



Leeds
CITY COUNCIL

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Report of the Chief Planning Officer

PLANS PANEL SOUTH AND WEST

Date: 17th March 2016

Subject: APPLICATION 15/05383/FU – Two semi-detached houses with associated works on land adjacent to 3 Coronation Street, Carlton, WF3 3RD.

APPLICANT

Keepsake Construction
Limited

DATE VALID

15th September 2015

TARGET DATE

22nd March 2016
(Extension of time)

Electoral Wards Affected:

Rothwell

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 conditions referred to below:

Conditions:

1. Time limit on permission
2. Plans to be approved
3. Details of fences and walls to be provided
4. Materials to be submitted for approval.

5. Statement of Construction Practice to include provision for contractors during construction and means of preventing mud on highway, plus hours of construction (0900 to 1700 Mon to Sat 1000 – 1300 Sun and Bank Hol).
6. Laying out of areas to be used by vehicles
7. Vehicular access gradients specified
8. Gradient of drives not to exceed specified requirement
9. Prior to commencement cycle and parking facilities to be submitted and agreed
10. Prior to commencement condition of vehicular highway to be submitted and agreed
11. Boundary treatment adjacent to highway to be no higher than 600mm
12. Submission and implementation of landscaping details
13. Protection of retained trees and hedges
14. Preservation of retained trees and hedges
15. Provision for replacement trees and planting as necessary
16. Landscape Management Plan
17. Submission of walling and roofing materials
18. Submission of surfacing materials
19. Flood Risk management details to be submitted
20. Feasibility of infiltration drainage to be submitted and agreed
21. Phase II site investigation report to be submitted and agreed
22. Testing of any soil brought onto site
23. Reporting of unexpected contamination
24. Submission of verification reports

1.0 INTRODUCTION:

- 1.1 This application is brought to Plans Panel (South and West) at the request of Ward Councillor Golton as he has concerns regarding the access from Coronation Street, due to perceived congestion and demand for on street parking.
- 1.2 The application was deferred at the applicants request at the previous Plans Panel of 18th February to allow the applicant additional time to submit :-
 - i) Additional visuals to demonstrate how the dwellings fitted into the context and streetscene.
 - ii) The redesign of the elevations facing New Road to create an improved street frontage.
- 1.3 Whilst the application was deferred members of Plans Panel carried out a site visit on the morning of 18th February 2016.

2.0 PROPOSAL:

2.1 Proposed is an infill residential development consisting of two units comprising of the following:-

- A pair of three bedroomed semi detached dwellings being two storeys in height.
- Front elevation facing New Road features bay windows at ground floor level. Rear elevation has two storey gable features and large ground floor bays.
- Positioned within the site sitting along the same building line, as the adjacent bungalows.
- Driveway with four car parking spaces are provided to the rear accessed off Coronation Street. The remainder of the site is set out as garden space.
- Landscaping proposed along the boundary facing New Road, retaining the existing hedging and trees with pedestrian access gates.
- Two car parking spaces are provided for the adjacent dwelling number 3 Coronation Street (within red line boundary).
- Materials proposed are a mix of red brick, with artstone under a dark grey tiled roof.
- Buff finished paving proposed with a mix of tarmac finish and gravelling to parking areas.

3.0 SITE AND SURROUNDINGS:

3.1 Application site is a large green space of land adjacent to 1 and 3 Coronation Street, dwellings that form an end terrace. There are two large windows which overlook mature trees, shrubs and some hedging on the side elevation of number 3, however there are no windows to the rear elevation of this property. The application sites boundary to New Road has overgrown hedging and mature trees.

3.2 Towards the north adjacent to the site are bungalows for elderly residents. These have very simple frontages facing New Road with a dwarf wall and hedging to the boundary. A footpath runs along the common boundary of the site and the bungalows. This path provides pedestrian access from New Road to Ashton Crescent towards the east of the site. The Ashton Crescent boundary consists of a stone wall that is overgrown with vegetation, beyond which is an open grass space on Ashton Crescent, located at a lower level to the application site.

3.2 Access to the site is from Coronation Street. This is a shared surface road with no footpaths. Coronation Street consists of two storey brick built terraced rows with traditional features. Coronation Street is a dead end with the boundary stone wall with Ashton Crescent forming the end.

