

REPORT TO AREA PLANNING PANEL (KEIGHLEY)

**REPORT OF THE STRATEGIC DIRECTOR OF REGENERATION TO THE MEETING OF
THE AREA PLANNING PANEL (KEIGHLEY) TO BE HELD ON 13th November 2008**

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SUMMARY STATEMENT - PART THREE

Applications recommended for refusal

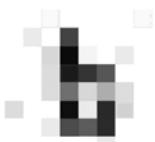
The sites concerned are:

Fairfax Cobby Farm, Moss Carr Road, Long Lee, Keighley
Land adjacent to 13 Grafton Road, Keighley

Mike Cowlam Assistant Director (Economic Development Service)
Regeneration

Report Contacts: Ian Wilson
Phone: 01274 434605
Fax: 01274 722840

E-Mail: Ian.Wilson@bradford.gov.uk



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Suzan Hemingway, Assistant Director Corporate Services (City Solicitor)



KEIGHLEY AREA PLANNING PANEL

DATE
13 November 2008



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ITEM No. 10

LOCATION
FAIRFAX COPY FARM, MOSS CARR ROAD, LONG LEE

DATE: 13 November 2008
ITEM No: 10
WARD: Keighley East
RECOMMENDATION: TO REFUSE PLANNING PERMISSION
Application Number: 08/05503/FUL

Type of Application/Proposal and Address:

This is a full planning application for the construction of a first floor extension to the rear of Fairfax Coppy Farm, Moss Carr Road.

Site Description:

The surrounding area is a semi rural area, consisting of scattered farms, houses and cottages in close proximity to open countryside. The area and the dwelling to be extended are located within the Green Belt. Fairfax Coppy Farm is a stone built property with a slate roof and has two modern extensions to the property (built during the 1970's and 1980's) which are flat roofed, rendered stone, ground and 1st floor extensions.

Relevant Site History:

76/03684/FUL - Kitchen & Dining Room Extension – Granted 10.06.1976
82/02336/FUL – First Floor Extension – Granted 10.05.1982
07/06792/FUL - Construction of first floor extension – Refused 26.09.2007
07/00216/APPFUL - Construction of first floor extension – Dismissed 14.03.2008 (Appeal of 07/06792/FUL)

Unitary Development Plan (UDP):

The site is allocated as green belt in the Council's adopted RUDP.

Proposals and Policies

Policy GB1 – Principle of Development in the Green Belt
Policy GB5 – Extensions in the Green Belt
Policy UR3 – Local Impact of Development
Policy D1 – General Design Considerations

Supplementary Planning Guidance of relevance: Revised House Extensions Policy

Town/Parish Council:

Keighley Parish Town Council object as the proposal is out of keeping with the original dwelling. The Town Council recommends refusal.

Publicity and Number of Representations:

The application was publicised by individual neighbour notification letter (expiry date 06/10/2008), site notice and printed in the local press, with an overall expiry date of 16th October 2008. No representations received.

A Ward Councillor has requested determination of the application by Planning Panel but has not expressed support or opposition to the proposal.

Summary of Representations Received:

None received.

Consultations:

None necessary.

Summary of Main Issues:

1. Principle of Development – Disproportionate addition to a property in the green belt.
2. Visual Amenity

Appraisal:

This is a full application for the construction of a 1st storey extension to the rear of Fairfax Coppy Farm, Moss Carr Road, Keighley. The extension will provide an extension to enlarge two existing bedrooms on the first floor level.

Planning application 07/06792/FUL was a similar proposal to that of the present application and was refused under delegated powers and dismissed at appeal. The scheme now presented is virtually identical. The only modification being a slight change to the roof pitch of the extension.

The Inspector's decision is a material consideration in the determination of the new application.

The development is once again considered unacceptable because when assessed in conjunction with the extensions that have previously been added to the original dwelling at Fairfax Coppy Farm, it is considered to be a disproportionate addition to an already extended property.

The host dwelling is located within the Green Belt and therefore any proposals for extension must be tested against Policy GB5 of the RUDP. Under Policy GB5, any planning permission for the extension and/or alteration of dwellings within the Green Belt will not be granted unless the proposal satisfies all the following criteria:

1. It does not adversely affect the character of the Green Belt;
It does not adversely affect the character of the original dwelling and any adjacent buildings;
2. It does not result in the disproportionate additions over and above the size of the dwelling as originally built.

