



**Leeds**  
CITY COUNCIL

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**Report of the Chief Planning Officer**

***PLANS PANEL WEST***

**Date: 12 August 2010**

**Subject: APPLICATION 10/02227/LA – OUTLINE APPLICATION FOR RESIDENTIAL DEVELOPMENT COMPRISING OF C2 (RESIDENTIAL INSTITUTION) AT HAWORTH COURT, CHAPEL LANE, YEADON LEEDS, LS19 7NX.**

**APPLICANT**  
Leeds City Council

**DATE VALID**  
14 May 2010

**TARGET DATE**  
13 August 2010

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**Electoral Wards Affected:**

**Otley & Yeadon**

Y

Ward Members consulted  
(referred to in report)

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

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**RECOMMENDATION:**

**GRANT PERMISSION subject to the following conditions (and any other conditions/directions that are deemed appropriate)**

1. Submission of Reserved Matters.
2. Time limit on outline permission (4 years).
3. Plans to be approved.
4. Samples of walling and roofing materials to be submitted.
5. The level of development must be limited to that set out in the Transport Statement unless otherwise agreed in writing with the LPA.
6. All of the areas to be used by vehicles must be surfaced and drained, such that surface water from within the site does not discharge onto the highway. The use of loose material is not acceptable.
7. The car park must be completed and available to vehicles prior to the first occupation of any

dwelling on the site.

8. Cycle and motorcycle parking must be provided in accordance with UDP guidelines.
9. Prior to the commencement of any site clearance, demolition or construction taking place, the applicants must submit a construction management plan for approval. This must include the designation of parking areas for all contractors' vehicles and plant.
10. The Travel Plan and monitoring arrangements must be agreed and in place prior to the first occupation of any of the dwellings on the site.
11. Submission of a scheme to provide real-time bus information facilities at bus stop 19746 including future maintenance arrangements.
12. A pedestrian accessibility study must be submitted as part of any reserved matters application. This must identify pedestrian desire lines and where necessary dropped kerbing and tactile paving improvements must be provided at the applicant's expense.
13. Submission of landscape details.
14. Landscape implementation.
15. The Reserved Matters for approval shall include an arboricultural survey of the existing trees on site. This shall indicate trees to be retained and trees to be removed.
16. Bat Survey.
17. Preservation existing trees/vegetation.
18. Protection of trees/other vegetation.
19. Provision for replacement of trees.
20. Details of fencing and walls to be provided.
21. Amendment to remediation statement.
22. Submission of verification reports.
23. Measures to prevent mud, grit and dirt being carried onto the public highway from the development shall be submitted for the approval and shall be implemented at the commencement of work on site.
24. A scheme to prevent dust generated by construction vehicles in dry weather conditions shall be submitted for the approval and shall be implemented at the commencement of work on site.
25. Separate systems of drainage to be provided.
26. No development until details of works for dealing with foul and surface water discharges have been submitted for approval.
27. The site shall be drained by sustainable drainage methods with infiltration methods used in preference.

28. No piped discharges of surface water from the application site shall take place until the surface water drainage conditions approved under the foregoing conditions have been completed.
29. Notwithstanding the plans hereby approved, full details of the servicing and access arrangements for the development shall be submitted to and approved in writing by the Local Planning Authority no later than the submission of the first Reserved matters application. The servicing and access arrangements thereby approved shall be implemented prior to the first occupation of the development.
30. The first Reserved Matters submission shall include plans of and sections through the site showing details of the existing and proposed ground levels with a fixed datum point within and outside the development site and proposed finished floor levels shall be submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be carried out in accordance with the approved details.
31. Prior to the commencement of development a scheme detailing the future of the existing sheltered housing complex (to include details of its demolition, the removal of waste, the remediation and restoration of land and the on going maintenance of the land) shall be submitted to and approved in writing by the Local Planning Authority. This land shall be reinstated as an open green space and shall be managed in accordance with a management plan that has been agreed in writing with the Local Planning Authority. The development shall be carried out in accordance with the details thereby approved.
32. No development shall commence until a scheme has been submitted to and approved in writing by the LPA to deliver public transport improvements.
33. All occupiers of the development, other than staff, shall be in need of care and satisfy a qualifying criteria in accordance with a scheme which shall be submitted to and agreed in writing by the Local Planning Authority.
34. Reasons for approval.

## **1.0 INTRODUCTION:**

- 1.1 This application is brought to the Plans Panel because it relates to a substantial and significant redevelopment proposal of significant community interest to the Yeadon area of the city in addition to the immediate area surrounding the site.
- 1.2 Lifetime Neighbourhoods for Leeds is a housing PFI project which subject to Government approval will result in the development and 25 year management of at least 675 new build homes for older people, comprising of both extra care and general needs units. This site is one of seven sites which are currently under consideration for a combination of both extra care and general needs housing across the City. A further 4 applications will be submitted in a second phase.
- 1.2 All properties will meet Lifetime Homes standards and Code for Sustainable Homes Level 4/BREEAM Very Good as a minimum. In July 2009 the Homes and Communities Agency (HCA) approved the Council's Expression of Interest for the project. An Outline Business Case is now being prepared which will be submitted to the HCA in the summer. This includes detailed costs and outputs for all sites which have been prioritised under this scheme. Outline planning approval must be obtained for these 11 sites prior to the PFI contract procurement process, which is programmed to commence in early 2011.

1.3 The Lifetime Neighbourhoods for Leeds project is the result of a partnership between Housing, Regeneration, Adult Social Care and Health. It will create or enhance services for older people across a number of neighbourhoods in Leeds to enable residents to lead more active and independent lives. The project seeks to strengthen existing neighbourhood regeneration strategies and focuses on the provision of new and high quality, affordable homes with extra care options for older people. It also supports the City Council's vision that neighbourhoods in Leeds will be transformed into places that are mixed, cohesive and able to meet the aspirations of all residents. This includes ensuring the availability of a range of housing, health and support services to meet varying lifetime needs. By investing in the needs of older people, their valuable contribution to achieving mixed and sustainable communities will be enhanced leading to the improved inclusion and social well being of our local neighbourhoods.

## **2.0 PROPOSAL:**

2.1 This application is seeking outline planning permission for residential development on an area of land measuring 0.57 hectares and comprising of an existing sheltered housing complex. Consent is sought for the principle only, with access, appearance, landscaping, layout and scale all reserved for subsequent approval.

2.2 The proposed residential development is part of the Lifetime Neighbourhoods for Leeds project which aims to provide new housing over a 5 year period from 2013 to 2018, with the aim of creating and enhancing services for older people across Leeds, enabling residents to lead more active and independent lives.

2.3 The proposal seeks to demolish the existing two and four storey sheltered housing complex (45 units) and replace it with new Extra Care accommodation for the over 55's. The number of units is yet to be finalised but it is expected to be in the region of 46 units and will comprise a 60:40 mix of 2-bed and 1-bed flats. It is intended that the proposed development will be built before the majority of occupiers of the existing sheltered housing are decanted and the existing buildings demolished. On site amenity space and resident and visitor parking will be provided.

## **3.0 SITE AND SURROUNDINGS:**

3.1 The dated and inadequate Sheltered Housing units on site are divided into 3 main blocks connected by later extensions or bridge like structures. The structures have partly gabled and partly flat roofs and comprise either red or yellow brick with occasional render infills and stone. Despite the fact, that they consist of only two to four storeys in relation to the topography of the site, the sheer volume forms a strong contrast to the otherwise typical small town environment.

3.2 The surroundings can be described as residential size plots with proportional structural mass. Haworth Court has good vehicular, pedestrian and public transport access to local as well as regional facilities.

3.3 To the north of the site beyond Haworth Lane is a mixture of residential dwellings with private and communal gardens as well as low maintenance amenity spaces and car parking areas. The dwellings originate from different periods and have different style, materials and scales. The mixture of housing types comprises traditional stone terraced housing with 2-3 storeys as well single storey bungalows. A nearby stone terrace and Listed church setting will be affected by the proposals of this site.

- 3.4 To the east of the site beyond Silver Lane is a mixture of residential and commercial buildings, including a surgery with adjacent car park and line of terraced buildings with shop fronts towards High Street. The buildings are set into generally well maintained amenity grass areas and gardens which enhance the appearance of the area. Again, the structures originate from different periods and have between 2-4 storeys. Most of the structures are made of traditional local stone and even more recent structures have adopted the same surface finish. The buildings directly along High Street are included into the current Yeadon Conservation area boundary.
- 3.5 To the south of the site around Town Street we find again a mixture of residential and retail properties of 2-4 storey and predominantly constructed of traditional stone. All structures south of the site are currently included in the conservation area boundary.
- 3.6 The west presents itself in a similar manner as the east and the south of the site; a variety of stone buildings partly with shop fronts and partly set into amenity grass land. The converted traditional stone building retains its character and charm and adds to the overall established and historical feeling in the centre of Yeadon. However, the current structures on site block and dominate the view towards the former institute. Directly adjacent the site boundary on the bottom of Chapel Lane is a former Institute; now converted into flats.

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

- 4.1 Following a review of the Council's records the following planning history on the site is considered relevant:-
- 4.1.1 Planning permission was granted in October 2008 for a two single storey entrance porch extensions, new windows to residents lounge and part new pitched roof extension to the sheltered housing complex, under reference 08/03771/FU; and
- 4.1.2 Planning permission was granted in October 2001 for a disabled access ramp to the sheltered housing complex, under reference 28/189/01/FU.
- 4.2 There is no other relevant planning history for the site.

#### **5.0 HISTORY OF NEGOTIATIONS:**

- 5.1 Extensive discussions have taken place involving pre- application work and design workshops with key stakeholders. Community consultation and feed back events have also been held to help inform the development process. Briefing sessions with Ward Members have also taken place.

#### **6.0 PUBLIC/LOCAL RESPONSE:**

- 6.1 The aforementioned public consultation exercise extended over 3 months and started in March 2010. This has given all residents in the area the opportunity to comment and involved leaflets, drop-in sessions, residents meetings and display and notice boards in local libraries and community centres. A number of stakeholder groups have also been involved including LCC Adult Social Care, LCC Housing Services, Ward Members, Executive Members, tenants and residents, families and carers, community groups and local businesses.

- 6.2 The proposals were generally supported, especially by local residents who acknowledge the need for improved housing provision for older people in the area.
- 6.3 However, comments from 9 local residents were raised covering the following issues: -
- A strong request by the residents to be kept informed as the project develops.
  - There were no objections to building the new extra care units to three storeys.
  - The majority of existing residents agreed with everyone having the right to their own bathroom.
  - Residents were keen for the proposed facility to have a communal lounge and additional room(s) in order to pursue hobbies and other recreational activities.
  - Residents acknowledged that Haworth Court was in need of repair.
  - Residents expressed difficulty in crossing the road at Silver lane, adjacent to Haworth Court.
  - Residents also expressed a desire for communal gardens with seating.
  - Questions were asked about the future security of the proposed development.
  - A number of residents asked if they could have a tour around an existing extra care complex.
- 6.4 The application has been advertised by site notices posted on 2 June 2010 and by a newspaper advert published in the Leeds Weekly News on 10 June 2010. The application has been advertised as a major development affecting a Conservation Area. No representations have been received from the public.
- 6.5 A Local Ward Councillor (Cllr. Colin Campbell - Otley & Yeadon Ward) has stated that whilst he appreciates that this is a difficult site given the range of levels, he would like to make a couple of initial comments. These being:-
- The large area of car parking needs to be sensitively designed within the Reserve Matters application;
  - There needs to be a clear indication within the Reserve Matters application that the building has to be high quality to compliment the conservation area;
  - There needs to be easy resident access to Ivegate and on to the town centre;
  - He is not sure the private amenity space overlooking a car park is a good idea; I think there needs to be two elements with this, firstly to allow wide views to the west over Yeadon/Guiseley and to the moors beyond, secondly to provide a view of the active area around the bottom of the High Street, (people like to see something happening); and

## **7.0 CONSULTATIONS RESPONSES:**

### **Statutory Consultees:**

#### ENVIRONMENT AGENCY:

- 7.1 No Comments to make.

### **No-Statutory Consultees:**

#### WEST YORKSHIRE POLICE:

- 7.2 Support the scheme

#### TRANSPORT POLICY (TRAVEL WISE):

- 7.3 No comments, subject to conditioning and monitoring of the travel plan.

#### NGT/PUBLIC TRANSPORT:

7.4 No objections, subject to a condition seeking Public Transport Improvements and Developer Contributions of **£8,713**.

**HIGHWAYS:**

7.5 No Objections, subject to conditions.

**METRO:**

7.6 No objections, but note that the new residents would benefit from real time information being displayed at the adjacent bus stop.

**ACCESS OFFICER:**

7.7 No objections.

**MAINS DRAINAGE:**

7.8 No Objections, subject to conditions.

**YORKSHIRE WATER:**

7.9 No Objections, subject to conditions.

**CONTAMINATED LAND TEAM:**

7.10 No Objections, subject to conditions.

**8.0 PLANNING POLICIES:**

8.1 As required by Section 38(6) of the Planning and Compulsory Purchase Act 2004 this application has to be determined having regard to the Development Plan.

**Regional Planning Policies:**

8.2 As confirmed by the Department of Communities and Local Government on the 6 July 2010, the Secretary of State has announced the revocation of the Regional Strategies. Therefore the Development Plan now consists of the Leeds Unitary Development Plan (Review 2006).

**Local Planning Policies:**

8.3 Locally Leeds City Council has begun work on our Local Development Framework ("LDF") with the Local Development Scheme most recently approved in July 2007. This provides a timetable for the publication and adoption of the Local Development Documents.

8.4 In the interim period a number of the policies contained in the Leeds Unitary Development Plan ("UDP") have been 'saved'. The Leeds UDP Review was adopted in 2006.

8.5 The site is not specifically allocated for development although a very small part of the south eastern corner of the site is included within the town centre boundary. The application site also lies within Yeadon Conservation Area.

8.6 The most relevant Policies in the adopted Leeds Unitary Development Plan are listed below. This proposal should comply with these policies in accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, unless material considerations indicate otherwise.

- Policy GP2: supports the development of vacant and under-used sites;

