



Report of the Chief Planning Officer

PLANS PANEL WEST

Date: 8th December 2011

Subject: Application Number 11/01860/FU – Erection of 23 dwelling houses at land on Carlisle Road/New Street, Pudsey .

APPLICANT

Chartford Homes and Loxton
Lighting Ltd

DATE VALID

2 June 2011

TARGET DATE

1 September 2011

Electoral Wards Affected:

Pudsey

No

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

DEFER AND DELEGATE TO THE CHIEF PLANNING OFFICER subject to the submission of a noise report and satisfactory resolution of any issues arising including adequate mitigation and the signing of a Section 106 Agreement to cover;

- Funding for offsite greenspace (£64,570.02)

- Provision of 3 affordable houses on site (2 submarket (plots 12 and 16) and 1 social rent(plot 4)

- Funding for upgrades to two bus stops (£6,000) and metrocards for first 3 years from occupation

and subject to the following conditions:

1. Time limit – commencement within 2 years of permission
2. Development shall be line with approved plans
3. Samples of external materials to be submitted and approved
4. Details of fencing and boundary treatment to be submitted and approved
5. Areas to be used by vehicles to be laid out
6. Permitted development rights removed for extensions, garages and buildings within the curtilage
7. Provision of agreed visibility splay

8. Cycle/motorcycle parking shown on approved plans to be provided
9. Submission and approval of landscaping scheme
10. Retention of garages
11. Highway condition survey
12. Provision for contractors during construction
13. maximum gradients to access
14. Maximum gradients to driveways
15. Closing off of redundant accesses
16. Landscaping scheme to be provided before first occupation
17. Existing and proposed levels to be provided and approved before development commences
18. Submission of a phase 1 desk study, phase 2 site investigation and remediation statement to be approved
19. If any unexpected contamination is present revised remediation statement required
20. Verification report required after remediation of site completed
21. Development shall be carried out in accordance with recommendation in section 6 of Bat Survey report revision A dated July 2011.
22. Development shall not commence until a scheme for surface water drainage works submitted and approved
23. Reason for approval – development in line with UDP policies E7, H4, BD5, N12, N13, LD1, T2, T24 and GP5.

1.0 INTRODUCTION:

- 1.1 The application is to demolish some existing industrial buildings on a industrial site and replace them with 23 dwelling houses which range in size from 2 to 4 bedroomed.

2.0 PROPOSAL:

- 2.1 The application is to demolish empty industrial buildings and erect 23 dwelling houses on site to include 3 affordable dwellings. The buildings to be demolished include a three storey stone mill building which fronts onto Carlisle Road and a range of industrial sheds to the rear. Some of the buildings that were attached to the mill building have already been demolished. The new development of 23 dwellings will be:
 - Four detached four bedroomed houses
 - Three detached three bedroomed houses
 - Ten terraced three bedroomed houses
 - Four terraced two bedroomed houses
 - Three dual aspect two bedroomed houses
- 2.2 On the elevation facing Carlisle Road there are two rows of terraces set back 6 metres from the pavement edge. These properties will have their direct access off Carlisle Road. On the frontage onto New Street there will also be two rows of terraces with the access road into the site between these two terraces. The rows of terraces on New Street will also have direct access of New Street. All these rows of terraces will consist of 4 houses each. The houses onto Carlisle Road will be three bed with the terraces onto New Street being one set of three bed and one set of two

bed properties. The property on the corner of Carlisle Road and New Street will have a dual frontage.

Within the site accessed off New Street will be 7 detached properties. Four of the properties will be four bedroomed and the other 3 will be three bed.

Materials for the properties will be red brick with render and artificial slate. There will be a band of artificial stone which will separate the red brick from the render. The heads and cills will also be constructed from artificial stone.

Boundary treatment on the outside of the site will be artificial stone while the boundary treatment internal to the site will be red brick.

