



**Leeds**  
CITY COUNCIL

Originator: Laurence Hill

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**Report of the Chief Planning Officer**

**SOUTH AND WEST PLANS PANEL**

**Date: 6<sup>th</sup> March 2014**

**Subject: Planning application 13/05685/FU – First floor and single storey front extension to warehouse – Otley Road, Guiseley, Leeds, LS20 8BH**

**APPLICANT**

Illingworth Supplies – Mr G  
Illingworth

**DATE VALID**

16<sup>th</sup> December 2013

**TARGET DATE**

10<sup>th</sup> February 2014

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**Electoral Wards Affected:**

Guiseley and Rawdon

Yes

Ward Members consulted

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

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**RECOMMENDATION:**

**REFUSED planning permission for the following reasons:**

- 1) The Local Planning Authority considers that, by reason of its inappropriate design, scale, and materials, the proposed extension will result in an incongruous addition to the detriment of the character of the existing positive building and wider Guiseley Conservation Area. As such, the proposed development is contrary to policies GP5, BD6 and N19 of the Leeds Unitary Development Plan Review (2006) and the Guiseley Conservation Area Appraisal and Management Plan.
- 2) The Local Planning Authority considers that, by reason of the restricted vehicular access to the site and limited parking provision, the proposed development will result in an increase in vehicular movements and parking requirements that cannot be safely or adequately be accommodated by the site resulting in adverse impact on highway safety and an increase in on street parking. As such, the proposed development is contrary to policies GP5, T2 and T24 of the Leeds Unitary Development Plan Review (2006) and the Street Design Guide Supplementary Planning Document.

## **1.0 INTRODUCTION**

- 1.1 This application is brought to Plans Panel at the request of Councillor Latty as he does not agree that the Conservation Area would be adversely impacted by the extension and that there would be any more problems with the highway and parking than may already be caused by the existing building and its use.

## **2.0 PROPOSAL:**

- 2.1 The application is for the extension of an existing warehouse and distribution premises to provide additional storage space. The extension involves adding a first floor element to the existing single storey buildings to the front and side of the main two storey building located at the rear of the site. The extension is designed with a double pitched roof resulting in two asymmetric gable elements. The extension is proposed to be constructed from a mixture of stone and timber cladding with the roof to be artificial stone slate. The existing small front projection is to be altered to include a flat roof and external timber cladding.
- 2.2 The extension will provide an additional 147 square metres of floor space increasing the storage capacity of the warehouse. The access remains unchanged and no additional car parking spaces are proposed. The development will increase the number of employees from 16 to 18.

## **3.0 SITE AND SURROUNDINGS:**

- 3.1 The application relates to a stone and brick warehouse building made up of a mixture of single storey and two storey elements. The building forms part of a grouping of other commercial/industrial buildings to the rear of a terrace of retail/commercial units fronting Otley Road.
- 3.2 The site is located within Guiseley Conservation Area and has been designated as a positive building. There are clear views of the grouping of buildings from Otley Road and other surrounding public vantage points. The site is immediately adjacent to Guiseley (Otley Road) S2 town centre.
- 3.3 Vehicular access to the site is from a private road off Otley Road. A number of mature trees, protected by a group Tree Preservation Order, are located on the rear boundary of the site abutting Station Road.

## **4.0 RELEVANT PLANNING HISTORY:**

- 4.1 28/178/00/FU – Change of use of part of works to offices – Approved

10/00235/FU – Change of use of warehouse customer pickup point to an enlarged trade parts facility – Not development

12/04395/FU - First floor and single storey front extension to warehouse – Refused for the following reasons:

*“The Local Planning Authority considers that, by reason of its inappropriate design, scale, and materials, the proposed extension will result in an incongruous addition to*

*the detriment of the character of the existing positive building and wider Guiseley Conservation Area. As such, the proposed development is contrary to policies GP5, BD6 and N19 of the Leeds Unitary Development Plan Review (2006) and the Guiseley Conservation Area Appraisal and Management Plan.”*

*“The Local Planning Authority considers that, by reason of the restricted vehicular access to the site and limited parking provision, the proposed development will result in an increase in vehicular movements and parking requirements that cannot be safely or adequately be accommodated by the site resulting in adverse impact on highway safety and an increase in on street parking. As such, the proposed development is contrary to policies GP5, T2 and T24 of the Leeds Unitary Development Plan Review (2006) and the Street Design Guide Supplementary Planning Document.”*

