which Plans Panel offered these comments.

25 Moor Road

6.2 The reconfiguration of the internal layout has allowed the four first floor windows causing Plans Panel concern to now serve a corridor rather than living areas. These windows will also be obscure glazed to prevent an overlooking impact being created over the neighbouring property or garden at 25 Moor Road which are situated a minimum distance away of 28m and 7.5m respectively. Whilst the applicant has not amended the hipped roofs proposed above the existing two storey side extension to 29 Moor Road, the applicant has provided a visual showing the view from the neighbouring property at 25 Moor Road as requested by Plans Panel. It is considered that this visual supports the previous view of the applicant and officers that these hipped roof additions will not be overly dominating when compared with the existing situation due to their hipped roof design which include facing roof planes which slope away from the neighbouring property and lower roof ridges than the existing main roof ridge at the original property at 29 Moor Road. It is further noted that views of these new hipped roofs will be considerably obscured by the presence of the mature tree on the dividing boundary. In addition to this, as is noted in section 2 of this appraisal below, there are considerable design and conservation reasons for preferring this approach over those alternatives which may exist.

63 and 65 Castle Grove Avenue

6.3 The single storey extension situated in close proximity to the neighbouring site at 63 Castle Grove Avenue has been reduced in length and now sits a further 0.8m from the neighbouring boundary at the closest point. As requested by Plans Panel the applicant has clarified the proposed boundary treatment arrangements. The applicant proposes the erection of a 1.8m high fence along the length of the boundary of the neighbouring rear gardens at 63 and 65 Castle Grove Avenue. This fence, alongside the lower ground level of the application site when compared to neighbouring sites, will represent an improvement in privacy terms over the scheme on which Plans Panel offered these comments. In addition to the above the applicant has now proposed to obscure glaze both, as opposed to only one, of the existing rear windows at first floor level to further reduce any conflict with the neighbouring properties and sites. These windows will serve a staircase and act as a secondary room to a new living room.

6.4 It was noted at the Plans Panel meeting on 19th February that the separation distances between the new single storey rear extension and the neighbouring site and property did not meet those recommended guidelines in the Council's Neighbourhoods for Living SPG to protect neighbouring privacy. It is further noted

that the distance between the neighbouring extension at 63 Castle Grove Avenue (granted planning permission by Plans Panel in June 2001) and the application site does not meet these guideline distances. However, it is noted the guideline distances are in place to protect neighbouring privacy and do not represent a reason to refuse planning permission in their own right. Furthermore the existing situation on site is a relevant material planning consideration. The guidance is clear that where mitigating circumstances exist that would otherwise protect the privacy of both future occupiers and existing neighbours and/or result in an improved situation over that which exists at present, that this should outweigh the strict application of the guideline distances. As is noted above the proposed arrangements put forward by the applicant to provide a new boundary treatment alongside the difference in ground levels between the sites, and the proposal to obscure glaze existing first floor windows would result in an improvement on the existing situation at the site and would not lead to a significantly harmful overlooking or privacy impact.

- 6.5 The proposed bin store has also been moved to the east of the site adjacent to the existing entrance to 31 Moor Road away from the neighbouring site at 63 Castle Grove Avenue in response to the concerns raised. Whilst the reconfiguration of the internal layout to accommodate the changes noted in paragraph 6.2 above will lead to additional windows being inserted in the rear elevation of the proposed extensions at first floor level, the additional windows will not be located any closer to the neighbouring boundary at 65 Castle Grove Avenue than the distance previously proposed of 12.6m. As such no significant concerns are raised in respect of overlooking when considered against the previous scheme.

2. Design, Character and Conservation Area

- 6.6 Plans Panel were supportive of the design and conservation approach taken at the 19th February 2015 meeting. In response to those concerns raised by Plans Panel in relation to neighbouring amenity and parking the applicant has made a number of amendments to the overall design and appearance of the proposed scheme. These amendments, detailed below, are not considered to be significant within the wider context of the scheme and as such the revised proposal will, as a minimum, continue to preserve the appearance and character of the Conservation Area as is required by Section 72 of the Planning (Listed Building and Conservation Areas) Act 1990, and meet the wider aims of the relevant local and national planning policy and guidance.

Link Extension Frontage

- 6.7 In order to accommodate the aforementioned internal reconfiguration at first floor level the link extension, which was previously set back at first floor level from the ground floor element of the extension by 2m, will not include a set back. However, it is not considered that this will have a significant impact on the overall appearance of the elevation as the external appearance of the elevation will not be significantly altered with the vertical glazing sections and new canopy to front both being retained as was previously proposed. The link extension as a whole will also still retain a considerable set back from the front of the existing villas (5.2m from the front elevation of number 29 and 9m from the front elevation of number 31).

Hipped Roofs above Existing Extension to 29 Moor Road

- 6.8 Prior to the Plans Panel meeting on 19th February 2015 the applicant had explored a number of options to alter the existing flat roof above the existing two storey extension to the side of 29 Moor Road. Whilst flat roofed and pitched roof solutions would be possible, it is considered that the hipped roof solution proposed represents the most sympathetic design solution in conservation terms for this prominent extension which will be visible when viewed from the front of the building. Paragraph

6.2 above notes the detailed justification offered by the applicant and Council officers as to why this would not have a significant impact on the neighbour at 25 Moor Road and it is considered that the retention of the hipped roofs in the overall design represents an appropriate balance between these amenity considerations and the wider design and conservation considerations.

Rear Elevation

- 6.9 The rear elevation of the proposed extensions has been altered in response to those concerns raised by Plans Panel relating to neighbouring amenity. It is considered that the changes made represent relatively minor additions to the external appearance of the proposed scheme which will not have a significant impact in design or character terms within the context of the wider scheme.

3. Parking and Highway Safety

- 6.10 The main car parking area to the east of 31 Moor Road has been reconfigured to create one additional car parking space at the site. Alongside this the applicant has provided further information in relation to car parking demand in similar developments and placed repeated emphasis on those features of the development which encourage the use of more sustainable methods of travel.

