

Report of the Chief Planning Officer

PLANS PANEL CITY CENTRE

Date: 4th August 2011

Subject: APPLICATION 11/01798/FU – ERECTION OF 4 STOREY BLOCK OF 8 TWO BEDROOM FLATS AND CHANGE OF USE AND EXTENSION OF FORMER HOSTEL TO FORM 4 TWO BEDROOM FLATS AT 65 CLARENDON ROAD, WOODHOUSE, LEEDS, LS2 9NZ.

APPLICANT

Greengates Properties Ltd

DATE VALID

4/5/11

TARGET DATE

3/8/11

Electoral Wards Affected:

Hyde Park and Woodhouse

☐ Yes

Ward Members consulted

Specific Implications For:

Equality and Diversity

☐

Community Cohesion

☐

Narrowing the Gap

☐

RECOMMENDATION: GRANT PERMISSION subject to the specified conditions (and any others which might be considered appropriate)

Conditions

1. Standard time limit.
2. List of plans to be approved.
3. Standard contaminated land conditions x3.
4. Materials to be agreed.
5. 1:20 scale drawings of typical junctions.
6. Details of all excrescences.
7. Full details of the repair/rebuilding work to the existing building and boundary wall.
8. Details of sustainability measures to be agreed.
9. Submission of landscape proposals (including works to boundary wall) and management plan.
10. Protection of existing trees.
11. Replacement of any failed trees in first five years.
12. Details of contractors' compound, storage of materials and methods to keep the highway clear of mud.

13. Full details of drainage.
14. Obscure glazing to side windows in southern elevation.
15. Parking area to be laid out prior to occupation.

Reasons for approval:

In granting permission for this development the City Council has taken into account all material planning considerations including those arising from the comments of any statutory and other consultees, public representations about the application and Government Guidance and Policy as detailed in the Planning Policy Guidance Notes and Statements, and (as specified below) the content and policies within Supplementary Planning Guidance (SPG), the Regional Spatial Strategy 2008 (RSS) and The Development Plan, the Leeds Unitary Development Plan Review 2006 (UDPR).

GP5, GP11, GP12, BC7, BD2, BD5, BD6, T2, T5, T6, T24, H4, A4, SA8, SA9, SP8, N12, N13, N19, N25, N26, LD1.

On balance, the City Council considers the development would not give rise to any unacceptable consequences for the environment, community or other public interests of acknowledged importance.

1.0 INTRODUCTION:

- 1.1 Twelve flats are proposed on the site of 65 Clarendon Road, 4 flats within the existing Victorian building on the site, that will be extended, and 8 flats within a new building fronting Clarendon Road. The application has generated objections from Cllr Gerry Harper, a Ward Member, and local residents/organisations and is considered potentially sensitive in its impact. It is therefore presented to Panel for determination.

2.0 PROPOSAL:

- 2.1 Full planning permission is sought for a residential development at 65 Clarendon Road. The scheme comprises of the conversion and extension of the existing former hostel building into 4 two bedroom flats and the erection of a four storey building to provide accommodation for 8 two bedroom flats. Nine vehicular parking spaces and cycle parking spaces are proposed.
- 2.2 The existing property at the site is to be extended to the southeast by a single storey hipped roof extension that will be in matching brick and slate, matching eaves detailing and with timber sash windows with stone cills and brick heads. The central windows of the rear bay windows will be lowered to create French doors. The bay windows will be restored to their original design with corner posts and eaves detailing. The building will be converted to create 4 two bedroom flats.
- 2.3 A four storey building is introduced into the northeast of the site fronting Clarendon Road. This building follows the building line of the existing buildings on Clarendon Road. The new building will be constructed in similar red brick and slate with similar detailing to the windows to that on the existing building. The building steps up in height to reflect the slope of Clarendon Road as it rises to the north. This building accommodates 8 two bedroom flats.
- 2.4 Between the two buildings is an area of landscaping, including new tree planting and a bin store.

2.5 Parking and landscaping is located off Kendal Lane to the south west of the existing building. Nine spaces are provided in this parking area. A new vehicular entrance is introduced off Kendal Lane that requires the existing boundary wall to be taken down and rebuilt to provide suitable sight lines.

2.6 The application is supported by the following documents:

- Planning and Design and Access Statement.
- Arboricultural Report.
- Heritage Statement.
- Phase 1 Land Contamination Report.

3.0 SITE AND SURROUNDINGS:

3.1 65 Clarendon Road is located in the Little Woodhouse area of the city. The site is located within the UDPR defined City Centre boundary and the area covered by the Little Woodhouse Neighbourhood Design Statement (LWNDS) and Clarendon Road Conservation Area. The site is located within the Area of Housing Mix.

3.2 The site is bound by Clarendon Road, Victoria Street and Kendal Lane and contains a two-storey building in the centre of the site. The existing building, the second dwelling built on Clarendon Road, was built in 1842 and was originally known as Airedale Mount or Airedale Cottage. It is an early Victorian villa built in a Georgian style. The property is built in red brick with a slate roof, the primary elevation faces south east across Kendal Lane. The property was last used as a hostel but has not been used for over seven years and has fallen into disrepair. The property is referred to as a 'building of interest' in the LWNDS. The site slopes steeply from Clarendon Road in the north east to Kendal Lane in the south east, a level change of almost 7m. The site is overgrown but contains a number of prominent semi-mature trees.

3.3 The surrounding area contains a mix of residential, commercial and educational properties. Clarendon Road includes predominantly large Victorian properties plus some modern properties of contemporary design. To the south east are predominantly two-storey residential properties in the 'Kendals' and on Victoria Street whilst the former St Michael's College is located to the west of the site.

4.0 RELEVANT PLANNING HISTORY:

4.1 Application 10/05758/FU proposed a more intensive development on the site; this was withdrawn on 6/4/11 following concerns raised by officers.

5.0 HISTORY OF NEGOTIATIONS:

5.1 Following initial pre-application discussions with the Conservation Officer in 2010, a planning application was submitted on 24/12/10 for 14 flats (reference 10/05758/FU). This application proposed the conversion and extension of the existing building plus two new buildings fronting Clarendon Road and Kendal Lane. Officers raised objections to the principle of the development fronting Kendal Lane and some of the characteristics of other parts of the scheme. Following discussions on how the scheme could be improved, the application was withdrawn on 6/4/11. The current application attempts to respond to the comments officers made on the original submission.

6.0 PUBLIC/LOCAL RESPONSE:

- 6.1 An advert was placed in the Leeds Weekly News on 9/6/11 and site notices were posted on 27/5/11 and 17/6/11.
- 6.2 Councillor Gerry Harper objects to the application but has not stated why.
Response: Officers have requested further comment from Cllr Harper but no response has been received.
- 6.3 Leeds Civic Trust considers the scheme utilises the site well and that the proposed new building takes direct reference in its scale and design from the existing property and streetscene. The Trust also supports the renovation of the existing building and the in-keeping extension. However, it is considered the new building dominates the existing therefore the roof line should step down toward the existing building.
Response: Stepping the roof would result in an awkward profile to the detriment of the appearance of the building. The original building would still retain a prominent position under the current proposals. Due to the slope of the land, simply amending the roof line would not significantly reduce the impact. Further discussion on scale takes place in the appraisal section below.
- 6.4 Little Woodhouse Community Association objects to the scale and contemporary design of the new building. The Association highlight a recent development on Hanover Square as being an appropriate development that reflects traditional design.
Response: The scale respects that of other buildings on Clarendon Road. The design has been amended since the original submission to reflect the traditional characteristics of the area. The scale and design are discussed in detail in the appraisal section below.
- 6.5 Ripon and Leeds Diocesan Council for Social Concern, the operators of the female offenders hostel at 63 Clarendon Road object to the proposals, they make five points.
- i. The new build will impair their 'Ancient Light'. *Response: The new building sits immediately adjacent to no.63 and is of a similar scale. The side extension has been amended to reduce its scale. The impact on amenity is discussed in detail in the appraisal section.*
 - ii. The Arboricultural Report makes no reference to the poor stability of the party wall between the properties caused by the roots of trees within 65 Clarendon Road. The Council have failed to engage the owners of no.65 on this issue for four years. *Response: The works to remove and replace trees and any works to the boundary wall will be agreed via condition to ensure the wall and the security of no.63 is protected. Issues regarding the current state of the party wall are a civil matter and are not to be addressed via this planning application.*
 - iii. Due to the nature of their work, the boundaries to no.63 must be secure.
See point above.
 - iv. It is hoped the future residents are not intended to be students as this may be problematic due to many of the hostel's residents having drug and alcohol issues. *Response: As detailed in the appraisal section the principle of any student use is considered acceptable on this site. It is not considered the occupation by students would pose any amenity risk to the occupiers of the hostel.*
 - v. The proposal does not respect the history of the site and will destroy its ambience. *Response: The scale, character and layout of the site are discussed in detail in the appraisal section below.*

- 6.6 Four local residents have objected to the proposals. Their comments are summarised below:
- The application was described incorrectly in the publicity. *Response: The description has been amended and was re-advertised correctly on 17/6/11.*
 - The Design and Access Statement incorrectly describes the site as a 'brownfield' site. There would be an unacceptable loss of trees and open space. *Response: Officers agree with the objectors that the whole site is not considered to be previously developed land (brownfield). However, this does not preclude development and there is further comment on this in the appraisal section below.*
 - The contemporary design of the new building is out of character. Existing modern buildings on Clarendon Road already damage its character. *Response: Design is discussed in detail in the appraisal section.*
 - The existing building is identified as a 'building of interests' in the LWNDS and merits special consideration.
 - Victoria Street gets fully parked therefore making access for residents and deliveries difficult. *Response: The vehicular entrance has been removed by the revised plans.*
 - The new building is too tall and dominating and represents an overdevelopment of the site. *Response: The scale and level of development is considered acceptable as discussed in the appraisal section below.*
 - The new building would block out light into the windows of no. 63 Clarendon Road. *Response: See point i of paragraph 6.5 above.*
 - The new vehicular access onto Kendal Lane removes part of a stone wall which gives character to the area. *Response: Only a small section of wall is removed and is essentially a relocation of the original access opening. Materials will be reused to protect the character of the area.*
 - The proposal is within the Area of housing Mix and does not redress the dominance of non-family housing in the area. *Response: Further discussion on this point takes place in the appraisal section below.*
- 6.7 Metro would support the provision of residential Metrocards secured by S106. *Response: Due to the location of the site being within the City Centre and within easy reach of amenities it is not considered appropriate to seek the provision of Metrocards. There is no direct policy requirement for securing Metrocards for schemes of this nature.*

7.0 CONSULTATIONS RESPONSES:

7.1 Statutory: None.

7.2 Non-statutory:

7.3 Access: Awaiting comments on amended plans.

7.4 Contaminated Land Team: No objection subject to standard conditions.

7.5 Highways: No objection subject to conditions.

7.6 Mains Drainage: No objection subject to conditions that seek to retain or reduce discharges into the public sewer.

- 7.7 Streetscene Services: The refuse collection arrangements shown on the original plans seem acceptable. *Response: The revised plans have increased the capacity of the bin stores and therefore improved the arrangements.*
- 7.8 West Yorkshire Police Architectural Liaison Officer: Security measures should be seriously considered including gating entrances, the safe delivery of mail, access control plus lighting outside and within the building. *Response: Due to highways requirements and the tight nature of the site it is not considered appropriate to gate the vehicular entrances. External lighting will be required by condition whilst other measures of security would be considered in more detail by Building Regulations. A direction will be added highlighting the benefits of meeting Secured by Design standards.*

8.0 PLANNING POLICIES:

- 8.1 Regional Spatial Strategy (RSS): The RSS for Yorkshire and Humber was adopted in May 2008. The vision of the RSS is to create a world-class region, where the economic, environmental and social well-being of all people is advancing more rapidly and more sustainably than its competitors. Particular emphasis is placed on the Leeds City Region. There are no RSS policies of particular relevance; all issues are covered by the UDPR policies identified below.
- 8.2 Leeds Unitary Development Plan Review (2006) Designation: The site is within the defined City Centre boundary, within the Area of Housing Mix and Clarendon Road Conservation Area.

GP5: Proposals should resolve detailed planning considerations.

GP11, GP12: Sustainable design.

BC7: Use of local materials in Conservation Areas

BD2: New buildings should complement and enhance existing skylines, vistas and landmarks.

BD5: Seeks to ensure a satisfactory level of amenity for occupants and surroundings.

BD6: Extensions and alterations should respect scale, form, detailing.

T2: Development proposals should not create new, or exacerbate existing, highway problems.

T5: Satisfactory provision for pedestrians and cyclists.

T6: Satisfactory disabled access within highway, paving schemes and new development.

T24: Parking to reflect detailed UDP parking guidelines.

H4: Residential developments on non-UDPR allocated sites.

A4: Development and refurbishment proposals should be designed to secure a safe and secure environment, including proper consideration of access arrangements.

SA8: Promotes 'access for all'.

SA9, SP8: Promote development of City Centre role and status.

N12: Fundamental priorities for urban form.

N13: Requires all new buildings to be of high quality and have regard to character and appearance of surroundings.

N19: Development within or adjoining Conservation Areas should preserve/enhance the character and appearance of the Conservation Area.

N25: Boundaries should be appropriate to the character of the area.

N26: Where necessary, illustrative landscaping details should be provided.

LD1: Identifies requirements for landscape schemes

- 8.3 Supplementary Planning Documents:

Little Woodhouse Neighbourhood Design Statement (2011).
Leeds Residential Design Guide – Neighbourhoods for Living (December 2003).
Building for Tomorrow Today – Sustainable Design and Construction (Draft).

- 8.4 National Planning Guidance:
PPS1 General Policies and Principles.
PPS3 Housing.
PPG13 Transport.

9.0 MAIN ISSUES

- Principle of development.
- Layout, scale, design including impact on setting of existing building on site and Clarendon Road Conservation Area.
- Residential amenity.
- Highways.
- Landscaping.

10.0 APPRAISAL

10.1 Principle of development

- 10.2 The existing building on the site was built as a residential property and the extension and refurbishment of this building and its conversion back to residential accommodation is strongly supported. The building has fallen into disrepair therefore the proposed works will ensure the future upkeep of the building. The new build element of the scheme will provide further financial support for the refurbishment of this important historic building.

- 10.3 The June 2010 updated PPS3 removes 'land in built up areas' from the definition of 'previously-developed land' (otherwise known as brownfield land). Whereas this document seeks to promote the development of at least 60% of new housing to be on previously developed land as a priority, the emphasis for that target is largely with regard to large housing developments and not smaller windfall sites such as this. PPS3 does not preclude the development of garden sites such as this. UDPR policy H4 supports the provision of housing on windfall sites provided they are in a sustainable location, acceptable in sequential terms and within the capacity of existing and proposed infrastructure. The application site is within the defined City Centre and close to amenities and is therefore clearly a sustainable location. The development of this small site will not impact upon the sequential delivery of large housing sites and due to its scale, location and character the proposed development is not considered to significantly impact upon local infrastructure.

- 10.4 The site is within the Area of Housing Mix therefore UDPR policy H15 applies. This policy seeks to manage the provision of student housing to ensure an appropriate housing mix is maintained. Whereas the proposed development does not identify students as the target resident, it is not intended to preclude students from occupying the flats therefore the policy is given full consideration.

- 10.5 Policy H15 states housing intended to be occupied by students will be granted permission provided five criteria are met, these are outlined below with a response to each.

- i. The existing quality and variety of housing should not be reduced. *The site is currently unoccupied and was last used as a hostel therefore the site does not provide any housing at present. The proposed two bedroom flats are of a reasonable size with amenity space that is not readily available in an area that largely contains family housing, student housing, small flats or bedsits.*
- ii. There should be no unacceptable effects on neighbours' amenity. *This is covered in detail below but the proposal has been designed to ensure amenity is protected.*
- iii. The scale and character of the development should be compatible with the surroundings. *The scheme is of an appropriate design and scale; this is covered in detail below.*
- iv. Satisfactory parking provision is required. *As stated below, there is sufficient parking.*
- v. The proposal should improve the quality or variety of student housing. *As stated above the proposal is not specifically intended for students. However, due to the size of the flats, level of parking and amenity space in the site it is considered that the proposed development offers a type of residential accommodation not prevalent in the immediate area and would improve the quality and variety of housing in the area.*

- 10.6 For the reasons outlined above the principle of residential development, not restricted to student or non-students, on this site is considered acceptable.
- 10.7 Layout, scale, design including impact on setting of existing building on site and Clarendon Road Conservation Area.
- 10.8 The existing building is to be sensitively refurbished to restore it to its former glory. Unsympathetic alterations will be removed and traditional features such as the corner posts and eaves detailing to the bay windows will be re-introduced. The lowering of the central window to create French doors that open out onto a terrace area is considered to respect the character of the existing. Full details of these improvements will be required by condition and be fully scrutinised with the Conservation Officer. The proposed extension is considered to appear subservient to the original and has been designed to reflect the character of the existing in terms of its design and choice of materials.
- 10.9 The predominant building line along Clarendon Road includes mainly large Victorian buildings set back between 5m and 10m from the highway. The existing building at 65 Clarendon Road is located in the centre of this site below the Clarendon Road frontage with its front elevation facing Kendal Lane and its rear elevation over 30m from Clarendon Road therefore giving it very little presence within the Clarendon Road streetscene. As such it is considered the streetscene would benefit from introducing a new building reflective of the existing Clarendon Road building line.
- 10.10 The scale of the new building responds to the height of the adjacent buildings and the slope of Clarendon Road that rises to the north. The proposed building has an eaves level lining through with the adjacent 63 Clarendon Road and ridge line below the adjacent ridge height of no.63 before increasing in height as Clarendon Road rises.
- 10.11 The design of the new build element has a simple form so as to appear subservient in a streetscene dominated by large Victorian properties. However, traditional

design characteristics are included such as pitched roof dormers, traditionally domestic scaled windows and stone heads and cills.

- 10.12 Whereas the new build element would reduce the visibility of the existing property from Clarendon Road, there will still be glimpse views from further up Clarendon Road and clearer views from Victoria Street due to the creation of a new opening in the boundary wall.
- 10.13 The space between the existing and proposed building will provide a landscaped amenity space. This area will include new tree planting and a link to the parking area at the foot of the site off Kendal Lane.
- 10.14 Parking for 9 cars is provided from Kendal Lane through a relocated vehicular access point. The layout of this space has been developed in consultation with the Landscape Officer to ensure appropriate landscaping (as discussed in detail below). The new vehicular access and steps leading up to the front of the existing building have been aligned to give the building greater prominence as originally intended.
- 10.15 The scale, form and detailed design of the proposed works have benefited from substantial input from design and conservation colleagues who support bringing the existing building back into use and the provision of new building in keeping with the existing Clarendon Road streetscene and Conservation Area in general.
- 10.16 Residential amenity
- 10.17 The introduction of residential accommodation into this vacant site is not considered to have an adverse effect on the neighbours' amenity. The site has previously been used for residential and hostel accommodation and is located within a primarily residential area that also contains some commercial and educational uses. There are a number of high density residential properties in the area therefore the proposed flat development is not considered to introduce a type of development out of character with the existing residential mix.
- 1018 Whereas general noise, vehicular and pedestrian movements will increase at the site, it is not considered there will be any significant adverse impact. The site is bounded by highway on three sides therefore increasing the distances from the buildings to most properties. The main property to be affected is no.63 Clarendon Road that sits immediately adjacent.
- 10.19 The extension to the existing building projects toward no.63 Clarendon Road, a large Victorian building providing hostel accommodation for female offenders. The extension is single storey and extends to within 2m of the boundary. The existing building, and therefore the proposed extension, is set around 5m beyond the rear elevation of no.63 Clarendon Road and therefore has no significant impact on the rooms to the rear of no.63. However, the proposed extension would have a limited impact on the garden area of no.63 that is below the level of no.65 and includes an area of raised decking to the rear. To ensure the extension does not appear overdominant when viewed from the garden of no.63 it has been kept to single storey and a hipped roof is proposed rather than a gable end. There are no side windows in the proposed extension and it is located to the north of the garden area therefore there will be no overlooking or significant overshadowing and the impact on the neighbours' amenities is considered acceptable.

- 10.20 The four storey building proposed along the Clarendon Road frontage will follow the building alignment of no.63 and be of a similar scale and is not considered to appear overdominant and due to its location to the north will not overshadow no.63. There will be some loss of light to the side windows in no.63 as these would be adjacent to the proposed building. These windows appear to be tertiary windows that serve stairwells or bathrooms therefore there will be no significant adverse impact on the amenity of residents. There are two ground floor windows that have been recently approved to be inserted in the side of no.63 to serve a reconfigured lounge and reception area. These windows have not been inserted yet but were approved in the full knowledge of the proposal at no.65. The windows are simply intended to allow some natural light into the reconfigured space and therefore not solely rely on artificial light. Due to the 3m gap between the proposed windows and proposed new building, it is considered there will still be a sufficient level of natural light entering these spaces.
- 10.21 The four side windows proposed in the new building, 1 to each floor, serve bathrooms and will be conditioned to be in obscure glazing to prevent overlooking.
- 10.22 The vehicular movements will be concentrated in the lower portion of the site with access from Kendal Lane. This area is set a significant distance from the main amenity space to no.63. Vehicular movements will increase onto Kendal Lane within close proximity of those dwellings on the south side of Kendal Lane. However, the movements of up to 9 vehicles are not considered significant over and above the existing movements associated within Kendal Lane.
- 10.23 The existing building is converted with only bedrooms and bathrooms in the rear elevation facing the new four storey building. The new building is between 12-15m from the existing, set above by around two metres and is much greater in scale. Due to the sloping nature of the site it would be extremely difficult to introduce a building on the Clarendon Road frontage that would not have some dominating impact on the existing. However, as previously stated, the elevation facing the new building is the rear elevation of this historic villa and will include bedrooms and bathrooms only, it is also slightly angled toward the north east and will not experience any significant overshadowing therefore the proposed relationship is considered acceptable in this instance. The space between the properties would, in some instances, be less than that recommended in the Neighbourhoods for Living SPD that seeks a minimum of 15m separation therefore there may be some potential overlooking from the residents in the new building. However, as there is a communal amenity space in between the properties, it is not considered there will be any significant adverse privacy issues. Clearly this is not making an existing situation worse as there are no current residents therefore future residents will be fully aware of the relationship prior to purchasing and occupying the flats.
- 10.24 The proposed scheme has undergone significant changes from its initial submission to ensure the amenities of nearby residents are protected and is now considered acceptable.
- 10.25 Highways
- 10.26 Highways officers have been involved in the detailed design of the scheme to ensure sufficient parking is provided and the layout ensures no adverse impact on road safety. The provision of 9 parking spaces, with one capable of being a disabled parking space, is considered sufficient for this City Centre location. The parking spaces are accessed from Kendal Lane and are intended to serve both existing and proposed buildings.

10.27 On-street parking is controlled in the surrounding area and the applicant will be made aware that residents will not be considered for parking permits. Due to the level of parking provided within the site and the controls in the area it is not considered there will be any adverse highway safety issues created by this development. Long stay secure cycle parking is provided for each flat.

10.28 Landscaping

10.29 The site layout is subject to on-going negotiations to ensure this sloping site is developed to ensure a high quality amenity space is provided for residents and appropriate tree planting to ensure an attractive 'green' streetscape is retained.

10.30 The site is currently overgrown and unkempt but the prominent trees are to be retained with new planting introduced to improve the visual amenity of the site and streetscene.

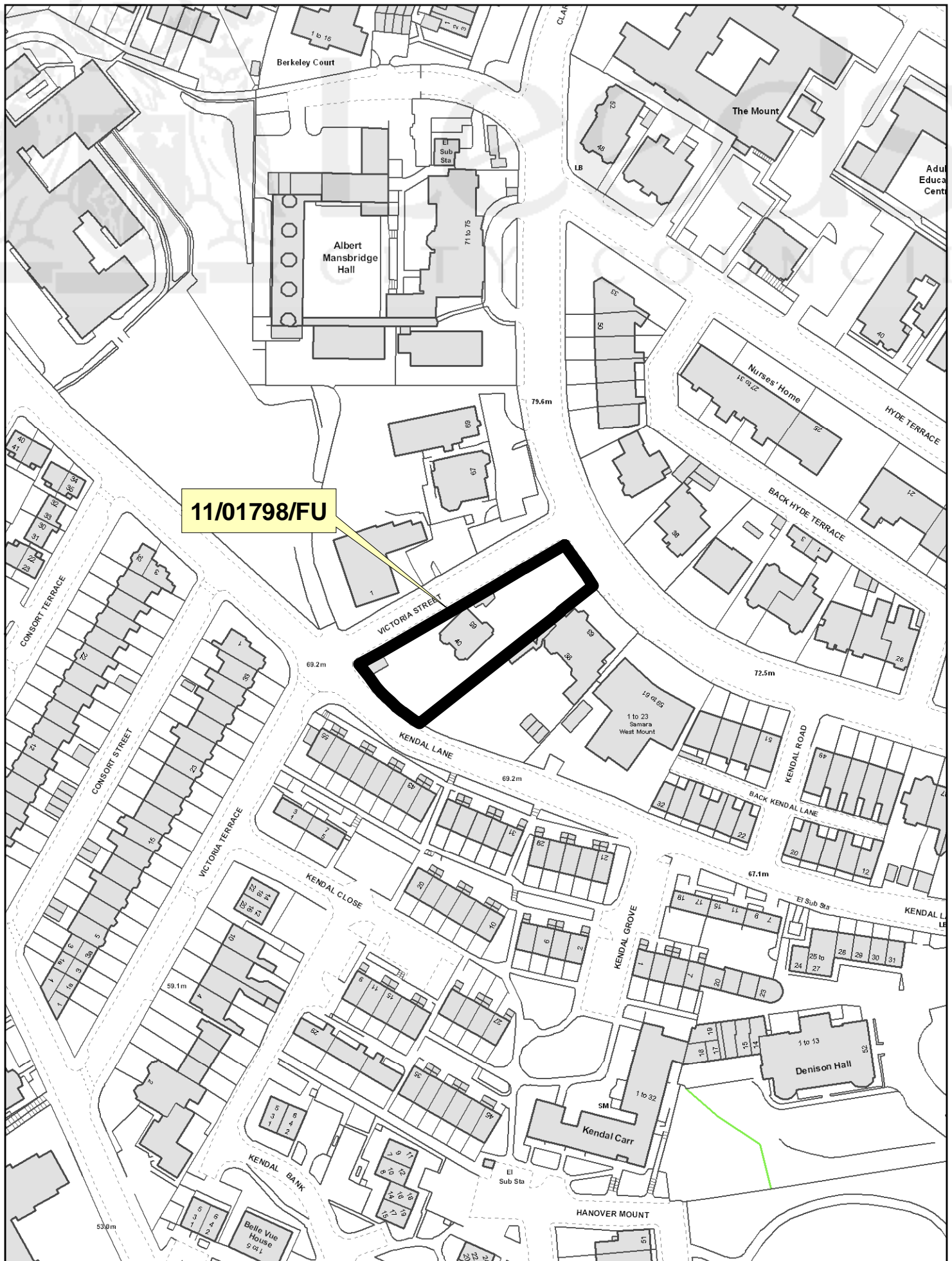
11.0 CONCLUSION

11.1 The proposed development has been subject to detailed discussions to ensure the existing historic building can be restored to its former glory whilst also delivering a scheme on this tight and awkward site that will preserve the character of the Conservation Area. The scale of the new build elements and location of parking is considered to protect the amenities of nearby residents. The existing building is an important feature of the Clarendon Road Conservation Area and the proposed scheme will assist in its restoration and is recommended for approval.

Background Papers:

Application file 11/01798/FU.

Notice has been served on Prosperity Arwa Limited, Jersey.



CITY CENTRE PANEL