



Report of the Chief Planning Officer

PLANS PANEL CITY CENTRE

Date: 16th February 2012

Subject: APPLICATION 11/04825/FU: CHANGE OF USE, CONVERSION AND ERECTION OF 2 THREE STOREY EXTENSIONS TO FORM 27 STUDENT FLATS, ASSOCIATED CYCLE STORAGE, LANDSCAPING, DEMOLITION OF PREFABRICATED OFFICE EXTENSIONS AT 20-28 HYDE TERRACE, LEEDS, LS2 9LN.

APPLICANT	DATE VALID	TARGET DATE
Cave Developments Ltd	23/11/11	22/2/12

Electoral Wards Affected:

Hyde Park and Woodhouse

Yes

Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: GRANT PERMISSION subject to the specified conditions (and any others which might be considered appropriate)

Conditions

1. Standard time limit.
2. List of plans to be approved.
3. Standard contaminated land conditions x2.
4. Materials to be agreed.
5. 1:20 scale drawings of typical junctions.
6. Details of all excrescences.
7. Full details of the repair/rebuilding work to the existing building including the retention and reuse of fireplaces and other original features.
8. Details of sustainability measures to be agreed to include attainment of Code for Sustainable Homes Level 3.
9. Submission details of hard and soft landscaping, design of lift, works to boundary wall and introduction of railings.
10. Preservation and protection of existing retained trees.
11. Replacement of any failed trees in first five years.

12. Details of contractors' compound, storage of materials and methods to keep the highway clear of mud.
13. Full details of drainage.
14. Full details of sound insulation measures.
15. Obscure glazing to side bathroom and kitchen windows in south east elevation.
16. Provision of a TRO adjacent to the site.
17. Implementation of Travel Plan.
18. Condition restricting occupation by full time students.

Reasons for approval:

In granting permission for this development the City Council has taken into account all material planning considerations including those arising from the comments of any statutory and other consultees, public representations about the application and Government Guidance and Policy as detailed in the Planning Policy Guidance Notes and Statements, and (as specified below) the content and policies within Supplementary Planning Guidance (SPG), the Regional Spatial Strategy 2008 (RSS) and The Development Plan, the Leeds Unitary Development Plan Review 2006 (UDPR).

GP5, GP11, GP12, BC7, BD2, BD5, BD6, T2, T5, T6, T24, H4, A4, SA8, SA9, SP8, N12, N13, N19, N25, N26, LD1.

On balance, the City Council considers the development would not give rise to any unacceptable consequences for the environment, community or other public interests of acknowledged importance.

1.0 INTRODUCTION:

- 1.1 Members will recall undertaking a site visit and receiving a pre-application presentation regarding the redevelopment of 20-28 Hyde Terrace in October 2011. The Panel accepted the principle of development and the basic form, scale and detailing of the extensions and alterations to the original Victorian terrace. Some Members stated the proposal may exacerbate parking problems in the area. Further negotiations have taken place with the developer regarding the comments raised by Members and the scheme is now recommended for approval.

2.0 PROPOSAL:

- 2.1 It is proposed to refurbish the existing Victorian terrace, demolish the prefabricated modular extensions and erect two new extensions to create 27 student flats. A central landscaped courtyard is created to the rear and servicing takes place on the adjacent cobbled street, a private road. Secure cycle storage is provided for all flats in the basement of the existing terrace.
- 2.2 A total of 97 bedrooms are provided, there are 9 two bed, 3 three bed, 7 four bed, 6 five bed and 2 six bed flats.
- 2.3 The existing terrace requires some internal reorganisation to create the desired accommodation. Additional accommodation is provided in the roof space therefore new roof lights are added to both the front and rear elevations. Three new dormer windows are added to the front roof slope that are designed to reflect the existing traditional pitched roof dormers. Two of these new dormers replace existing unsympathetic flat roof dormers and the other replaces an existing roof light. An existing flat roof dormer to the rear is removed and replaced with roof lights. A basement window to number 20 is lowered to create a new doorway into the

proposed basement flat. The render to the south east elevation is to be removed to expose the original brickwork; new windows are inserted into this elevation. Existing flues and other unsympathetic excrescences will be removed and the building façade generally refurbished. The front boundary wall will receive new railings.