Car Parking Demand for Similar Developments

- 6.11 The report to Plans Panel on 19th February 2015 noted that the development, in providing a car parking ratio of 1 space per 2.1 bedrooms is comparable with similar schemes in the local area at Victoria Court, Kirkstall (1 space for 3 bedrooms) and Headingley Hall (1 space for 2 bedrooms) respectively. The addition of a further space at the site will improve the car parking ratio further to 1 space per 2 bedrooms.
- 6.12 The applicant has noted that the average age of occupants of similar extra care accommodation in North Leeds is 85 years old. Car ownership rates amongst this age group are considerably lower than the average across all relevant age groups and as such parking demand at these developments has been sufficiently addressed by similar levels of on-site provision.

Sustainable Features of the Proposed Development

- 6.13 The applicant has noted that a number of measures have been put in place to encourage more sustainable methods of travel for both staff and residents. The report to Plans Panel on 19th February 2015 noted the contribution offered by the developer to improve local bus shelter facilities in the immediate locality to encourage increased use of public transport, and the provision of bicycle and mobility scooter storage (with charging facilities) at the site as positive aspects of the scheme. In addition to this the applicant has stated that a scheme vehicle will be provided for residents of the development as part of a wider package of services. This vehicle will offer opportunities to visit local shopping facilities and amenities for residents and serve as a further incentive not to own a private car.

Additional Car Parking Provision

- 6.14 Whilst it is noted that it may be possible to accommodate additional car parking adjacent to the access road into the site it is considered that the levels of new hardstanding should be limited to the front of the site wherever possible in order to address relevant design and conservation concerns. Alongside the wider benefit of helping to protect the long term health of trees at the site this also allows for the important setting of the two important villa buildings to be protected. In conclusion it is noted that the reconfiguration of the previously proposed car parking arrangements will provide an additional car parking space. It is considered the

resulting level of car parking provision of 19 spaces, when considered alongside the measures to encourage sustainable travel, will adequately serve the development.

4. Other Material Planning Considerations - Viability

- 6.15 The main planning considerations are outlined in detail above. The application has also provided additional information in relation to the operational viability of the scheme in response to the discussion at the Plans Panel meeting of 19th February 2015 relating to the need to provide a minimum number of units at the site. It is noted that the applicant is not making a case for reduced contributions for the scheme on viability grounds. Indeed the cost of developing the site is not included in the information provided by the applicant which relates solely to operating costs. The additional information put forward is offered to members to assist in understanding why the applicant has stated a need to deliver, as a minimum, 32 units at the site.
- 6.16 As was noted during the Plans Panel discussion on 19th February it is common for developers looking to provide extra care accommodation to look to provide between 40 and 50 units at a site in order to make such a scheme financially viable. The applicant is able to propose only 32 units in this instance because, operating as a charity, they are not seeking to make the same operating profit surplus as would be the case with a private provider. Indeed the applicant has provided information to the Council which demonstrates that a scheme with less units would be likely to generate an operating loss which would ultimately make the scheme financially unviable to operate. This assessment has not been independently verified and as such only limited weight should be attached.
- 6.17 Further to this the applicant has noted that many operational costs of the development will be fixed, regardless of whether the scheme comprises of 32 or 30 units. For example, the same number of catering, housekeeping staff or carers would be required for a scheme consisting of 32 or 30 units. Operating costs associated with running a scheme vehicle would also be broadly the same. The applicant has also noted their commitment as a charity to strive towards paying the minimum 'living wage' for all employees on traditional contracts, i.e. not zero hour contracts.

7.0 CONCLUSIONS

- 7.1 The proposed amendments to the scheme are considered to represent positive responses to the concerns outlined by Plans Panel at the meeting of 19th February 2015 which have sufficiently addressed the relevant amenity, conservation and parking concerns raised.
- 7.2 Taking the above and all other material planning considerations put forward into account it is considered, on balance, that the proposal should be recommended for a planning approval.

Background Papers:

Application file;

Certificate of Ownership.

Plans Panel Report dated 19th February 2015



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Yes

Ward Members consulted
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Specific Implications For:

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Community Cohesion

Narrowing the Gap

RECOMMENDATION:

DEFER AND DELEGATE to the Chief Planning Officer for approval , subject to the specified conditions and following completion of a Section 106 Agreement to cover the following matters:

- **Restriction of future occupation to persons aged 60 and over (unless otherwise agreed in writing by the Local Planning Authority) and meeting the relevant qualifying criteria for care, and their partner;**
- **METRO Bus Shelter contribution of £10,000;**
- **A commitment to co-operate and work closely with Employment Leeds to develop an employment and training scheme to promote employment opportunities for local people during the construction works.**

Within three months of the date of the Plans Panel resolution unless otherwise agreed in writing by the Chief Planning Officer.

Conditions

1. Commencement of development within 3 years.

2. Approval of plans.
3. Construction Method Statement for Demolition to be submitted.
4. Demolition Notice required to be submitted.
5. Phase II site investigation report to be submitted and necessary remediation works to be undertaken.
6. External stonework to be constructed of natural stone, external roof tiles to be constructed of natural slate.
7. Sample panels of external materials to be submitted.
8. Trees, hedges and bushes to be protected during the demolition and construction phases.
9. Tree protection Measures.
10. Landscape scheme and implementation.
11. Details of off-site highway works to be agreed and carried out.
12. Hardstanding areas to be fully laid out.
13. Closing off of redundant access
14. Details of cycle and motorcycle facilities to be submitted
15. Pedestrian footpaths to meet required standards.
16. Occupation restrictions.
17. Delivery hours limited to 0800 to 1800 hours Monday to Friday and 0800 to 1300 on Saturdays with no deliveries on Sundays or Bank Holidays.
18. Lighting Design Strategy for Bats to be submitted.
19. Protection for nesting birds.
20. Bat roosting and bird nesting plan to be submitted.
21. Provision for contractors during construction.
22. Dust and noise control during construction.
23. Hours of construction limited to 0800 to 1800 hours Monday to Friday and 0800 to 1300 on Saturdays with no works on Sundays or Bank Holidays.
24. Details of drainage and surface water drainage to be submitted.

