



Report of the Chief Planning Officer -

SOUTH AND WEST PLANS PANEL

Date: 18th February 2016

Subject: Application number 15/05179/FU: Three new dwellings, 2 Church Lane, Adel, Leeds, LS16 8BZ

APPLICANT

Stonebridge Homes Limited

DATE VALID

28th August 2015

TARGET DATE

23rd October 2015

Electoral Wards Affected:

Adel and Wharfedale

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. 3 year time limit on full permission.
2. Development in accordance with the approved plans
3. Submission and approval of external walling and roofing materials.
4. Full details of boundary treatments.
5. Vehicular areas to be laid out, surfaced and drained.
6. Turning areas to be submitted and agreed
7. Roadside boundary to not exceed 1m in height.
8. Implementation of landscaping scheme.
9. Submission of landscape management plan.
10. Protection of trees, hedges / shrubs during construction.
11. Preservation of retained trees, hedges / shrubs.
12. Requirement to replace any failing trees/ hedges/ shrubs within 5 years of approval
13. Drainage details to be submitted
14. LPA to be notified of any unexpected contamination
15. Imported soil to be tested for contamination

1.0 INTRODUCTION:

- 1.1 This application is brought to Plans Panel in at the request of Councillor Barry Anderson and Councillor Caroline Anderson for the reasons that the development is for too many properties on the site resulting in a development which is out of character with the wider area and results in issues of privacy and highway safety contrary to the Adel Neighbourhood Design Statement and the emerging Adel Neighbourhood Plan.

2.0 PROPOSAL:

- 2.1 The application is for the demolition of an existing bungalow and replacement with one detached property and two semi-detached properties.
- 2.2 The detached property (Plot 1: Ingleton) is a large rendered four bedroom dwelling. The property is designed with a dual frontage to address Otley Road to the front and Church Lane to the side. The design includes gable elements and a hipped roof. A attached single garage is located to the site.
- 2.3 The semi-detached properties (Plots 2 and 3: Pateley) are 4 bedroom rendered dwellings designed with gable roofs and a dual front gable. Bay windows are included to the front elevation. Detached single garages are located to the rear of the properties.
- 2.4 Vehicular access for plots 2 and 3 is from a shared double driveway off Otley Road. Vehicular access for plot 1 is from the existing access off Church Lane. Vehicular turning areas are provided for all three properties.

3.0 SITE AND SURROUNDINGS:

- 3.1 The application relates to the site of 2 Church Lane. The existing property is a large, extended bungalow. The site occupies a prominent corner plot at the junction of Church Lane and Otley Road. To the frontage on Otley Road is a large grass highway verge. Trees and landscaping are located on the Church Lane frontage. The wider area is mixed in character. To the south of the site are large, render semi-detached properties with significant architectural merit. These properties form a strong, regimented character to Otley Road. To the north of the site are larger, predominantly detached properties, set within spacious plots and set back from the road frontage. Landscaping and grass verges contribute to the wider character of the area.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 15/01163/FU - Demolition of existing bungalow and erection of three detached 2.5 storey dwellings with access and associated infrastructure – Refused for the following reason:

Reason 1:

The Local Planning Authority considers that, by reason of the inappropriate design and layout, the proposal for 3 detached 2.5 storey houses will result in a cramped layout which will result in the site appearing overdeveloped which is out of keeping with local character and would harm visual amenity. As such the proposed development is contrary to Policy P10 of the Leeds Core Strategy, Policies GP5 and

BD5 of the saved Unitary Development Plan Review (2006), Neighbourhoods for Living SPG and the Adel Neighbourhood Design Statement.

Reason 2:

The Local Planning Authority considers that, by reason of the limited and poor quality garden space, plot 1 fails to provide an adequate level of useable amenity space for future occupants. As such, the proposed development is contrary to policies GP5 and BD5 of the saved Unitary Development Plan Review (2006) and Neighbourhoods for Living SPG.

