# **City of Bradford Metropolitan District Council**

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REPORT OF THE STRATEGIC DIRECTOR REGENERATION TO THE MEETING OF THE AREA PLANNING PANEL (SHIPLEY) TO BE HELD ON 16 APRIL 2009

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# SUMMARY STATEMENT- PART TWO

**Applications Recommended for Approval** 

The sites concerned are:

11	2 Woodpecker Road, Burley in Wharfedale	Page 19	Wharfedale
12	Clarke House, Keighley Road, Bingley	Page 23	Bingley
13	4 Cecil Avenue, Baildon	Page 30	Baildon

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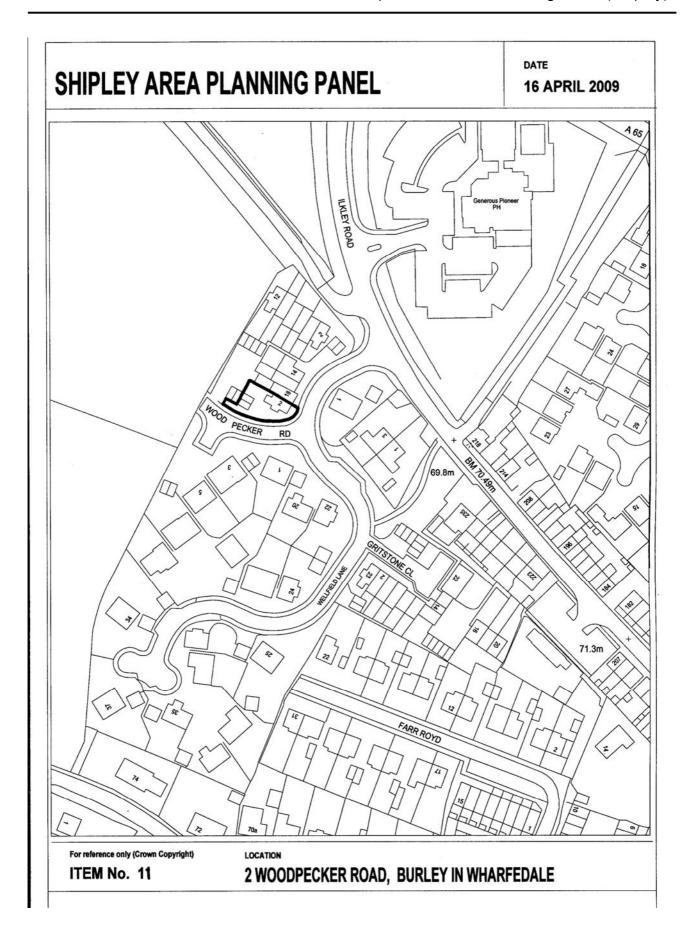
Portfolio:

**Environment and Culture** 

Improvement Committee Area: Regeneration and Economy







# 16 April 2009

Item Number: 11

Ward: WHARFEDALE

Recommendation: THAT PERMISSION BE GRANTED SUBJECT TO

**CONDITIONS** 

Application Number: 08/06552/FUL

# Type of Application/Proposal and Address:

Full planning application is sought for the construction of a first floor extension above an existing ground floor rear extension at 2 Woodpecker Road, Burley-in-Wharfedale.

#### Site Description:

The property is a recently constructed, three storey end terrace dwelling, built of stone under a slate roof which has a single storey rear extension. The property is located on a corner plot at the junction of Woodpecker Road and Wellfield Lane. The surrounding area is predominantly residential, with a mix of terraced, semi-detached and detached properties; however, to the rear of the property are open fields.

### **Relevant Site History:**

99/00539/FUL - Construction of 40 dwellings and conversion of barn to a dwelling, together with associated roads sewers and ancillary works, granted 09/12/1999.

03/01723/FUL - Extension to kitchen to provide family room and utility - Granted 09/06/2003.