1.0 INTRODUCTION:

- 1.1 This application is presented to Plans Panel at the request of Ward Councillor Sue Bentley who has expressed concerns in relation to the impact on the amenity of neighbouring residents.

2.0 PROPOSAL:

- 2.1 The applicant seeks planning permission to make alterations and extensions to two existing villas at a site to form extra care accommodation for persons aged 60 and over. The proposal includes the demolition of existing extensions at the site and the creation of hard and soft landscaping areas.
- 2.2 The development will include the creation of 32 'extra care' apartments and associated ancillary facilities including those for staff. The apartments will be occupied under the C2 planning use class (Residential Institutions) and this is to be controlled by way of a signed section 106 agreement. The apartments will include a mix of 26 one bedroom and 6 two bedroom units. The occupancy of the apartments will be restricted to persons who meet qualifying criteria for care and an accompanying family member or person with a very close relationship to the occupier. The qualifying criteria includes that an individual is 60 years of age or older and has a personal care requirement by reason of old age or disablement. In providing 24 hour care at the site the proposal will generate approximately 20 staff positions with the likely mix being 8 full time and 12 part time positions.

- 2.3 The existing link extension between the two villas and a number of modest extensions to the rear will be demolished to facilitate the proposal. The proposal will involve minimal alterations to the two original villas and significant extensions between, and to the rear, of the existing buildings at the site. The majority of the extensions will be two storey in scale. The extensions will be predominantly constructed of natural stone with slate roofs with the flat roofed link extension between the two villas being finished in coursed ashlar stone and glazing.
- 2.4 The development proposes to utilise the large landscaped areas of the site which include substantial, and generally high quality, tree cover. The proposal will include the creation of a large outdoor amenity area to the south west of the site and several smaller areas to the rear of the proposed building. A woodland walk, coffee shop seating area and internal courtyard with sensory garden will form further opportunities for outdoor amenity. The proposal will involve the retention of the vast majority of the trees at the site with the removal of three trees including a medium sized category 'A' cut leaved maple immediately to the front of the existing building at 31 Moor Road. The cut leaved maple will be removed in order to facilitate the new parking area proposed.
- 2.5 The proposal will be served by the existing access point on the corner of Moor Road and Castle Grove Drive and will include a highways build out (to be agreed under a section 278 highways agreement and controlled by way of an appropriately worded planning condition) to improve highway safety. This will also make a contribution to the local community aspirations (included in the recently adopted Far Headingley, Weetwood and West Park Neighbourhood Design Statement) for highway safety improvements along the wider stretch of Moor Road. A further existing vehicular access from Moor Road in the south west corner of the site will be closed to vehicles and serve as an access for pedestrians and mobility scooters. The proposal will create 18 car parking spaces (including 4 disabled spaces) for residents and staff alongside secure bicycle and mobility scooter storage.

3.0 SITE AND SURROUNDINGS:

- 3.1 The site at 29 to 31 Moor Road includes two substantial stone built Victorian villas set in large grounds situated in the Far Headingley Conservation Area. The villas were built in the late 19th century and are set back from Moor Road in excess of 60 metres. The original buildings are regarded as significant heritage assets. The buildings have been the subject of a number of unsympathetic extensions throughout the 20th century. The Villas and grounds are noted as positive buildings within the Conservation Area in the Far Headingley Conservation Area Appraisal adopted by the Council in 2008.
- 3.2 The buildings have been in active use by the Catholic Diocese since 1939 and accommodated the Catholic Care Head office at number 31 until 2000 and a children's home at number 29 until 2009. The site has most recently been used by a number of charities and organisations including, since 2010, for an asylum seekers project.
- 3.3 The site includes existing vehicular accesses to both numbers 29 (from Moor Road) and 31 at the junction of Moor Road and Castle Grove Drive. A long driveway from the latter access serves a tarmac car parking area which is not marked out by bays. The site includes substantial tree cover to the front and to the boundaries to the rear and both sides and offers considerable visual amenity value in this respect.

3.4 The area is characterised by a mix of buildings including examples from the Georgian, Victorian and Edwardian periods. Immediately to the west of the site are the stone built villas at 25 and 27 Moor Road; both occupied as residential properties. Immediately to the east of 31 Moor Road is Castle Grove, a large Victorian villa which is Grade II listed and is currently used as a Masonic Hall. To the rear of the site are more modern semi-detached properties on Castle Grove Avenue.

4.0 RELEVANT PLANNING HISTORY:

4.1 None

5.0 HISTORY OF NEGOTIATIONS:

5.1 Pre-application discussions (Reference PREAPP/13/00887) were held between the applicant and Council officers in September 2013 at which the principle of the development was discussed. The application was submitted in March 2014 and has been the subject of a number of revisions since the original submission in response to discussions with Council officers and feedback from local Ward Members and residents.

5.2 The main revisions to the scheme, secured through discussion with Council officers, have included:

- Amendments to move massing away from neighbouring boundaries to the west and north of the site including the removal of a first floor section in close proximity to 63 Castle Grove Avenue and an increased set-back from the two storey rear extension proposed to the rear of 29 Moor Road in response to neighbour comments;
- Alterations to the site access, alongside an agreement to fund off-site highway works to make alterations to the junction of Moor Road and Castle Grove Drive, in order to improve highway safety in response to comments from the Far Headingley Village Society and Weetwood Ward Members;
- Amendments to the proposed landscaping and parking proposals to increase parking provision at the site whilst preventing vehicle access to the front of 29 Moor Road in order to allow these gardens to remain a pedestrian only space for recreation and amenity in response to Council officers comments;
- Amendments to the design and layout of the proposed extensions to address design and conservation concerns, including a revised internal layout to maximise sunlight penetration into key communal areas, and significant amendments to the design of the proposed extensions to allow the original villas to be retain their existing character as visually distinct buildings in line with a design approach supported by the Council's Design Review Panel.