3.0 SITE AND SURROUNDINGS:

3.1 The site has a three storey older stone mill style building onto Carlisle Road to the west of the site and a similar building onto Glebe Mount which is to the east of the site. Behind both these buildings are north lights roof sheds which did cover most of the site. The north lights attached to the building on Carlisle Road have already been demolished. This proposal involves the demolition of the other north lights building attached to the mill building on Glebe Mount. The stone mill building on Glebe Mount is outside the application site and will remain. The rear wall of this building will form the eastern boundary of the site.

To the south of the site are other industrial units which are still in operation. One of the operations forms the boundary with the development and its building is 3 metres away from the southern boundary to the site. On the other side of Carlisle Road are two storey semi detached houses which are rendered. The other side of New Street forms the boundary to the conservation area. Here there is a school and a mix of residential properties. The first row of houses in this conservation area are red brick with the rest being in stone.

4.0 RELEVANT PLANNING HISTORY:

None of relevance

5.0 HISTORY OF NEGOTIATIONS:

5.1 The application was submitted in June 2011. Officers raised concerns regarding the layout and design of the development. This has resulted in negotiations to obtain the revised plans that are presented to Panel.

6.0 PUBLIC/LOCAL RESPONSE:

Two letters of objection have been received concerned with the following matters:

- Object to the demolition off a beautiful mill building that is of historical significance and part of the local areas cultural and social heritage.

- Would not object to change of use application for the building to be converted to apartments unhappy that the building is to be knocked down for boring bland and generic houses.

- Concerned about the proximity of the site to the local primary school and influx of traffic which may pose a significant danger to school children crossing the roads.

- Associated noise may disrupt classes and spoil quality playtime for children
- Dirt and industrial waste that will cause a nuisance to pedestrians and will disrupt the local roads.
- The houses are close to industrial premises and there is concern they could be future problems from the houses in terms of complaints regarding the industrial premises
- The proposed scheme will block an entrance to a loading door which is currently accessed from the site.
- Incoming water main also through the applicants site and their supply must be maintained without interruption.

7.0 CONSULTATIONS RESPONSES:

STATUTORY CONSULTEES

Environment agency – No objections

NON-STATUTORY CONSULTEES

Metro – suggested the kerbs are raised at two bus stops nearby at a cost of approximately £3,000 each. Also there should be the provision of Metrocards within a section 106 agreement.

Environmental Protection Team – Requested changes to the noise report to take on board that an industrial unit on the boundary of the site is operating 24 hours a day Monday to Friday and morning shifts on a Saturday and Sunday. Measures require need to be included for any mitigation required for the occupiers of the proposed residential properties.

Access – No objection

Architectural Liaison Officer – No objection

Main Drainage – No objection subject to conditions for surface water drainage

Yorkshire Water – No objections subject to conditions for foul and surface water drainage

Ecologist – Bat survey shows no evidence of any bat roosts on the site but is a roosts on adjacent building on Glebe Mount. Potential for disturbance of this roost during demolition. Method statement has been submitted for this work and a condition is require to ensure that the work is carried out in line with this method statement.

Conservation Officer – No objections subject to conditions regarding materials for the dwellings and surfaces.

Housing officer – Three properties are required for a contribution to affordable housing, two at submarket and one as social rent. These are plot 4 for social rent, plots 12 and 16 for sub market sale

Contaminated Land – No objections subject to conditions

Highways – No objections in principle subject to conditions

8.0 PLANNING POLICIES:

Leeds UDP Review (2006)

- 8.1 The site comprises land within the main urban area close to the centre of Pudsey. No specific allocations or designations affect the site.

Relevant Unitary Development Policies;

E7 – Gives advice for residential development on employment sites

H4 – Residential development on non allocated sites

H12 – Affordable Housing

BD5 – new buildings design consideration given to own amenity and surroundings.

N4 – provision of greenspace with residential developments

N12 – priorities for urban design.

N13 – new buildings should be of high quality.

LD1 – landscape scheme.

T2 – development capable of being served by highway network.

T24 – car parking guidelines.

GP5 – detailed planning considerations should be resolved including design and loss of amenity.

