

BOROUGH OF KETTERING

Committee	Full Planning Committee - 01/07/2014	Item No: 5.5
Report Originator	Christina Riley Senior Development Officer	Application No: KET/2014/0249
Wards Affected	Queen Eleanor and Buccleuch	
Location	Teal House, Duck End (land adj), Cranford	
Proposal	Full Application: 1 no. dwelling and formation of new vehicular access	
Applicant	Cranford Management	

1. PURPOSE OF REPORT

- To describe the above proposals
- To identify and report on the issues arising from it
- To state a recommendation on the application

2. RECOMMENDATION

THE DEVELOPMENT CONTROL MANAGER RECOMMENDS that this application be APPROVED subject to the following Condition(s):-

1. The development hereby permitted shall be begun before the expiration of 3 years from the date of this planning permission.

REASON: To comply with Section 91 of the Town and Country Planning Act 1990 (as amended) and to prevent an accumulation of unimplemented planning permissions.

2. a) The development hereby permitted shall not be commenced until details of a contaminated land investigation have been submitted to and approved by the Local Planning Authority. This submission shall be made to the Local Planning Authority in the following sequence:-

(1) a desk top study, and, if required by the Local Planning Authority following this submission

(2) a site investigation, and, if required by the Local Planning Authority following (1) and/or (2)

(3) a remediation strategy setting out the measures to be carried out on site to mitigate against any unacceptable risk or risks to all potential receptors

b) If required, the remediation of the site shall be carried out fully in accordance with the approved details and timetable contained therein. Within one month of completion of the remediation works, two copies of a closure report shall be submitted to the Local Planning Authority

c) If during the development of the site, contamination not previously considered is identified, no further work shall be carried out until the Local Planning Authority has been notified in writing of the discovery and a method statement detailing a scheme

for dealing with the contamination has been submitted to and approved by the Local Planning Authority. The remediation shall be carried out in accordance with the approved detail.

REASON: To reduce the risk to all receptors to acceptable levels and ensure that the site is suitable for its proposed use and to safeguard the environment of the area, in accordance with section 11 paragraphs 120 and 121 of the National Planning Policy.

3. No development shall take place within the site until the implementation of a programme of archaeological work has been secured in accordance with a written scheme of investigation which has been submitted to and approved in writing by the Local Planning Authority.

REASON: To ensure the recording of any items of archaeological interest in accordance with section 12 paragraph 141 of the National Planning Policy Framework.

4. No development shall commence on site until details of the types and colours of all external facing and roofing materials to be used, together with samples, which shall be traditional and natural materials, have been submitted to and approved in writing by the Local Planning Authority. The proposed roof lights shall be fitted so as to be flush with the external roof surface. The development shall not be carried out other than in accordance with the approved details.

REASON: In the interests of the visual amenities of the area in accordance with policy 13 (h, i and o) of the North Northamptonshire Core Spatial Strategy and section 7 and 12 of the National Planning Policy Framework.

5. Before the development hereby permitted is begun, a scheme demonstrating how the development will incorporate techniques of sustainable construction and energy efficiency, provision for waste reduction and recycling and provision for water efficiency and recycling shall have been submitted to and approved in writing by the Local Planning Authority. The development shall not be carried out other than in accordance with the approved details.

REASON: In the interests of energy efficiency and sustainable construction in accordance with policy 14 (b) of the North Northamptonshire Core Spatial Strategy.

6. All external walls shall be constructed in natural stone and shall not be laid, coursed or pointed other than in accordance with a sample panel which shall have been constructed on site and approved in writing by the Local Planning Authority prior to the commencement of construction of any such external walls. As approved, the sample panel shall be retained on site and kept available for re-inspection throughout the construction period.

REASON: In the interests of the character and appearance of the Conservation Area and the setting of the adjacent listed buildings in accordance with policy 13 (h, i and o) of the North Northamptonshire Core Spatial Strategy.

7. No development shall take place on site until full details of all windows, doors, timber finishes, verge and eaves detailing and rainwater goods have been submitted to and approved in writing by the Local Planning Authority. The development shall not be carried out other than in accordance with the approved details.

REASON: In the interests of the character and appearance of the Conservation Area in accordance with policy 13 (h, i and o) of the North Northamptonshire Core Spatial Strategy.

8. No development shall take place on site until a scheme for boundary treatment has been submitted to and approved in writing by the Local Planning Authority. The building shall not be occupied until the approved scheme has been fully implemented in accordance with the approved details.

REASON: In the interests of the amenities and privacy of the neighbouring property in the interests of amenity in accordance with policy 13 (l) of the North Northamptonshire Core Spatial Strategy.

9. Notwithstanding the provisions of Article 3 of the Town and Country Planning (General Permitted Development) Order 1995 (or any Order revoking and re-enacting that Order with or without modification) no additional openings permitted by Schedule 2, Part 1 Classes A or C shall be made in the east and west elevations or roof planes of the building.

