



Leeds
CITY COUNCIL

Originator: Michael Howitt

Tel: 247 8000

Report of the Chief Planning Officer

PLANS PANEL EAST

Date: 6th September 2012

Subject: APPLICATION 11/05133/FU –Detached annex to form ancillary accommodation to front – 3 Quarry Road, Woodlesford, Leeds.

APPLICANT
Mr I Rothera

DATE VALID
20th December 2012

TARGET DATE
27th January 2012

<p>Electoral Wards Affected:</p> <p>Rothwell</p> <p><input type="checkbox"/> Yes Ward Members consulted (referred to in report)</p>	<p>Specific Implications For:</p> <p>Equality and Diversity <input type="checkbox"/></p> <p>Community Cohesion <input type="checkbox"/></p> <p>Narrowing the Gap <input type="checkbox"/></p>
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RECOMMENDATION:
GRANT PERMISSION subject to the following conditions:

1. Standard full time limit.
2. Development in accordance with approved plans
3. External walling and roofing materials to be submitted.
4. Sample panel of stonework
5. Ancillary to main dwelling (not to be used as separate dwelling)
6. Site to be laid out, drained, surfaced and sealed.
7. Surface water scheme and implementation details to be submitted
8. Plan to be submitted of existing and proposed levels
9. Development not to be used until access arrangements have been implemented in accordance with approved plans.

10. Restrict use of garage to residential use only.
11. Existing gated access removed and area landscaped prior to occupation.

Reason for approval: The design and character is appropriate in regard to its surroundings (Conservation Area), raises no issues of detrimental harm to visual or residential amenity and no issues of harm to highways safety and as a consequence, complies with policies GP5, BD6, N12, N13, N24, LD1 and T2 of the UDP Review, as well as guidance contained within the National Planning Policy Framework, and having regard to all other material considerations, the application is recommended for approval

1.0 INTRODUCTION:

- 1.1 This application is brought to Plans Panel (East) at the request of Councillor David Nagle due to concerns over access issues and flooding. A Members site visit is requested.

2.0 PROPOSAL:

- 2.1 The applicant seeks planning permission to form annexe and garage accommodation in the form of a detached outbuilding, with a floor area of 13.0 x 6.8 metres. The annexe would feature a pitched roof with eaves height of 2.7 metres and a ridge height of 5.5 metres.
- 2.2 The building is proposed to be constructed of natural stone and tiles to match the existing dwelling house. The structure would feature a garage door, pedestrian door and window facing the main drive with patio doors proposed to the elevation facing toward the dwelling house. A further window is proposed on the west elevation and a pedestrian door on the south elevation serving the garage. The building would be placed parallel to the western boundary of the site around 2.0m from this boundary and 15 metres from the southern boundary.
- 2.3 Since submission the proposal has been revised in order to address officer concerns relating to its potential use, flood risk, highways issues and its design and scale. Amendments made to the scheme are as follows:

- The level of accommodation has been reduced to a bedroom, bathroom and garage;
- A garden wall has been removed which previously separated the garage from the main dwelling;
- The separate access to the garage is now proposed to be closed and the proposed annexe is to be served by the main drive which serves the house;
- The proposed annexe has been re-sited and now forms an elongated building;
- The proposal has also been redesigned to incorporate architectural details which pay due regard to the character of the main house forming a gate house appearance;
- The main entrance to the building now faces the main house with a path linking it to the dwelling house.

3.0 SITE AND SURROUNDINGS:

- 3.1 The application relates to a mature semi-detached stone built property with tiled pitched roof. The site is located approximately half way along a private road serving in excess of five properties.
- 3.2 The garden to No 3 is a long narrow garden that currently houses a flat roofed rendered garage with a hardstanding surrounding the garage with a small area of lawn. To the West behind a large conifer hedge are open playing fields and there are residential properties surrounding the rest of the site.

4.0 RELEVANT PLANNING HISTORY:

- 4.1 10/04278/FU: Detached 2 bedroom dwelling to front - Refused 13 December 2010

Reasons for refusal related to:

- a) Highway safety (Increases the use of a substandard junction)
- b) Highway safety (The proposal would lead to seven properties served off a private drive)
- c) Loss of planting offering no transition to open land.

- 4.2 10/22/209/04/OT: Outline application to erect detached house with detached double garage to garden site - Refused 1 July 2004.

Reason for refusal related to:

- a) Highway safety (Increases the use of a substandard junction)

Appeal. Appeal dismissed 17 June 2005 for reasons of

- a) Highway safety (Increased traffic at a substandard junction)

- 4.3 H22/10/91/: Outline application to erect detached house to vacant site - Refused 1 July 2004.

Reasons for refusal related to:

- a) Highway safety (Increases the use of a substandard junction)
- b) Drainage issues

- 4.4 H22/100/82: 3 bedroom detached bungalow to garden site - Refused 26 July 1982

Reasons for refusal related to:

- a) Highway safety (Increases the use of a substandard junction)
- b) Drainage issues

- 4.5 H22/161/81: Detached rendered concrete block double garage with store to front of semi-detached house - Approved: 10 June 1981

- 4.6 H22/155/76: Outline application to erect 3 storey terrace housing, to garden of semi-detached house - Refused 7 June 1976

Reasons for refusal related to:

- a) Highway safety (Increases the use of a substandard junction)
- b) Lack of amenity levels to future occupiers

5.0 HISTORY OF NEGOTIATIONS:

- 5.1 There is a history of negotiations associated with this site and guidance has been given on how to overcome the reasons for refusal, in particular, how the proposal should be subservient in terms of design and scale to the main property and also its relationship to the neighbouring properties. Highways amendments were also discussed, emphasizing the need for a building of an ancillary nature.

6.0 CONSULTATION RESPONSES:

Statutory Consultations:

- 6.1 None.

Non Statutory Consultations:

- 6.2 Public Rights of Way – No objections.
Highways – No objections subject to conditions
Mains Drainage – No objections subject to conditions

7.0 PUBLIC/LOCAL RESPONSE:

7.1 The application was advertised by site notice on 6 January 2012, by newspaper advertisement on 5 January 2012 and 7 neighbour notification letters sent on 20 December 2011. 1 letter of support and 4 letters of objection as well as a letter of objection from Councillor Nagle have been received and the objections are on the following grounds.

Public Response:

- The property is up for sale and therefore claims of a granny annex are false
- The proposal will generate more traffic than at present
- The road is in desperate condition and unsafe for current usage
- Planning permission has been refused several times including at appeal
- The private road and site floods during heavy rain.
- There should be no more than five properties served by a private drive.
- There will be noise and pollution created during the building works
- The road is often blocked and visibility is difficult
- Concern was also raised in relation to the amount of commercial vehicles visiting site.

7.2 Councillor Nagle raise the following objections:

- The property is at the end of an unadopted private road that provides poor access.
- The site is susceptible to flooding.
- The proposal is misleading in that the applicant intends to build a dwelling of some sort.

7.3 Oulton Society – objected to the proposal on highways grounds and concluded that the scheme failed to address the Inspectors reason for dismissal. They also questioned the future use of the annexe and its distance from the host property.

7.4 The letter of support raises the following issues.

- The building is too far away from the house to be use full as a garage.
- Existing building is totally out of character and not in keeping with the properties in the vicinity and is bordering on an eyesore.
- The development I have been reliably informed will include upgrading of Quarry Rd for vehicular access.
- The flooding will be alleviated due to the upgrading of the drainage system.
- The increase in traffic will be minimal if not none existent as the intention is an annexe for a retired member of the family.

- A lot of the building materials can be delivered across the park via no 3 and 5 Quarry Rd to keep access open for other residents.

8.0 PLANNING POLICIES:

- 8.1 The development plan comprises the Regional Spatial Strategy to 2026 (RSS) and the adopted Leeds Unitary Development Plan (Review 2006). The RSS was issued in May 2008 and includes a broad development strategy for the region, setting out regional priorities in terms of location and scale of development. However, the RSS is a strategic planning document, used to inform more detailed policies at a local level. Accordingly, it is not considered that there are any particular policies which are relevant to the assessment of this proposal.
- 8.2 The Publication Draft of the Core Strategy was issued for public consultation on 28th February 2012 with the consultation period closing on 12th April 2012. Following consideration of any representations received, the Council intends to submit the draft Core Strategy for examination. The Core Strategy set sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. As the Core Strategy is in its pre submission stages only limited weight can be afforded to any relevant policies at this point in time.
- 8.3 The following policies from the UDP are relevant:
- Policy GP5 seeks to ensure that development proposals resolve detailed planning considerations, including amenity.
 - Policy BD6 All alterations and extensions should respect the scale, form, detailing and materials of the original building.
 - Policy N12 seeks to ensure that development should respect fundamental priorities for urban design.
 - Policy N13 seeks to ensure that the design of new buildings should be of high quality and have regard to the character and appearance of their surroundings.
 - Policy N19 ensures that all new buildings preserve and enhance the character of Conservation Areas.
 - Policy N24 seeks to ensure acceptable levels of landscaping where development sites abut the Green Belt and open land.
 - Policy T2 ensures that development proposals should not create new, or exacerbate existing, highway problems.

Supplementary Guidance:

- Neighbourhoods for Living (SPG)
- Street Design Guide

Woodlesford Conservation Area Appraisal – The site falls in character area 2. (New Woodlesford – the area of grid form 19th Century expansion.) The key characteristics of this area are :-

- Grid form linear terraces
- Terraces are of stone and brick construction and uniform design.
- Terraces are mostly two storey
- Low level stone and brick boundary walls are common
- Mature trees and hedges make a positive contribution to the special character of the area

National Policy/Guidance:

- National Planning Policy Framework (2012)

9.0 MAIN ISSUES:

1. Principle
2. Conservation Area
3. Design, character and materials
4. Access and highways considerations.
5. Impact on amenity
6. Private amenity space

10.0 APPRAISAL:

Principle.

- 10.1 The principle of the proposal is acceptable, given that it is located in a residential area, it is a replacement for an existing residential outbuilding and the existing building could be converted to a residential annex without requiring planning permission.

Conservation Area

- 10.2 Conservation area policies seek to ensure that development proposals preserve or enhance the character or appearance of the conservation area. Leeds Unitary Development Plan Policy GP5 states that “development proposals should resolve detailed planning considerations including design” and should seek to avoid “loss of amenity”. Leeds Unitary Development Plan Policy BD6 states that “all alterations and extensions should respect the form and detailing of the original building”. This advice is expanded and elucidated within the Householder Design Guide. In terms of its impact within the immediate area there are mixtures of dwelling types all of which are of a traditional nature which are served by variously sized outbuildings of mixed appearance. The annexe which is

proposed now forms an elongated shape which looks to preserve the views of the existing properties no's 3 and 5 retaining a similar relationship with the east and west boundaries of the site and the host property. The annexe is notably longer and taller than the existing flat roof double garage by approx 4.6m in length, has similar eaves height (3.0m) however the pitched roof which is designed as such to promote a Gate House appearance would be approx 5.5m to the ridge. This said the annexe looks to replace a less unified bland structure with one which is more appropriate in terms of its outward appearance. Subsequently when weighing the merits of the proposal against the harm it is considered on balance that the annexe albeit of a larger scale is located off a domestic driveway, which itself leads off a private driveway and as such its structure will not be easily visible from public points of view, and thus, on balance, the character of the conservation area will be preserved.

Design, Character and Materials

- 10.3 The proposed materials are acceptable as they are to match the existing dwelling and will be conditioned as such in the event of an approval. The annexe looks to relate sympathetically to the character of the dwelling house by adopting similar architectural features and a more modest shape and form and would replace a bland building of poorer quality both in terms of its form and materials. The proposal is acceptable in terms of its ancillary use. An annexe is an area of accommodation which is associated with, but not used as part of the main house. In order for an extension to be considered an annex the accommodation must be associated with the main house, be of a scale to reflect this subsidiary function and must not be a commercial venture. In this case, the proposal now satisfies this criterion. The annexe now relies on the kitchen and living room facilities of the main house and retains a physical link to the main house via the drive and footpath which links the two buildings. The annex would only be accessed from the main shared driveway therefore the functional use and access will depend upon the host dwelling, thus minimising its impact on the wider locality. A condition will be attached restricting the use of the annex to family members only of the occupants of 3 Quarry Road. The proposal is considered acceptable in respect of policy BD6 of the Leeds UDP (Review) 2006.

Access and highway safety considerations

- 10.4 Highways initially objected to the proposal as the scheme still posed a significant threat to highway safety as it would likely result in a material increase in the use of the Quarry Road/Midland Street junction in close proximity to the junction with Aberford Road (A642). The proposed ancillary annexe was afforded the same facilities as a dwelling and thus non reliant on the main dwelling, with its own access point and no material

link with the host property. Therefore it was considered that whilst described as ancillary accommodation there was little material difference between previous application 22/209/04/OT for a dwelling on this site which was refused in July 2004 on highways grounds and subsequently dismissed by the inspector in June 2005. However during the course of the application the scheme was revised in order to address the highways concerns. The detached annex now looks to accommodate a bedroom, bathroom and double garage and thus ensuring some reliance on the main house for cooking facilities as such. Other alterations include revisions to the access so that it is served from the main shared drive apposed to a separate access and a footpath which now proposes to link the annexe to the host property. Subject to condition for the annex to be used as ancillary accommodation only it is considered a highways objection would be difficult to justify.

Impact on Amenity

- 10.5 The site is located on a corner plot with the neighbouring buildings being residential properties. The building has been so designed so as to keep the windows facing into the application site, with a generous distance retained to the eastern boundary. The window proposed to the western side of the annexe will serve a bathroom window and would be screened by existing vegetation, beyond which are open fields. As such it is considered unlikely given the location of the annexe and the position of the windows that the development would pose a threat to neighbouring private amenity from overlooking. Similarly given its location, existing boundary treatment and distance from neighbouring sites (12m from the southern boundary and 5.5m to the eastern boundary) it's also deemed unlikely that the proposed annexe would unduly compromise neighbouring sites by either appearing unduly dominant or overshadowing. The property also benefits from a large area of garden space post proposal and therefore in terms of private amenity space, the proposal is acceptable.

N24 Planting

- 10.6 The proposal is more modest than the previous proposals and it is considered that there is scope for retaining more of the planting than at the time of the previous proposals thus reducing the impact on the open land to the West and as such the previous reason for refusal is overcome.

11.0 CONCLUSION:

- 11.1 On balance, it is considered that subject to appropriate conditions as discussed above, the proposal is acceptable given that the proposal is to be an ancillary annex to the main house. The layout and scale of the proposal is appropriate in regard to its surroundings, it raises no issues of

detrimental harm to visual or residential amenity and no issues harm to highways safety and it is considered to preserve the character of the Conservation Area and as a consequence it is therefore recommended that the application be approved.