PPS1 “Delivering Sustainable Development” 2005

- 8.2 Para 3 states that sustainable development is a core principle underlying the planning system. Para 18/19 states that planning should seek to “improve” and “enhance” the local environment. Para 27 states that planning authorities should improve access to jobs, health, education, shops, leisure and community facilities and open space by foot, cycle or car to reduce reliance on car. Para 27 also states that planning authorities should promote the more efficient use of land through higher density development and bring vacant and underused land back into beneficial use.

PPS3 Housing

Stresses the importance of bringing forward and delivery of housing in sustainable locations to a high quality ensuring efficient and effective use, mix of dwelling types including affordable housing and to a high quality. Preference given to delivery of brownfield sites where possible.

PPG13 “Transport” 2006

- 8.3 Para 4 states key objectives as promoting more sustainable transport choices, promoting accessibility to jobs, shopping, leisure and other service by public transport and reducing need to travel by car. Para 74 states local planning authorities should identify routes for bus improvements and potential for improved transport interchange, and negotiate improvements in public transport provision. Para 76 and 79 state the importance of promoting walking and cycling as a prime means of access. Para 91 states that the acceptability of a Travel Plan will depend on the extent to which it materially affects the acceptability of development.

Adopted SPD “Public Transport Improvements and Developer Contributions” 2008

- 8.4 Para 4.3.15 states that the minimum level of accessibility to public transport should be 400m to a bus stop, offering a 15 minute (or better) service to a major public transport interchange, normally Leeds city centre, between 7am and 6pm, with a 30 min service up to 11pm and at weekends. Para 4.3.16. confirms that in locations where public transport accessibility is not acceptable, the developer is expected to establish and fund the measures required to make the site accessible.

9.0 MAIN ISSUES

1. Principle of development
2. Highways
3. Public Transport and Travel Plan Issues
4. Design/visual amenity
5. Landscaping and ecology
6. Boundary treatments and flood walls
7. Job creation
8. Ward Members

10.0 APPRAISAL

1. Principle of development

- 10.1 The site is unallocated in the Unitary Development Plan. The last use on the site was industrial but the buildings are currently all vacant and have been for a number of years. Policy E7 of the Unitary Development Plan deals with proposed development on employment land. It states that there should be sufficient employment sites within the locality of an application that are available in terms of quality and quantity. An Employment Land Assessment has been submitted with the application. The site has been marketed for industrial development since 2006. Due to the buildings poor state of repair over this time the only interest has been from companies who wish to redevelop the site for residential use with no interest from businesses wishing to occupy or refurbish the site for employment use. The report also states that there is a supply of office floorspace and industrial floor space within the area ranging from new/refurbished buildings to older stock. The Employment Land Assessment submitted shows that there is plenty of land available within the vicinity and the site has been marketed for employment use for 5 years without any interest. For these reasons it is considered that policy E7 is complied with and the use of land for residential use is acceptable.
- 10.2 Policy H4 within the UDP is also applicable. This gives advice in relation to residential development on sites not identified for that purpose within the Unitary Development Plan. In terms of policy H4 any proposal for residential development should be acceptable in sequential terms, is clearly within the capacity of existing and proposed infrastructure and complies with all other policies in the UDP.
- 10.3 In terms of sequential terms the site is a brownfield site located within the existing urban fabric. It is within walking distance of Pudsey Town Centre (approx. 0.5km) where there is access to shopping facilities and Pudsey bus station for connections to Bradford and Leeds. There are local schools within walking distances so development of this site for residential development is sustainable. The proposal will have involve funding for bus stops and is acceptable in terms of the capacity of

existing and proposed infrastructure and should comply with other policies in the UDP which will be discussed below. Overall the proposal is considered to comply with policy H4 of the Unitary Development Plan.

- 10.4 In conclusion the principle of residential development on the site is considered acceptable.

2. Design and visual amenity

The original plans involved a development of detached and semi detached properties. The site is adjacent to the Conservation Area and the predominant feature of this Conservation Area is terraces and beyond this site the area consists of semi detached houses. This site will be a transition between the terraces and semis within the area and it was considered that the proposed detached houses on the edge of the scheme were not a feature seen within the locality.

Officers negotiated a revised scheme which has two blocks of terraced housing facing both Carlisle Road and New Street and detached houses within the site which are less prominent. All of the proposed dwellings are two storey and simple in design. The doors are wood panels and the windows are plain in design with four panes. The materials will be red brick upto first floor window level and rendering above. There will also be a band of artificial stone separating the red brick and render. The stone heads and cills will also be artificial stone and the roof tiles will be artificial roof slate. There is red brick and render in the area as well as stone. There are red brick properties to the north of the site on the opposite of New Street. The mill next door and other buildings near the site have stone and the houses the opposite side of the road are rendered with a small amount of red brick at the base. Further discussion is taking place with the applicants about materials and whether the stone in the existing buildings can be reused. The outcome of those discussions will be reported to members at Panel.

The terraces have small porches to the front some with a gable design and others with a sloped roof. These provide an interest to the frontages.

There are three properties on the site which will be dual frontage. One is on the junction with Carlisle Road and New Street which is on a very prominent part of the scheme. The dual aspect allows for a frontage on both streets which is required in design terms. The second dual frontage property is located on the corner when you enter the development off New Street. Again this is a prominent part of the site and requires a good design on both sides. The final one is visible when driving into the development off New Road and provides a good design on the side of a property that is prominent when entering the development.

The terraced houses onto Carlisle Road and New Street provide a solid frontage to the development. This is especially required on the Carlisle Road frontage as there is a large mill building present at the moment and the previous scheme of small detached houses was out of character with the existing structure. Information has been submitted from the applicant regarding the fact that the renovation and conversion of the stone mill for residential development would be financially unviable. Whilst it is a pity that the mill building will be lost it is not listed and not within the Conservation Area so a justification for refusal on this matter would be difficult to defend. The scheme provides development on the site and the developer is happy to enter into a section 106 agreement to pay the full contributions required for the development. If the mill was retained these contributions would not be available to the area. It is also considered that the proposed terraced properties will

have a presence in the street scene and are acceptable provided that the materials are right.

Within the development the properties are detached. These detached houses are set within good size gardens and offer an open layout behind the terraced properties on the street scene.

There is a good area of landscaping on the corner of the development, Carlisle Road and New Street. There are a number of car parking spaces on the main frontages on both Carlisle Road and New Street but there are also gardens interspersed along the frontages to soften the development and prevent a large area of car parking on both frontages. Within the site there are also areas of land that can be landscaped to provide a attractive setting for the residential properties.

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

3. Highways

The majority of the terraced houses have their accesses directly off Carlisle Road and New Street which is considered acceptable in this location. The car parking spaces are sufficient in numbers and in length. There is one access to the detached properties to the rear which is off New Street and constructed to adoptable standards. An access in this location with acceptable visibility lines is achievable. In summary there are no concerns regarding the development in terms of highway matters subject to conditions.

4. Residential amenity

The rear of the site on the southern boundary is alongside an existing industrial area. There is a large industrial unit located 3 metres away from this boundary. A noise report has been submitted detailing the noise generated from this property and potential impact on the residential amenity of the new houses. However, it has been brought to our attention that the assumptions regarding the opening hours of the industrial unit are incorrect. The noise report states that the premises operates between 8am and 5pm when in fact it operates 24 hours Monday to Friday and Saturday and Sunday morning. A revision to the noise report is required to accommodate this and state what mitigation is required for the houses onto this boundary. The applicants intends to submit the revised report for assessment as soon as possible and has been covered in the recommendation.

The new houses are at adequate distances from existing residential properties to not raise any residential amenity issues. Within the development the majority of the houses are far enough away from other properties to prevent issues in terms of overlooking, overdominance and overshadowing and comply with the guidelines stated in Neighbourhoods for Living. There is one exception to this in relation to plot number 16 where a bedroom window is 9 metres away from plot 17 garden when it should be 10.5 metres. There are also a number of plots which do not have the 2/3rds of the proposed floorspace provided as private amenity space. These relate to plot 3, 6, 7 and 14-16. Whilst these do all not comply with guidance in Neighbourhoods for Living the applicants are suggesting it would not be financially viable to lose any more houses off the development bearing in mind that there has already been a loss of 4 properties since the application has been submitted. The site has been redundant for a number of years with no interest to develop from other

parties. This developer intends to start work on the site immediately. They are also able to pay the full contributions to affordable housing, greenspace and metrocards. If any more houses were lost from the scheme the contributions would have to be lowered and the worse scenario could be that the site will remain undeveloped. Although reduced the area of garden to these plots is considered usable - the impact on residential amenity will be on the proposed buyers of the development who will be aware of the size of garden before purchase. Having taken all these matters into account on balance the substandard gardens on some of the plots is considered acceptable to ensure that the site can be brought forward for development as quickly as possible with the full contributions provided to facilitate development in the area and improve the visual amenities of the site. To ensure that these gardens are not further reduced in size a condition is required to remove permitted development rights for extensions and buildings within the curtilage.

To the east of the development there will be a three storey wall with this boundary being the rear elevation of an existing office building. Three of the houses will face onto this wall these being plots 17-19. Gardens to these properties have been lengthened to 12.5 metres to reduce the impact on these houses from overdominance. The gardens areas are also large providing approximately the same amount of garden as proposed floorspace when Neighbourhoods for Living requests 2/3rds. The existing building will block out sunlight in the early morning to these rear gardens but due to the orientation of the houses and gardens the gardens should receive sunshine from lunchtime onwards at times when the garden is more likely to be used. Overall, on balance, it is considered that the residential amenity of these properties will not be impacted to a detrimental extent and are acceptable.

5. Affordable housing

The scheme requires the provision of 3 affordable units, 2 for sub market sale and 1 for social rent. The plots to be for affordable housing are plot 4 a 3 bed roomed terraced house for social rent. Plot 12, a 2 bed roomed terraced house for sub market sale and plot 16 a 3 bed roomed terraced house for sub market sale. These can be secured through a section 106 agreement.

6. Greenspace

There is no provision of greenspace on the development. Contributions to offsite greenspace provision will amount to £64,570.94 and conforms to the SPG. This can be secured through a section 106 agreement.

7. Bus stop upgrades and metrocards

There are two bus stops within the vicinity which Metro have requested have raised kerbs at a cost of £3000 each. There is also a request that the scheme provides a contribution to Metrocards for the first three years of occupation. Both these can be obtained through a section 106 agreement.