## **5.0 HISTORY OF NEGOTIATIONS:**

- 5.1 Following the refusal of planning application 12/04395/FU officers and the local Ward Member met the applicant on site to discuss options to achieve an acceptable scheme. Officers advised the applicant that, whilst there may be an opportunity to improve the design and scale of the extension, it would be unlikely that this would overcome the significant concerns regarding the impact this form of development would have on the character and appearance of the positive building and wider Guiseley Conservation Area. During the application process, the Conservation Officer has advised that there is potentially scope for a first floor extension to the ground floor element that is located adjacent to the principal building on the site and the ancillary historic building. Any first floor extension to the front of the principal positive building would be harmful to both the building's and wider Conservation Area's character. The applicant was also advised that highway and parking constraints are such that it would be unlikely that the objections from Highway Development Control could be adequately addressed or mitigated.

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

- 6.1 No letters of representation have been received from local residents or any other interested party.

## **7.0 CONSULTATIONS RESPONSES:**

### **7.1 Statutory consultations**

Highway Development Control: Objections are raised to the proposals due to the lack of parking provision and large vehicle manoeuvrability proposed for the intensification of the proposals.

### **7.2 Non Statutory Consultations:**

Environmental Protection: No objections

## **8.0 PLANNING POLICIES:**

As required by Section 38(6) of the Planning and Compulsory Purchase Act 2004 this application has to be determined in accordance with the Leeds Unitary Development Plan (Review 2006) unless material considerations indicate otherwise.

### **Development Plan:**

The relevant Policies in the adopted Leeds Unitary Development Plan are listed below.

Within the adopted UDP Review (Sept 2006) are strategic goals and aims which underpin the overall strategy. Of these attention is drawn to strategic goals (SG), aims (SA) and principles (SP) as follows:

Policy SG4: To ensure that development is consistent with the principles of sustainable development

Policy SA1: Secure highest quality of the environment throughout the District

Policy SA2: Strategic Aim to encourage development in locations that will reduce the need to travel, promote the use of public transport and other sustainable modes and reduce the journey lengths of those trips which are made by car

Policy SP3: Seeks to ensure that new development will be concentrated within or adjoining main urban areas and settlements, with existing public transport provision or a good potential for new provision.

The relevant Leeds Unitary Development Plan policies are considered to be: -

Policy GP5: Refers to development proposals should seek to avoid loss of amenity.

Policy BD5: All alterations and extensions should respect the scale, form, detailing and materials of the original building.

Policy N12: Refers to all development proposals should respect fundamental priorities for urban design.

Policy N13: Refers to design of new buildings should be of high quality and have regard to character and appearance of surroundings

Policy N19: All new buildings and extensions within or adjacent to conservation areas should preserve or enhance the character or appearance of the area.

Policy T2: Refers to development capable of being served by highway network and not adding to or creating problems of safety

Policy T24: Refers to parking guidelines for new developments

### **Relevant supplementary guidance:**

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.

Street Design Guide SPD  
Guiseley Conservation Area Appraisal and Management Plan

#### DRAFT CORE STRATEGY

The Publication Draft of the Core Strategy was issued for public consultation on 28th February 2012 and the consultation period closed on 12th April 2012.

The Core Strategy sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. On 26th April 2013 the Council submitted the Publication Draft Core Strategy to the Secretary of State for examination and an Inspector has been appointed. The examination occurred in October 2013.

As the Council has submitted the Publication Draft Core Strategy for independent examination some weight can now be attached to the document and its contents recognising that the weight to be attached may be limited by outstanding representations which have been made which will be considered at the future examination.

#### POLICY P10: DESIGN

New development for buildings and spaces, and alterations to existing, should be based on a thorough contextual analysis to provide good design appropriate to its scale and function.

New development will be expected to deliver high quality innovative design that has evolved, where appropriate, through community consultation and which respects and enhances the variety of existing landscapes, streets, spaces and buildings according to the particular local distinctiveness and wider setting of the place, contributing positively towards place making and quality of life and be accessible to all.

Proposals will be supported where they accord with the following key principles;

- (i) The size, scale and layout of the development is appropriate to its location and respects the character and quality of the external spaces and the wider locality,
- (ii) The development protects the visual, residential and general amenity of the area including useable space, privacy, noise, air quality and satisfactory penetration of daylight and sunlight,
- (iii) The development protects and enhance the district's historic assets in particular existing natural site features, historically and locally important buildings, skylines and views,
- (iv) Car parking, cycle, waste and recycling storage are integral to the development,
- (v) The development creates a safe and secure environment that reduce the opportunities for crime without compromising community cohesion.
- (vi) The development is accessible to all users.