# Replacement Unitary Development Plan (RUDP) Proposals and policies:

The site is part of a designated housing site on the RUDP. Relevant policies in the RUDP are:

UR3 - Local Impact of Development D1 - General Design Considerations

Further supplementary planning guidance is contained in the Council's approved, revised House Extensions Policy (2003).

#### **Parish Council:**

Burley-in-Wharfedale Parish Council object on the grounds that the proposal is contrary to the design principles contained in the Council's House Extensions Policy and that it would lead to overshadowing of the neighbouring property. The Parish Council have therefore requested the application be considered at the area planning panel.

### Publicity, number and summary of representations:

The application was advertised by neighbour notification letters. The publicity period expired on 3<sup>rd</sup> February 2009. One letter has been received from an adjoining neighbour who is concerned that the extension would lead to a loss of sunlight to their garden patio area. This would be in addition to sunlight lost from the existing single storey extension.

#### **Consultations:**

Not applicable

# **Summary of Main Issues:**

- 1) Impact on local environment
- 2) Impact on neighbouring occupants
- 3) Impact on highway safety
- 4) Community safety implications

# Appraisal:

# **Impact on Local Environment**

The proposed extension is considered acceptable in terms of its design and materials. The proposed materials are to match those of the existing building. The design corresponds with the existing property and single storey extension. The extension will project 4.2 metres from the rear elevation of the original dwelling, in line with the single storey extension approved and built under application 03/01723/FUL. The window in the side elevation will be of a matching style to the windows of the existing house. Although the window in the rear elevation does not match the style of the existing windows, it is not considered detrimental to visual amenity. It is not considered that the proposal would have a detrimental relationship with the original dwelling or street scene, and, as such accords with the requirements of policies UR3 and D1 of the Replacement Unitary Development Plan.

# **Impact on Neighbouring Occupants**

In terms of the impact on neighbouring occupants, the proposal is considered acceptable. The extension would project to the same distance as the existing single storey rear extension and would not break a 45 degree line taken from the nearest habitable room window of the adjoining property, compliant with policy 4 of the Revised House Extensions Policy. The extension would not introduce any windows in the side elevation facing No 18 Wellfield Lane and it is not therefore considered that there would be any unacceptable degree of overlooking of habitable room windows or private amenity space of neighbouring properties, as required by policies 6 and 7 of the Revised House Extensions Policy. The existing three storey property already limits some morning sunlight to the rear of the properties, and this extension is not considered to significantly increase any levels of overshadowing of private amenity space or habitable room windows. The proposal is therefore considered acceptable in terms of residential amenity and is compliant with the requirements of the Council's Revised House Extensions Policy and policies UR3 and D1 of the Replacement Unitary Development Plan.

# **Impact on Highway Safety**

The application does not change the current parking arrangements and therefore will have no impact upon highway safety.

# **Community Safety Implications:**

There are no apparent community safety issues

#### Recommendation:

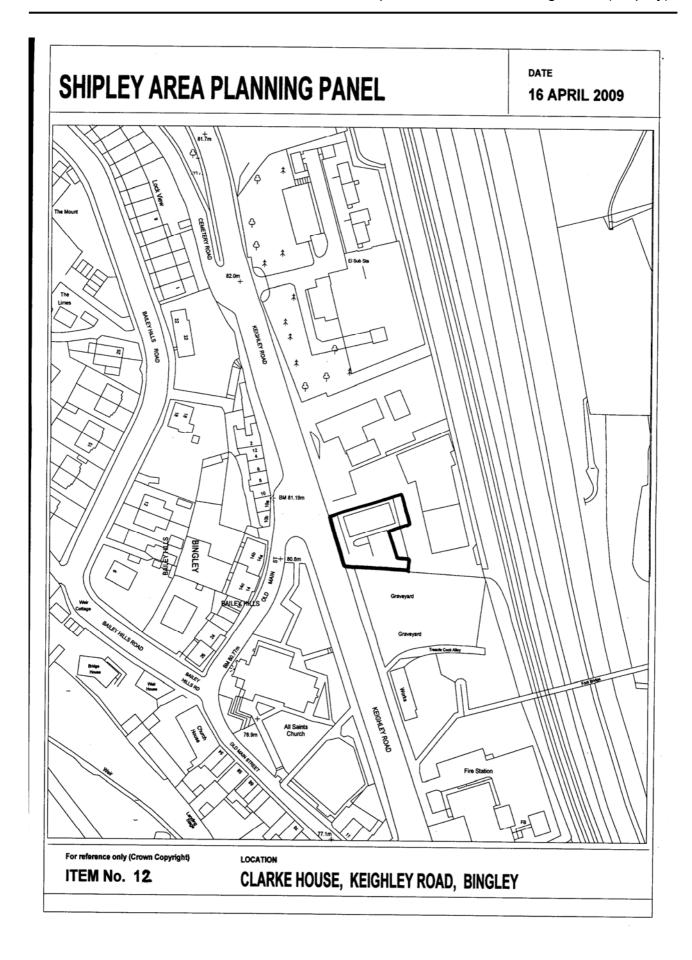
The application is recommended for approval subject to the conditions listed below.