5.0 HISTORY OF NEGOTIATIONS:

5.1 Following the refusal of the previous planning application (15/01163/FU) discussion has taken place regarding amendments to the scheme which were considered necessary to address the reasons for refusal. The amendments undertaken are as follows:

1. The replacement of the detached properties in plots 2 and 3 with a pair of semi-detached properties to reflect the existing pattern of development along Otley Road.
2. The scale of the roofs of plots 2 and 3 have been reduced to reflect the roofs of the neighbouring semi-detached properties.
3. The design of the property on plot 1 has been amended to a hipped roof to reflect the predominant roof form of the properties located on junctions within the vicinity of the site and to help reduce the scale and mass of the dwelling.
4. The highway arrangements have been amended to include a single vehicular access for properties 2 and 3 off Otley Road and the use of the existing access off Church Lane for property 1.

6.0 PUBLIC/LOCAL RESPONSE:

7 letters of representation have been received raising the following issues:

1. The development will result in overshadowing of neighbouring properties.
2. The development will be detrimental to highway safety locally.
3. The development is an overdevelopment of the site.
4. The generic appearance and bland design of the property will be out of character with the area.
5. Two dwellings would be more appropriate for this site.
6. The construction of the development will cause noise and nuisance locally.

5 further letter of representation has been received following re-consultation of the revised plans reiterating the following concerns:

1. The development will be harmful to local highway safety.
2. The development is cramped in appearance.
3. The properties are overbearing and mundane in design.

Councillors Barry and Caroline Anderson have commented on the originally submitted and subsequently revised scheme raising the following concerns:

“The application is still for 3 houses and the site is unsuitable for 3 houses and the layout looks overcrowded although the move towards a semi-detached type of building form is an improvement. The proposal in terms of its scale, architectural design and detail still shows a poor understanding of the character and context. This is an important site in Adel being right on the corner of a very busy crossroads and the proposals for such an important site do not show any relationship to the context. The driveways are shown as all coming out on to Otley Road which will be a hazard at this particular location sited so close to the traffic lights at the crossroads. The properties are overbearing on the properties around them. We would support a reduced number of properties with a more sympathetic design in keeping with the area and which conforms to the Adel Neighbourhood Design Statement.”

7.0 CONSULTATION RESPONSES:

7.1 Highways – No objections subject to conditions

Mains Drainage – No objections subject to conditions

Contaminated Land – No objections subject to conditions

Adel Neighbourhood Forum: No objections to the principle of development. There are concerns with the extent of development proposed and the design of the proposed dwellings. The development should reflect the design of the neighbouring properties. The amount of development should be reduced and the properties should be designed to better reflect the surrounding character.

Adel Neighbourhood Forum has reiterated these concerns in providing comments on the revised scheme.

8.0 PLANNING POLICIES:

Local Policy

8.1 Section 38 of the Planning and Compulsory Purchase Act 2004 requires that planning applications are determined in accordance with the development plan unless material considerations indicate otherwise.

8.2 The Development Plan comprises of the Core Strategy, saved policies of the UDP (2006) and the Natural Resources and Waste Local Plan.

The Core Strategy (CS) was adopted by the Council on 12 October 2014. Relevant CS Policies:

- H2 allows for new housing on unallocated sites where there is no adverse impact on the capacity of existing transport, education and health infrastructure.
- P10 relates to design and requires new development for buildings and spaces, and alterations to existing, to be based on a thorough contextual analysis and provide good design that is appropriate to its location, scale and function.
- P12 aims to conserve and enhance townscapes and landscapes.
- T2 requires new development to be located in accessible locations that are adequately served by existing or programmed highways, by public transport and

with safe and secure access for pedestrians, cyclists and people with impaired mobility.

Relevant Saved Leeds Unitary Development Plan (Review) 2006 Policies:

- GP5 seeks to ensure that development proposals resolve detailed planning considerations, including amenity.
- BD5 requires new buildings to give consideration to both their amenity and that of their surroundings.
- LD1 requires development proposals to protect existing vegetation, allow sufficient space around buildings to retain existing trees in healthy condition and allow new trees to grow to maturity.