#### NATIONAL PLANNING POLICY:

The National Planning Policy Framework was issued at the end of March 2012 and is now a material planning consideration. The NPPF provides up to date national policy guidance which is focused on helping achieve sustainable development. There is a presumption in favour of sustainable development. The basis for decision making remains that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The Planning System should have a role in " supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being" (NPPF paragraph 7).

## **9.0 MAIN ISSUES:**

- 1) Principle of development
- 2) Impact on Conservation Area
- 3) Highway Safety and Parking
- 4) Other material planning issues
- 5) Conclusions

## **10.0 APPRAISAL:**

### **Principle of development:**

- 10.1 With regards to the principle of development, the site is located immediately adjacent Guiseley (Otley Road) S2 centre in an location well served by the bus, train and road network. As such, given the sustainability of this location, it is considered that the principle of providing additional commercial storage accommodation to an existing business in this location is acceptable

### **Impact on Guiseley Conservation Area:**

- 10.2 The application site is located within Guiseley Conservation Area and has been designated as a positive building in the Guiseley Conservation Area Appraisal and Management Plan, it is therefore essential that careful consideration is given to the impact the development will have on its protected appearance and character.
- 10.3 The existing building comprises of an original two storey stone built former mill building, considered to be the principal building on the site, which, over time, has been extended to the front with simple stone and brick single storey extensions. A smaller historic single storey building remains and has been largely subsumed within the extensions. The extensions, whilst not being of significant quality or architectural value, give the building the appearance of having been developed organically with an extended form appropriate for its prominent position within Guiseley Conservation Area. In addition to the positive historic characteristics of the existing building, the site sits in a prominent location within the Conservation Area, with clear views afforded to the site from Otley Road, Oxford Road, Station Road and other public vantage points.
- 10.4 The proposed extensions introduce a large first floor extension spanning the two single storey gable extensions with a large and awkward asymmetric roof and double gable. The design and form of the extension is contemporary with the use of timber cladding and aluminium together with course stone and artificial stone slate. In

extending the building in this way, the modest, organic and historic form of the building will be lost and the resulting extension will be a disproportionately large addition to the building. Furthermore, an extension of this scale and design in this prominent location will result in a significant adverse impact on the character of the wider Guiseley Conservation Area as it will introduce an incongruous feature into attractive views from the surrounding public vantage points. It is also noted that the small single storey historic stone building, which currently can be read as an attractive historic element of the extended building, would be fully subsumed within the large extension resulting in its loss.

- 10.5 In light of the above concerns, it is considered that the proposed extension will result in significant harm to the character and appearance of both a building designated as a positive building within the Guiseley Conservation Area and the wider Conservation Area.

#### **Highway safety and parking:**

- 10.6 Consideration has been given to the impact the proposed development will have on highway safety and parking locally. Highway Development Control have been consulted regarding the proposal and have raised objections to the extension. The concerns relate intensification on this site. The extended premises are likely to attract additional large vehicles in this constrained area, either for the existing or future tenants of the premises. This is a significant concern due to lack of manoeuvrability area for safe large vehicle movements.
- 10.7 In addition to these highway safety concerns, there are also issues with the lack of parking provided. The provision on-site is and would only be 3 spaces. The fourth space provided would not be useable as it would result in the blocking of the loading bay door. This amount of parking for the new size of the premises is not acceptable. UDP guidelines recommend at least 7 spaces provided on-site for this edge of town centre site. It is therefore anticipated that the extension to the warehouse is likely to result in the inappropriate overspill of parking on the private road and in the vicinity on-street, which will cause access problems for cars, large vehicles and pedestrians.

#### **Other material planning issues:**

- 10.8 It is accepted by officers that the extension would help facilitate the expansion of an existing local business creating some additional employment. Whilst weight has been given to this clear economic benefit it is considered that this, on its own, does not outweigh the significant harm that would result to Guiseley Conservation and highway safety locally.
- 10.9 Consideration has been given to the impact the development will have on the health and future viability of the protected trees at the rear of the site. As the development is largely located away from these trees and does not involve the increase in the footprint of the building, it is considered that, with appropriate construction protection methods employed, no adverse harm will be caused to these trees as a result of the development.

