



Leeds
CITY COUNCIL

Originator: Michael Howitt

Tel: 0113 247 8000

Report of the Chief Planning Officer

PLANS PANEL EAST

Date: 26th January 2012

Subject: APPLICATION 11/04490/FU – Demolition of side extension and single storey front extension to bungalow and erection of 2 three bedroom bungalows at Halcyon, Parkway, Gildersome, Leeds, LS27 7DZ.

APPLICANT
Appleleaf Developments

DATE VALID
26th October 2011

TARGET DATE
21st December 2011

Electoral Wards Affected:

Morley North

Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

GRANT PERMISSION subject to the following conditions:

1. Standard time limit.
2. Development in accordance with approved plans (including dimensioned site layout plan)
3. Materials to be submitted and approved
4. Hard surfacing details to be submitted
5. Details of boundary treatments to be submitted.
6. All surfaces to be hard surfaced drained and sealed
7. Car parking layout to be submitted
8. Redundant access to be closed off
9. Maximum driveway gradient.
10. Boundary treatment along Parkway not to exceed 600mm
11. Removal of permitted development for extensions, dormers and outbuildings
12. Landscaping details to be submitted
13. Landscaping Implementation
14. Preservation of existing trees and boundary planting during construction
15. Replacement planting
16. Details of drainage scheme

17. Hours of construction
18. Unexpected contamination to be reported
19. Imported soil to be tested

Reason for approval: The principle of development is considered to be acceptable as the proposal is located within a residential area and is in keeping with the character of the locality, does not harm the residential amenity of the area or create harm to highway safety. As such, the application is considered to comply with policies GP5, BD5, H4, N12, N13, T2 and T24 of the UDP Review, as well as guidance contained within PPS1 and PPS3, and having regard to all other material considerations, the application is recommended for approval

1.0 INTRODUCTION:

- 1.1 This application is brought to Plans Panel (East) at the request of Councillor Tom Leadley due to the potential for the development to impact upon the street scene and the character of the area.

2.0 PROPOSAL:

- 2.1 The application is a full application to erect a residential development of 2 detached bungalows to the side garden of an existing bungalow and demolish the side extension from that bungalow and construct a front extension. Each property will have its own access from taken from Parkway. No materials are proposed for the development

3.0 SITE AND SURROUNDINGS:

- 3.1 The site lies to the Eastern side of Parkway, just South of its junction with Finkle Lane. It is a reasonably sized bungalow with a side extension and it has a large side garden that is currently screened by a large beech hedge. The site is not designated within the UDP
- 3.2 There are two existing access points for the current property , one to each side of the property
- 3.3 The site is reasonably accessible by public transport, located as it is close to the centre of Gildersome with good access to a number of bus services and services such as shops, schools and medical facilities located within the local vicinity.
- 3.4 The surrounding area is predominantly residential in character with a mix of differing traditional properties including semi-detached two storey properties, detached bungalows and two storey terrace properties. The predominant character of Parkway is of semi-detached brick built houses evenly spaced with each comfortably set within its garden space. There are also some small two storey buildings in flats that have a similar form to the semidetached houses. The houses face onto the road and are set behind a small front garden and low boundary enclosure. Predominantly a privet hedge or low wall. As such the application site is at odds with that prevailing character.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 10/05757/FU : Demolish existing side extension and outbuildings and erection of 2 detached and 2 semi-detached houses and a single storey front extension to existing house. Withdrawn 2 February 2011.
- 4.2 11/01932/FU : Demolish side extension and erect single storey extension to front of bungalow and erect 3 dwellings to garden. Refused 16 September 2011. Reasons for refusal were
 - a) Harmful to the character of the area.
 - b) Harmful to the streetscene of the area
 - c) It was considered to be overdevelopment of the site.

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 Following the refusal of application 11/01932/FU, discussions took place to reaffirm the acceptable parameters of such an application. The agent was advised that it appeared that a maximum of two new bungalows would be potentially acceptable on the site, although this would be subject to all the usual considerations, in particular distances to boundaries, private amenity space allowances, streetscene appearance and highways considerations .

6.0 CONSULTATION RESPONSES:

Statutory Consultations:

- 6.1 None

Non Statutory Consultations:

Contaminated Land – No objection subject to conditions.