- 2.4 All existing prefabricated extension at the rear are demolished and two new red brick, slate roof, three/four storey wings are erected along the southeast and northwest boundaries. All windows will be in timber painted white. Both extensions appear subservient to the existing terrace.
- 2.5 The extension along the northwest boundary appears as a three storey extension from the adjacent cobbled street but due to a change in levels across the site has four levels of accommodation. This extension has a traditional design to the external elevation incorporating pitched roof dormers, contrasting brick string courses and traditional vertical proportions to the windows. The elevation facing into the site has a more contemporary appearance with simple flat roof dormers and larger areas of glazing. However, the string course and verticality to the windows is continued.
- 2.6 The new extension along the south east boundary sits just inside the boundary wall. A traditional pitched roof dormer is added to the external elevation and a contrasting string course extends across all elevations. A vertical emphasis is repeated to the new windows. To link to the existing, a contemporary design flat roof link is proposed that is clad in copper. A copper clad feature wall is added to the external elevation of the extension that prevents overlooking of the adjacent Covance site.
- 2.7 The courtyard created by the existing terrace, two extensions and rear boundary wall will be part grass part stone paving, contain five new trees and other planting and provide three separate bin stores. Access into the courtyard is controlled by a security gate onto the cobbled street to the north west. A lift ensures wheelchair access from the courtyard to street level and allows the bins to be wheeled out to the street.
- 2.8 A section 106 agreement is not necessary as the proposal does not exceed the threshold for requiring a Public Transport Contribution and affordable housing is not sought for student accommodation.
- 2.9 The application is supported by the following documents:
- Planning and Design and Access Statement.
 - Statement of Community Involvement.
 - Travel Plan Statement.
 - Potential Contamination Statement.

3.0 SITE AND SURROUNDINGS:

- 3.1 20-28 Hyde Terrace is a terrace of five large Victorian properties that have been extended to the rear by unsympathetic flat roof prefabricated modular buildings. The original red brick terrace buildings have steeply sloping slate roofs, large gable features, bay windows, a mix of traditional and more contemporary flat roof dormer windows and small front gardens. Most of the land within the site to the rear of the original terrace has been taken up by the unsightly extensions. Until recently, the site provided University office and laboratory accommodation. The site is currently up for sale.

- 3.2 The site is located within the City Centre boundary and the Woodhouse – Clarendon Road Conservation Area. The short terrace to the northwest, numbers 30-34 Hyde Terrace, are grade II listed buildings. There are also a number of other listed buildings in the vicinity of the site including Springfield House to the northeast (part of the Covance medical testing facility) plus Clarendon House and Hanover House to the south. The site is outside the Area of Housing Mix.
- 3.3 The Faversham public house is to the immediate rear/northeast of the site, the Covance medical testing facility is to the east with the LGI and University beyond that. There is also a mix of commercial and residential properties surrounding the site.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 None.

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 Officers visited the site with the developer, agent and architect in September to examine the existing and proposed development. Officers supported the principle of the development of the site and provided comment on the scale, form and detailing of the new build element and alterations to the Victorian Terrace. Further proposals were received and officers agreed the scheme should be presented to Members for further comment.
- 5.2 On 27th October 2011 Members visited the site and received a pre-application presentation from the planning agent. Members generally supported the principle for the re-use of the building for student accommodation as Members felt this site was close to the university which should lead to a reduction in the need for cars. Members commented that redevelopment of the building for general market flats would create greater pressure on car parking in local streets but also acknowledged that some residents would feel the area was already saturated with student accommodation. Members also appeared generally happy with the sympathetic approach to the design of the new build wings and accepted the proposed treatment of the dormer windows. The Panel requested more detail on the proposals to ensure a car free scheme. Comments in detail included the following, a brief response to each point is provided in italics with further comment in the appraisal section below.