- Policy GP5: seeks to ensure that development proposals resolve detailed planning considerations, including amenity;
- Policy BD5: requires new buildings to give consideration to both their amenity and that of their surroundings;
- Policy N2: supports the establishment of a hierarchy of green spaces;
- Policy N4: relates to the provision of green space in new residential developments;
- Policy N10: development will not be permitted which adversely affects a public right of way;
- Policy N12: states that development proposals should consider and respect spaces between buildings; the best buildings of the past; good design; character and scale; encouragement of walking and cycling; adaptability for future uses; the needs of the elderly and people with disabilities and restricted mobility; visual interest; and crime prevention;
- Policy N13: requires all new buildings to be of high quality and have regard to character and appearance of surroundings;
- Policy N23: incidental space around built development should provide a visually attractive setting;
- Policy BC7: refers to all developments within Conservation Areas to be in traditional local materials;
- Policy N19: refers to all new buildings and extensions within or adjacent to Conservation Areas should preserve or enhance the character or appearance of that area;
- Policy BC8: refers to all demolition of unlisted buildings within Conservation Areas may be required by condition that certain features are salvaged;
- Policy N18A: refers to all demolitions of building or part of building shall be presumption against if makes positive contribution to character or appearance of the Conservation Area;
- Policy N18B: refers to all demolitions of building shall not be given consent unless plans for redevelopment approved;
- Policy H4: relates to residential development on sites not identified for that purpose;
- Policy H9: seeks to ensure a balanced provision of housing types;
- Policy H10: requires proposals to consider the suitability of a site to accommodate development specifically for the elderly and disabled;
- Policy T2: developments need to be adequately served by existing or proposed highways, capable of being served by public transport and have provision for safe and secure cycle use and parking;
- Policy T5: safe and secure access for pedestrians and cyclists should be provided to new development;
- Policy T6: satisfactory access to new development for disabled people and people with mobility problems should be provided;
- Policy T7A: secure cycle parking is required in new developments, to reflect standards in UDP Appendix 9;
- Policy T24: parking provision to reflect the guidelines set out in UDP Appendix 9; and
- Policy LD1: development proposals should protect existing vegetation, allow sufficient space around buildings to retain existing trees in healthy condition and allow new trees to grow to maturity.

### **Supplementary Planning Guidance:**

8.7 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.

- Neighbourhoods for Living.
- Designing for Community Safety.
- Travel Plans
- Public Transport Improvements and Developer Contributions

### **National Planning Policy**

- 8.8 In addition to the principal elements of planning policy, other advice contained in Planning Policy Guidance Notes and replacement national Planning Policy Statements (PPS) may be of relevance to the submitted proposal. This includes:
- PPS1: Delivering Sustainable Development (2005).
  - PPS3: Housing (2006).

### **9.0 MAIN ISSUES:**

- 9.1 Having considered this application and representation, it is the considered view that the main issues in this case are:
- Principle of development;
  - Affect on the character and appearance of the Conservation Area;
  - Design and Landscape;
  - Highways, Access and Parking; and
  - Other material considerations.

### **10.0 APPRAISAL:**

#### **Principle of development:**

- 10.1 Section 38(6) of the Planning & Compulsory Purchase Act 2004, indicates that in considering planning applications the determination must be made in accordance with the plan unless material considerations indicate otherwise.
- 10.2 The application site lies within the urban area of Yeadon and is unallocated with no specific land use allocation. It is therefore considered that land or buildings within the Unitary Development Plan area which are not identified by any specific policy or proposal should retain their existing uses or conform to the predominant use of the immediate area.
- 10.3 The site lies within an existing residential settlement which is already served by existing infrastructure capable of serving a development of the scale proposed. The site lies within a sustainable location and the proposal is considered to comply with Policy H4 and in broad terms PPS3 in respect of raising density and locating new housing within existing settlements.
- 10.4 As stated previously, the site is not specifically allocated for development although a very small part of the south eastern corner of the site is included within the town centre boundary. It is not considered that the re-development of this existing residential site for residential use would have any adverse impact on the viability or vitality of Yeadon Town Centre.
- 10.5 In this context, and providing all the wider planning objectives are satisfied, it is considered that the principle of development can be supported.

## **Character And Appearance of the Conservation Area:**

- 10.6 The southern part of the proposed site is within the designated as a Conservation Area. Although the majority of the site is outside the conservation area the development has a duty to respect and enhance the setting of the conservation area.
- 10.7 The historical maps from 1851 to 1906 show a dense mixture of smaller structures on the proposed site. A review of the 1851 map shows the site covering about a sixth of the village. As Yeadon was a classical “Mill Town” and the site is situated in the core of the old town, one can presume that these structures were mainly residential dwellings with court yards and little amenity space. Chapel Lane is shown as a substantial access route from 1851 until 1989. The existing dwellings on site seem to have developed in phases between 1968 and 1989. In 1962 all structures north of Chapel Lane seem to have been demolished and replaced by an amenity space.
- 10.8 A “Design Code” outlining the key principles that will influence future redevelopment proposals has been drawn up to assist the preferred bidder in designing a scheme that would enhance the character and appearance of the conservation area. This can be ensured through the determination of any Reserved Matters Application.
- 10.9 A conservation area application will be also required to be submitted to demolish the existing building, which partially lies within and adjacent to the Yeadon conservation area, at the Reserved Matters application stage.
- 10.10 Overall it is considered that the redevelopment of this site offers an opportunity to design an infinitely better quality building than that exists currently and one that respects the historical setting and character of this part of the conservation area.