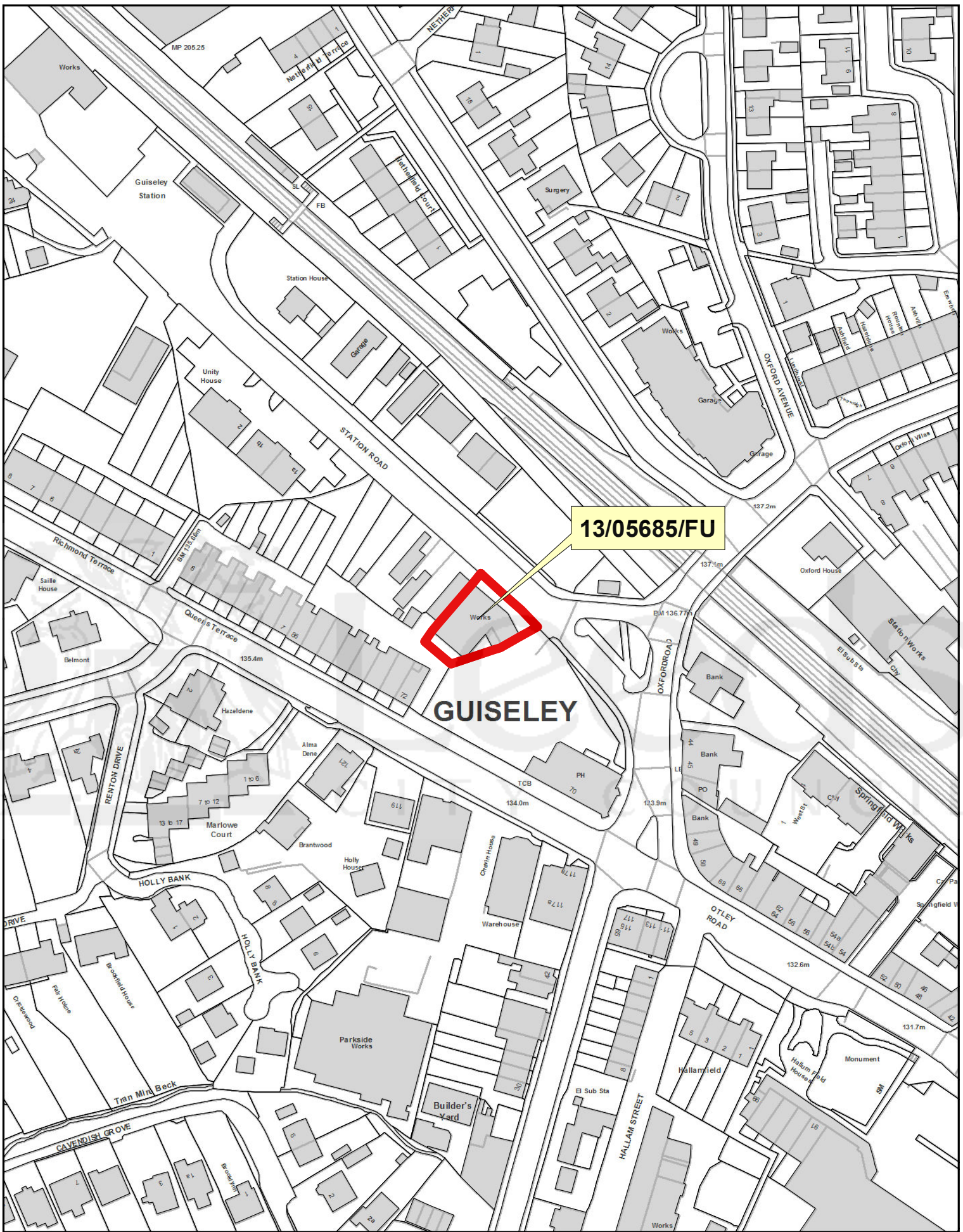
#### **Conclusion:**

- 10.10 In conclusion, it is considered that the proposed extension will result in significant harm to the character and appearance of the existing building and wider Guiseley

Conservation together with adverse impact on highway safety locally. Consideration has been given to reducing the scale and improving the design and form of the extension to address the conservation concerns and weight has been given to the economic benefits of enabling this established business to expand. However, the required amendments require significant changes and reductions and would not address the highway and parking concerns the proposal raises. As such, as the application is contrary to the relevant policies of the Unitary Development Plan and National Planning Guidance and as there is no option to address or mitigate the conservation and highway concerns, it is recommended that planning permission should be refused.

Background Papers:  
Applications 13/05685/FU





# SOUTH AND WEST PLANS PANEL

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