6.0 COMMUNITY CONSULTATION

6.1 The applicant carried out community consultation at the pre-application stage including holding a community exhibition event at a local venue, distributing leaflets to the LS6, LS16 and LS18 postcodes, and displaying posters in the area. The community exhibition was well attended with feedback received from 19 individuals.

7.0 PUBLIC/LOCAL RESPONSE:

7.1 The application has been publicised by means of site notices and a newspaper advert in the local press. Ward Councillor Sue Bentley has requested that the application be determined at Plans Panel due to concerns in relation to the impact on

the amenity of neighbouring residents. The Leeds Civic Trust and Far Headingley Village Society have noted support in principle for the proposal but have also noted a number of concerns. There have been representations from 6 local residents; 5 in objection and 1 offering comments.

7.2 The following is a summary of the concerns that have been raised by the aforementioned parties:

- The development represents an overdevelopment of the site which would be harmful to local character and the Conservation Area.
- The proposed extensions and alterations relate unsympathetically to the original villas and would harm the character of the Conservation Area.
- The proposed scheme would be likely to harm trees at the site which are important to the character of the Conservation Area.
- The size, scale and proximity of the extensions in relation to neighbouring properties would lead to a harmful impact on neighbouring amenity in terms of privacy, overshadowing, and a loss of light and outlook.
- The proposed extensions and bin storage areas would be situated unreasonable close to neighbouring sites.
- Moor Road experiences existing road safety issues which the development would contribute to. The local community aspirations included within the Far Headingley, Weetwood and West Park NDS have been put forward as a potential solution to any highways issues which may arise.
- The proposed development does not provide sufficient on-site car parking provision.
- That the applicant has not submitted a viability assessment with the application and therefore the case that the two villas couldn't be used as two family dwellings has not been made.
- Trees have already been removed from the site which has opened up views into and out of the site.
- There has been no technical or engineering assessment in relation to how neighbouring sites or foundations may be affected.
- That the proposal has not been amended to reflect the concerns of neighbours at the pre-application and planning application stages.

7.3 A number of the representations note support for the principle of the proposed use of the site and the retention of the landscaping area and trees to the front of the two villas.

8.0 CONSULTATION RESPONSES:

8.1 Conservation – No objections subject to appropriate conditions.

8.2 Design – No objections subject to appropriate conditions.

8.3 Landscape – No objections subject to appropriate conditions.

8.4 Highways and Access - No objections subject to appropriate conditions including the agreement of a section 278 agreement for off-site highway works.

8.5 Ecology – No objections subject to appropriate conditions.

8.6 Local Plans – No objections.

- 8.7 Contaminated Land – No objections subject to appropriate conditions.
- 8.8 Environmental Health – No objections subject to appropriate conditions.
- 8.9 West Yorkshire Police – Offered comments on crime prevention and safety.
- 8.10 METRO – Requested a contribution to improve local bus stop provision.

9.0 PLANNING POLICIES:

- 9.1 As required by Section 38(6) of the Planning and Compulsory Purchase Act 2004 this application has to be determined in accordance with the Development Plan unless material considerations indicate otherwise. The development plan currently comprises the adopted Local Development Framework Core Strategy (2014), those policies saved from the Leeds Unitary Development Plan (Review 2006) (UDP) and the Natural Resources and Waste Local Plan.

The Local Development Framework **Core Strategy** was adopted by the Council on 12th November 2014. The following policies contained within the Core Strategy are considered to be of relevance to this development proposal:

Spatial Policy 1 – Location of Development
Policy H2 – Housing on Unallocated Sites
Policy H3 – Density of Residential Development
Policy H8 – Housing for Independent Living
Policy P10 – Design
Policy P11 – Conservation
Policy P12 – Landscape
Policy T2 – Accessibility and New Development
Policy EN1 – Climate Change
Policy EN2 – Sustainable Design and Construction
Policy EN5 – Managing Flood Risk
Policy ID2 – Planning Obligations

- 9.2 The most relevant saved policies from the **Leeds Unitary Development Plan** are outlined below.

GP5 - Development control considerations including impact on amenity
BD5 - Design of new buildings
BD6 - Alterations and extensions should not harm neighbouring amenity
N18 - Demolition in Conservation Area
N19 - Development in Conservation Areas
N20 - Demolition or removal of features in a Conservation Area
N25 - Site boundaries
BC7 - Materials in Conservation Areas
BC8 - Demolition of unlisted buildings in a Conservation Area
LD1 - Landscape design
T24 - Parking
A4 - Ensuring a safe and secure environment

- 9.4 Relevant **supplementary planning documents and policies** are outlined below:

- Neighbourhoods for Living SPG (December 2003)
- Public Transport Improvement and Developer Contributions SPD (August 2008)

- Far Headingley Conservation Area Appraisal (November 2008)
- Street Design Guide SPD (August 2009)
- Sustainable Design and Construction (August 2011)
- Natural Resources and Waste Development Plan Document (January 2013)
- Far Headingley, Weetwood and West Park Neighbourhood Design Statement SPD (September 2014)

9.6 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. The following paragraphs from the NPPF are considered to be of particular relevance:

Paragraph 14 – Presumption in favour of sustainable development

Paragraph 17 – Core planning principles

Paragraph 50 – Delivering a wide choice of high quality homes including for older people

Paragraphs 56 and 57 – Design

Paragraph 61 – High Quality and Inclusive Design

Paragraph 64 – Poor Design should not be accepted

Paragraph 131 – Heritage Assets

9.7 Relevant Council documents:

Better Lives for People in Leeds: report on the future of Residential Care for Older People – Report to Executive Board 4th September 2013