5.3 Main Building

- Welcomed the sympathetic approach but were keen to ensure the retention of internal original fixtures such as fireplaces and staircases. *Response: All main staircases are retained and whereas some existing partitions are removed the general internal layout is protected. A condition will be added to ensure all original fireplaces and other features will be retained or reused within the building.*
- Suggested the rear flat roof dormer should also be removed. *Response: This has been removed.*
- Due to the depth of the main building, care should be taken to ensure that the basement accommodation in particular provided sufficient light. *Response: Section drawings have been provided and the amenity is considered acceptable, drawings will be presented to Panel.*
- Noted the front elevation depicted 5 separate house entrances and whether this feature would be retained. *Response: The five entrances are being retained.*

- Suggested the render to the gable end should be removed. Response: *The render is to be removed to leave a brick gable.*
- Commented on the stained glass window and whether its retention would be beneficial to the main building. Response: *The stained glass window is proposed to be retained.*
- The removal of the prefabricated extensions could reveal new features to the stonework on the rear elevation.
- The mullioned window to the rear should be examined and retained. Response: *This feature is proposed to be retained.*
- The chimneys should be retained as these were a feature in the locality. Response: *Existing chimneys are to be retained.*
- Suggested that the white render/timber to the eaves of the front elevation should be reviewed as part of the proposals. Response: *A full repair and restoration of the original building is proposed and will be conditioned.*

5.4 New build

- Noted that elements of the main building were reflected in the drawings for the wings but required further detail on the design and dimensions of the new wings, the cluster flats. Response: *Further detail has been provided and will be presented to Members.*
- Required detail of the relationship of the wings with the main building. Response: *Further detail has been provided and will be presented to Members.*

5.5 Car Parking

- Noted that no car parking is proposed and commented that there was a lot of on-street parking generated by students in the immediate locality. Response: *No parking is proposed, this issue is explored in further detail in the appraisal section below.*

6.0 **PUBLIC/LOCAL RESPONSE:**

- 6.1 An advert was placed in the Leeds Weekly News on 15/12/11 and site notices were posted on 2/12/11.
- 6.2 Leeds Civic Trust support the scheme and feel that the additional fenestrations to all sides of the main building are in keeping with its character. The Trust also welcome the demolition of the poor quality rear extension and believe the new addition is modern yet sympathetic to the original building. They also state the rejuvenation of this building will have a positive effect on the streetscape and thus the local area.

7.0 **CONSULTATIONS RESPONSES:**

7.1 **Statutory:** None.

7.2 **Non-statutory:**

7.3 **Access:** The introduction of the access lift permits access to the courtyard area therefore no objection.

7.4 **Contaminated Land Team:** No objection subject to standard conditions.

7.5 **Highways:** It is acceptable to have no on site parking subject to the introduction of a TRO on the adjacent street to prevent parking but permit loading and servicing. A brief servicing statement should be appended to the Travel Plan to outline a

commitment to avoid disruption on the local highway. *Response: The details regarding the TRO and servicing are still being finalised, an update will be provided at the Panel.*

- 7.6 Mains Drainage: The proposal will remove a large area of impermeable surface and introduce a lawn/permeable surface. No objection subject to a condition requiring details of surface water drainage.
- 7.7 Neighbourhoods and Housing: No objections subject to conditions.
- 7.8 West Yorkshire Police Architectural Liaison Officer: The rear yard should have a gated access and Secured by Design principles should be adopted to both existing and proposed buildings. *Response: A security gate has been added to control entry into the rear courtyard and new buildings. A direction will be added highlighting the benefits of meeting Secured by Design standards.*
- 7.9 Yorkshire Water: No objection subject to conditions regarding surface water and requiring a reduction in discharge into the public sewer and the potential use of Sustainable Drainage Systems (SUDS).