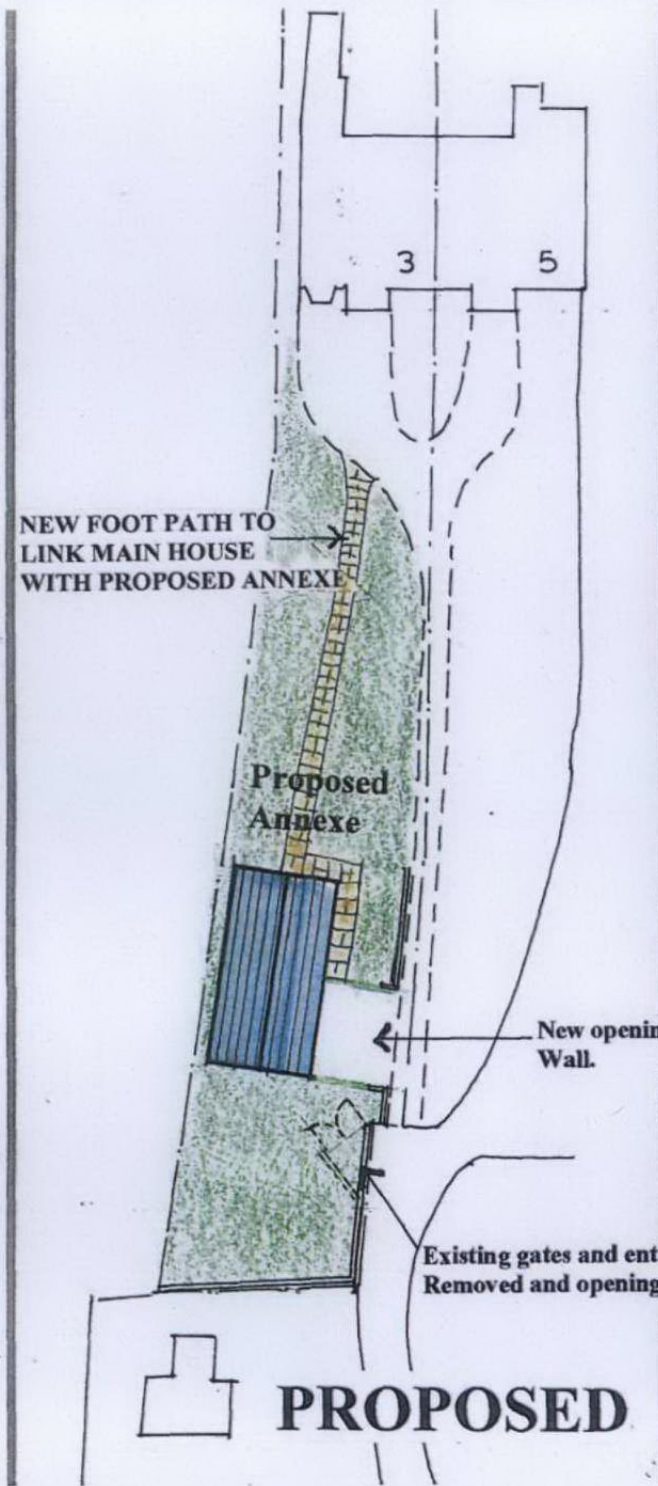
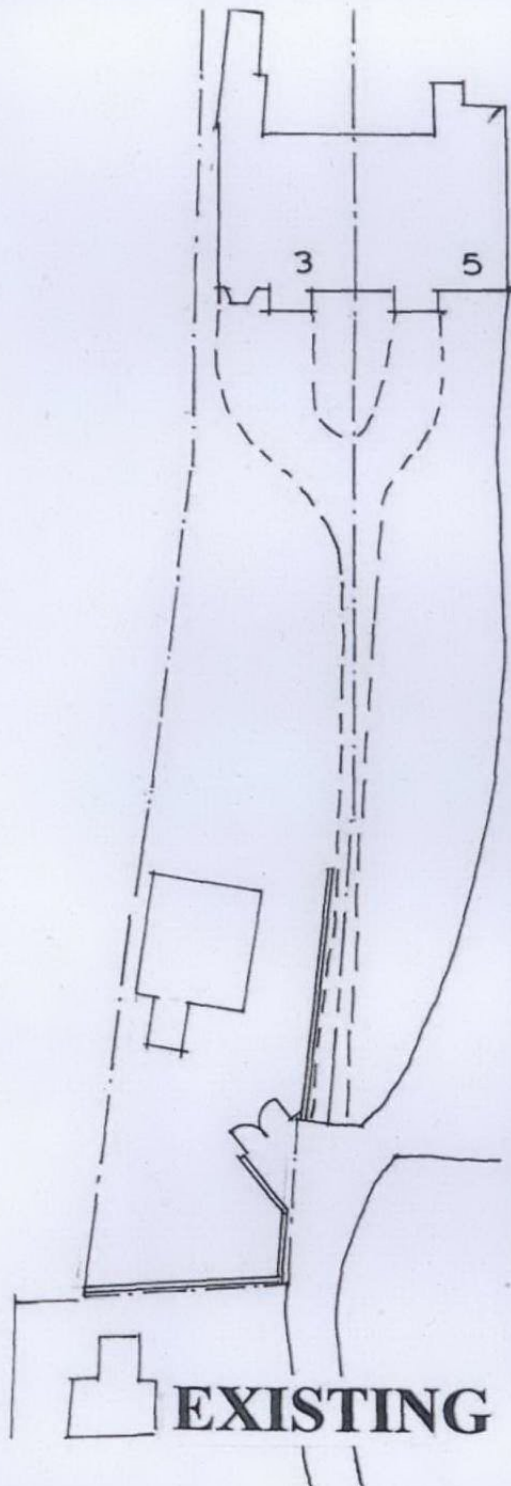
Background Papers:

Application files 11/05133/FU

Certificate of ownership:

As applicant

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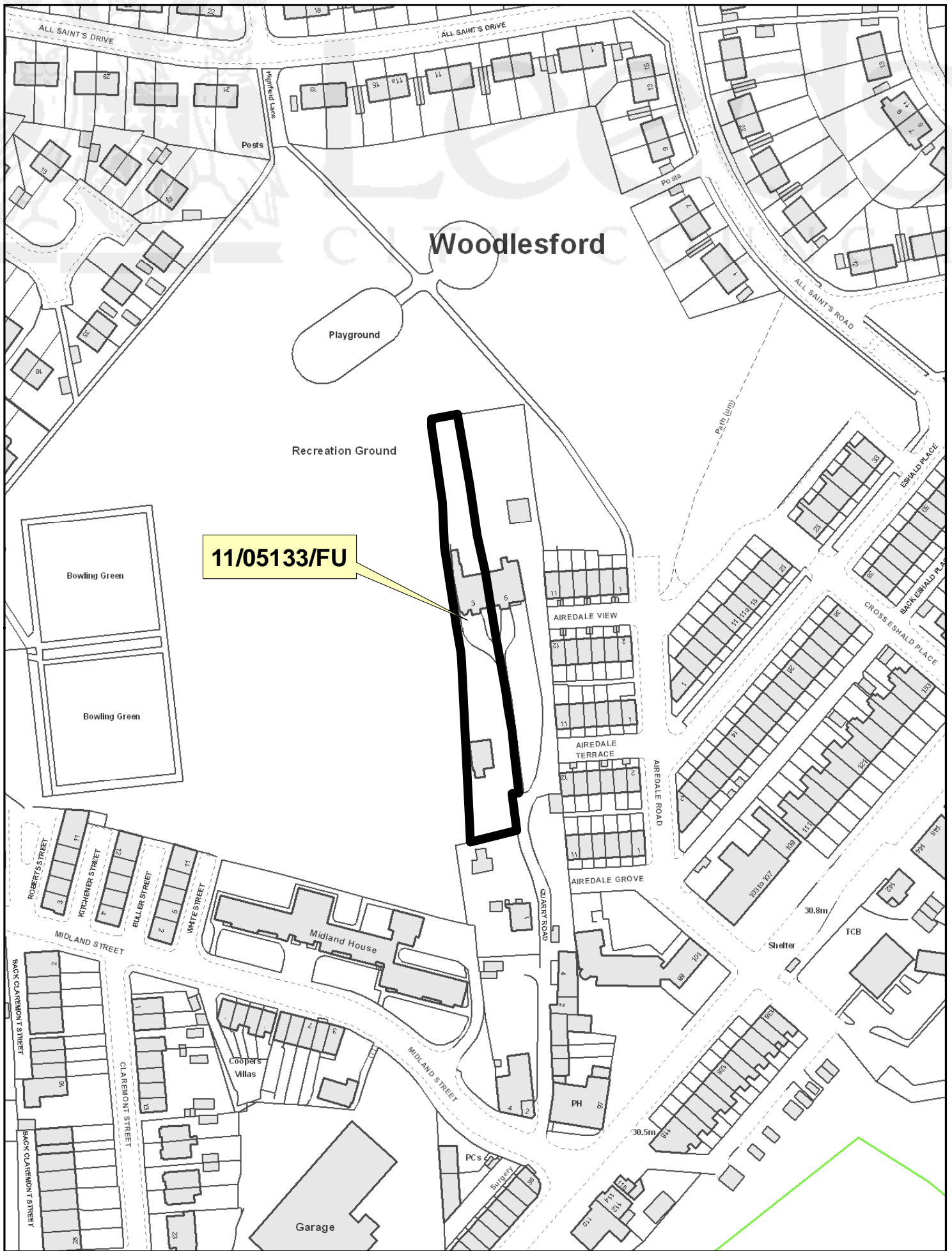


LEEDS CITY COUNCIL
16 JUL 2012
REVISED

**PROPOSED DETACHED ANNEXE
AT 3 QUARRY ROAD**

EXISTING & PROPOSED SITE PLAN
SCALE 1:500 REV A

P.S. RIYAT & ASSOCIATES LTD
Architectural Designers and Planning Consultants
Benson House, 14 Benson Street, Leeds LS7 1BL
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11/05133/FU

EAST PLANS PANEL