The proposal is considered not to satisfy all of these criteria, specifically failing criterion 3. The original dwelling of Fairfax Coppy Farm was very modest – amounting to a volume of 126 cubic metres, with a further 73.5 cubic metres being added through two previous extensions approved and built in the 1970s and 1980s. The present occupiers of the property wish to add a further 31.5 cubic metres of extension. The proposed extension combined with previous additions to the host dwelling will increase the property's original size from 126 cubic metres to 241 cubic metres - an increase of over 90 percent.

As well as adding another 31.5 cubic metres the extension will be a very visible feature because it is at 1st floor level. It is considered a significant increase, and will further compromise the openness of the Green Belt in which the property is located, contrary to Policy GB1 of the Replacement Unitary Development Plan.

The proposed extension to the rear of the property is also considered unacceptable in terms of visual amenity. The proposed extension would introduce an awkward roofline that is not considered to be in keeping with that of the original host dwelling or the traditional character of buildings typical of the surrounding area. The proposal is therefore also

contrary to Policies UR3 and D1 of the Replacement Unitary Development Plan, and Policy 1 of the House Extensions Policy. The proposed extension will further increase the overdevelopment of the originally constructed property of Fairfax Coppy Farm, detracting visual amenity of the dwelling and the openness of the Green Belt, contrary to Policies D1 and GB1 of the Replacement Unitary Development Plan.

The applicant has not overcome the previous reasons for refusal nor presented any convincing evidence that there are special circumstances that would warrant ignoring the Inspector's decision and justifying a departure from the normal strong presumption against inappropriate development in the green belt and therefore this application is recommended for refusal.

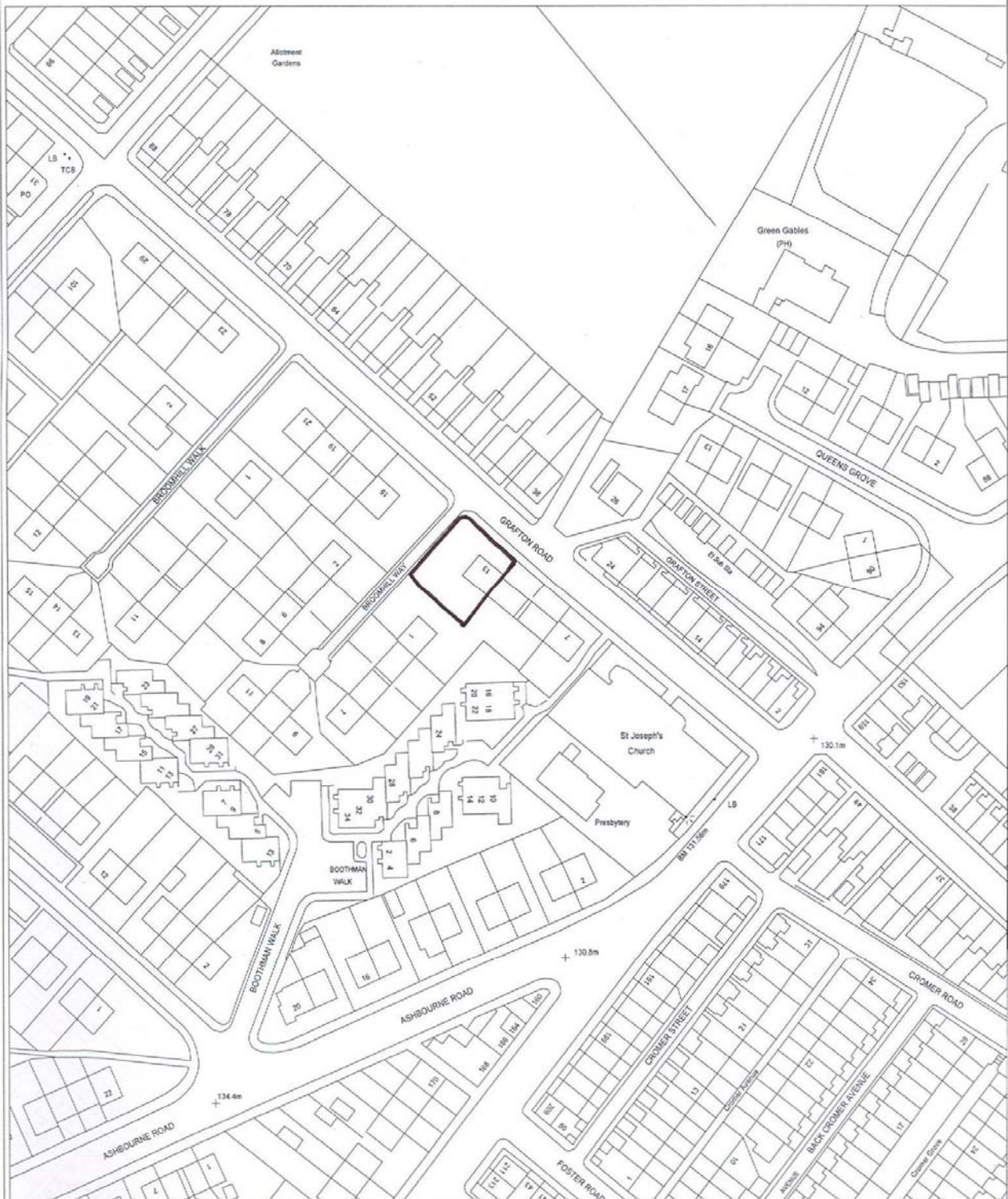
Reasons for Refusal of Planning Permission:

1. The site is located within the Green Belt as defined in the Replacement Unitary Development (RUDP) and is subject to the Green Belt policies of the RUDP and Planning Policy Guidance Note 2 "Green Belts". The proposed extension is considered to be a disproportionate addition to the original dwelling, contrary to the character of that original dwelling and detracting from the openness of the Green Belt. The extension is therefore unacceptable as it would be contrary to Policies GB1 and GB5 of the RUDP. The applicant has not demonstrated any very special circumstances to justify a departure from the normal presumption against inappropriate development in the Green Belt.
2. The proposed extension will harm the visual amenity of the green belt in that it is not in keeping with the original property and will detract from the originally constructed dwelling at Fairfax Coppy Farm contrary to Policies UR3 and D1 of the Replacement Unitary Development Plan.

KEIGHLEY AREA PLANNING PANEL

DATE

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ITEM No. 11

LOCATION

13 GRAFTON ROAD, KEIGHLEY

DATE: 13 NOVEMBER 2008
ITEM No: 11
WARD: KEIGHLEY WEST
RECOMMENDATION: TO REFUSE PLANNING PERMISSION
APPLICATION No: 08/05146/FUL

Type of Application/Proposal & Address

Full application for the construction of one detached dwelling on land adjacent to 13 Grafton Road, Keighley BD21 1LE

Site Description

The site is a side garden associated with a corner property located within an area of former local authority housing on the south side of Grafton Road. To the side of the site is a narrow service roadway known as Broomhill Way, which terminates after some 55 metres.

The site is within an area of housing that is laid out in a regular layout set back from Grafton Road and around the short cul de sac that leads off it. The regular and spacious arrangement is quite typical of this form of residential development dating from the 1950s or 1960s.

Relevant Site History

08/02499/FUL – detached dwelling. Refused by Area Planning Panel 10 July 2008 for reasons of its visual incongruity, harm to visual amenity, inadequate parking and inadequate security.

Replacement Unitary Development Plan (RUDP) Proposals & Policies

The site is unallocated on the RUDP Proposals Map.

Relevant Policies:

- UDP3 – quality of built development
- UR3 – local planning considerations
- D1 – design considerations
- D4 – security considerations/community safety
- H7 – housing density expectations
- H8 – housing density: efficient use of land
- TM2 – impact of traffic and its mitigation
- TM12 – parking standards for residential development
- TM19A – traffic management and road safety

Town/Parish Council

Keighley Town Council objects. Considers this to be over development and in front of building line. Broomhill Way is already very narrow with poor car parking arrangements.