8.0 PLANNING POLICIES:

- 8.1 Regional Spatial Strategy (RSS): The RSS for Yorkshire and Humber was adopted in May 2008. The vision of the RSS is to create a world-class region, where the economic, environmental and social well-being of all people is advancing more rapidly and more sustainably than its competitors. Particular emphasis is placed on the Leeds City Region. There are no RSS policies of particular relevance; all issues are covered by the Leeds Unitary Development Plan Review (2006) (UDPR) policies identified below.
- 8.2 UDPR Designation: The site is within the defined City Centre boundary and Clarendon Road Conservation Area.

GP5: Proposals should resolve detailed planning considerations.

GP11, GP12: Sustainable design.

BC7: Use of local materials in Conservation Areas

BD2: New buildings should complement and enhance existing skylines, vistas and landmarks.

BD5: Seeks to ensure a satisfactory level of amenity for occupants and surroundings.

BD6: Extensions and alterations should respect scale, form, detailing.

T2: Development proposals should not create new, or exacerbate existing, highway problems.

T5: Satisfactory provision for pedestrians and cyclists.

T6: Satisfactory disabled access within highway, paving schemes and new development.

T24: Parking to reflect detailed UDP parking guidelines.

H4: Residential developments on non-UDPR allocated sites.

A4: Development and refurbishment proposals should be designed to secure a safe and secure environment, including proper consideration of access arrangements.

SA8: Promotes 'access for all'.

SA9, SP8: Promote development of City Centre role and status.

N12: Fundamental priorities for urban form.

N13: Requires all new buildings to be of high quality and have regard to character and appearance of surroundings.

N19: Development within or adjoining Conservation Areas should preserve/enhance the character and appearance of the Conservation Area.
N25: Boundaries should be appropriate to the character of the area.
N26: Where necessary, illustrative landscaping details should be provided.
LD1: Identifies requirements for landscape schemes

8.3 Supplementary Planning Documents:
Little Woodhouse Neighbourhood Design Statement (2011).
Leeds Residential Design Guide – Neighbourhoods for Living (December 2003).
Building for Tomorrow Today – Sustainable Design and Construction (2011).

8.4 National Planning Guidance:
PPS1 General Policies and Principles.
PPS3 Housing.
PPG13 Transport.

9.0 MAIN ISSUES

- Principle of development.
- Layout, scale, design including impact on character and setting of the existing terrace, Clarendon Road Conservation Area and adjacent listed buildings.
- Residential amenity.
- Highways.

10.0 APPRAISAL

10.1 Principle of development

10.2 The site is unallocated in the UDPR. UDPR policy H4 supports the provision of housing on windfall sites provided they are in a sustainable location, acceptable in sequential terms and within the capacity of existing and proposed infrastructure. The application site is within the defined City Centre and close to amenities and is therefore clearly a sustainable location. The development of this site will not impact upon the sequential delivery of large housing sites and due to its scale, location and character the proposed development is not considered to significantly impact upon local infrastructure.

10.3 The site is within close proximity to the Universities and is outside the Area of Housing Mix (UDPR Policy H15) and does not result in the loss of existing residential accommodation therefore there are no objections to the principle of a student residential development on the site.

10.4 Layout, scale, design including impact on character and setting of the existing terrace, Clarendon Road Conservation Area (CA) and adjacent listed buildings.

10.5 The original Victorian terrace is a positive building in the CA. However, the prefabricated extensions cause significant harm to the character and appearance of the CA and the removal of these building is supported. The rear of the original terrace is largely developed and the introduction of the proposed extensions will reduce the amount of land developed, introduce new landscaping and open up views of the rear of the original terrace from the north and therefore enhance the CA. The proposed extensions are subservient to the original terrace and respectful of the scale and setting of many other large Victorian buildings in the area. For the reasons outlined above the general layout, scale and overall amount of development is considered acceptable.

- 10.6 The alterations to the terrace are considered to be very positive and include the removal of unsightly flues and other excrescences left over from the previous office and laboratory use and a general refurbishment of the external façade. In addition the existing flat roof dormers and roof lights in the front elevation will be replaced by three pitched roof dormers of traditional design to match the existing pitched roof dormers. The flat roof dormer to the rear will be removed and replaced by roof lights and a number of additional roof lights are added to both the front and rear elevations. As requested by Members, the render to the south east elevation is removed to expose the original brickwork and windows are introduced to break up this prominent blank gable and therefore further provide enhancements to the CA. Other minor alterations that are also considered to respect the character of the terrace and CA include the introduction of new doors and window openings that will match the form and appearance of the existing. Typical detailed drawings of all openings and additions will be required by condition.
- 10.7 As stated above, the general location and scale of the two extensions is considered to respect the existing terrace and enhance the CA. The extension to the north west is set in from the existing with a roof profile to match but set below the existing so as to appear subservient. The façade to the cobbled side street incorporates traditional design features found on the existing terrace including timber windows with a vertical emphasis, contrasting brick string course and small pitched roof dormers. There are also two arch features to respect a characteristic found on the existing and materials will match the existing brick, slate and timber. This external elevation is considered to fully respect the scale and character of the existing and will provide an interesting elevation onto the cobbled street that will continue to act as a popular route through to the Faversham and University campus and provide the main pedestrian entrance to the rear of the application site.
- 10.8 The internal elevation of this extension that faces into the site uses the same materials and vertical emphasis to the windows but has a more contemporary feel with larger areas of glazing, balconies and flat roof dormers. This simple and quiet approach allows the more detailed and traditional existing and proposed elevations to appear more prominent and eye catching and also allow for more amenity to be provided for future residents following the introduction of more glazing and balconies.
- 10.9 This simple but more contemporary approach is reflected in the internal elevation of the extension in the south east. Again, string courses, traditional materials and vertical windows are utilised but there are large areas of glazing and balconies that will achieve the same benefits as highlighted above. However, due to the presence of an existing two storey, lean to, extension and stained glass, stone mullioned window that Members requested be retained and preserved, this extension is not linked to the existing in the same way as the other. A copper clad flat roof extension is proposed that will provide a neat but clear junction to the existing building and allow for those key traditional features to be preserved. Whereas this feature is not of a traditional design, it is considered necessary and appropriate to provide a clear distinction between the two buildings and the necessary amenity to the proposed accommodation. Attempting the link with more traditional method may appear awkward, difficult to achieve and result in large, dominant blank walls.
- 10.10 The use of copper is repeated on this extension in a feature added to the external elevation facing the Covance site. This projecting copper wall allows for windows to be introduced to the proposed living space without overlooking the Covance site. The copper is considered to be an appropriate traditional material that will appear as

an interesting and prominent feature that will enliven the views from the south east where there is currently a car park and rather functional Covance building.