# **Reasons for Granting Planning Permission:**

The proposal is not considered harmful to visual amenity, residential amenity or highway safety and is therefore considered to comply with Policies UR3, D1 and TM19A of the Replacement Unitary Development Plan and the Supplementary Planning Guidance contained within the Council's Revised House Extension Policy.

### **Conditions**

- 1. Development to commence within 3 years of determination.
- 2. Materials of construction to match the existing materials.
- 3. Permitted Development rights removed with regard to windows to prevent the introduction of additional windows in the north east elevation.



# 16 April 2009

Item Number: 12

Ward: BINGLEY

Recommendation: THAT PERMISSION BE GRANTED SUBJECT TO

**CONDITIONS** 

Application Number: 09/01016/FUL

# Type of Application/Proposal and Address:

Planning permission is sought for the change of use of the first floor of Clarke House, Keighley Road, Bingley, to provide customer toilets, staff accommodation, and storage space to be occupied and used in association with the authorised ground floor use of the premises as a restaurant. The application also includes some minor alterations to the front and side (south-facing) elevations, comprising the raising of walling beneath new windows.

### Site Description:

Clarke House is a two-storey, flat roofed, pebble-dashed building with a single storey, principally glazed extension to the front facing Keighley Road, located to the north of Bingley town centre. Works are currently underway in connection with the authorised change of use of the ground floor of the premises to a restaurant.

The ground floor was formerly occupied by a hairdressers and the first floor was occupied as three flats (although such use was never authorised by planning permission or a certificate of lawfulness). It is understood that some works to the first floor (in connection with this current proposal) have commenced.

The property is entered from the south elevation which gives on to a small car park with access to Keighley Road. This also provides vehicular access to the railway line which is situated to the east beyond a number of industrial units. To the south is a graveyard situated within the Bingley Conservation Area, the boundary to which is delineated by the southern edge of the Clarke House car park. To the north of Clarke House are vacant commercial buildings and a 24 hour petrol station. The Aire Valley Trunk Road (AVTR) runs parallel to the railway.

Keighley Road runs north – south and separates Clarke House and the commercial uses around it from Bingley Parish Church, Old Main Street, and the Bailey Hills residential district. This area is markedly different in character to the commercial group of which Clarke House is a part, containing a number of important listed buildings – not least the Parish Church – and forming the nucleus of the wider Bingley Conservation Area. The area to the west side of Keighley Road is predominantly residential although there is a small café – 'The Galley' - at 2 Old Main Street (whose approved hours of opening are restricted to no later than 6pm Monday to Saturday and 5pm Sunday although actual advertised hours finish at 2.30pm on weekdays and 1pm on Saturday).

Some on street car parking is available on Keighley Road in the vicinity of the site. Keighley road is a bus route.