## **Design and Landscape:**

- 10.11 The application is in outline only with no details of the proposed building(s) being provided. The application site is located in a prominent and important position in relation to the surrounding community.
- 10.12 Although the exact layout has yet to be determined an indicative layout plan has been submitted. This has evolved over a period of time from weekly workshops and meetings with technical experts.
- 10.13 The proposed layout is designed to facilitate the topography of the site as well as enhance the existing urban patterns of the area. The structure is proposed to have 4 storeys depending on the levels on site. The new development will provide a strong front towards Silver Lane and Haworth Lane. The existing and historical pedestrian link between Silver Lane and Chapel Lane is shown as retained and enhanced with added soft landscape features.
- 10.14 The indicative layout proposes a mixture of soft and hard landscape areas within the new development. The desire is to provide private and semi private green spaces as well as retain and improve the existing pedestrian route across the site (connector between Silver Lane and Chapel Lane).
- 10.15 The proposed development will impact on the existing trees. None of the existing trees has a TPO or has achieved a Grade A (high quality and value) The new development will require the removal of a number of existing trees, predominantly to

the east of the site. A detailed plan of retained and removed trees is subject to the reserve matters application. All removed trees will be conditioned to be replaced in accordance with the recommendations in the approved tree survey.

#### **Highways, Access and Parking:**

- 10.16 Vehicle access will be taken from Chapel Lane. A separate pedestrian and wheelchair access will also be provided from the development onto Silver Lane footway fronting the site. The site layout will provide a level of refuse bin storage and the main entrance will be accessible to emergency vehicles.
- 10.17 The applicants indicate that the site would be manned by staff working on a shift basis with a maximum of 8 staff on site at any one time. Given that the future residents would be adults over 55 years of age with varying care needs and that the site is well located in respect of access to Public Transport and local facilities the level of car parking proposed, i.e. 23 spaces, is considered to be sufficient.
- 10.18 It is intended that as well as providing designated disabled parking bays the majority of spaces will be wider than standard bays to make it easier for the less mobile to access vehicles. A dedicated ambulance space will be provided.
- 10.19 The Transport Statement clearly indicates that the proposals would not generate a significant level of traffic in the peak periods. That being said, conditions are recommended to control the highways layout details of the scheme, the Travel Plan and improvement in real-time bus information facilities at the adjacent bus stop.

#### **Other material considerations:**

- 10.20 Leeds City Council's Environmental Health Section have advised upon assessing the site that it is highly unlikely that there will be any significant air quality or noise disturbance issues associated with the development of this site.
- 10.21 It is considered that the scheme will not adversely affect drainage in the area as a water supply can be provided. There is no evidence that surface water drainage cannot be adequately controlled through conditions.
- 10.22 The existing buildings on site have a number of features which could be used by roosting bats and the ecology report recommends further survey to determine the presence or absence of bats. The detailed landscape proposals submitted as part of any reserved matters application shall include a biodiversity enhancement plan.