10.0 MAIN ISSUES:

10.1 The following main issues have been identified:

- (6) Principle of the proposed use;
- (7) Design, character and conservation area;
- (8) Trees, landscaping and conservation area;
- (9) Highway safety and parking;
- (10) Amenity of future occupants;
- (11) The impact of the development on neighbouring amenity;
- (12) Other material planning considerations;
- (13) Conclusions

11.0 APPRAISAL:

1. Principle of the Proposed Use

11.1 The buildings at the site have existing lawful planning uses as a Children's Home, offices and associated uses respectively. The proposed use as extra care accommodation under the C2 (residential institutions) planning use class, which would be controlled by way of a signed section 106 agreement, is considered to be broadly compatible to these uses in that it is of a similar nature and would be likely to generate similar impacts (albeit on a different scale when considering the size of the new development proposed) to those which would be generated if the existing lawful uses were brought back into use. The proposed use as extra care accommodation is also considered to be a good fit with the immediate local area which is predominantly residential in character.

11.2 The site is situated in a part of Far Headingley which is located a short walk or bus ride (with a number of bus stops and routes being located in close proximity to the application site) from Headingley Town Centre. Headingley Town Centre provides a good range of local services, and employment, health and education opportunities. The proposal and application site is therefore considered to be of a highly sustainable nature, noting in particular that the development would meet all the relevant accessibility indicators in the Leeds Core Strategy. Taking the above into consideration the principle of the proposed use is considered to be acceptable in accordance with the wider aims of the relevant local and national planning policies and guidance. It is further noted that the proposal will contribute to meeting a wider strategic need for high quality extra care accommodation both in Weetwood ward and the Leeds district.

2. Design, Character and Conservation Area

11.3 The Far Headingley Conservation Area Appraisal and Management Plan and the Far Headingley, Weetwood and West Park Neighbourhood Design Statement identify the original villas at the site as positive buildings within the Conservation Area. The villas and surrounding grounds are considered to be heritage assets as defined by the NPPF. The original villas at the site have deteriorated to the point where reinvestment is required to bring them up to relevant standards, although much of the work required is cosmetic in nature. Many of the later extensions and additions however are now in a considerable state of disrepair and are in need of replacement.

11.4 The proposal will involve the refurbishment of the existing villa buildings, demolition of some existing extensions, and the creation of considerable extensions to the rear and between the buildings. These different elements of the scheme need to be taken into consideration when coming to a view on the overall impact on the character of the Conservation Area. Recognising that the villas are linked by existing extensions at present, the design approach taken has been to retain the two villas as visually distinct structures in their own right through an appropriate architectural solution which also provides a sufficient footprint to allow the requirements of the care provider to be met. To summarise the proposal aims to allow the two existing villas (with existing and new extensions to the rear respectively) to retain a degree of visual separation from each other by accommodating a connecting infill extension which is of a contrasting but complementary design and which includes appropriate visual breaks and set-backs to reinforce this approach. This has been developed through extensive discussion with Council officers, as is noted in the History of Negotiations section of this report, and is considered to represent a positive design solution for the site.

11.5 The original villas will retain their existing external and internal features and be refurbished to a high standard. The existing sympathetic stone-built two storey extension to the rear of number 31 will also be refurbished and retained. To the rear of the existing villa at 29 Moor Road a substantial two storey extension is proposed and this will extend towards the north west corner of the site. The extension will be considerable in length at 34m and will step down and be stepped back along its length to both sides in an attempt to break up the larger massing and create visual interest. The extension will be constructed of natural stone with natural slate roofs and include timber framed windows to all sides. The attractive existing full height window to the rear of number 29, a particularly positive feature, will be retained and re-used in the eastern elevation of the new extension.

- 11.6 The central infill extension will be accommodated between the two 'enlarged' villas and consist of two and single storey elements whilst also incorporating an internal courtyard area. The infill extension has been designed so that it remains visually distinct from the villas to either side and retains an appropriate degree of subservience with a large set back from the front of the villas being particularly key to respecting the important frontages of the two positive villa buildings. The infill extension will include a large flat roofed section which is set back from the front of the two original villas and be finished in coursed ashlar stone with glazing to the front and circular stone columns supporting a lightweight canopy. It is considered that this represents a sympathetic design solution in conservation terms.
- 11.7 In combination the new extensions represent considerable additions to the existing buildings in terms of size and scale. The rear extension to number 29 and the infill extension are of a size and massing which will have a greater impact on the relationship of the two villas, as separate buildings, than the existing smaller linking extensions. It is noted that, when considered in isolation, this will lead to 'less than substantial' harm to the relationship of the two buildings within this Conservation Area context. However, it is considered that any harm created in this respect will be outweighed by the positive aspects of the extensions and alterations created. The renovation and re-use of the existing positive villa buildings and the protection of an important frontage through a sympathetically designed and subservient infill extension are significant positives of the development. The materials and detailing of the extensions and alterations are also sympathetic to the appearance and historic character of the two original villa buildings, with notable features being retained or re-used as part of the new development.
- 11.8 Although the resulting building will be of a considerable size when considered against the immediate urban grain, the building will sit in extensive grounds in a substantial plot and is not considered to represent an overdevelopment of the site. It is further noted that the proposal will lead to the removal of a number of unsympathetic existing extensions which already link the two buildings and have become somewhat of an eyesore. The proposal will also incorporate some more minor additions at the site including single storey cycle, bin and mobility scooter stores. These additions are considered to be appropriate in design and character terms.
- 11.9 In summary it is considered that the proposed extensions and alterations will, as a whole, preserve the appearance and character of the Conservation Area as is required by Section 72 of the Planning (Listed Building and Conservation Areas) Act 1990 and meet the wider aims of the relevant local and national planning policy and guidance.