# **Relevant Site History:**

08/03937/COU - Change of use of ground floor from hairdressers to a restaurant (Use Class A3), approved by Shipley Area Planning Panel subject to a Section 106 legal agreement (prohibiting use of the first floor for residential). Permission granted on 9/12/08 and subject to a number of conditions including the following:

(Condition 2) "The restaurant use hereby approved shall only operate between the hours of 5pm to 11.30pm, seven days per week.

Reason: In the interests of preserving the residential and general amenity of the surrounding area and to accord with policy UR3 and UDP3 of the Replacement Bradford Unitary Development Plan (2005)."

(Condition 3)"The restaurant (Use Class A3) use hereby permitted shall only apply to the ground floor of Clarke House as shown on approved drawing numbered 6333/2 and shall not apply to any part of the first floor of Clarke House.

Reason: For the avoidance of doubt as to the extent of the restaurant use permitted in order that the scale and impact of the proposed use can be properly controlled and to comply with policy UR3 of the Replacement Bradford Unitary Development Plan (2005)."

An appeal has been submitted against the imposition of condition 2 (restricted hours) which is currently pending consideration. The appellant seeks permission to open until midnight each night (Planning Inspectorate ref: APP/W4705/A/09/2096812).

08/07278/COU - Change of use of ground floor from hairdressers to restaurant and first floor to associated accommodation, refused 25/2/09 for the following reasons:

"The proposal fails to provide an adequate level of off street parking sufficient to safely cater for the likely demands, and the levels of on street car parking spaces in the vicinity of the site are insufficient to cater for all the parking demands in this locality which includes a bus route with bus clearways. The proposal would therefore lead to conditions prejudicial to traffic and pedestrian safety, contrary to policies TM2 and TM11 of the Replacement Bradford Unitary Development Plan (2005)."

"The proposal would likely lead to unacceptable noise and disturbance to residents in nearby streets due to patrons parking outside their dwellings, particularly in the late evening and at night. As such, the proposal would be contrary to policy UR3 of the Replacement Bradford Unitary Development Plan (2005)."

09/00423/ADV - Installation of illuminated shop signs, refused 25/2/09 for the following reasons:

"Although not in a conservation area, the site is directly opposite and adjacent to the boundary of the Bingley Conservation Area and close to the setting of a number of listed buildings, most notably the parish church whose well-treed graveyard extends across Keighley Road to the southern boundary of the application site. In this context, it is considered that the three illuminated signs that are proposed are excessive and that they would - individually and cumulatively - detract both from the character and appearance of the conservation area from which they would be seen, and from the setting of the listed buildings and the church yard. For these reasons, the proposal is contrary to policies D15, BH4A, BH7 and UR3 of the Replacement Bradford Unitary Development Plan (2005)."

09/01015/ADV - Installation of one illuminated and two non-illuminated shop signs, pending consideration.

08/03937/SUB01 - Submission of details of extraction system, painting of steel flue, timber gates, refuse collection, parking spaces to comply with conditions 4, 5, 6, 7 and 8 of permission 08/03937/COU, pending consideration.

Complaints have been received in connection with the re-roofing of the single storey section of the building fronting Keighley Road. This matter is currently under investigation.

# Unitary Development Plan (UDP) Proposals and policies:

The site is unallocated on the Replacement Bradford Unitary Development Plan (2005) (RUDP) but adjacent to the Bingley Conservation Area. The site lies outside the designated Bingley Town Centre.

Relevant policies in the RUDP are:

UDP3 - Quality of built and natural environment

UDP4 – Economic regeneration

UR2 - Promoting sustainable development

UR3 – The local impact of development

TM2 – Impact of traffic and its mitigation

TM11 – Parking standards for non-residential development

D1 – General design considerations

D3 – Access for people with disabilities

BH4A - Setting of listed buildings

BH7 - New development in (or adjacent to) conservation areas

#### **Parish Council:**

NA

### Publicity, number and summary of representations:

The proposal was advertised by means of a site notice which requested comments by 8/4/09 and letters to occupiers of adjacent commercial units and to all who commented on application ref: 08/03937/COU (72 letters in total). Letters requested a response by 3/4/09 or 8/4/09.

To date 33 letters of support have been received. Any subsequent letters will be reported at Panel.

In summary, supporters state that the applicant's business - which had to relocate from the Myrtle Walk shopping centre to facilitate redevelopment – is a long-established asset for Bingley, being well managed and operating trouble free for many years. Service and food are of a high quality and the restaurant employs local people and sustains other businesses. In this context, and given the current economic situation, there is concern that the applicants are being poorly treated and any delay in reopening the restaurant is negative for Bingley. Supporters consider that the location of the restaurant – away from houses and close to a 24 hour petrol station and other noise generating uses (the fire station, church bells) – is appropriate and fail to understand why there should be any objection to the proposal.

#### Consultations:

Traffic and Highways – Do not support the application on the grounds of limited available parking.

Highways Development Control – No objection since the proposal does not generate any additional demand for car parking.

Heritage Conservation - Clarke House is located in the setting of the Bingley conservation area and a grade II listed building. No objection in principle to change of use of first floor. The proposed alterations to windows and walls beneath would have a neutral impact so long as matching materials are used since the building has no exceptional character.

### **Summary of main Issues:**

The main issues relate to i) the acceptability of the proposed first floor use in principle, ii) the impact of the development on car parking provision, iii) the impact on residential amenity, and iv) the acceptability of the proposed external alterations. These issues will now be considered.

# Appraisal:

# i) Acceptability of the proposed first floor use in principle

This current proposal would see the first floor used to provide ancillary facilities required for the running of a restaurant. There would be no dining or waiting on the first floor. A condition should be attached to any permission to confirm this point.

This proposed use of the first floor is considered to be acceptable in principle, being a logical expansion of the authorised ground floor restaurant use that represents an appropriate re-use of an accessible commercial building in a sustainable edge of centre location. In this context, the proposal complies with RUDP policies UDP4, UR2 and D3.

### ii) Impact on car parking provision

The extant permission (08/03937/COU) generates an off street parking requirement of 22 spaces but only 6 are provided. On balance, this was considered acceptable given the site's proximity to Bingley town centre, the availability of public transport options, and the availability of on street parking outside the site.

The current proposal would not increase the dining capacity of the restaurant. The first floor would accommodate a staff changing room, storage area, and toilet facilities which would be significantly larger than those provided on the ground floor in the approved scheme. Relocating the toilet facilities to the first floor has not resulted in a significant increase in ground floor dining space due principally to the small size of the facilities as originally proposed. The ground floor dining area has essentially remained the same size. This is because the original waiting area and soft drinks bar have been enlarged, a slight increase in the depth of the kitchen is proposed, and a second staircase to the first floor is provided as an additional means of escape required by the building regulations. A disabled WC and larger circulation areas on the ground floor are also provided. Due to these factors there would be no increase in the number of covers (60) over and above the existing authorised situation. Consequently, there would be no increase in demand for parking.

The Highway Development Control team consequently raise no objections to the proposal when considered against the requirements of RUDP policies TM2 and TM11. Traffic and Highways maintain their objection (made in connection with planning application ref:

08/07278/COU) on the grounds of limited available parking. However, given that there would be no material intensification over and above the approved scheme (i.e. 08/03937/COU) officers consider that a refusal on this basis would be unsustainable.

# iii) Impact on residential amenity

Keighley Road marks a clear boundary between Clarke House and its commercial/industrial neighbours on the east side and the residential area of Bailey Hills/Old Main Street on the west. The highway is 18 metres wide outside Clarke House. Most of the commercial and industrial uses on the east side of Keighley Road operate during normal business hours. However, the petrol station operates for 24 hours and will inevitably generate a certain level of activity at all times. Keighley Road is significantly less busy since the AVTR opened but still generates noise and activity as a main road and frequent bus route.

Proposed hours of operation at the restaurant would be from 5pm to 11.30pm, seven days a week. This would accord with the existing authorised use of the ground floor as restricted by condition 2 on planning permission ref: 08/03937/COU. It should be noted that the applicants have appealed this condition, instead wishing to operate until midnight, seven days per week.

The applicant has advised that his previous restaurant (at Myrtle Walk) opened until 2am and catered for all age groups via two distinct eating times. The main restaurant business occurred between 6pm and 10.30pm and this is expected to remain the case in the new location. Younger people tended to eat later, between 11pm and 1am. However, recent changes in licensing laws have extended pub closing times in Bingley to between midnight and 1am. This has resulted in a serious fall in late evening trade, hence the proposed earlier closing time.

Evidence suggests that the Shama has been well run in the past and there is no reason why this should change. The applicant advises that there has never been any problem of rowdiness at the restaurant and the police have never been called to the premises. The restaurant will no longer cater for people leaving drinking establishments at closing time. Due to this, and the location of the site outside of the core town centre, it is considered that the restaurant will likely appeal less to drinkers and, in any case, the restaurant would be closed by pub closing time.

In this context, and since the proposal would not intensify the use or impact of the restaurant to any material degree (over and above what has already been approved), it is not considered that the proposed use of the first floor would generate unacceptable levels of noise, activity or anti-social behaviour sufficient to compromise residential amenity to any unacceptable degree. Accordingly, and subject to conditions already imposed on the extant permission (to which this proposal should be tied), it is considered that the development would comply with RUDP policies UR3 and D1.

# iv) Acceptability of the proposed external alterations

The proposed external alterations are modest in scale comprising the raising of window sills on the front and side (south-facing) elevations and the provision of new windows. The raised walling would be rendered to match the treatment on the majority of the building. It is not considered that these alterations would have any significant impact on the setting of the Bingley conservation area, nearby listed buildings, or general visual amenity. Accordingly, they would comply with the relevant RUDP policies D1, BH4A, or BH7.

# **Community Safety Implications:**

No problematic community and safety implications are foreseen as a result of the proposal.

#### **Conclusion:**

For the reasons noted above and subject to recommended conditions, it is considered that the proposal would represent appropriate development that would not adversely affecting the residential and general amenities of the area, or traffic and pedestrian safety, to any unacceptable degree. The development complies with Policies UDP3, UDP4, UR2, UR3, TM2, TM11, D1, D3, BH4A and BH7 of the Replacement Unitary development Plan. Accordingly, it is recommended that planning permission be granted subject to the following conditions.

# **Conditions of Approval:**

1. The development to which this notice relates must be begun not later than the expiration of three years beginning with the date of this notice.

Reason: To accord with the requirements of Section 91 of the Town and Country Planning Act, 1990 (as amended).

2. The restaurant use hereby approved shall only operate between the hours of 5pm to 11.30pm, seven days per week.

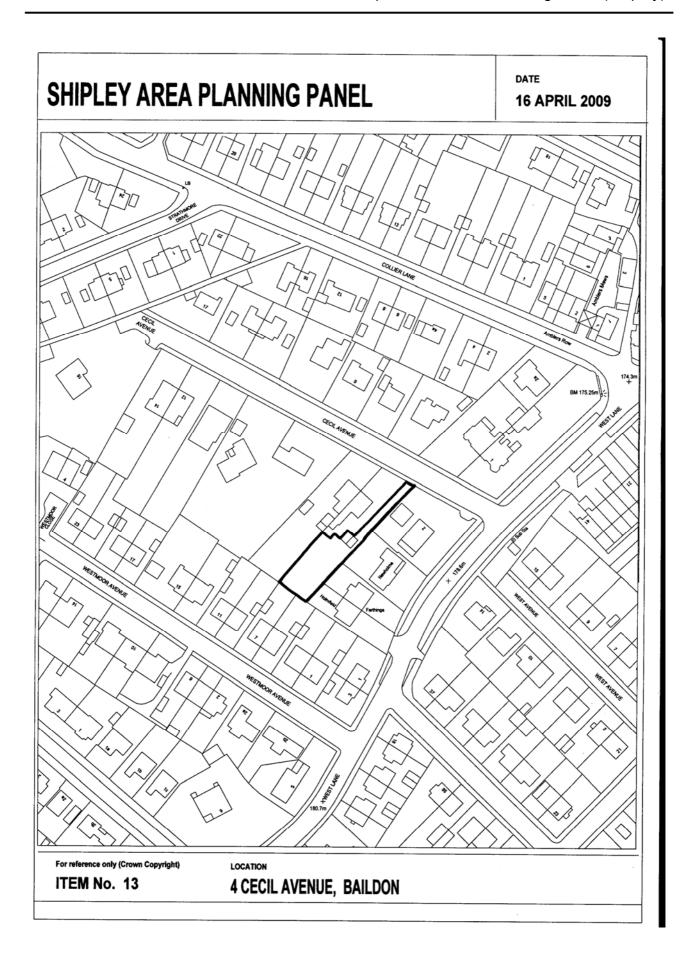
Reason: In the interests of preserving the residential and general amenity of the surrounding area and to accord with policy UR3 and UDP3 of the Replacement Bradford Unitary Development Plan (2005).

3. The first floor accommodation shall only be used to provide ancillary facilities required for the running of a restaurant as shown on the approved drawing numbered 6333/9, dated February 2009. There shall be no dining or waiting facilities on the first floor, and the first floor accommodation shall only operate as an extension to, in association with, and as an integral part of the restaurant previously approved at the ground floor of the premises under planning permission ref: 08/03937/COU dated 9/12/08. The first floor shall not operate as a separate unit. Further, the first floor shall only operate subject to the conditions numbered 4, 5, 6, 7, 8, and 9 of planning permission ref: 08/03937/COU.

Reason: For the avoidance of doubt as to the terms under which this planning permission has been granted, in the interests of preserving the residential and general amenity of the surrounding area, to ensure that traffic and pedestrian safety in the area is not compromised, and to accord with policies UR3, UDP3, TM2, and TM11 of the Replacement Bradford Unitary Development Plan (2005).

4. The external alterations hereby approved shall be constructed of facing and roofing materials to match the existing building unless prior written agreement is otherwise provided by the Local Planning Authority.

Reason: To ensure the use of appropriate materials in the interests of visual amenity and to accord with policies UR3, D1, BH4A and BH7 of the Replacement Bradford Unitary Development Plan 2005.



# 16 April 2009

Item No: 13

Ward: BAILDON

Recommendation: TO GRANT PLANNING PERMISSION SUBJECT TO

**CONDITIONS** 

Application No: 09/00734/FUL

# Type of Application/Proposal & Address:

This is a full planning application for the construction of a new bungalow in the rear garden of 4 Cecil Avenue, Baildon.

# Site Description:

The site is part of the long rear garden of 4 Cecil Avenue, Baildon which is large stone built semi-detached dwelling. The surrounding area is residential in nature consisting mainly of stone built detached and semi-detached dwellings. The land is fairly level and vehicular access is directly onto Cecil Avenue.

#### **Relevant Site History:**

08/05978/FUL - Construction of a three bedroom bungalow in the garden - Refused

# **Unitary Development Plan (UDP) Proposals and Policies:**

The site is unallocated on the Replacement Unitary Development Plan.

Policy UR3 Local Impact of Development

Policy H7 Density
Policy H8 Density

Policy D1 General Design Considerations
Policy TM2 Impact of Traffic and Its Mitigation

Policy TM12 Parking Standards for Residential Developments

Policy TM19A Traffic Management & Road Safety

Planning Policy Statement 3: Housing

#### Parish Council:

This application is very similar to the previous application and Baildon Parish comments are the same as previously. This application will result in a loss of amenity space and is not in keeping with the existing style of properties in the area.

### **Method of Publicity and Number of Representations:**

The application was advertised by neighbour notification letters and the display of a site notice. The publicity period expired on the 29<sup>th</sup> May 2008. Nine letters of objection including correspondence from a local Councillor and a local MP have been received.

### **Summary of Representations:**

• The proposed dwelling would not fit into the current surroundings.

Response – This is considered in the appraisal below.

• The proposal will affect the privacy and character of neighbouring properties Response – This is considered in the appraisal below.

 The proposal will set a precedent for further development in neighbouring other gardens

Response – Each application is judged on its own merits, the principle of the development is considered in the appraisal below.

 Proposal would increase traffic in the area – insufficient parking provision and poor infrastructure in the area.

Response – This is considered in the appraisal below.

Proposal will impact on local drainage infrastructure.

Response - No objections have been raised by the Council's Drainage section

#### **Consultations:**

Drainage - Conditions suggested

Highways – No objections subject to revisions to the plan (which have been received) and the imposition of several conditions

Trees – No objections subject to condition relating to tree protection

- Principle of the Development
- Visual Amenity
- Highway Safety
- Residential Amenity

# Appraisal:

This is a full planning application for the construction of a new bungalow in the rear garden of 4 Cecil Avenue, Baildon. The previous application was refused for three reasons:

- 1. Inadequate access and turning areas within the site
- 2. Impact on amenity principally via the height of the proposed building on the eastern boundary of the site. This would have caused some loss of light and outlook in the rear garden area of properties on West Lane.
- 3. Relationship with surrounding area

### **Principle of the Development**

The site is unallocated on the Replacement Unitary Development Plan and is not therefore protected for any uses other than those which accord with the general policies of the plan. The surrounding area is dominated by residential uses and so the principle of the development is acceptable. The development achieves a density of around 21 dwellings per hectare which is below the requirements of PPS 3 and Policy H7 of the Replacement Unitary Development Plan. However considering the nature of the surrounding area and the nature of the access to the site it is not considered that the proposal would prejudice the Council's density strategy. Consequently the principle of the development is considered to be acceptable in principle subject to its local impact.

# Visual Amenity

The detached dwelling while not of completely in keeping with the type of property in the area is not considered to cause any significant harm to the appearance of the streetscene. This is principally due to the concealed nature of the site behind the host dwelling. When viewed from Cecil Avenue the building will appear to be simply a small outbuilding in the rear garden of a larger dwelling. Subject to the use of appropriate materials, which can be controlled by condition, the proposal is not considered to be harmful to visual amenity.

# **Highway Safety**

The previous application carried a reason for refusal relating to the impact of the proposal on highway safety. in particular concerns related to the nature of the proposed access and perceived inadequacy of the width of the access road. Consultation with Highways DC has necessitated several amendments to the plan which would allow vehicles to turn within the site and also for emergency vehicles to get to the proposed dwelling if needed. No further objections are raised from Highways DC and subject to conditions requiring the provision of the access improvements detailed on the site layout plan the proposal is not considered to be harmful to highway safety.

# **Residential Amenity**

The previous application carried a reason for refusal relating to the impact of the proposed dwelling on neighbouring properties. in particular concerns related to the impact of the proposed dwelling on the garden areas of properties on West Lane. The height of the proposed dwelling has been reduced from the 6.5m originally proposed to around 4.7m in the current application. this reduction in height together with the proposed dwelling being set off the boundary by 1.5m is considered to be sufficient to overcome the previous concerns relating to the impact of the proposal on neighbours amenities. The proposal is therefore considered to be acceptable in terms of its impact on neighbours amenities.

# **Community Safety Implications:**

The proposed development does not present any community safety implications.

#### Recommendation:

The application is recommended for approval for the reason given below and subject to the conditions listed below.

# **Reason for Grant of Planning Permission:**

The proposed development is not considered to be harmful to the visual amenity, residential amenity or highway safety and therefore complies with the requirements of Policies UR3, H7, H8, D1, TM2, TM12 and TM19A of the Replacement Unitary Development Plan.

#### Conditions:

- 1. 3 year time limit
- 2. Amended Plans
- 3. All materials to be approved prior to commencement
- 4. Foul and surface drainage to be on separate drainage systems
- 5. Parking, turning areas and access road to be provided before occupation
- 6. PD rights A-D removed