Publicity and Number of Representations

Advertised by neighbour letters and site notice. Expiry 19 September 2008
Objections received in the form of 2 letters and a PETITION objecting to the application containing 50 names have been received

Letters of support from 2 councillors, one from a town councillor and a PETITION in support containing 9 names have been received.

Objections

1. New dwelling unnecessary and unsafe
2. Grafton Road is very busy as a short cut for drivers
3. Existing fence at site causes a hazard
4. Loss of openness of housing
5. Access road is not wide enough to serve parking area
6. Reduction of number of bedrooms from 5 to 4 makes no difference.
7. New dwelling may be converted into flats, increasing traffic further

Support

1. Car parking is now provided
2. The height of the dwelling has been reduced
3. Development will regenerate the area

Consultations

Main Drainage – Separate systems required

Summary of Main Issues

Principle of development

Local amenity considerations – impact on character of the area

Impact on surrounding properties

Highway safety and parking issues

Appraisal

Background

Panel Members will recall that a proposal for a new dwelling on this site was considered at the meeting of 10 July 2008, where an officer recommendation of refusal was made. The Panel accepted the recommendation and resolved to refuse planning permission for the following reasons:

1. *The proposed development would, by reason of its scale, massing, form, height and siting, represent an unwelcome and strident feature, visually incongruous with existing development patterns in the vicinity which are characterised by open space at the junctions of roads and standardisation and uniformity of building type, and would therefore be harmful to the visual amenity and character of the street scene. For this reason the proposal is unacceptable when measured against Policies D1 and UR3 of the Replacement Unitary Development Plan.*
2. *The proposal is unacceptable, as the Local Planning Authority does not consider that the proposed boundary treatment would adequately secure the proposed dwellings private amenity area and the development would therefore not be in accordance with Policy D4 of the Replacement Unitary Development Plan.*
3. *The proposed development fails to provide sufficient and suitable provision within the site for the accommodation of motor vehicles as recommended within the Supplementary Planning Guidance contained within the Council's approved Car and Cycle Provision Guidelines. In particular the depth of the parking spaces is substandard. As such the proposed development would result in greater on-street car parking to the detriment of the safe and free flow of traffic on the highway. For this reason the proposed development is unacceptable when measured against Policies TM12, TM2, D1 and UR3 of the Replacement Unitary Development Plan and the Council's supplementary Planning Policy on House Extensions.*
4. *The proposed development would, by reason of its scale, massing, form, height and siting forward of the established building line on Broomhill Way, represent an*

unwelcome and strident feature, visually incongruous with the existing buildings on Broomhill Way, and therefore harmful to the visual amenity and character of the street scene. For this reason the proposal is unacceptable when measured against Policies D1 and UR3 of the Replacement Unitary Development Plan.

In addition Members requested enforcement investigation in respect of a fence erected alongside Broomhill Way that may affect highway visibility.

This new planning application has been made with certain amendments that endeavour to address the question of car parking and boundary treatment but, as noted below, these amendments are themselves problematic and are therefore considered insufficient to resolve reasons 2 and 3 of the previous refusal of planning permission.

This current planning application is accompanied by three letters of support from local councillors and a petition containing 9 names.

A petition in objection containing 50 names, along with 2 individual letters of objection, has also been received.

Principle of development

It is acknowledged that this site, comprising part of the curtilage of an existing dwelling, is a 'brownfield' site and accordingly its development for residential purposes would be acceptable in principle since such development would serve to increase residential density within the urban area and would represent the efficient use of land, thus satisfying policies UDP1, UR2, H7 and H8 of the RUDP. Such acceptability in principle would however be subject to the implications for local amenity, the character of the area and highway safety. PPS3 on "Housing" makes it clear that in seeking to increase housing density, Local Planning Authorities should ensure that new housing is well integrated with, and complements the neighbouring buildings and the local area generally in terms of scale, density, layout and access. These matters are addressed below.

Local Amenity Considerations - Impact on Local Character

The site is within an area whose character is derived in large part by the fairly widely spaced layout and regular layout pattern of this small housing estate. Houses are set out with uniformity in terms of their relationships to each other and to the highways around and within the estate.