Highways – No objection subject to conditions

Mains Drainage – No issues are raised and there is no objection subject to conditions

7.0 PUBLIC/LOCAL RESPONSE:

- 7.1 The application was advertised by site notice on 20 May 2011 and by 25 neighbour notification letters on 3 November 2011. There have been 12 letters of representation received of which 8 are from the same person and the issues raised are as follows.
 - a) There will be a loss of on street parking
 - b) The proposal, due to an increase in car numbers, will lead to road safety issues.
 - c) There will be a loss of water pressure
 - d) The new properties will lead to an increase in drainage problems
 - e) There is no demand for new properties and there are many unsold in the area already.
 - f) There will be a loss of landscaping and wildlife.
 - g) The development will be out of character with the rest of the area
 - h) It would devalue the neighbouring properties.
 - i) There will be a loss of privacy to the properties to the South
 - j) There will be overshadowing created by the properties to the South
 - k) There will be a lack of vision to the South of Plot 1 due to the hedge that belongs to No 106 Finkle Lane and that the distances quoted within the Leeds Street Design Guide cannot be achieved.

- I) There are inconsistencies with the drawings that mean that the development as proposed would not fit on the site
- 7.2 Gildersome Parish Council – Object to the development on the grounds that the development would be cramped, overdeveloped and out of character with the area, the properties would have insufficient turning areas and will lead to an increase in on street parking.
- 7.3 Councillor Tom Leadley – Two letters received, the first of objection (overdevelopment/loss of garden) but the second revising the comments to a request for the application to be determined at Plans Panel East. To summarise Councillor Leadley's comments it is considered that the merits of the application are finely balanced and it may be that the size of the site is not sufficient to accommodate the development in light of current guidance. However, this is a matter of judgment for the decision maker.

8.0 PLANNING POLICIES:

- 8.1 The development plan comprises the Regional Spatial Strategy to 2026 (RSS) and the adopted Leeds Unitary Development Plan (Review 2006). The RSS was issued in May 2008 and includes a broad development strategy for the region, setting out regional priorities in terms of location and scale of development. However, the RSS is a strategic planning document, used to inform more detailed policies at a local level. Accordingly, it is not considered that there are any particular policies which are relevant to the assessment of this proposal. The following policies from the UDP are relevant:
- Policy GP5 seeks to ensure that development proposals resolve detailed planning considerations, including amenity.
 - Policy BD5 seeks to ensure that all new buildings should be designed with consideration to both their own amenity and that of their surroundings.
 - Policy H4 provides for residential development on unallocated sites.
 - Policy N12 seeks to ensure that development should respect fundamental priorities for urban design.
 - Policy N13 seeks to ensure that the design of new buildings should be of high quality and have regard to the character and appearance of their surroundings.
 - Policy T2 ensures that new development is adequately served by the existing highway network and does not create or add to problems of safety or efficiency.
 - Policy LD1 ensures that proposed and existing landscaping enhances the area. proposals should not create new, or exacerbate existing, highway problems.

National Policy/Guidance:

- PPS1 Delivering Sustainable Development
- PPS3 Housing

9.0 MAIN ISSUES:

- Principle of Development.
- Character
- Streetscene

- Highways
- Private amenity space
- Residential Amenity
- Other matters

10.0 APPRAISAL:

The principle of development .

10.1 The proposal submitted must be considered in the light of the revision made to PPS3 which no longer defines the application site (private garden) as previously developed. Thus, the application site should now be classified as a Greenfield site. As such, the Council's UDP policies places a greater emphasis on the development of brownfield sites in favour of Greenfield. However, the development of this site for a further two dwellings would not undermine the delivery of housing land release controlled by Policy H3 and as such there would be no objection in principle in terms of housing supply. The site is located within an established residential area close to local amenities. As such a residential development is appropriate to the area. In these circumstances the key consideration in judging the acceptability of the development is its impact upon the character of the locality.

Character

10.2 The existing bungalow with its large side garden is unique to the setting of the road. Whilst the garden space affords a sense of openness this is not characteristic of the immediate locality. The garden is largely hidden from public view by mature boundary planting. As such the perception of openness is gained by looking above the hedge line.