Parking by residents on Coronation Street is to the front of the dwellings, parked at right angles to the dwellings.

- 3.3 The site is opposite the Carlton Local Primary school, which is located on the opposite side of New Road, with access opposite Coronation Street. The site sits within the envelope of Carlton Village close to the village centre. A large part of the site is within Council ownership, as are the adjacent bungalows.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 14/06339/OT Outline application for 3 houses in a terraced row with all matters applied for except landscaping. Refused on the grounds of excessive, scale and layout, constituting overdevelopment of site and unacceptable by overall design. This application site was a larger site incorporating all of the green space around numbers 1 and 3 Coronation Street. Refused 16.01.2015
- 4.2 22/60/99/FU One bedroomed detached bungalow to part of site. Refused due to proximity to other houses. This site incorporated only part of the current application site along the frontage with New Road extending down the side of number 1.

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 The applicant has sought to address the previous reasons for refusal as part of application 14/06339/OT and undertook pre-application advice prior to the latest submission. The applicant has reduced the number of units from three to two, amended the site boundary so that open space to either side is retained, and re-sited the proposed dwellings to better reflect the existing building line.
- 5.2 The applicant and Agent for this application are not the same as previous application 14/06339/OT.
- 5.3 Following Panel Members request to turn the houses around the scheme has been further amended so that the houses have a frontage onto New Road and incorporate bay windows at ground floor level. The applicant has submitted additional visuals to assist in visualizing how the development is located within the context of the area and the streetscene.

6.0 CONSULTATION RESPONSES:

Highways

- 6.1 Parking is provided for the adjacent property (Number 3) and each house will have two off street parking spaces, subject to conditions no highway objections are raised.

Flood Risk Management

- 6.2 Satisfied with the Drainage Strategy submitted and recommend conditions be attached for the submission of a drainage and surface water scheme.

Contaminated Land

- 6.3 No objections subject to suite of standard land contamination conditions to be attached.

7.0 PUBLIC/LOCAL RESPONSE:

- 7.1 Application advertised by site notice posted on site 2nd October 2015 as well as by individual neighbor notification letters posted on 16th September 2015. In total 9 representations of objections have been received from households on Coronation Street, New Road, Ashton Crescent and one from Devonshire Road in Durham.

- 7.2 The objections raise the following summarized objections:-

- Previously 3 houses have been refused the circumstances since then have not changed.
- Car parking is an issue on Coronation Street.
- Access for 4 more cars would be an issue.
- Parking and congestion around school time.
- Enough houses in village already, loss of village feel.
- Will look onto houses when previously looking onto open space.
- Where will builders park and store materials?
- Development does not fit in with surrounding and existing structures.
- Increase in noise and disturbance.
- Will block light in garden for most of the day (Neighbouring bungalow objection -7 New Road).
- Smells and odour from bin yard.
- No notices on site.
- Road and highway safety.
- Health and safety of the elderly by reason of loss of residential amenities.
- Oversubscribed local school.
- Impact on ecology.

- 7.3 Local Ward Member representation

Local Ward member Councillor Golton has concerns regarding the access from Coronation Street due to concerns regarding congestion.

8.0 PLANNING POLICIES:

Planning Policies:

Development Plan

- 8.1 The development plan for Leeds is made up of the adopted Core Strategy (2014), saved policies from the Leeds Unitary Development Plan (Review 2006) (UDP) and the Natural Resources and Waste Development Plan Document (DPD), adopted January 2013. The site is unallocated in the Development Plan. Relevant Policies from the Core Strategy are:
- SP1 – Location of development in main urban areas on previously developed land.
 - P10 – High quality design.
 - P12 – Good landscaping.
 - H2 – Housing on unallocated land
 - T2 – Accessibility.
 - EN5- Managing Flood Risk
- 8.2 Relevant Saved Policies from the UDP are:
- GP5 – General planning considerations
 - N25 – Landscaping
 - BD5 – General amenity issues.
 - LD1 – Landscaping
 - T7A – Secure cycle parking
 - T7B – Secure motorcycle parking
- 8.3 Relevant DPD Policies are:
- GENERAL POLICY1 – Presumption in favour of sustainable development.
 - WATER4 – Effect of proposed development on flood risk. No increase in surface water run-off, incorporate SUDs.
 - LAND1 – Land contamination to be dealt with.
 - LAND2 – Development should conserve trees and introduce new tree planting.
- 8.4 Supplementary Planning Documents
- Street Design Guide
 - Neighbourhoods for Living
 - Parking
- 8.5 Draft Technical Housing Standards 2015