8.3 The Natural Resources and Waste Local Plan (NRWLP) was adopted by the Council on 16 January 2015. Policy Land 2 is relevant:

- Policy Land 2 relates to development and trees and requires development to conserve trees wherever possible and introduce new tree planting. Where tree removal is agreed in order to facilitate development, suitable tree replacement should be provided on a minimum three for one replacement to loss. Such planting should be on site as part of an overall landscape scheme.

Supplementary Planning Guidance/ Documents

1. Neighbourhoods for Living
2. Adel Neighbourhood Design Statement
3. Adel Neighbourhood Plan (emerging)

National Policy

8.4 The National Planning Policy Framework (NPPF) sets out the Government's planning policies and contains policies on a range of issues including housing, sustainable development, green belt, conservation, the local economy and design.

8.5 In respect of design it states that "good design is indivisible from good planning" and Local Authorities are encouraged to refuse "development of poor design", and that which "fails to take the opportunities available for the improving the character and quality of an area and the way it functions, should not be accepted".

9.0 MAIN ISSUES

- Principle of development
- Visual amenity
- Residential amenity
- Highway safety
- Letters of representation
- Conclusions

10.0 APPRAISAL

Principle of development

10.1 With regards to the principle of development, Policy H2 of the Leeds Core Strategy states that:

'New housing development will be accepted in principle on non-allocated land providing that ... the number of dwellings does not exceed the capacity of transport, educational and health infrastructure, as existing or provided as condition of development.'

- 10.2 The site forms previously developed land as the existing bungalow will be demolished to allow room for the new houses to be constructed. In addition as the site is located within a sustainable location close to local amenities and public transport links and the proposal is not of a scale that will exceed the capacity of local infrastructure, the redeveloping this site is acceptable in principle.

Visual amenity

- 10.3 In assessing the impact the design of the individual properties needs to be considered together with the overall impact the development will have on the visual amenity of the area. The Adel Neighbourhood Design Statement (ANDS) on page 22 refers to the eastern side of Otley Road as being characterised by solid large semi detached and detached homes, some infill of later decades with a plurality of building materials. The ANDS notes that building heights are two storey with gabled roof designs. The existing bungalow which has been extended and altered is at odds with this character identification in the ANDS. The bungalow is not especially prominent in the street scene given the boundary treatment that exists but it is of a size and form which jars with the uniformity and appearance of the two storey dwellings on the eastern side of Otley Road.
- 10.4 With regards to the design of the proposed properties, Plots 2 and 3 (Pateley) are considered acceptable. The design, form and detail respond to the appearance of the attractive and substantial semi-detached properties which neighbour the site fronting Otley Road. The properties are semi-detached with large gable roofs, bay window elements and dual front gables. Moreover, the properties are to be rendered to match the white render of the neighbouring properties. The properties also continue the spacing and rhythm of development along Otley Road ensuring the development will sit comfortably with the existing pattern of development and character of the established street scene. It is therefore considered that these properties are appropriately designed and respond sympathetically to the character of development locally. This accords with the Adel Neighbourhood Design Statement.
- 10.5 With regards to Plot 1 (Ingleton) this occupies the most prominent area of the site with clear views from both Church Lane and Otley Road. It is therefore imperative that this property sensitively responds to its prominent location. The property has been designed with a dual aspect to ensure there is an active frontage to both Church Lane and Otley Road. The property has a hipped roof which reflects the form of the surrounding properties occupying prominent corner plots. An appropriate degree of separation is provided between the property and plots 2 and 3 to maintain the spacing between properties which is a strong characteristic of Otley Road. Whilst the property is located closer to the road than the property to the rear, Church Lane does not have the same regimented building line as Otley Road and therefore this siting is not considered to be incongruous or harmful to the established

character of Church Lane. Overall, it is considered that the property will not be harmful to character and appearance of either Otley Road or Church Lane.