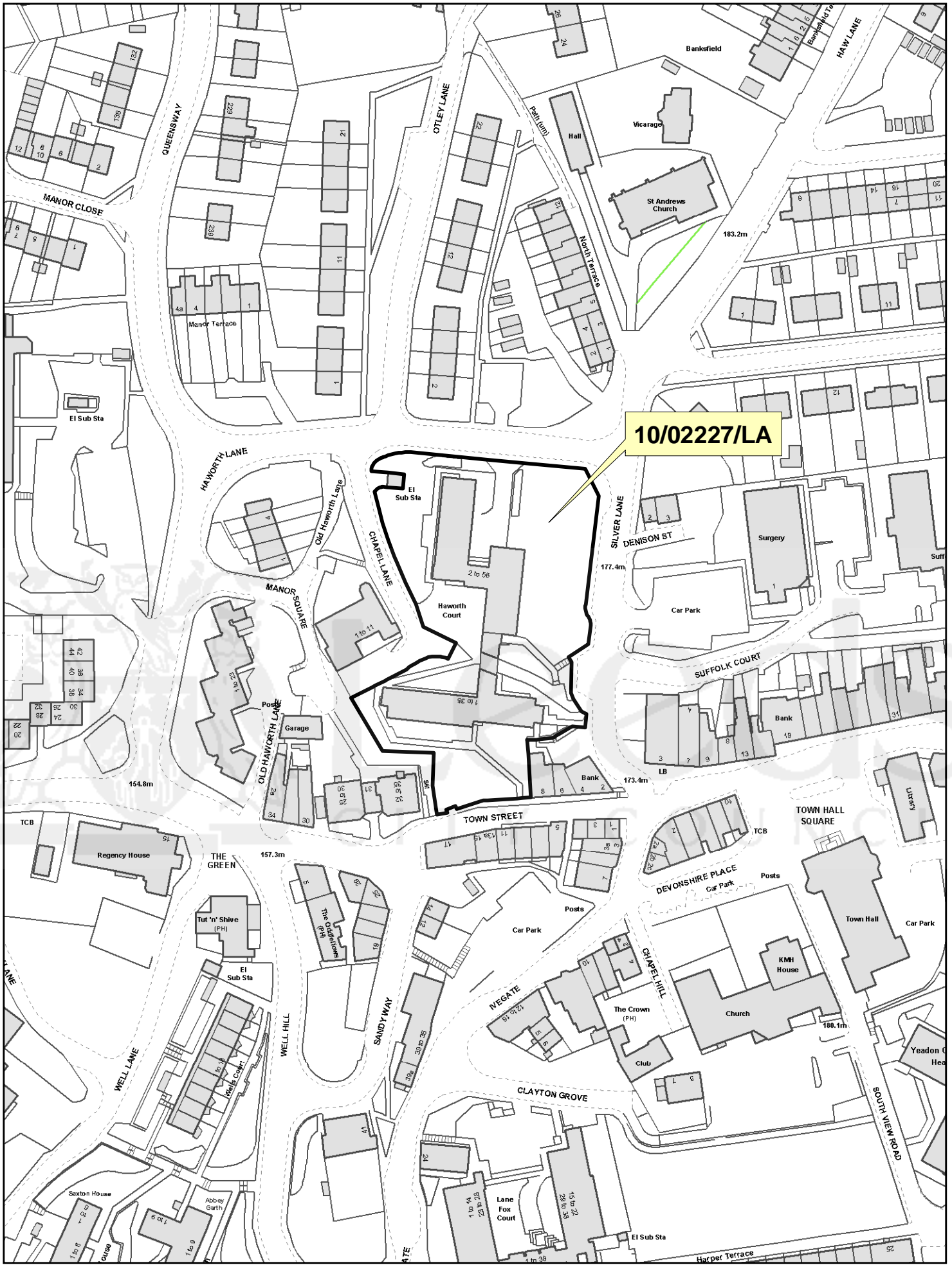
#### **11.0 CONCLUSION:**

- 11.1 The proposed scheme would help provide much needed housing in this area of north Leeds and would provide a safe and appropriate access to the site. Therefore, after careful consideration of all relevant planning matters, it is recommended that the application be approved.

#### **Background Papers:**

Application file 10/02227/FU

Certificate of Ownership – signed as applicant.



10/02227/LA

# WEST PLANS PANEL