- The housing standards are a material consideration in dealing with applications however limited weight is attached given the early stage within the local plan process in moving towards adoption.
- The proposal consists of 2, three bedroomed dwellings. The housing standards require 95.5msq for 3 bedroomed (5 bedspace) and 86.5sqm for 3 bedroom (4 bedspace) properties.
- The proposed 3 bedroom dwellings will each have a floor area of 104sqm. This is over the minimum requirement and there is no reason to suggest that the properties will result in a cramped form of housing with regards to internal space. Each house provides separate lounge area, large kitchen diner, three double bedrooms, one with en-suite facilities and family bathroom as well as circulation space and a utility room.

National Planning Policy

- 8.6 The National Planning Policy Framework (NPPF), published on 27th March 2012, and the National Planning Practice Guidance (NPPG), published March 2014, replaces previous Planning Policy Guidance/Statements in setting out the Government's planning policies for England and how these are expected to be applied. One of the key principles at the heart of the Framework is a presumption in favour of Sustainable Development.
- 8.7 The introduction of the NPPF has not changed the legal requirement that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The policy guidance in Annex 1 to the NPPF is that due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF. The closer the policies in the plan to the policies in the Framework, the greater the weight that may be given.

9.0 MAIN ISSUES:

- 9.1 Principle of development
- 9.2 Visual Amenity
- 9.3 Highways
- 9.4 Landscaping and trees
- 9.5 Residential amenities
- 9.6 Housing standards requirements
- 9.7 Representations received

10.0 APPRAISAL:

Principle of Development

- 10.1 This is a greenfield site located centrally within an existing residential area, within a sustainable location close to services in the form of the local school, access to bus transport, with a bus stop located close to the site on New Road. The site is unallocated, and the small scale nature of the development of two dwellings is in accordance with Policy H2 of the adopted Core Strategy. The principle of residential development is therefore considered acceptable.

Visual Amenity

- 10.2 The front elevation of the dwellings are to face northwest following the building line of the adjacent set of semi-detached bungalows to the northern boundary. The proposed dwellings will be positioned 4.5m away from the side elevation of the neighbouring bungalow at number 7 New Road. A footpath that links New Road and Ashton Crescent runs along this common boundary. Towards the southern boundary the proposed dwellings will be positioned 2m away from the 2m high fencing to garden area of number 3 Coronation Street. Numbers 1 and 3 Coronation Street are red brick two storey dwellings. Dwellings to the other side of Coronation Street are two storey by scale laid out in a terraced row.
- 10.3 Previous application 14/06339/OT proposed three larger dwellings within the site, the reduction from three units to two improves the provision of additional space around the dwellings and the retention of open space towards the southwest and northeast. The site area has changed to allow for the retention of public open space access off Ashton Crescent to the south east of the site, and the retention of a green area to New Road adjacent to number 1 Coronation Street. This helps to retain the sense of space that the site currently has.
- 10.4 A landscaping scheme is proposed along the boundaries with the retention of the hedging and trees on the western boundary with New Road. Hedging and trees are proposed around the car parking area to the front of the dwellings and along the stone wall boundary with Ashton Crescent which is located at a lower level.
- 10.5 With regards to appearance the village of Carlton has a mix of housing ages and styles ranging from traditional stone built, flat fronted terraces, to red brick villas. There are also 1970's style Council housing which is very plain, and more ornate housing from the 1990's. The proposed buildings have a relatively simply appearance featuring bays to the front, with canopies over the front doors – this is reflective of the attractive double fronted red brick building to the south of the site at 15 New Road. The proposal sits well within its site, set back from the road frontage with a

height that is consistent with the older terraces. Subject to materials being appropriately chosen then the proposal should fit in well with the general character of the area and will not cause visual harm.

