
Report of the Chief Planning Officer

PLANS PANEL WEST

Date: 26th November 2009

Subject: APPLICATION 09/03666/FU – DEMOLITION OF CARE HOME AND REPLACEMENT PART 3/4/5 STOREY CARE HOME, WITH 39 SELF CONTAINED FLATS, CARE ROOMS, CHAPEL, LOUNGES, DINING AREA, ACTIVITY ROOMS AND FUNCTION ROOM, WITH CAR PARKING AND LANDSCAPING.

APPLICANT

Institute of our Lady of Mercy

DATE VALID

21ST August 2009

TARGET DATE

20th November 2009

Electoral Wards Affected:

☒ X

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity ☐

Community Cohesion ☐

Narrowing the Gap ☐

RECOMMENDATION: That members note this progress report and are invited to comment on the main issues highlighted in this report.

1.0 INTRODUCTION:

The application comprises proposals for a significant new building in Horsforth. This report aims to update Panel on progress to date.

2.0 PROPOSAL:

The proposal comprises a full application for the demolition of the existing St. Josephs Care Home and replacement with a new part 3/4/5 storey care home comprising 39 supported and independant living rooms, 21 nursing care rooms, 21 dementia care rooms, chapel, lounges, dining area, activity areas and function rooms. A total of 81 rooms are included. Ancillary parking and amenity space is also provided.

The proposal represents a contrast to the previous Victorian buildings on the site and represents a contemporary design that makes a strong visual statement onto

Outwood lane. The three/four storey elements face adjoining properties and Outwood Lane whilst the four/five storey elements face New Road Side.

The palette of materials comprises dry-stone walling, rough stone and ashlar stone, reflecting some of the natural materials found in the locality.

The proposed car park provides for 28 car parking space with additional provision for ambulance parking and cycle parking, behind the existing boundary wall onto Outwood Lane, which is proposed for retention.

An area of open amenity space (formal and informal) is located to the south of the building, in roughly the same location as the existing area of open space.

3.0 SITE AND SURROUNDINGS:

The site comprises the existing St. Josephs care home which has operated for over 25 years and is an established feature of Horsforth. The site ceased operating c 2 years ago. It is formed by two original stone built Victorian houses with modern 1970's infill and a number of smaller ad hoc extensions. The original Victorian elements are 2/2.5 storeys and the 1970's infill is 2 storey with a flat roof. Access is off Outwood Lane. The site contains an existing parking area off Outwood Lane and a large lower garden area, with a significant number of trees protected by a group TPO.

The site surroundings are of domestic character and scale with a number of large Victorian buildings and some larger modern residential blocks such as Sandywood Court adjoining as well as smaller detached and semi-detached dwellings.

4.0 RELEVANT PLANNING HISTORY:

There is no planning history relevant to this application.

5.0 HISTORY OF NEGOTIATIONS:

The applicant first met the local planning authority on site for pre-application discussion in October 2007. Officers expressed a strong desire to retain the existing Victorian elements although the applicant considered that those elements could not meet current standards. At subsequent meetings the design ethos for the scheme was described that represented a contemporary approach to the site. Officers concluded that a contemporary approach could be supported. However it was advised that although the site is large enough to support a large building, the initial proposals represented overdevelopment of the site, were too close to neighbours and resulted in the loss of too many TPO trees.

Subsequent revisions reduced the footprint to reduce impact on neighbours and TPO trees. A number of highways queries were outstanding on submission. Following submission a further meeting has been held with the applicant requesting further reduction to the footprint, storey heights and top storey. A response is awaited and will be reported to Panel.

6.0 PUBLIC/LOCAL RESPONSE:

Site notices were posted on 1st September 2009 and 27th October 2009.

One representation of support has been received on the basis that the scheme looks interesting and exciting as a plus to the area.