This uniformity and spatial arrangement of the estate is therefore recognised as a relevant, and limiting, factor in terms of present and future development pressure. The proposal here is to construct a new dwelling much closer to the narrow side roadway known as Broomhill Way than the existing dwellings, such that a substantial degree of discordance and incongruity would result for the surrounding street scene.

This discordance and incongruity could only be adequately addressed by the proposal being repeated through the estate, which clearly cannot be relied upon.

It is considered that, whilst acknowledging the desirability of increasing housing densities, the visual impact of this proposal on the character of the area would be significant. The site is prominent and there are no means of reducing this visual impact by way of design or screening and the proposals clearly do not offer a solution to the reasons for refusal numbered 1 and 4 set out in the decision on the previous application (referenced

08/02499/FUL). Accordingly the proposed development remains one that fails to satisfy policies UDP3, UR3 and D1 of the RUDP due to its negative impact on local character and the fact that the new house would not be well integrated with the local area due to it conflicting with the spacious and regular layout of local housing.

Further, the proposed layout of the proposed car parking arrangements would reduce the private rear amenity space associated with both the existing and proposed dwellings to a depth of only 1.8 metres. This amenity space would in turn be surrounded by a security fence of 1.8 metres in height thus making this remaining outdoor area most unattractive and of limited use.

Impact on surrounding properties

In terms of the effects upon neighbouring dwellings, the proposals would not of themselves result in overlooking or other direct loss of privacy or overshadowing given the distances to nearest neighbouring properties.

Highway safety and parking issues

The proposed development would not affect overall traffic patterns in the surrounding highway network to an extent that would be likely to lead to problems and there are no objections in principle to the development on highway capacity grounds.

However, the proposals involve the provision of off-street car parking for both the proposed dwelling and the existing property on land to the rear of the site, and accessed via a narrow service roadway/cul de sac at the side.

This car parking would, as a consequence of limited space available, involve tandem parking spaces that would be awkward to use. As the spaces would not be readily accessible or easy to use, it is more likely that occupiers and visitors would rely on on-street parking as an alternative to the awkward tandem parking arrangements shown on the drawings. It is not considered that the previous reason for refusal, Reason 3, relating to car parking has been adequately resolved by the new proposal.

Moreover, the proposed parking area is proposed to be surrounded by 1.8 metre fences that would effectively prevent any views of parked cars from surrounding properties, in turn leaving the vehicles vulnerable to crime and so this would further discourage occupiers from using them to park. This lack of security formed one of the previous reasons for refusal and has not been overcome by the new proposal.

The previously identified highway problems have therefore not been overcome. As a consequence of the inadequacy of the proposed parking arrangements, the difficulties of its operation and doubts about its security, the development would fail to accord with Policies D4, TM2, TM12 and TM19A of the Replacement Unitary Development Plan

Community Safety Implications

There are no community safety implications.

Reasons for refusal

It is recommended that Planning Permission be refused for the following reasons:

1. The proposed development would, by reason of its scale, massing, form, height and siting, represent an unwelcome and strident feature, visually incongruous with existing development patterns in the vicinity which are characterised by open space

at the junctions of roads and standardisation and uniformity of building type, and would therefore be harmful to the visual amenity and character of the street scene. For this reason the proposal is unacceptable when measured against Policies UDP3, D1 and UR3 of the Replacement Unitary Development Plan.

2. The proposed off-street car parking arrangements would involve tandem car parking on a restricted area of land shared between two dwellings. As such the proposed arrangement would in practice be likely to prove awkward to use and would be likely to result in car parking in the public highway, to the detriment of highway and pedestrian safety.
3. The proposed boundary treatment would result in the creation of a parking area that would be vulnerable to crime as a result of parked vehicles being hidden from view and the development would therefore fail to accord with Policy D4 of the Replacement Unitary Development Plan.
4. The proposed development would, by reason of its scale, massing, form, height and siting forward of the established building line on Broomhill Way, represent an unwelcome and strident feature, visually incongruous with the existing buildings on Broomhill Way, and therefore harmful to the visual amenity and character of the street scene. For this reason the proposal is unacceptable when measured against Policies D1 and UR3 of the Replacement Unitary Development Plan.