- 10.6 With regards to the access driveways, the driveway to plot 1 utilises the existing vehicular access from Church Lane and therefore does not result in any significant change to the appearance to the street. The driveway to plots 2 and 3 is located over the grass verges along Otley Road. The existing driveways along Otley Road traverse the grass verge and therefore the addition of a further double driveway, with the retention of the large majority of the existing grass verge, will not be harmful to the local character.
- 10.7 Careful consideration has been given to the extent of hardstanding required within the site to facilitate parking and the safe and convenient manoeuvring of vehicles. The required hardstanding for plots 2 and 3 results in the large extent of the front gardens of these properties being used as driveway. Whilst this is not ideal, given these properties are set back beyond the highway verge and there is opportunity to screen this with boundary landscaping to the front it is not considered that the extent of hardstanding will result in significant harm to the character and appearance of the street scene.
- 10.8 Overall, it is considered that the design of the proposal responds appropriately to the prominent site and adequately reflects the prevailing character of development locally. The development will therefore maintain the character and appearance of the area. This accords with Core Strategy policies H2 and P10. The design, scale and detailing of the new houses and their means of access is considered to accord with the character identification in the Adel Neighbourhood Design Statement and will promote local identity and distinctiveness.

Residential amenity

- 10.9 Consideration has been given to the impact the development will have on the residential amenity of both future occupants and the occupants of neighbouring properties.
- 10.10 With regards to future occupants of the development, the properties will largely provide a good level of amenity with appropriate level of private outdoor amenity space being provided to the rear. Whilst the garden areas provided are smaller than the majority of gardens of neighbouring properties, the extent of useable garden meets the minimum requirements for private amenity space as prescribed in Neighbourhoods for Living. As such the development will provide future occupants an adequate level of outdoor amenity space.
- 10.11 With regards to neighbouring properties, the layout of the development has ensured that the development will not result in any significant overshadowing of neighbouring properties and sufficient distance has been achieved to shared boundaries to ensure that no significant overlooking or loss of privacy will result. The rear facing windows of property 1, at their closest, are 8 metres from the shared rear boundary with 4 Church Lane. The windows of Plots 2 and 3 are at least 12 metres to the boundary. This degree of separation is sufficient to prevent any significant issues of overlooking or loss of privacy. The layout of the development is such that no

overshadowing or dominance will result to the garden areas or habitable room windows of either the existing neighbouring properties or the proposed properties.

- 10.12 There is some concern regarding the impact the impact vehicular movements will have on the amenity of future occupants. The shared access driveway requires vehicles to drive in close proximity to the front windows of plots 2 and 3 inevitably resulting from some disturbance from headlights and engine noise. However, given this will be from vehicular movements of only two adjoined properties and this arrangement will be evident to any future occupants and does not impact existing occupants of neighbouring properties, it is not considered that any impact will be unduly harmful to residential amenity.
- 10.13 Overall, it is considered that the development would provide future occupants a reasonable level of amenity and will preserve the amenity of the occupants of the neighbouring properties