- 10.11 The proposed extensions are considered to fully respect the scale and character of the existing terrace. They will provide interesting features within the CA to enhance its character and appearance and respect the setting of nearby listed buildings. Some detail has already been provided and further detailed design of typical junctions will be required by condition.
- 10.12 By permitting more open space at the rear of the site the scheme allows for the introduction of grassed amenity space, five new trees, other hedges and shrubs plus stone paving. Whereas views of the new landscaping from outside the site will be rather limited, this is still considered a significant enhancement to the overall character of the CA.
- 10.13 There is an uneven and largely un-surfaced footpath adjacent to the site on the southern side of the cobbled street that appears unsightly and makes access difficult. It is proposed to widen the footpath to an accessible 1500mm wide by lifting and replacing the cobbled edge to the street and resurfacing to footpath. This will significantly improve the appearance of the streetscene and CA and make the site accessible to all.
- 10.14 Residential Amenity
- 10.15 Due to the scale and layout of the proposed development in relation to the adjacent buildings it is considered there will be no adverse impact with regard to overshadowing or dominance. In many instances the proposed development will improve the relationship with the adjacent sites following the removal of the prefabricated extensions.
- 10.16 The elevation facing onto the cobbled street includes a number of living and bedroom windows that would be 10m from the side of the adjacent terrace building. Whereas this may be less than the recommended 15m separation, it is considered that there would be no significant loss of amenity as the adjacent building is in use by the University as office accommodation therefore this would be primarily occupied during the day. This relationship is restricted by the original layout of these Victorian terraces and is considered acceptable.
- 10.17 The windows on the boundary with the Covance site have been largely restricted to bathroom and kitchen windows that will be conditioned to be obscure glazed to protect amenity and not prejudice the future development potential of the Covance site. There are a limited number of living room windows in the new extension on this boundary that have been screened by the copper wall to allow light to penetrate the living areas but not permit overlooking.
- 10.18 Close examination of the amenity afforded to future residents has taken place. The separation across the internal courtyard is 11m at its minimum. This is less than the normal distance for residential accommodation in the City Centre but due to the development being intended for student occupation and therefore resulting in more communal and social relationships and a regular turnover of occupants it is considered acceptable in this instance. Many of the windows that experience reduced separation distances are at an angle or only relate to narrow slit windows therefore reducing loss of privacy.

- 10.19 Detailed section drawings of all lightwells have been provided to ensure there is sufficient amenity afforded to the basement accommodation. These sections show all basement accommodation to have an appropriate outlook and sufficient light penetration. Due to the change in levels across the site, much of the basement accommodation is almost at ground level and therefore has an appropriate level of amenity.
- 10.20 Full details of sound insulation between flats will be required by condition.
- 10.21 Highways
- 10.22 The existing 2,500m² of office accommodation on the site would generate some parking need. 15 spaces would be permitted under UDPR guidelines whilst the UDPR would permit a maximum 25 spaces for the proposed student development. However, due to the proximity of the site to the universities, car ownership is not necessary. As with most student residential developments in the City Centre, Highways have no objection to the lack of parking on site as there are existing controls in the area, Travel Plan commitments to prevent car usage and provided a Traffic Regulation Order (TRO) is introduced on the cobbled street adjacent to the building that will remove the existing uncontrolled parking on this highway. The introduction of a new TRO will permit servicing and pick up/drop off to take place adjacent to the development and therefore avoid conflict with other vehicles on nearby streets.
- 10.23 The Travel Plan Statement commits to marketing the development as 'car-free' accommodation and potential occupants will have to sign a tenancy agreement that will restrict car usage particularly bringing a car to site. Tenants will be issued with copies of the university travel guides and those tenants that need access to a car will be encouraged to join the Universities Car-Club scheme.
- 10.24 A large secure and covered cycle store is provided in the basement of the existing terrace for around 30-40 bikes, significantly more than the 11% (around 12 spaces) normally sought by UDPR policy. It is hoped this will further reduce the pressure for students to bring cars to the site.

