



Report of the Chief Planning Officer

NORTH AND EAST PLANS PANEL

Date: 1st October 2015

Subject: 15/03847/FU – Demolition of existing outbuilding; conversion of existing buildings to three dwellings with associated parking and landscaping at 29-35 Gledhow Lane, Gledhow, Leeds, LS8 1RT

APPLICANT

Mr S Binks

DATE VALID

7th July 2015

TARGET DATE

2nd October 2015(Ext of time)

Electoral Wards Affected:

Roundhay

Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: GRANT PERMISSION subject to conditions.

1. Commencement of development within 3 years;
2. Development to accord with the approved plans;
3. Materials to be approved on site before the commencement of work;
4. Permission shall be obtained before any openings or vents are inserted in the rear elevation of the proposed conversion.
5. Details shall be provided of the window and door joinery, the glazed screen to the cart door entry, heads and cills to new openings, rainwater goods, external flues, roof lights and repointing and repairs to stonework
6. Any such approved roof lights shall be bottom opening only and shall remain as such for the duration of the development
7. All areas to be used by vehicles have to be fully laid out, surfaced and drained such that surface water does not discharge or transfer onto the highway.
8. A scheme detailing surface water drainage works to be submitted to and approved in writing by the Local Planning Authority
9. No additional windows or other openings to be inserted in any elevation.
10. Standard Land Contamination Conditions.

1.0 INTRODUCTION

- 1.1 The application is to demolish existing outbuildings and the conversion of existing commercial properties to create three residential dwellings.
- 1.2 Objections and a comment have been received by members of the public and objections have been raised by Roundhay Ward members. Councillor Christine Macniven, Councillor Bill Urry and Councillor Ghulam Hussain have requested that the application be considered by Plans Panel and a site visit to be undertaken due to concerns about the impact on local residents, impact upon historic building and highway safety.

2.0 PROPOSAL:

- 2.1 The outbuildings to the front of the site are to be demolished to accommodate off-street parking for the proposed conversion to three dwellings and a small garden area. The existing stone wall and entrance will remain as existing. The commercial properties will be converted into three two bedroomed dwellings with off street parking to the front. Located within the roof at the rear will be three roof lights, these will provide natural daylight to the proposed staircase.

3.0 SITE AND SURROUNDINGS:

- 3.1 The application site relates to commercial property located within Roundhay Conservation Area and is classed as a positive building within the Conservation Area. The character of the immediate area is predominately residential ranging from semidetached to detached dwellings. The site is in close proximity to Roundhay Park.
- 3.2 The neighbouring property No 11 Gledhow Lane is a Grade II listed building.
- 3.3 Presently car parking is located to the front of the existing properties and the access is onto Gledhow Lane.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 No planning applications.

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 An initial pre-application enquiry was submitted (PREAPP/15/00289) for the conversion of existing commercial premises into residential units. Officers advised that a residential conversion was in principle acceptable providing concerns can be overcome with Conservation, Highways and Residential amenity.
- 5.2 Discussions have been held with the agent which have resulted in revised plans been submitted that show the height of the roof lights from floor level and how they will open. This is shown on plan ref 1511 (GA)005A proposed rear (south)elevation.
- 5.3 The agent also revised the internal layout in terms of relocating the staircase to the

rear and bedroom 2 to the front of the properties. The amount of roof lights have been significantly reduced from 19 down to only 3 since the application was lodged with the Council. Roof lights will now be located in the rear part of the roof only.

6.0 PUBLIC/LOCAL RESPONSE:

6.1 The application has been advertised by site notice and letters to occupiers of neighbouring properties.

6.2 One comment in support/observation has been received and the points raised were sympathetic renovation would be beneficial to the appearance and overall character of the Conservation Area. Increase the amount of car parking to 4 spaces.

6.3 There has been 25 objection letters from members of the public. The points of concerns are:

- Overdeveloped/inappropriate development
- Large number of roof lights – unsympathetic, loss of character and not in keeping
- Highway safety and parking concerns
- Loss of employment and businesses to the area
- Change in land use from light industry to residential
- Pedestrian safety
- Flooding
- Loss of value to neighbouring properties
- Loss of historic value – next to a listed building
- Impact on amenity to neighbour
- Increased noise

7.0 CONSULTATIONS RESPONSES:

7.1 Highways No objections. The proposal for three 2 bedroom dwellings represents a reduction on the existing five tenanted commercial uses. Each dwelling will have a single parking space and as such is considered that the intensity of use of the access onto Gledhow Lane would be reduced.