3. Trees, Landscaping and Conservation Area

- 11.10 The existing villas at the application site sit in substantial landscaped grounds and the extensive tree cover at the site is noted in the Far Headingley Conservation Area Appraisal as a particularly positive feature. The grounds include a mixture of wooded and lawned areas with the large areas of landscaping to the front, and the subsequent set back afforded to the villas achieved because of this, forming a key characteristic of the site which is particularly worthy of note. The stone walling surrounding the site is also a positive feature of the Conservation Area and this will be retained as part of the development.
- 11.11 The development will protect the vast majority of the trees at the site with the loss of only one significant specimen, a cut leaved maple to the front of the existing villa at number 31. Whilst this loss is regrettable, the important wooded area to the front of

the site and important trees along the eastern, western and rear boundaries of the site will all be protected as part of the development. The two other trees which will be lost, a maple and fruit tree, are poor specimens not worthy of retention. The retention of such a large majority of trees at the site, numbering around 130 specimens in total, is considered to be a significantly positive aspect of the proposal and will allow the appearance and character of the Conservation Area to be preserved whilst also allowing an important buffer to be retained to, and therefore preventing a significant impact on the setting of, the Grade II listed Masonic Hall to the east. Further to this the creation of woodland footpaths will allow any necessary tree maintenance works to be undertaken and open up these areas for future use and maintenance alongside the utilisation of the existing lawned areas at the site. In summary it is considered that the landscaping proposals for the site are a positive aspect of the development which will preserve and enhance the appearance and character of the Conservation Area.

4. Highway Safety and Parking

- 11.12 The application site is currently served by two vehicular access points to the south east and south west. The adjacent stretch of Moor Road is noted in the Far Headingley, Weetwood and West Park NDS as a problem area in terms of highway safety with anecdotal evidence of speeding and traffic accidents being noted by ward members and local residents. For these reasons the Far Headingley Village Society (in conjunction with local residents) has a long held aspiration to introduce traffic calming measures along Moor Road. This is outlined in detail in the NDS. This aspiration formed part of the consideration for the Tetley Hall redevelopment (LPA Reference 11/03234/FU) to the south side of Moor Road which was approved by Plans Panel West in March 2012. In that instance it was agreed that the developer would fund alterations to the public highway on the adjacent stretch of Moor Road including the introduction of parking bay build outs.
- 11.13 The development proposes to utilise the existing access to 31 Moor Road on the corner of Castle Grove Drive and Moor Road for vehicles and close the existing access to 29 Moor Road to vehicles but retain this as a pedestrian access to the site. As part of the development, the applicant has offered to fund alterations to the public highway at the junction of Castle Grove Drive and Moor Road to improve road safety. Whilst these works will not lead to the implementation in full of the aspirational plan of the Far Headingley Village Society they will support a piecemeal approach to securing these works alongside other development proposals in the vicinity. As such the proposal, alongside making improvements to the access arrangements for the existing site, is also considered to be making a positive contribution to wider highway safety issues along Moor Road. In addition to this the closing of the existing vehicle access to 29 Moor Road and vehicle access to the area to the front of this villa is considered to be a positive feature of the development which will not only prevent the use of the existing unsatisfactory access (in highway safety terms) to Moor Road but will also 'free up' this part of the site to be used for pedestrian access and create outdoor amenity areas free from vehicle domination. The proposed internal arrangements are considered suitable for servicing needs with the applicant having demonstrated vehicle tracking for larger vehicles.
- 11.14 The existing site includes a car parking area to the east side of the villa at 31 Moor Road. Whilst the existing car park does not include marked out bays it is considered that it is capable of accommodating approximately 9 cars. The proposed development will accommodate 32 apartments and include a mix of 1 and 2 bedroom units. 18 car parking spaces (including 4 disabled spaces) are proposed to serve the development for residents and staff alongside secure bicycle and mobility

scooter storage. The Leeds UDP does not specify a car parking ratio for extra care accommodation but similar developments in the locality have car parking provision for 1 space per 3 bedrooms (Victoria Court, Kirkstall) and 1 space for 2 bedrooms (Headingley Hall) respectively. The proposal at the application site has a proposed car parking ratio of 1 space per 2.1 bedrooms and so can be considered comparable to the aforementioned schemes. Further to this the sustainable nature of the site including good access to public transport and lower car ownership rates among the occupants of this form of housing, when compared to general market housing, suggest that the proposal will be adequately served by the car parking provision proposed.

- 11.15 It is further noted that the applicant is offering a contribution to improve local bus shelter facilities in the immediate locality to encourage increased use of public transport. The provision of bicycle and mobility scooter storage (with charging facilities) is considered to represent further positive aspects of the development which will facilitate for and encourage these forms of transport.

5. Amenity of Future Occupants

- 11.16 The proposal will provide accommodation for older persons with specific care needs due to age or disability. The extra care model allows these residents to meet these needs whilst providing a form of accommodation for which there is a recognised need both locally and in the wider Leeds district. Given the specific needs of occupants that are likely to reside at the development, which is likely to include a higher proportion of residents with mobility issues, it is therefore important that the development provides an appropriate level of amenity for both private and communal enjoyment on site. It is noted that the importance of communal areas and in particular the social interaction encouraged through the creation of these areas as part of this type of accommodation are a particular important feature of the extra care model.
- 11.17 The development will incorporate internal communal areas in the ground floor of the development including a large central dining and living space, open courtyard with sensory garden, activities room, cinema room, coffee shop, hair salon and a number of smaller communal rooms. The north-south axis of these main communal areas will provide good daylight and sunlight penetration to these areas and is considered to be a positive aspect of the scheme. The development will also be served by extensive outdoor amenity areas including outdoor seating and patio areas, lawned and landscaped gardens and a woodland walk.
- 11.18 Although the individual flats proposed are not overly generous in terms of size it is considered that, on the whole, they do provide good outlook and the extensive indoor and outdoor communal areas will, on the whole, allow for a development which positively provides for the residential amenity of future occupiers. The proposal is therefore considered to meet the wider aims of the relevant local and national planning policies and guidance in this respect.