REASON: To protect the amenity and privacy of the occupiers of adjoining property in accordance with policy 13 (l) of the North Northamptonshire Core Spatial Strategy.

10. The access and layout shall be provided in accordance with the details shown on Drawing No: 13/840L/05A dated 12th June 2014 and shall be surfaced with a bound surface/paving from the edge of the carriageway known as Duck End and the line of the existing stone wall. The gradient of the drive shall not exceed 1:15 to a point 10m of the edge of the carriageway of the adjoining highway. The access shall have suitable drainage facilities to prevent surface water discharging over the highway. Any gates provided at the point of access to the site shall be hung so as to open inwards into the site only. The access shall be provided prior to the occupation of the dwellings and thereafter retained.

REASON: To ensure a satisfactory means of access to the highway in accordance with policy 13 (d) of the North Northamptonshire Core Spatial Strategy.

Officers Report for KET/2014/0249

This application is reported for Committee decision because there are unresolved, material objections to the proposal.

3.0 Information

Relevant Planning History

KET/2012/0810 – New Dwelling. Approved 12.04.13

Site Description

Officer's site inspection was carried out on 09/05/2014.

The application site consists of a grassed field on the northern side of Duck End. It lies between 12 -18 Duck End (Grade II Listed Buildings) to the west and Teal House, a modern detached dwelling to the east. To the rear of the site is open countryside. A stone boundary wall is to the front (south) and west boundaries of the site. The rear boundary is marked by a rail fence. The ground levels slope downwards from south to north (from the front to the rear of the site). A small tree is located in the plot.

Access to the site is proposed from Duck End and through the front boundary wall.

Initial plans showed two breaks in the front boundary wall, one for a pedestrian access, one vehicular. Amended plans have been received that now show only one break in the wall, for a combined access.

Proposed Development

Single dwelling, with internal double garage and associated access. Planning permission for a single dwelling, with a separate double garage was granted in 2013, this is extant. The application is, in effect, for a redesign of the previous dwelling.

The extent of built form within the application is about the same as that previously consented. The key difference is that the house and garage are within the same envelope, the approved scheme has a house and separate garage.

Any Constraints Affecting the Site

The application site is within Cranford Conservation Area and is adjacent to listed buildings 12, 14, 16 and 18 Duck End.

4.0 Consultation and Customer Impact

Parish Council

No objection

Highway Authority

No comment

Environmental Health

No objection subject to usual contaminated land condition and working hours conditions.

English Heritage

No comments.

Northamptonshire County Council – Archaeology

No objection subject to a condition requiring an archaeological programme of works.

Neighbours

1 letter has been received objection to the proposal on the following grounds: -

- i) Proposal does not meet requirements of Policy RA3 due to its size, form and character;
- ii) Involved the development of open land and loss of important views from the development site towards the valley of the River Cam;
- iii) Proposal is detrimental to the setting of adjacent listed buildings;
- iv) Fields to the east of the site contain Ridge and Furrow. The development site was part of a larger felid, Calk Leys Furlong, which was part of the larger East Field. The site is of importance as it was part of the Open Fields System and under the ownership of the Abbot of Peterborough. A study between Northamptonshire County Council and English Heritage from 1995 – 1999 'Turning the Plough' looking at the survival of the Medieval Open field System found that the loss of these areas has been extreme, thus what is left of these important sites should be preserved;
- v) Loss of part of a boundary wall to provide access will have a negative impact on area around Duck End;
- vi) New access at corner is bad practice, could prove to be a hazard for walkers, cyclists and other motorists and;
- vii) Noise disturbance from the development

5.0 Planning Policy

National Planning Policy Framework

Paragraph 14: The presumption in favour of sustainable development

Paragraph 17: Core Planning Principles

Section 6. Delivering a wide choice of high quality homes

Section 7. Requiring good design

Section 11. Conserving and enhancing the natural environment

Section 12. Conserving and enhancing the historic environment

North Northamptonshire Core Spatial Strategy

Policy 1. Strengthening the Network of Settlements

Policy 13. General Sustainable Development Principles

Policy 14: Energy Efficiency and Sustainable Construction

Local Plan

RA3. Rural Area: Restricted Infill Villages

SPGs

Sustainable Design SPD

6.0 Financial/Resource Implications

None

7.0 Planning Considerations

The key issues for consideration in this application are:-

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1. Principle
2. Amenity
3. Character
4. Archaeology
5. Impact on Highway Safety
6. Sustainability and energy efficiency
7. Contaminated Land

1. Principle

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan for Kettering Borough currently consists of the North Northamptonshire Core Spatial Strategy (CSS) adopted in June 2008, and saved policies from the Local Plan for Kettering Borough.

Policy 1 of the North Northamptonshire Core Spatial Strategy (CSS) requires development in villages to be contained within village boundaries. The application site lies within the designated Cranford village boundary. Cranford is classed as a Restricted Infill Village by saved Policy RA3 of the Local Plan for Kettering Borough, which reflects the need to protect the village environment and its limited ability to absorb new development.