A total of 77 objections have been received from 65 objectors (as at 11th November 2009). Whilst nobody objects to the principal of a care home on the site objections have been made on the following grounds:

- Victorian buildings/and or facade should be retained,
- developers have allowed buildings to deteriorate through lack of security,
- development too intensive,
- footprint much larger than existing,
- reduction from 85-81 beds a mere token gesture,
- form, scale and massing represents overdevelopment,
- scheme designed without sympathy to context, looks like a sixth form college/office/apartment block/spacehip,
- design more suited to city centre,
- no basis for the design as a fish,
- proposal modernist and brutalist in style,
- utilitarian, uninspiring, incongruous,
- Ashlar inappropriate, should be rough sandstone,
- zinc roof/metal cladding inappropriate,
- overbearing monolith appearance on Outwood Lane, overwhelms domestic scale,
- unbroken, faceless back to New Road Side,
- four storey inappropriate cf existing two storey,
- overpowering in relation to adjoining 2 storey properties and Edwardian terraces opposite,
- 4/5 storey impact (visual/loss of light) on ground floor flat adjoining in Sandywood Court,
- devastates outlook for 8A Outwood Lane and results in loss of sunlight, house value,
- roofline at level of chimney pots overshadowing adjoining buildings,
- Horsforth overdeveloped and losing it's identity,
- out of character contrary to UDP policy N12, N13 and GP5.
- reduction of gardens/greenspace on the site,
- traffic generation, in particular in relation to other developments e.g. Kirkstall Forge
- increased traffic on dangerous bend with restricted sight lines, impact on children walking to school,
- traffic from the church could have an impact at key times,
- will result in right-turning queues from New Roadside and Oliver Hill,
- lack of footpath opposite site means pedestrians have to cross twice which is dangerous,
- already problem with residents of Oliver Hill unable to park, will become an overflow car-park,
- Outwood Lane already a rat run,
- junction with Wood Lane dangerous,
- TA disingenuous- no slack and too few spaces, report does not consider peak times, emphasise proximity of bus/cycle routes but not attractive to use, notion that staff visitors staff will arrive by train or bicycle is a nonsense,
- care home fine, but open market flats not,
- not a care home but a nursing home which has higher staffing levels therefore inadequate parking,
- road cannot accommodate large construction and commercial servicing vehicles,
- inadequate parking facilities onsite,
- parking does not provide for shift overlap,
- schedule of condition demonstrates damage not condition,
- should be a second entrance on Oliver Hill,
- should not be a second entrance on Oliver Hill,
- stream across Oliver Hill will be a winter ice hazard,

- problems of water run-off,
- existing footpath must be retained,
- loss of trees,
- no regard to character and appearance of Newlay Conservation Area,
- description as a “care village” inappropriate,
- Loss of light and overlooking to 14 Sandywood Court,
- appears to be no provision for emergency vehicles or taxis,
- proposal fails to take on board comments made by residents at the consultation meeting.

One resident has sent the results of a questionnaire that 150 residents responded to objecting that the scheme is too large and inappropriate. None of the individual responses were attached so there may be some overlap with the original objection letters.

In addition all three ward members have objected. Councillor Cleasby and Townsley on the grounds of overdevelopment, insufficient parking, poor design and massing. Councillor Barker has objected on the grounds of insufficient parking on site and insufficient servicing area.

In addition Councillor Carter has expressed concern on the grounds of size, impact on surrounding communities.

Horsforth Civic Society welcome the concept of a care home but object on the grounds that the proposal is intrusive on the Outwood Lane frontage and out of scale with surrounding properties, inadequate parking.

Horsforth Town Council accept facilities needed but object on the grounds overdominant and unsympathetic/out of character, planned parking inadequate.

Newlay Conservation Area Society request a public meeting.

Leeds Civic Trust object to the demolition. Proposal out of scale and character resulting in the loss of trees. Should occupy existing footprint with more broken roofline.

The local MP, Paul Truswell objects on the grounds that the Victorian buildings should be retained, that the proposal is utilitarian and uninspiring. Incongruous with local environment. Four storeys inappropriate and will dominate the streetscene. Overspill traffic. Impact on Newlay Conservation Area.

7.0 CONSULTATIONS RESPONSES:

Statutory:

Yorkshire Water: No objection subject to conditions.

Non-statutory:

Contamination: No objection, subject to conditions.

Architectural Liaison Officer: No objection, encourages building in accordance with “secured by design.”

Environmental Health: No objections, subject to conditions.

METRO: No objection, request cantilever bus stop shelter.