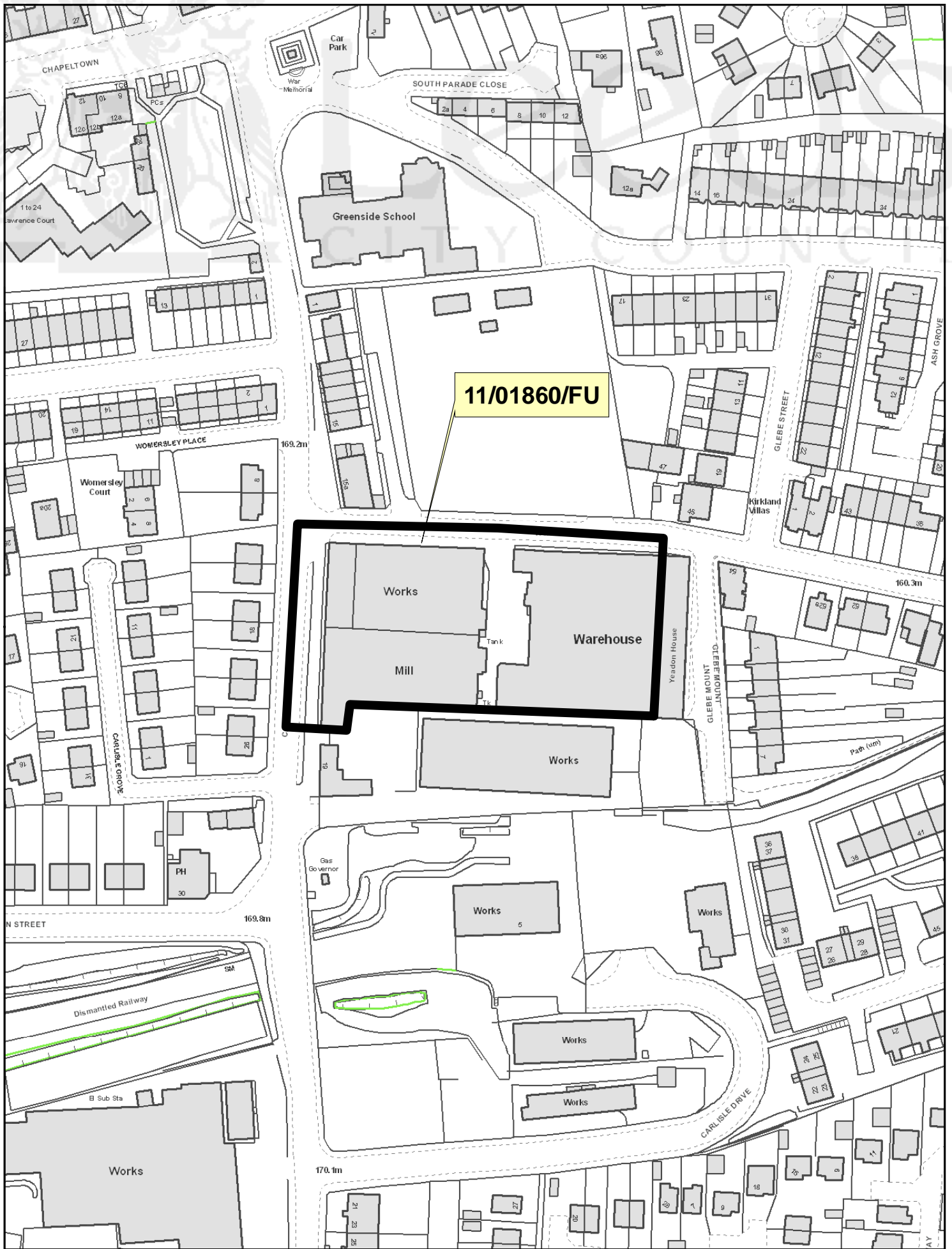
8. Representations

Some of the matters raised within the representations in terms of loss of existing buildings and location close to existing industrial development have been addressed above. Other matters raised include:

- *Concerned that the site is close to an local primary school and influx of traffic could pose a danger to school children.* The site has previously been an industrial site which has the potential to generate traffic that will be higher than a small residential development. The industrial traffic would involve larger vehicles than a residential development and it is considered that the residential development will pose a lesser risk to school children than the current or previous use of the site.
- *Associated noise may disrupt lessons and spoil quality time.* There will be the generation of noise while building work progresses on the site but this noise is likely to be less than the noise associated with industrial uses. Once the site is complete the noise and disturbance from a residential use will not have a detrimental impact on the operation of the school
- *Dirt and industrial waste will cause a nuisance to pedestrians and disrupt local roads.* The dirt and disruption caused by developing a small residential development should not have a detrimental impact and will be over a short period of time. Once constructed the residential use will have a lesser impact than if the industrial use was reinstated.
- *Proposed scheme will block an entrance to a loading door.* This is a matter between the owner of the site and the owner of the industrial premises.
- *Incoming water main through the site should be maintained.* Again this is a matter between the developer and the owners of the adjoining properties

11. CONCLUSION

- 11.1 The development involves the demolition and clearance of an industrial site and its redevelopment for housing. The site has been vacant for a while and is falling into a state of disrepair. The redevelopment for housing is considered acceptable in policy terms, will regenerate a brownfield site and make a modest contribution to housing supply. The design of the scheme is considered acceptable within its context provided the materials are right. Whilst some of the properties will not comply with some aspects of Neighbourhoods for Living this is outweighed by the fact that there is a developer willing to redevelop the site and pay the contributions to the local area that the development requires. Overall the scheme is considered acceptable subject to a section 106 agreement and conditions and subject to a satisfactory and acceptable outcome from the updated noise report.



WEST PLANS PANEL