10.3 The development proposes 2 bungalows within the side garden of the bungalow. The area has seen similar types of development and whilst the proposal will see the loss of a mature garden, the scheme has been revised from that of its predecessors in that part of the hedge will now be retained to the frontage, although the height of the hedge will be reduced to accommodate the required pedestrian visibility splays from the proposed driveways. The reduction in the amount of development on the site is now much more in keeping with the size of the site with better spacing between the properties and as a consequence it no longer feels cramped or an overdevelopment as did the previous application. It is considered that the proposal is more in keeping with its surroundings than its previous incarnations in that it proposes regularly spaced dwellings set back from the road frontage, each comfortably set within its own garden. The proposal will also in terms of form and scale fit in well with the neighbouring bungalows. It is therefore considered that the development, in terms of character, would now be acceptable and as such would comply with UDP policies and guidance contained within SPG13 'Neighbourhoods For Living'.

Streetscene

10.4 It is considered that the proposal of two bungalows being located between two existing bungalows would sit comfortably within the streetscene in contrast to the previous proposals for two storey properties that would have appeared incongruous within the streetscene. The two bungalows are of a more appropriate scale and better separated than the three and four properties of the

previous applications. In light of these factors, and the retention of sections of the front boundary hedge, it is considered that the proposal is now acceptable in terms of its appearance within the streetscene.

Highways

- 10.5 The proposal provides at least 2 car parking spaces to each property as the drawings indicate a drive width of 3.3 metres which allows for parking and pedestrian access down the side and is therefore acceptable in terms of parking levels. There is a pinch point towards the front of plot 1 where the width is only 3 metres but the as there is sufficient drive length it is not considered to be so detrimental as to provide a reason for refusal. In terms of the access, the previous applications were deemed acceptable. The proposal is within an existing residential setting that is located off the main highway network. Parkway has a width of approximately 7.5m which is wider than the normal residential street and the footways within the vicinity of the site are fairly consistent in width. There have been no recorded injury accidents in the vicinity of the site within the last five years. The objectors main concern regarding pedestrian visibility is not founded as the proposal is compliant with the Street Design Guide standards. A condition will be placed upon any such grant of planning permission requiring the heights of boundary treatments to the front of the site to below 600mm. As a result, it is not considered that the application will be detrimental to highway safety.
- 10.6 Highways would have no objections to moving the access to plot 1 to the other side of the dwelling if this was proposed by the applicant. However, there would be potential issues in moving the property across in order to have the drive run down the South of plot 1 as this will move the property of plot 1 closer to 106 Finkle Lane which may cause more harm than the highways issues it resolves. A further option would be to create two parking spaces in front of the property and move the access of plot 1 to the North, but the proposal, as stated above is acceptable to the Highways Authority as submitted and therefore considered acceptable in highway terms.

Private Amenity Space

- 10.7 At the time of the previous applications, the division of the large garden into four, and then three smaller units meant that the amount of private amenity space, particularly to the existing dwelling was reduced below an amount that would be acceptable when compared to guidance given in 'Neighbourhoods For Living'. However with only two new properties, the amount of private amenity space provided is now acceptable given that all the properties are now bungalows and all now provide at least the minimum 66% of private amenity space to habitable floor space.

Residential amenity

- 10.8 The application proposes two bungalows to the side of the existing property. As the properties are single storey and with only small difference in levels of approximately 400mm between plot 1 and the properties to the South on Finkle Lane and the provision of a 2 metre high boundary treatment, it to the side and rear of plot 1 there should be no possibility of overlooking created by the proposal. Equally, although directly to the South of the adjacent properties on Finkle Lane, the proposal is 3.3 metres from the boundary with a roof that is ridged front to rear and therefore no significant detrimental overshadowing

should take place to those properties. Finally, the distances of the proposal from the neighbouring properties on Finkle Lane are in excess of the distances quoted in the SPG 'Neighbourhoods For Living' with the distance from 106 Finkle Lane to the side of Plot 1 being approximately 12 metres which is the distance required for a main window to a two storey side elevation. As a result, it is considered that there will be no significant harm to the residential amenity of the neighbouring properties from this proposal.

Other Matters

- 10.9 A concern was raised by a neighbouring resident that there are errors on the application drawings and that the proposed development cannot be accommodated within the site. The applicant has confirmed that they undertaken a full topographical survey of the site and have provided a scaled and dimensioned drawing to show how the development can be accommodated. This drawing is annotated to show the distances between the proposed bungalows and existing bungalows, including that immediately to the north at 106 Finkle Lane.

11.0 CONCLUSION:

- 11.1 On balance, it is considered that subject to appropriate conditions as discussed above, the proposal is acceptable, it is therefore recommended that the applications be approved.