Landscape: No objection, broad strategy approach supported as designed to provide variety of functional recreation and amenity spaces. Tree planting on New Roadside to be reviewed, More detail of shrub planting required. Boundary wall height needs careful consideration, tree protection fencing to be erected, wildlife features need incorporating, colour of roof finish important, bin store to be relocated.

Design: holding comment - query re plans, mix of material and importance of retaining boundary wall. Verbal response that scheme does not resolve all comments made at pre-application stage. Reduction in scale and breaking up of roof height would be an improvement.

Travelwise: Objection, Travel Plan Framework unacceptable, Full Travel Plan required.

Highways: Objection, concerns re staff shift changes, lack of info on independent living rooms, lack of ambulance/scooter, /motorcycle/cycle parking, lack of level access onto Oliver Hill/New Roadside, unsuitable bib storage facilities, access not to "Street Design Guide" standards, lack of committed sustainable travel plan measures.

Mains Drainage: No objection, subject to conditions.

Nature Conservation Officer: No objection but query re trees with bat roost potential.

Refuse Collection: No objections.

Transport Policy: No objection subject to public transport contribution via a S106 agreement.

8.0 PLANNING POLICIES:

The site is identified within the main urban area as designated in the adopted Leeds UDP (2006) and no other allocations or designations affect the site. Relevant policies include:

GP5: development to resolve detailed planning considerations,

T2: new development to be served adequately from the existing or proposed highway network,

T24: parking standards,

N12: urban design principles inc. spaces between buildings, good design, visual interest.

N13: design of new buildings to be of high quality and have regard to character and appearance of surroundings.; good contemporary design welcomed.

RSS (2008) Policy Y4 introduces the sequential approach with priority to sustainable urban sites such as this.

PPS1 refers to the desire to improve the character and quality of an area (para 13 iv) and enhance the environment (para 19). Design which is inappropriate in its context or fails to take opportunities for improving the character and quality of an area should not be accepted (para 34).

9.0 MAIN ISSUES

1. Principle of Development
2. Replacement of existing buildings

- 3. Layout/Design
- 4. Highways
- 5. Landscape
- 6. Residential Amenity

10.0 APPRAISAL

1. Principle of Use

The principle of use of the site as a care home is acceptable as the existing lawful use.

2. Replacement of existing buildings

The original advice letter to the JTS partnership confirmed that both the original Victorian elements are attractive and should be retained. At an initial site visit in 2007 the developer confirmed that neither of these elements meet current standards and would fail current regulations controlling care standards; as such redevelopment would be proposed.

The local planning authority has no control over demolition of the Victorian elements (as they are not listed or in a conservation area). As such officers reluctantly agreed to their loss, but only if the resultant proposal was of sufficient merit to outweigh their loss.

3. Layout/Design

At pre-application stage it was agreed with officers that given the size of the site an innovative layout, lending towards a contemporary design approach, could be acceptable if the scale, massing and bulk of the resultant building were appropriate. The pre-application proposal was considered to represent overdevelopment of the site, with unacceptable impact on adjoining properties and trees. A reduction in footprint was sought and the developer reduced the footprint, although not as much as originally requested.

The Design section supports the design ethos and contemporary approach of the proposal, although matters of detail remain to be resolved.

4. Highways

Various highways queries were not responded to at pre-application stage but covered in the Transport Statement submitted with the application. Highways do not consider that those issues have been adequately addressed and have a number of potential concerns that remain unresolved at this time. Discussion is ongoing with the applicant's highway consultant.

5. Landscape

The Landscape Officer considers that if the scale of development is accepted, the landscape strategy is appropriate, although trees along New Road Side need to be reassessed.

6. Residential Amenity

Various concerns in relation to overlooking and loss of light have been made and are under consideration.