- 10.6 The proposed development by reason of its scale, design, layout and landscaping scheme, produces an infill residential scheme that is appropriate in its context and contributes positively towards the character and quality of the area. The proposal is therefore considered to be compliant with Leeds Core Strategy policies P10 and H3, and policies GP5 and BD5 of the adopted Leeds UDP Review (2006) and relevant adopted Supplementary Planning Document "Neighbourhoods for Living".

Highways

- 10.7 Consideration has been given to the impact the development will have on highway safety locally. The site is in a reasonably sustainable location with the provision of a bus stop in close proximity on New Road which residents will be able to access easily. Vehicle access to the site is from Coronation Street which is a shared surface road with no footpaths. Dwellings on Coronation Street currently park on street at right angles to the terraced dwellings.
- 10.8 The scheme provides four off street parking spaces for the two new dwellings, accessed off a separate driveway, as well as an additional two off street spaces for number 3 Coronation Street which will be located to the side of no. 3. The two off street spaces are considered an improvement, as this reduces the current number of vehicles parking on Coronation Street. The proposed additional 4 spaces are off street and will not increase the on street parking on Coronation Street. No concerns are raised with regard to the ability of vehicles to access the parking area subject to a condition requiring any front boundary treatment to be kept low to ensure visibility.
- 10.9 Many objections have been raised regarding highway safety concerns, these concerns are around the number of cars already parking on Coronation Street by existing residents, parking by parents during school drop off and pick up times and where construction traffic will park during the build phase.
- 10.10 The Local Primary school is located opposite Coronation Street and it is acknowledged that parents do park on New Road and adjacent streets. Some attempt to ease the situation has been made through the use of traffic regulation orders however the situation will remain as the school has no specific provision for parent waiting. This is an existing situation and not one that will be worsened by the proposed new housing so there

would be no justification in planning terms for refusing the proposal on these grounds.

- 10.11 With regard to residents parking it is acknowledged that parking on Coronation Street is limited, this is due to the fact that it was not designed originally for car parking and has a limited width. Currently residents seem to park their cars at right angles to houses on the southern side of the street, this would not be prevented by the new housing site. The application provides good off-street parking for both the proposed houses, and also for the existing property at no. 3 (to replace the current two off-street spaces). The site is also located centrally within the village close to such local facilities as the village provides, and in very close proximity to a bus stop. Given this and the fact that it is not considered that the existing situation will be made any worse, the proposal is considered to comply with policy T2 and with the parking guidelines set out in the Parking SPD.

Landscaping and trees

- 10.12 The site is currently greenfield with existing hedging to site boundaries and five trees within the site forming an attractive break in the existing building line. Three trees are proposed for removal along with some hedging that runs diagonally across the site, the trees are not protected. The boundary with New Road will form the front garden areas of the proposed dwellings but the hedging and trees on this boundary will be retained. Additional landscaping is proposed in the form of hedging along the boundary with number 3 Coronation Street and surrounding the area where the proposed car parking spaces are laid out. The existing stone wall that separates the site from Ashton Crescent will be retained. In addition two trees are proposed along the boundary with Ashton Crescent.
- 10.13 Whilst the loss of any trees on the site, and the loss of the overall break in the village is regrettable, the scheme does retain some openness along New Road with the dwellings being set well back from the roadside. The retention of existing trees and hedging to this side will ensure that the current greenness of the site is retained. Properties at the end of Coronation Street will look over the parking area whereas currently the view is one of shrubs/trees and grass. However the green area to the eastern side is retained, which along with new landscaping proposed will not result in a detrimental view across the site. The landscaping scheme is considered to positively contribute towards softening the impact of the proposed development and provides some continuity of existing features. A condition for fuller details of the landscaping scheme to be submitted is recommended.

Residential Amenities

- 10.14 The layout of the site results in both plots having adequate outlooks and

adequate sized garden areas providing sufficient space for private amenity space. The landscaping scheme and boundary treatments provide adequate screening from the main New Road highway.

- 10.15 The side elevation facing number 7 New Street has a secondary kitchen window at ground floor level and a bathroom window at first floor level which would need to be obscure glazed. This overlooks the footpath along the boundary and is 5m away from the blank side elevation of number 7. This distance and that the window serves a bathroom ensures there is no overlooking or loss of privacy to neighbouring dwelling. The kitchen window would give oblique views across to the front of number 7, this area is however open and communal in nature, and the overlooking would provide some additional security. Notwithstanding this however any boundary treatment along this side boundary would restrict views from the kitchen area such that loss of privacy would not be harmful.
- 10.16 The proposed dwellings are two storey's in height adjacent to a pair of semi detached bungalows. The new houses lie to the south of the bungalows. Taking into consideration the distance of 5m between the dwellings and the positioning of the dwellings following the existing building line it is not considered that the two storey height will have a detrimental impact on the neighbouring bungalows by reason of over dominance. The occupier of no. 7 has raised concerns regarding overshadowing and the agent has provided some shadowing diagrams to look at the matter.
- 10.17 The orientation of the proposed houses is such that in June, when the sun is at its highest, very little overshadowing would occur and would be restricted to the footpath area between the site and number 7. In March and September at the equinox's however some overshadowing would occur, covering the side elevation and a small part of the front garden of number 7 at midday, and the rear garden area at 3pm. In assessing how harmful this is it is important to bear in mind the following:
- There are tall trees to the south of the bungalows that cause overshadowing of the area already.
 - The bungalows themselves will cast their own shadow, which in the afternoon will be across their rear amenity space.
 - Due to orientation the new buildings would cause no overshadowing of properties to the north during the morning.
- 10.18 Whilst it is acknowledged that the new dwellings will cause some overshadowing, particularly during spring and autumn afternoons, and particularly affecting the rear amenity area, it is not considered that this would significantly worsen the existing overshadowing that is already caused by trees, and by the bungalows themselves. It is therefore not considered that residents would be unduly harmed and that refusal on this

basis could not be substantiated.

- 10.16 The distance of the side elevation of the dwelling to the rear elevation of number 3 Coronation Street is 8m in total. The rear elevation of number 3 is a blank gable. The proposed bathroom window at first floor level will have no detrimental impact on the residential amenities of number 3 Coronation Street. The windows to the side elevation of number 3 Coronation Street will overlook the proposed car parking area. The rear elevation of number 1 Coronation Street has a bathroom window at first floor level, the distance to this window is 12m in total. It is not considered that the proposed dwellings will have a detrimental impact on the residential amenities of both numbers 1 and 3 Coronation Street.
- 10.17 On balance the proposed layout and design is acceptable and is not considered to have a detrimental impact on the occupants of the proposed dwellings and existing neighbouring dwellings. The proposal satisfies the requirements of policies GP5 of the UDP and policy P10 of the Core Strategy, as well as to guidance within Neighbourhoods for Living.

Representations received

- 10.18 The representations received raise a number of concerns that have been addressed above. Other matters are addressed as follows:
- 10.19 Circumstances since the refusal of three dwellings have not changed with regard to planning policy. The dwellings have been reduced from three larger houses to a pair of semis, and the site area has been reduced to retain some open space, consequently the concerns raised previously are considered to have been addressed.
- 10.20 Loss of village feel. The proposal is small scale in nature and an infill to the village rather than an extension of the village. Where an existing open space is considered to enhance the character and appearance of an area then retention would be sought, however in this case, much of the site is screened from views along New Road by the hedging, which will be retained, and many views include the houses that surround the site. Consequently it is not considered that loss of the site would be significantly harmful to the visual amenity of the village.
- 10.21 Look onto houses, whereas previously looked onto open space- views across a site are not a material planning consideration, however the site will be landscaped and will present an appropriate residential view.
- 10.22 Concerns raised regarding construction can be dealt with through a condition which will require details of where construction vehicles will park, storage areas etc. It is also considered appropriate to restrict the hours of

construction due to the needs of residents adjacent to the site.