6. The Impact of the Development on Neighbouring Amenity

- 11.19 Neighbouring Amenity can be impacted upon in a number of ways. The introduction of new development can impact on privacy, lead to an overshadowing impact or a loss of light, or appear overbearing due to its size, scale and positioning leading to a loss of outlook from neighbouring sites. The proposal will include considerable extensions to the rear of the existing buildings at the site and introduce new massing in close proximity to neighbouring sites where this does not exist at present. The closest neighbouring residential properties to the development, and therefore those which are most likely to be impacted upon by the development in the

aforementioned respects, are those properties at 25 Moor Road, 63 Castle Grove Avenue and 65 Castle Grove Avenue. Whilst clearly the introduction of the extensions and alterations at the application site will have an impact on neighbouring amenity, and in particular those properties noted above, the Local Planning Authority must come to a view as to whether these impacts are significantly harmful.

- 11.20 In relation to a loss of privacy and overlooking the Neighbourhoods for Living SPD includes guideline separation distances for new development in suburban areas. The new development is considered to adequately meet this guidance in terms of the distances between new development and neighbouring properties. For example a distance of approximately 28 metres will be retained between the closest two storey extensions and the neighbouring property at 25 Moor Road (a distance of 21 metres is suggested in Neighbourhoods for Living as being appropriate) whilst no new two storey extensions will be introduced closer to the property at 63 Castle Grove Avenue than those two storey elements which exist at present. No windows serving habitable rooms will be introduced in the closest two storey extensions to the neighbouring property at 65 Castle Grove Avenue with the closest windows serving habitable rooms at two storey level being situated approximately 29m away (again a distance of 21m would be applicable from Neighbourhoods for Living). It is further noted that the presence of mature trees around the boundary of the site will further limit views into and out of the site, particularly in spring and summer months when these trees are in full leaf. Taking the above into account it is considered that the proposal would not lead to a significantly harmful loss of privacy in relation to neighbouring properties and sites.
- 11.21 The distances retained from the extensions to neighbouring properties are considered to be sufficient to prevent a significantly harmful loss of light or overshadowing impact over these properties. Whilst some limited overshadowing impact is anticipated over some neighbouring garden areas due to the natural orientation of the sun during daylight hours, it is considered that the distances retained from the two storey elements of the scheme and the presence of trees on relevant boundaries will prevent a significantly harmful impact in this respect. The introduction of new single storey massing in close proximity to the neighbouring site at 63 Castle Grove Avenue will be on a lower ground level to the neighbouring site, be situated behind the neighbouring boundary treatment which exists and will be further away from the neighbouring rear garden than the existing detached garage which will be demolished as part of the proposal. As such it is not anticipated that this single storey extension will lead to a significant impact in these respects. Whilst the introduction of new massing will have an impact on the views of neighbours from their own sites the distances retained to the internal living areas of neighbouring properties and those garden areas most likely to be well used for the enjoyment of their occupiers, for example main patio areas including outdoor seating, are also considered to be sufficient to prevent a significant loss of outlook from these areas.
- 11.22 The development will generate an increase in the number of comings and goings to and from the site including from servicing vehicles. It is not considered however that this will be likely to lead to a significantly harmful impact in terms of noise and disturbance or highway congestion. The bin storage facilities proposed on site will be fully enclosed and are considered appropriate to serve the development whilst preventing any environmental health issues from arising. The proposal is therefore considered to sufficiently protect neighbouring private amenity in line with the wider aims of the relevant local and national planning policy and guidance.

7. Other Material Planning Considerations

- 11.23 The main planning considerations are outlined in detail above. A number of further matters are considered relevant to the determination of the proposal, including those raised by representations, and are addressed below.
- 11.24 Local Employment Opportunities - The development, in creating 20 staff positions, is expected to create local employment opportunities and this will be a positive consequence of the development. The applicant has also committed to working with the Employment Leeds to develop local employment opportunities during the construction phase.
- 11.25 Apartments for Rent - The applicant, acting as a registered charity and in line with its wider model of care provision, aims to make available some apartments at the development for rent for individuals who are in receipt of state benefits. The current financial modelling for this development assumes that 5 apartments out of the 32 will be made available for rent in this way. However, the applicant has made clear this is not part of the development being proposed under the current planning application as a financial appraisal undertaken in respect of market conditions could only be undertaken at the time of anticipated completion. The intended aim to provide this form of rental accommodation as part of the development cannot therefore be given any significant weight by the Council in determining the planning application.
- 11.26 Sustainable Construction – The development proposes a building which will be highly insulated, will include rainwater harvesting, and will use permeable surfacing for the new hardstanding areas proposed. These factors are to be welcomed as part of the development. The applicant has also noted the intention to explore possibilities to install low carbon or on-site renewable energy generation, use heat recovery systems and solar photovoltaic, and use locally sourced building materials during the construction phase. As the use of these latter mentioned technologies and techniques are aspirational only at this point they cannot be given any significant weight by the Council in determining the planning application.
- 11.27 Viability - Representations have been submitted stating that because no viability assessment has been provided to demonstrate that the villas could be converted into individual family homes that the development should not be accepted. It is not considered that the likelihood of the properties returning to use as individual family homes is a realistic possibility due to the size, nature and existing lawful uses of the site.
- 11.28 Removal of existing trees – Some trees were felled at the site in 2014 and this has led to concern amongst neighbours and local residents. In response to this it is noted that these trees were felled following Council approval in discussion with the Council's Tree Officers.
- 11.29 Impact on neighbouring foundations – The concerns raised by neighbours in this respect are not material planning considerations which can be afforded significant weight when considering the merits of the proposal. These matters are addressed by relevant non-planning legislation through building regulation procedures and as such fall outside of the scope of the planning.