Conservation The proposed scheme has the potential to enhance the setting of the nearby listed building and conservation area by removing unsightly outbuildings and some elements of the 1970s conversion such as the external staircase and the doors and windows. The insertion of a new door opening to the left of the cart door entry is weak visually and the existing door opening should be kept instead. The new toilet door windows would be better expressed as ventilator slits.

Mains Drainage Although the site is located in Flood Zone 1 the site is at potential risk from surface water flooding because of the level of site. Since there will be no increase in the

impermeable area of the site there will be no requirement for the specific reduction of the present surface water rate of discharges from the site. External hard standing should be surfaced with permeable paving or porous macadam in order to reduce the rate and volume of surface water discharged from the site.

8.0 PLANNING POLICIES:

- 8.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan for Leeds currently comprises the Core Strategy, saved policies within the Leeds Unitary Development Plan (Review 2006) and the Natural Resources and Waste Development Plan Document (2013).

Local Planning Policy

- 8.2 The Core Strategy is the development plan for the whole of the Leeds district. The following core strategy policies are relevant:

P10 Seeks to ensure that new development is well designed, respects its context and does not harm amenity.

P11 Seeks to ensure that Leeds' heritage assets are protected and enhanced.

T2 Seeks to ensure that new development does not harm highway safety.

Spatial Policy 6 Identifies that 500 dwellings per year are anticipated to be delivered on small and unidentified sites

The following saved UDP policies are also relevant:

GP5: Seeks to ensure that development proposals resolve detailed planning considerations, including amenity.

BD6: Seeks to ensure all alterations respect the scale form and detailing of the original building.

- 8.3 The Neighbourhoods for Living SPG lays down guidance as to the suitable level of amenity space that should ordinarily be provided for residential developments, As a general rule this level of provision is indicated at a minimum of two thirds the gross internal floor space of the dwellings. However this guidance needs to be tempered against other material considerations when appropriate and in this instance the preservation and enhancement of a heritage asset, that is an identified positive building in the Conservation Area, (see below), weighs in the schemes favour more than the lack of amenity space weighs against it.

- 8.4 Roundhay Conservation Area Appraisal identifies the application site as lying in Character Area 5 of the Conservation Area and is identified as a Positive Building in the Conservation Area.

- 8.5 Roundhay Ward Neighbourhood Design Statement identifies the application site as falling within CA6 Oakwood West Map. This document makes no specific reference to the application site but identifies that the area between Gledhow Lane and Gledhow Wood Road is characterised by attractive 1930's demi-detached housing of a uniform style. What isn't identified is that the part of Gledhow Lane where the application site lies is an anomaly to this pattern with large detached dwellings and

an aspect to the park creating a junction with Ryder Gardens and Old Park Road with arguably its own distinct character.

National Planning Policy

- 8.6 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.
- 8.7 The introduction of the NPPF has not changed the legal requirement that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The policy guidance in Annex 1 to the NPPF is that due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF. The closer the policies in the plan to the policies in the Framework, the greater the weight that may be given accordingly, it is considered that the local planning policies mentioned above are consistent with the wider aims of the NPPF.
- 8.8 Section 7 (design) of the NPPF is relevant to the consideration of this application.
- 8.9 DCLG - Technical Housing Standards 2015
The above document sets internal space standards within new dwellings and is suitable for application across all tenures. The housing standards are a material consideration in dealing with planning applications. The government's Planning Practice Guidance advises that where a local planning authority wishes to require an internal space standard it should only do so by reference in the local plan to the nationally described space standard. With this in mind the city council is currently developing the Leeds Standard. However, as the Leeds Standard is at an early stage within the local plan process, and is in the process of moving towards adoption, only limited weight can be attached to it at this stage.