11.0 CONCLUSION:

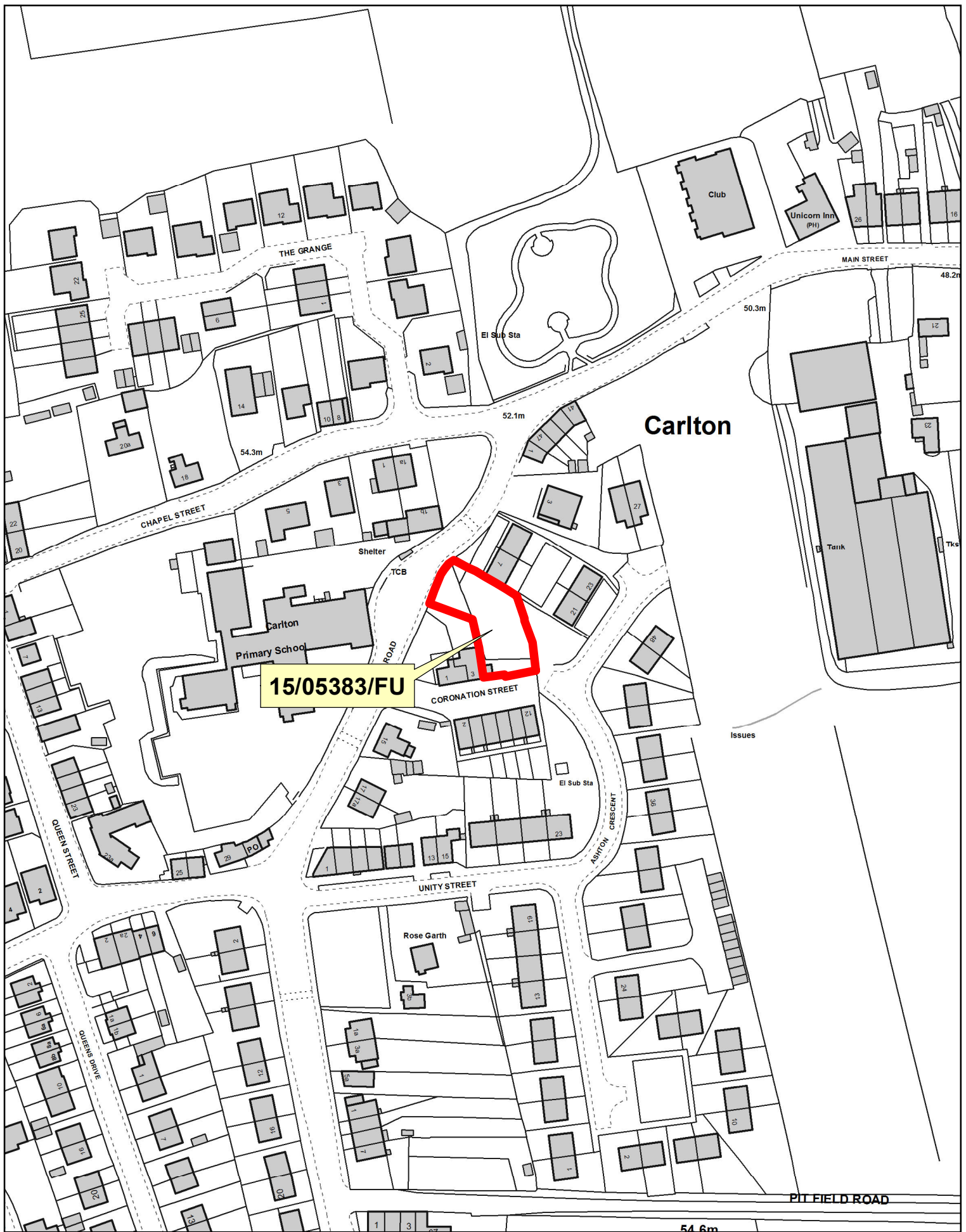
11.1 The Planning Act requires planning applications that comply with the terms of the development plan to be considered favourably. The principle of the development accords with the Core Strategy and the design and layout of the development is in line with the Councils Neighbourhoods for Living SPD. These factors should be given significant weight in reaching a decision.

11.2 On balance the overall benefits of the infill residential scheme as laid out in the body of the report; outweigh the loss of a greenfield site. It is considered that the proposal of one pair of semi detached houses as part of application 15/05383/FU is acceptable.

Background Papers:

Application files 15/005383/FU

Application file 14/06339/FU



SOUTH AND WEST PLANS PANEL

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PRODUCED BY CITY DEVELOPMENT, GIS MAPPING & DATA TEAM, LEEDS CITY COUNCIL

SCALE : 1/1500