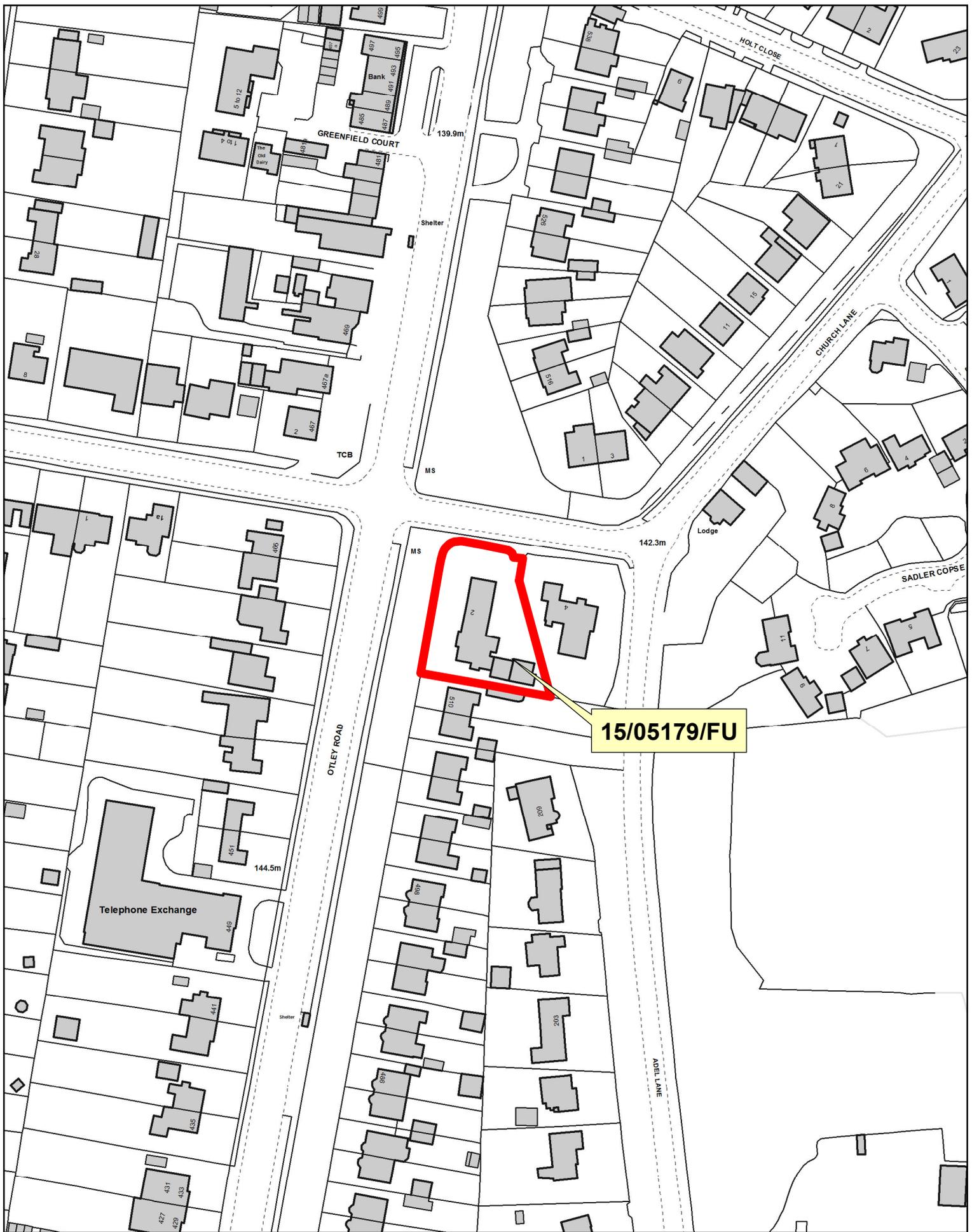
Highway Safety and Parking

- 10.14 Consideration has been given to the impact the development will have on highway safety locally. The proposed double driveway directly onto Otley Road which serves Plots 2 and 3 is acceptable. The driveway would be directly adjacent to an existing access point and has adequate spacing from the signalised junction and an adequate view of traffic on Otley Road. The shared driveway would be wide enough to allow two cars to pass one another if they were to meet in opposing directions, there would also be enough inter-visibility between drivers to allow safe movement without causing a hazard to other road users on the highway. In addition there is sufficient turning space to ensure that vehicles can turn to exit the site in a forwards direction.
- 10.15 The use of the existing vehicular access off Church Lane to serve property 1 is acceptable. As this access will continue to serve as single dwelling it will not result in any additional safety issues. The driveway will be laid out to enable a vehicle to turn within the site to ensure it is able to exit the site in a forward direction.
- 10.16 Overall, subject to appropriate highway conditions, the development will not be harmful to highway safety locally.

Conclusions

- 10.17 In conclusion, it is considered that the proposed scheme is of an appropriate design and scale ensuring it will be in keeping with the established character of the locality and will not be harmful to the living conditions of the occupants of neighbouring properties, will provide an adequate level of amenity for future occupants and will maintain highway safety on Otley Road and Church Lane. As such the proposal is considered to comply with the relevant development plan policies referred to in the planning policies section above and the application is therefore recommended for approval subject to conditions.

- Application files: 15/05179/FU
- Certificate A signed by applicant.



SOUTH AND WEST PLANS PANEL

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