9.0 MAIN ISSUES

- Neighbour Amenity
- Design and Character/Conservation Area
- Highway Safety
- Representations
- Community Infrastructure Levy
- Housing Standards

10.0 APPRAISAL

Neighbour Amenity

- 10.1 Core Strategy Policy P10 notes that developments should "[protect] ... residential and general amenity...". Saved policy GP5 notes that developments should protect amenity and policy BD6 notes that "all alterations.....should respect the scale, form, detailing and materials of the original building".

- 10.2 The proposed development is to convert an existing commercial building to three dwellings along with the demolition of existing outbuildings. The overall footprint of the proposal will not be increased. The internal layout will be altered to accommodate the proposed habitable rooms for the three dwellings. The property is set back off Gledhow Lane and screened by an existing stone wall which is to be retained.
- 10.3 Given that the proposal is a conversion of an existing building with no increase in size, there are no concerns of any additional overshadowing of or loss of light to neighbouring properties.
- 10.4 As previously mentioned in paragraph 5.2 of the report, the amount of roof lights have been significantly reduced from 19 to 3 since the original submission. These roof lights will be conservation roof lights which will provide natural daylight to the relocated staircases at the rear of the three properties. The height from floor level to the bottom of the roof lights will be approx. 2.5m and a condition is proposed so that the roof lights are bottom opening only is recommended to be imposed. By conditioning this any views will be reduced but with the addition of the height from the closest "floor level" is taken into account, a concerted effort would need to be made to get any direct views of the neighbouring properties from them. Therefore no concerns are raised with overlooking to No 11 Gledhow Lane from the proposed roof lights. To prevent any additional concerns of overlooking to No 11 Gledhow Lane a further condition is recommended so that no additional openings are inserted in the rear elevation of the building.

Design and Character/ Conservation Area

- 10.5 As noted above the application site is located within Roundhay Conservation Area and is indicated as an identified positive building within the Conservation Area. S72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 places a statutory duty upon the decision maker to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area. That statutory framework is reinforced by the National Planning Policy Framework (the Framework) at Section 12. Core Strategy policy P11 reflects this special duty and seeks to ensure that development is appropriate to its context and preserves the city's heritage assets. This duty is also carried forward in Core Strategy policy P10 and saved UDP policy GP5 which seek to ensure that development is generally of high quality.
- 10.6 The conversion of the existing dwelling to three dwellings does not raise significant concerns regarding visual amenity. It is a building which is set back from Gledhow Lane and screened by a 1.8/2 metre high stone boundary wall. The existing external iron staircase will be removed improving the overall appearance and character of the building. The agent has revised the plans following Conservation comments. The plans now show vent style windows to the proposed down stairs toilet and the door next to the cart door entry has been relocated back to its original position. The additional windows in the front elevation to accommodate the residential layout of the property are considered acceptable and will not detract or harm the character of the buildings themselves or the Conservation Area within which it lies. The detailing and materials will respect that of both the application and the neighbouring property No 33 Gledhow Lane. It is therefore considered that the proposal would not harm the overall character and appearance of Roundhay Conservation Area or negatively impact on the visual amenities of the surrounding area.

10.7 As such the application is considered acceptable in this regard.

Highway Safety

10.8 Core Strategy Policy T2 notes that developments be situated in accessible locations and should ensure that adequate parking provision is required. The normal standard for dwellings is 2 off street car parking spaces per dwelling however this development can only accommodate one per dwelling. Under normal circumstances and if this were a new build proposal, the scheme would be recommend for refusal on this ground, However Highway officers raise no objections as the proposal represents a reduction in the number of vehicular movements to and from the the existing five tenanted commercial uses. These vehicular movements could occur anytime of the day and certainly throughout the day. However vehicular movements to and from the converted dwellings are likely to be more restricted and do not represent an increase in intensity. Taking into account the heritage value of the renovation of these properties the reduction in standards for off street car parking is justified in this instance.

10.9 Highways also state that as each dwelling will have only a single parking space and as such it is considered that the use of the access onto Gledhow Lane would be reduced.

10.10 As such the application is considered to acceptable in this regard.

Representations

10.11 All material considerations raised through representations have been discussed above. Other matters raised which are not material planning considerations are loss of value to properties and increased noise.

Community Infrastructure Levy

10.12 As there is no additional floorspace proposed (i.e. it is a conversion of an existing building with no extensions) then this development is not liable for a CIL payment.

Housing Standards

10.13 The Technical Housing Standards 2015 are generally taken not to apply to conversions of buildings to residential use as compromises sometimes have to be made to work within the fabric of an existing building. Nevertheless with this proposal two of the units would be in general conformity with the standards. However, the floor area of the smallest unit falls some 16m² short of the minimum gross floor area specified for 2 bed, 3 person and 2 storey units. However, as the standard carries limited weight, does not normally apply to conversions and when balanced against other factors (such as securing the beneficial use of the historic building) it is not considered that the refusal of permission would be justified on this ground.

11.0 CONCLUSION

11.1 Having considered all of the above the demolition of the outbuilding and the conversion of the existing building are considered appropriate development to the Roundhay Conservation Area. There will be no significant harm to highway safety and there will be an overall improvement in highway terms over and above the

impact that the existing lawful use could have, and no material impact on residential amenity. As such the application is recommended for approval for the reasons outlined at the head of this report.

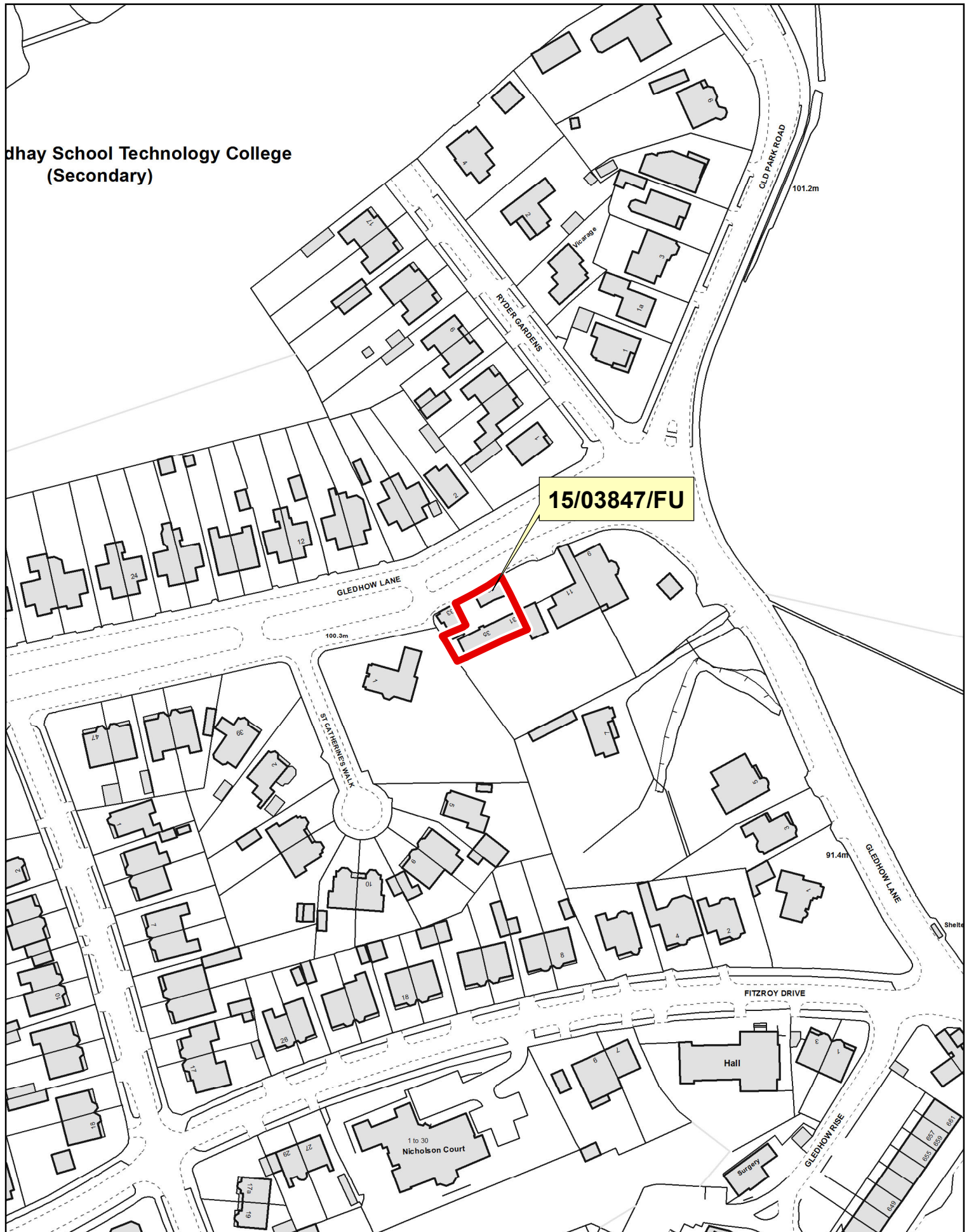
Background Papers:

Application files

15/03847/FU

Certificate of ownership: Certificate A signed by the agent

dhay School Technology College
(Secondary)



NORTH AND EAST PLANS PANEL

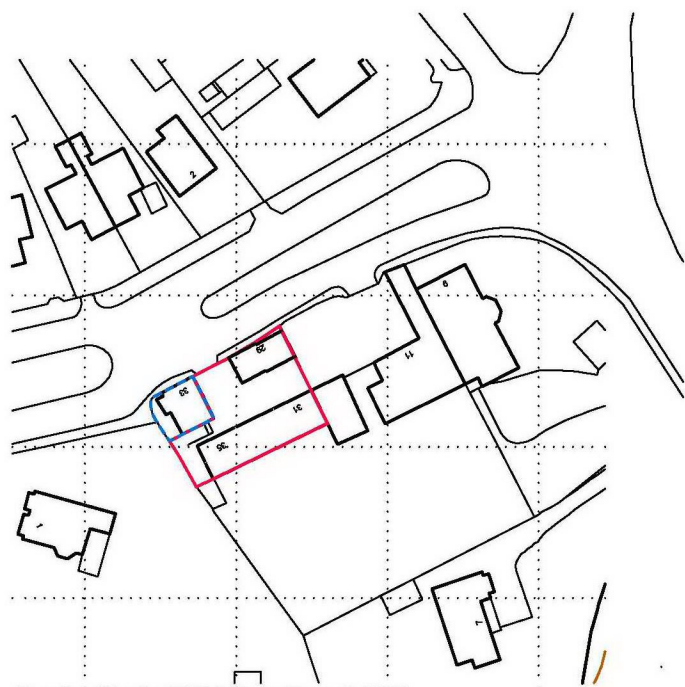
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SCALE : 1/1500



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 If this drawing exceeds the quantities taken in any way the Architects are to be informed before the work is initiated.
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OS Location Plan
 Scale 1:1250



Existing site Plan
 Scale 1:200



Proposed site Plan
 Scale 1:200

GENERAL NOTES:
 STRUCTURAL ALTERATIONS SUBJECT TO STRUCTURAL ENGINEERS COMMENTS AND DESIGN, CALCULATIONS SHALL BE OBTAINED BY THE APPOINTED BUILDING CONTRACTOR AND SUBMITTED FOR APPROVAL BEFORE WORKS COMMENCE ON SITE.
 ALL WORKS TO BE CARRIED OUT TO THE LATEST BUILDING REGULATIONS, BRITISH STANDARDS AND APPROVED CODES OF PRACTICE
 WHERE FURTHER CLARIFICATIONS, AMENDMENTS OR ADDITIONAL WORKS ARE REQUIRED CONTRACTORS SHALL REFER TO THE CLIENTS FOR FURTHER DETAILS AND INSTRUCTIONS.
 ALL MATERIALS AND DETAILS TO BE PROVIDED BY THE CONTRACTOR FOR CLIENT APPROVAL.

THE ARCHITECTS' BUREAU

| | | | |
|---|----------------------|---|-----------------------------------|
| Client Steven Binks | | Project Name Conversion to 3No. dwellings | |
| Site address 29 to 35 Gledhow Lane, Leeds | | Title OS Location and Site Plans | |
| Our Drawing Reference 1511 (GA) 001 | Revision B | Size A3 | Scale 1:100 @ A1 1:200 @ A3 |
| Date March 2015 | By CJA | | |

OS Location and Site Plans