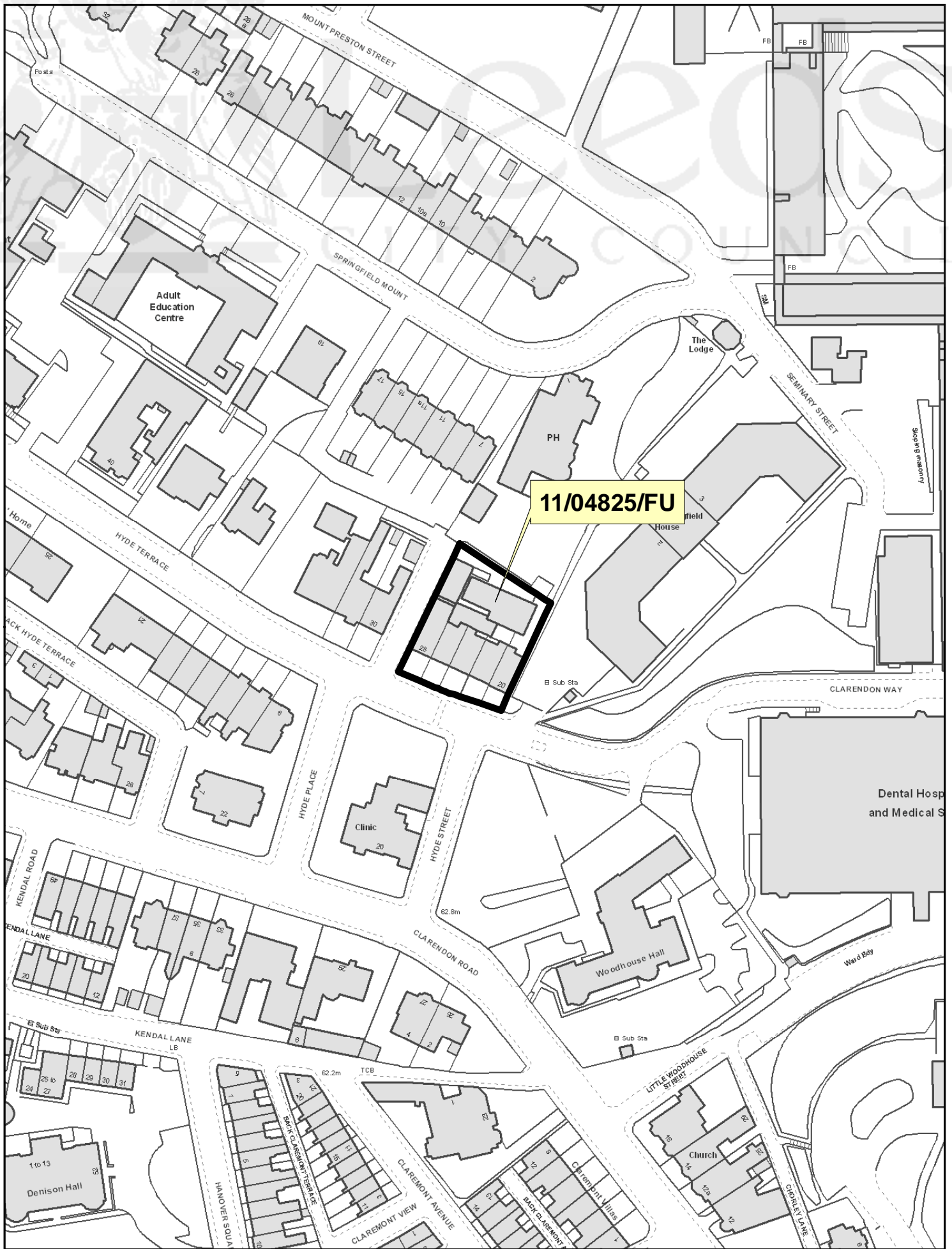
11.0 CONCLUSION

- 11.1 The proposed development has been subject to detailed discussions with officers and Members and is now considered to offer significant enhancements to the character and appearance of the existing Victorian terrace and wider Conservation Area. The setting of nearby listed buildings are protected and sufficient amenity is provided to future occupants and those in nearby premises. The parking and servicing strategy is considered sufficient to preserve existing highway safety and amenity for this area close to the universities and in respect of the existing and proposed TROs within close proximity of the site. This is a positive development that will enhance the area and is therefore recommended for approval.

Background Papers:

Application file 11/04825/FU.

Notice has been served on the University of Leeds.



CITY CENTRE PLANS PANEL