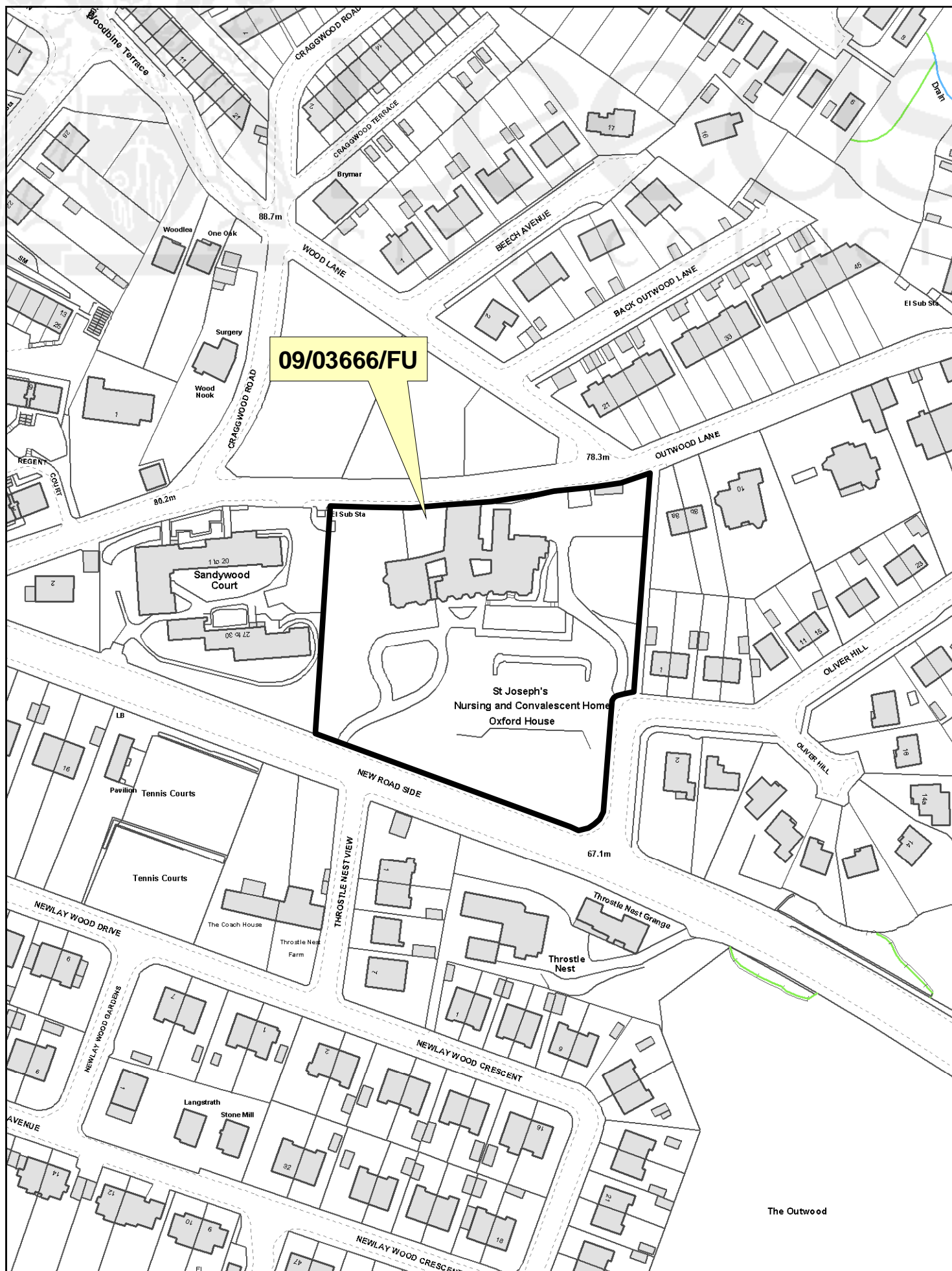
11.0 CONCLUSION

Members are requested to note progress to date and are invited to comment on the main issues in particular:

- a) Is the scale of the building appropriate?
- b) Is the design of the building appropriate and of sufficient quality?
- c) Does the proposal provide sufficient parking?

Background Papers:

Application file ref 09/03666/FU



WEST PLANS PANEL

Scale 1/ 1500

PRODUCED BY COMMUNICATIONS, GRAPHICS & MAPPING, LEEDS CITY COUNCIL

This map is based upon the Ordnance Survey's Digital data with the permission of the Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office.

(c) Unauthorised reproduction infringes Crown Copyright and may lead to prosecution or civil proceedings.

(c) Crown Copyright. All rights reserved. Leeds City Council O.S. Licence No. - 100019567