12.0 CONCLUSIONS

- 12.1 The proposed use of the site to provide extra care accommodation is considered to be compatible with the surrounding area and is not dissimilar in nature to the existing lawful use of the site as a children's home and offices. The application site is situated in a sustainable location with good links to local amenities and public

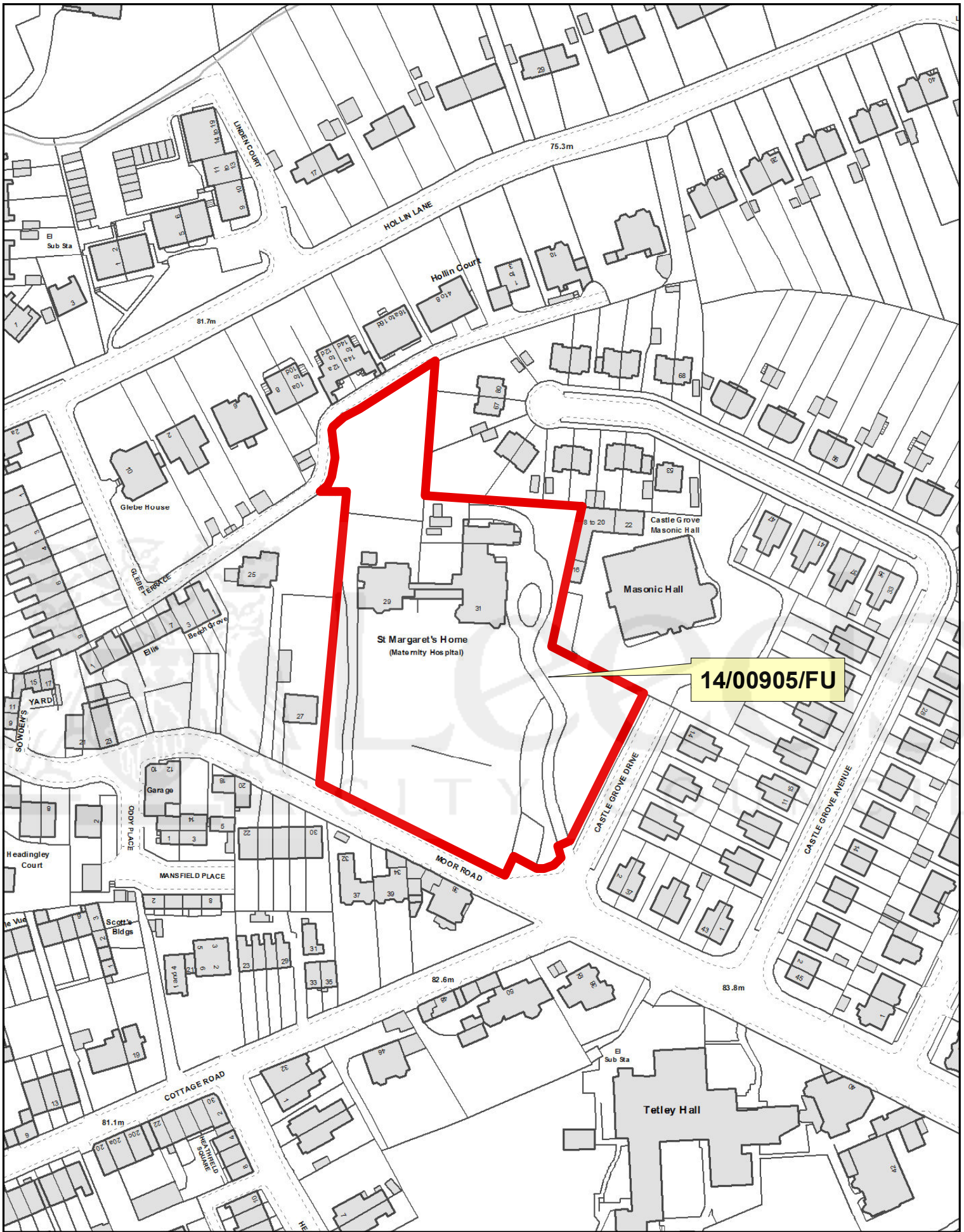
transport provision and as such is considered to be appropriate for the use proposed.

- 12.2 The existing villas and grounds are noted as positive features in the Far Headingley Conservation Area Appraisal and the Far Headingley, Weetwood and West Park Neighbourhood Design Statement. These features are considered to be heritage assets of significant merit. The alterations to the villas are considered to be sympathetic with internal features to be retained and the existing frontages and distinct identities of both properties being protected. The vast majority of trees at the site will also be retained and protected.
- 12.3 Whilst the extensions to the rear of the existing buildings are substantial in size and scale it is considered that the development as a whole will, as a minimum, preserve the appearance and character of the Conservation Area. It is considered that the overall development would not be harmful in terms of the urban grain of the area and will also preserve the character of the Far Headingley Conservation Area in this respect.
- 12.4 The proposal will improve on the existing access arrangement at the site and make a significant contribution to the scheme put forward by the Far Headingley Village Society as included in the recently adopted Neighbourhood Design Statement to improve highway safety in the locality. An appropriate level of car parking is proposed to serve the development and servicing and related requirements will be met with a contribution also to be made to improve local bus shelter facilities.
- 12.5 The proposal provides for a good level of amenity for future occupiers with particularly positive communal spaces and the utilisation of the large grounds at the site for recreation which will in turn ensure appropriate maintenance and preservation of the landscaped areas and trees in the future.
- 12.6 There will clearly be some impact on neighbouring amenity over those impacts which exist at present in relation to those neighbours to the west and north of the site. This is an inevitable consequence of introducing new extensions of the size proposed. However, it is not considered that the development will lead to significant harm to neighbouring amenity because of the adequate distances being retained between the development and neighbouring buildings and garden areas in combination with the degree of screening provided by existing trees to be retained.
- 12.7 Taking the above and all other material planning considerations put forward into account it is considered, on balance, that the proposal should be recommended for a planning approval.

Background Papers:

Application file;

Certificate of Ownership.



SOUTH AND WEST PLANS PANEL

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