Policy RA3 states that 'planning permission will only be granted in restricted infill villages such as Cranford if the proposal is within the defined village boundary; the proposal is appropriate in terms of size, form, character and setting; the proposal does not involve the development of open space; and the proposal takes account of the need to conserve energy'.

National planning policy in the NPPF is a material consideration in planning decisions. Paragraph 14 of the NPPF states that there is a presumption in favour of sustainable development; Paragraph further 49 states that housing applications should be considered in the context of the presumption in favour of

sustainable development.

The principle of development on the application site is established by the extant permission that already exists. The application is acceptable in principle because the site lies within the village boundary in a Restricted Infill Village. As a result the principle of residential development on the site is acceptable and, subject to all other material considerations as outlined below it is considered that the proposal is acceptable in principle, in accordance with policy 1 of the CSS, policy RA3 of the Local Plan for Kettering Borough and paragraphs 14 and 49 of the NPPF.

2. Amenity

Policy 13(l) of the North Northamptonshire Core Spatial Strategy requires that development will not result in an unacceptable impact on the amenities of neighbouring properties, by reason of noise, vibration, pollution, loss of light or overlooking. Paragraph 17 of the NPPF (Core Planning Principles) states planning should 'always seek to secure ... a good standard of amenity for all existing and future occupiers of land and buildings.'

The application proposes an increase in the height of the front element of the dwelling from 7.8m to 8.1m, an increase of 0.3m. The additional height of 0.3m to the front element is considered to be relatively minor within the overall scheme, and is therefore acceptable. A condition requiring the submission of existing and proposed floor levels with reference to neighbouring dwellings will allow the Local Planning Authority greater control over this aspect of the development.

Additional changes include an increase in the height of the rear wing. Due to the sloping ground the ridge height ranges from 8.1m (closest to the road) to 8.4m (at the northern most point of the two storey element), an increase of between 0.7 – 1.0m from the previously approved scheme. Proposed changes to fenestration are detailed below. The impact of the scheme and the proposed changes, on amenity is discussed below.

The nearest neighbours to the application site are 12, 14, 16 and 18 Duck End, which lie to the west, Teal House is located to the east, with 6 Duck End to the south-east and 3 Duck End to south-west.

The previously approved first floor window bedroom which overlooked the rear elevations and gardens of 12, 14, 16 and 18 Duck End has been replaced by 3 rooflights which serve a landing, dressing room and bathroom. There may be some overlooking of the rear elevation and gardens of No's. 12 – 18 Duck End from the proposed rooflights, but these areas are already overlooked by each other. The spaces served by the rooflights are not classed as habitable rooms, and subject to a condition to ensure that they are obscure glazed, it is considered that overlooking from this proposal of 12 – 18 Duck End will be less than that which would have been experienced had the already approved scheme been constructed.

Windows on the ground floor serve a lobby/link corridor and will be screened

by the existing boundary wall. It is not considered that the additional overlooking caused by this proposal will add significantly to overlooking already experienced and the proposal is therefore, considered acceptable in this respect in relation to No 12 – 18 Duck End.

Any loss of light to 12 Duck End (the dwelling nearest to the application site) will be limited as the elevation closest to the new dwelling is blank and there only two 1st floor windows in the rear elevation. Even with the increase in height of the rear wing it is considered that the proposed dwelling is located sufficiently far from the rear elevations of 14 – 18 Duck End (approximately 16m) to limit the possibility of loss of light or it being overbearing in nature to a level at which a refusal of planning permission would be sustained at appeal.

The new dwelling is sighted over 21m to the north of 3 and 6 Duck End, and as a result will not result in an unacceptable loss of amenity to these dwellings.

At its closest point the proposed dwelling is sighted approximately 8m from the boundary with Teal House, 11m from Teal House itself and over 23m from Teal House annex; which lie to the north-east and east of the application site respectively.

Whilst there might be some slight overshadowing of the front garden and parking area of Teal House this will be limited to the front garden and parking area in the afternoon. The distance between the proposed dwelling (11m) and its location at an angle to Teal House will limit the potential for the development to be overbearing for residents of the existing dwelling, likewise the 23m separation distance between the proposed dwelling and Teal House annex. As in the previously approved scheme there is only one window at first floor level overlooking Teal House. Due to the distances involved, (11m and 23m) and the nature of the space to be overlooked (front garden and parking area) whilst there will be some overlooking and overshadowing of Teal House and annex it is not considered sufficient to justify a refusal of the application.

To conclude, it is considered the proposed scale, siting and design of the dwelling, will minimise any potential amenity impact on its neighbours and that no unacceptable harm to neighbouring amenity would result from the proposal. The amenity impact of the development is acceptable and complies with CSS policy 13 (l).

The objector has commented on noise from the development. Whilst there maybe some noise whilst the dwelling is under construction, this can be dealt with through Environmental Health legislation, should the need arise.

3. