



**Report of the Chief Planning Officer -**

***SOUTH AND WEST PLANS PANEL***

**Date: 21st April 2016**

**Subject: Application number 15/07342/FU – Three Storey Extension with Mezzanine Floor and Basement at Springfield House, Whitehouse Lane, Yeadon**

**APPLICANT**  
Xiros Ltd

**DATE VALID**  
8<sup>th</sup> December 2015

**TARGET DATE**  
22<sup>nd</sup> April 2016

**Electoral Wards Affected:**

Otley & Yeadon

Yes Ward Members consulted  
(referred to in report)

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

**RECOMMENDATION:**

**GRANT PERMISSION subject to the specified conditions**

1. Time limit on full permission
2. Development in line with approved plans
3. Samples of walling and roofing materials to be submitted
4. Sample panel of stonework
5. Area to be used by vehicles to be laid out
6. Surfacing materials to be submitted.
7. Approved travel plan to be implemented
8. Cycle/motorcycling parking to be submitted and implemented
9. Feasibility study into infiltration drainage methods required
10. Details of surface water drainage
11. Reporting unexpected contamination
12. Details of any imported soil
13. Pre commencement tree protection
14. Pre commencement arboricultural method statement
15. Landscaping scheme
16. 5 year replacement of trees

17. Landscaping management scheme
18. Preservation of retained trees, bushes and hedges
19. Details of pile foundations engineering details to be submitted

## **1.0 INTRODUCTION**

- 1.1 The application is for a new commercial building linked to an existing building used by the applicant company for manufacturing devices for ruptured ligaments and tendons. The application is brought to Plans Panel as it is a departure from the Development Plan as the site is within the Green Belt.

## **2.0 PROPOSAL:**

- 2.1 The application is for a linked new building to extend the existing company's facilities at the site. The Company produces devices for the repair and reconstruction of ruptured ligaments and tendons. The proposed extension will be a separate building which is located to the east and set back from the front of the existing building. The main use will be to provide enlarged offices, manufacturing and storage space. The building is separate to allow for the company to still operate if there is a fire in the main building.
- 2.2 The building will be rectangular with a small projection to the rear and the building will measure 24.9 metres in length and 13 metres in width. The building will be 6.8 metres from the main building and will be set back 9.5 metres from the front of the main building. There will be a glazed link between the two buildings which will be at second floor level.
- 2.3 The building will have 3 main floors with a basement and a smaller floor on the top giving 5 floors in total. The basement will house the plant room, workshops and store rooms. The ground floor will have the weaving office, the first floor has a clean room suite and finally the second floor will have meeting rooms. The second floor will be set back from the front and rear elevations by 2 metres. There is also a mezzanine between the ground and first floor covering approximately half of the building for offices. The overall floorspace created will be 1413 square metres.
- 2.4 The building will be 7.5 metres to 8.9 metres in height to the eaves with the second floor being set back from the front and rear elevation taking the full height to 10.7 metres to 12.27 metres on the front elevation and 8.6 metres to 11.2 metres to the eaves and overall height of 11.2 metres to 14.27 metres full height on the rear elevation.
- 2.5 The ground floor will be constructed of coursed pitched faced stone with the next two floors being coursed smooth face stone and rendered panels. Finally the floor on the roof will be dark zinc sheeting and glazing.
- 2.6 The proposal will also involve some new car parking spaces (10 in number) located to the front of the existing car parking area and rearrangement of part of the existing car park with the loss of two car parking spaces. The scheme therefore results in 8 additional spaces.
- 2.7 The extension also involves the loss of 4 trees for the building and loss of 1 tree for the car park. The trees are either category C (trees of low quality) or U (No value).

### **3.0 SITE AND SURROUNDINGS:**

- 3.1 The site comprises Springfield House, the Coach House, the Lodge and 4 acres of grounds and is accessed from Whitehouse Lane. The property is principally a substantial Victorian/Edwardian building, originally a house before being extended and adapted to a school, hospital use, home for refugees and latterly adapted to commercial use in 2003 to 2005. The property stands in substantial and attractively landscaped grounds which abut the operational boundary of Leeds Bradford International Airport which lies immediately to the west of the site. To the north and south of the site are car parks linked to the airport otherwise the site is within a predominantly rural location. The site is located within the Green Belt. The site is in Otley & Yeadon Ward but to the south nearby is the northern boundary of Horsforth Ward.

### **4.0 RELEVANT PLANNING HISTORY:**

PREAPP/15/00161 – detached manufacturing building – preapplication was for building in similar size and position

10/05581/FU – single storey extension and new roof to bike and garden store approved 31 January 2011

08/02665/FU – Conversion of detached office to form laboratory approved 10<sup>th</sup> July 2008

29/166/02/FU – change of use of detached house to offices approved 19.08.2002

29/328/02/FU – first floor extension to proposed offices approved 18.02.2003

### **5.0 PUBLIC/LOCAL RESPONSE:**

- 5.1 The application was advertised by a major site notice which was erected on 16 December 2015 and expired on 6 January 2016. The application was also advertised in the Yorkshire Evening Post on 18<sup>th</sup> December 2015 which expired on 8 January 2016.

Greg Mulholland MP supports the application stating

- The company needs new office and manufacturing space on land that is currently a lawn and shielded by trees and shrubbery and would have little impact on nearby road and properties.
- The company have undertaken a great amount of work to improve the rest of the grounds, including projects to improve the biodiversity of the area on derelict and areas used to dump building materials
- The company need the extension as their manufacturing site in Derby is closing so equipment and machinery need to be relocated plus the company cannot be expanded any further.
- The scheme should be supported for the good of this business and the local area.

Councillor Ryk Downes supports the application stating

- I support the application in principle but have concerns about the appearance of the proposed extension which need to be revised to be more appropriate to the area.
- The area will benefit from employment that the site expansion would create.
- It is an important local employer and mitigates its presence by improvement works they have undertaken
- Whilst located in green belt it is an anomalous piece given that there is an airport and car parking surrounding the site.

## **6.0 HISTORY OF NEGOTIATIONS**

- 6.1 A pre application enquiry for this proposal was submitted in February 2015 and officers raised concerns regarding the scale of the development in terms of impact on the green belt and design. The building has been slightly reduced in size, height and the design has been altered since then.

## **7.0 CONSULTATION RESPONSES:**

Contaminated land – conditional approval recommended  
Main drainage – conditional approval recommended  
PROW – no objections  
Highways – no objections

## **8.0 PLANNING POLICIES:**

### **Development Plan**

- 8.1 Section 38 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 comprises the Adopted Core Strategy (November 2014), saved policies within the Leeds Unitary Development Plan (Review 2006) and the Natural Resources and Waste Development Plan Document (2013).
- 8.2 The application site has no specific allocations or proposals but is within the Green Belt.

### Adopted Core Strategy

- 8.3 The Core Strategy is the development plan for the whole of the Leeds district. The following core strategy policies are considered the most relevant;

Spatial policy 1: Location of development  
Spatial policy 11: Transport infrastructure investment priorities  
Policy P10: Design  
Policy P11: Conservation  
Policy P12: Landscape

Policy T2: Accessibility requirements and new development  
Policy EN2: Sustainable design and construction  
Policy EN5: Managing flood risk

#### Saved Policies - Leeds UDP (2006)

- 8.4 The following saved policies within the UDP are considered most relevant to the determination of this application:

N33: Development proposals in green belt  
GP5: Development proposals should resolve detailed planning considerations.  
BD2: Design of new buildings should complement and enhance existing views  
BD5: The design of new buildings should give regard to both their own amenity and that of their surroundings.  
BD6: Advice in relation to alterations and extensions  
LD1: Relates to detailed guidance on landscape schemes.

#### Relevant supplementary guidance:

- 8.5 Supplementary Planning Guidance provides a more detailed explanation of how strategic policies of the Unitary Development Plan can be practically implemented. The following SPGs are relevant and have been included in the Local Development Scheme, with the intention to retain these documents as 'guidance' for local planning purposes:

Street Design Guide SPD  
Neighbourhoods for Living SPG  
Horsforth and Cragg Hill Conservation Area Appraisal and Management Plan

#### National Planning Policy Framework (NPPF)

- 8.6 The National Planning Policy Framework (NPPF), published on 27<sup>th</sup> March 2012, and the National Planning Practice Guidance (NPPG), published March 2014, replaces previous Planning Policy Guidance/Statements in setting out the Government's planning policies for England and how these are expected to be applied. One of the key principles at the heart of the Framework is a presumption in favour of Sustainable Development.
- 8.7 The NPPF constitutes guidance for Local Planning Authorities and its introduction 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.
- 8.8 The NPPF confirms that at its heart is a presumption in favour of sustainable development. For decision taking, this means approving proposals that accord with the development plan without delay and where the development plan is silent, absent or relevant policies are out of date, granting permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole, or specific policies in the NPPF indicate that development should be restricted.
- 8.9 The NPPF establishes at Paragraph 7 that there are three dimensions to sustainable development: economic, social and environmental of which the provision of a strong, vibrant and healthy community by providing the supply of housing required to meet the needs of present and future generations is identified

as a key aspect of the social role. Within the economic role, it is also acknowledged that a strong and competitive economy can be achieved by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation.

- 8.10 Paragraph 17 sets out twelve core planning principles, including to proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs, ensuring high quality design but also encouraging the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value.
- 8.11 Paragraphs 79-92 give advice in relation to Green Belt by preventing urban sprawl and keeping land permanently open and the 5 purposes of green belt. Paragraph 89 is particularly relevant which deals with extensions and alterations to a building providing it does not result in disproportionate additions over and above the size of the original building.

## **9.0 MAIN ISSUES**

1. Principle of development
2. Design and scale
3. Highways
4. Trees

## **9.1 APPRAISAL**

1. Principle of development

- 9.2 In terms of the UDP policy N33 of the UDPR states the circumstances in which extensions within green belt would be acceptable. Extensions of this nature do not fall into the circumstances so in terms of policy N33 the proposal is inappropriate development and would require very special circumstances to be demonstrated to outweigh the significant harm caused.
- 9.3 The Government in the NPPF ( which is more up to date guidance) states that the extension or alteration of a building would not be inappropriate providing that it does not result in disproportionate additions over and above the size of the original building. There is no guidance on what might constitute a 'disproportionate addition' and is a matter of judgement for the local planning authority.
- 9.4 In terms of footprint the original footprint of the building in 1965 was 1,100m<sup>2</sup> with the current footprint being 1,152m<sup>2</sup> and the proposed additional footprint is 370.45m<sup>2</sup>. Therefore there is a 38% increase in footprint over the original building in 1965. In footprint terms alone it is considered that the 38% increase could be argued to not be disproportionate. However, in terms of overall floorspace there is approximately a 66% increase in floorspace. Finally in terms of cubic content there is approximately a 57% increase over the original building. This level of development could be argued as being disproportionate to the existing building. The Government in its guidance does not state whether it is the footprint, floorspace or cubic content that is used for accessing development in the green belt although the main issue is the impact on openness that results – in this context the massing

of the building is of relevance. The building itself is lower than the existing building and its length is less than half of the existing building. The greater increase in floorspace is due to the insertion of a mezzanine floor for part of the building whilst the increase in volume is the higher floor to ceiling heights required due to the operation that occurs in the building in terms of the size of machinery used. Overall it is concluded that the extension is large and disproportionate to the existing original building. For this reason the scheme does not fall into the exceptions under paragraph 89 and would be inappropriate development and very special circumstances would need to be shown for approval to be given.

9.5 The applicant has stated that the following, when considered in combination, form the basis of the 'very special circumstances' argument in favour of the proposed development ;

- **The need for the proposed development**

9.6 The proposed extension is fundamental to the businesses ability to continue to operate and grow in the future. The site forms part of the garden and car park of a medical products company with national and international links. The company predominantly operates from these premises with the manufacturing element taking place in Derby which will be moved to this site. The existing premises are at full capacity following the growth of business over the last 10 years so there is no space available to house the manufacturing element. The manufacturing element also needs to be isolated from the research and development equipment which is currently on site to prevent contamination. From an economics of scale point of view it is commercially beneficial to locate the manufacturing element of the business within close proximity of the rest of the business so that support services can be shared and cost of transporting the product can be reduced. The company also has a growing need for additional storage space for the storage of medical records. The records need to be retained for the expected life of the products which due to the quality of products is the expected life of the patient. This information needs to include the devices design, development, specification, manufacture and distribution. These need to be kept as hard copies for auditors to check that necessary procedures have been followed. Office space is now cramped with the growth of the company from 55 employees in 2005 to over 100 now. The company employs a wide range of specialist staff who all need to work together to share knowledge and the integration of the different departments on one site is critical to its success. Without the additional floorspace the business will not be able to achieve future growth and would hinder research and advancements in medical care in the global market.

- **Alternative premises**

9.7 The applicant has stated that the relocation of the business to an alternative site or premises is not a feasible option. The company has very specific business requirements and none of the existing offices in the area are suitable. The manufacturing element of the business requires machinery that has a higher floor to ceiling height than the standard rooms offered in most buildings. The local workforce is highly qualified and skilled is regarded as an asset to business in the area. A large proportion of the employees live locally (43% within 5 miles and 77% within 10 miles) and relocation of the business could result in specialised and knowledgeable staff leaving the company. The company does have national and international links so its location adjacent to Leeds Bradford International Airport allows for good links to the wider global locations.

## - **Economic**

9.8 The company plays a notable part in the healthcare industry. It is an active economic use, provides employment and is a well established element/feature in the existing green belt. The site has changed positively over the years with the company investing significantly in improving the site since it was purchased in 2002.

9.9 All the above matters are considered to specifically related to the existing business which have been located on the site since 2002 and need to expand.

It is concluded that there are strong economic reasons for this expansion to proceed and this is supported by the local MP and Ward members. Together it is considered that the grounds put forward do amount to very special circumstances.

9.10 The land used for this building is partly used as parking and partly a grassed area which is located adjacent to the existing car park and building. The new build also extends no further to the rear than the existing building and also extends no further to the side than the existing car parking.

9.11 The Green Belt washes over the site and Leeds Bradford Airport to the west of the site boundary, car parking for the airport is to the north and south of the site and a road is on the eastern boundary. The proposed masterplan strategy for Leeds Bradford Airport includes Springfield House within the proposed Airport Village area with the garden of Springfield House as a development plot. There is also a large proposed allocation within the Site Allocations Plan for employment within the green belt beyond the boundary of the site.

9.12 Whilst the development is inappropriate and therefore by definition harmful which must be given significant weight in the decision. The additional building will result in a loss of openness but it is considered that this is limited within the immediate context and should be given only limited weight. It is considered there are strong economic reasons for allowing this development to proceed set out above which amount to the very special circumstances which outweigh the harm from inappropriate development and the limited harm from the loss of openness.

## 2. Design and scale

9.13 The building (except for a glazed link) will be detached from the main building which will still remain dominant. The new building will have a similar eaves height to the existing building and the floor in the roof is flat and lower than the roof form on the existing building. The new building will be approximately half of the current building in length and will have a significant set back from the front of the existing building. All these ensure that the proposed building will be subservient to the existing building.

9.14 The existing building is constructed from stone and slate, has dominant gable features along with small dormers within the roofspace. The form of the building has a vertical emphasis. The new building will use elements of course and smooth stone and render which take on board the materials from the existing building but incorporate them into a modern design. The window design has been changed to vertical emphasis to take on board this window layout in the existing building. The roof uses dark zinc sheeting along with glazing which is modern but allows for the roofscape on the existing building to remain dominant.



9.15 Overall it is considered that the design and scale of the proposal is considered acceptable.

### 3. Highways

9.16 The proposal does involve an increase in floorspace and will involve an increase in the number of staff on the site, approximately by 31 in the long term. There will be an additional number of 8 car parking spaces on the site. The company does have an excellent travel plan showing that 40% staff already use other modes of transport to work other than the single occupancy of cars. Travel plan measures proposed include collection and drop off for staff and visitors at Horsforth Station using the 3 electric cars they have, bike to work scheme with secure lockers and changing facilities. The plan also proposes to reduce the single occupancy of cars to 50% over next 5 years. Therefore on balance subject to a revised travel plan no objections are raised to the level of parking proposed for the development.

### 4. Trees

9.17 The proposal involves the loss of 5 trees, four for the building and one for the extension of the car park. The trees for removal have all been categorised as C or U and as there are more substantial and important trees on the site the loss of these should not have a detrimental impact.

9.18 There is one category A chestnut tree close to the extension on the boundary of the site. Amended plans have been submitted moving the development further away from this Chestnut Tree to ensure its long term survival. Conditions are attached to ensure that construction work is carried out sensitively to protect this tree. Work for the extension to the car park also needs to be carried out carefully to ensure the long term future of the trees that could be affected by the development and again conditions will be attached.

9.19 Overall it is considered that the proposal in terms of the impact on trees is acceptable.

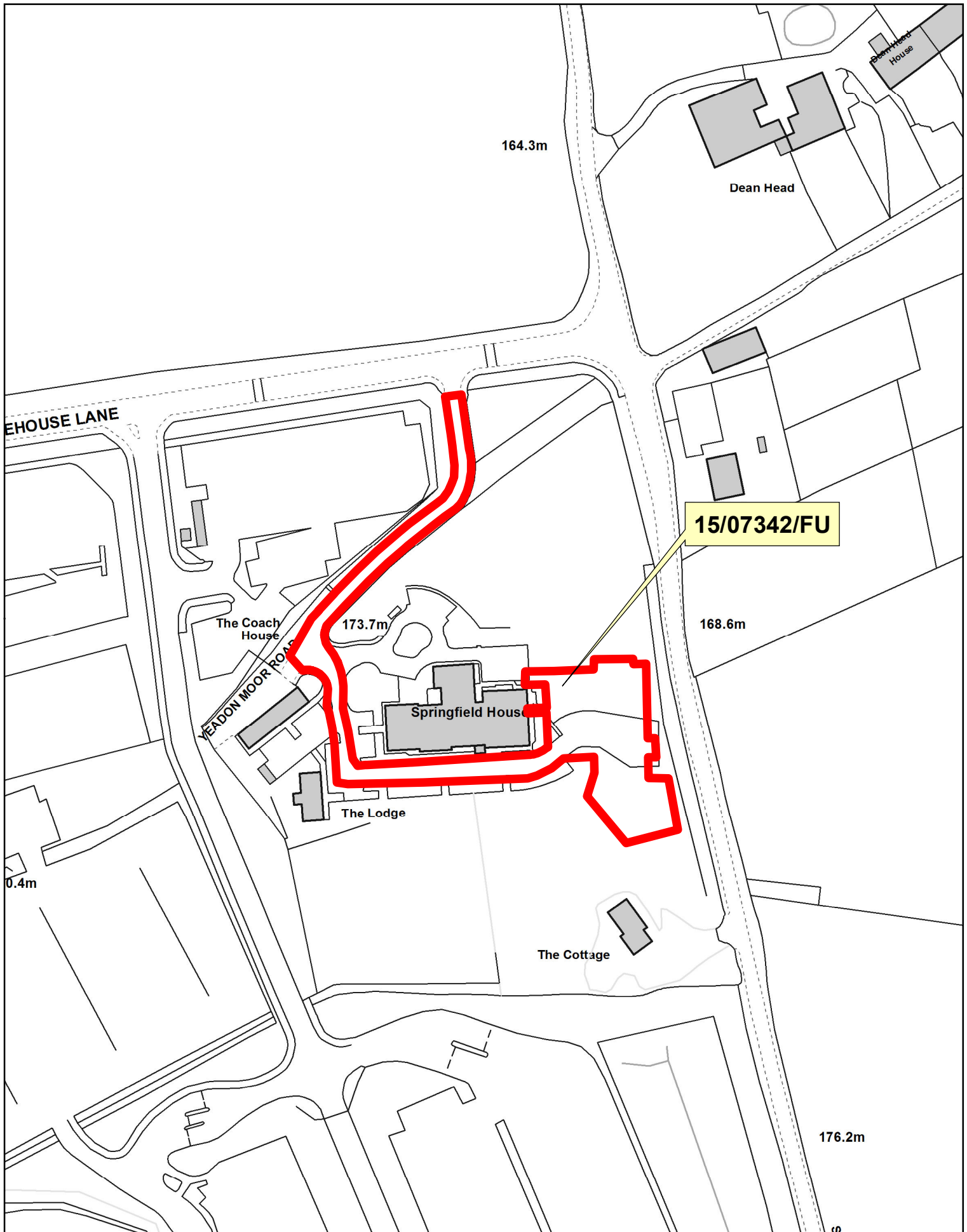
## **10.0 CONCLUSION**

10.1 To conclude it is considered that the development can be supported due to the very special circumstances demonstrated by this company which outweighs the substantial harm to the green belt as a result of inappropriateness and the limited harm to openness which results from the new building. The application is therefore recommended for approval, subject to conditions.

### **Background Papers:**

Certificate of ownership: signed by applicant.

Planning application file.



# SOUTH AND WEST PLANS PANEL

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

SCALE : 1/1500