Background Papers:

Application files 11/04490/FU

Certificate of ownership:

Signed as owner

No.	Description	Date
A	Plot 1 moved to increase the gap between plot 1 and plot 2. (LCC request). Over 12m still maintained between plot 1 and existing dwelling	1 Nov 11



Stage	Job no.	Dwg no.
P	11 4467	17A

Date drawn check

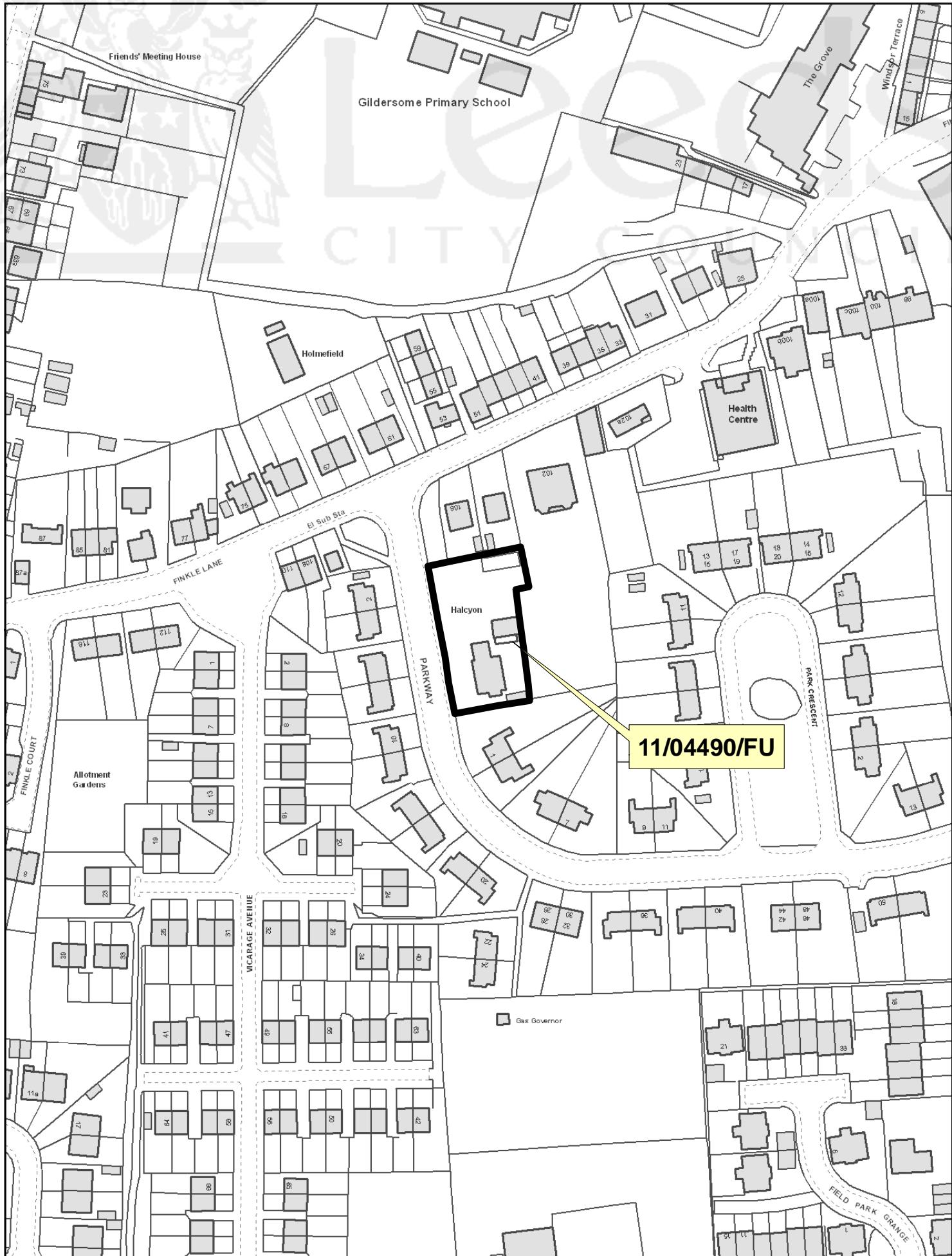
17 Oct 11 1 : 200 NF -

DRAWING OF
Proposed Site Layout
MARKETING NAME:

Proposed Layout
1:200
Richard Marchant
PROJECT
Land on Parkway, Gildersome

J R P
John R Palley Associates

■ Architectural design
■ Town planning
■ Landscape architecture



EAST PLANS PANEL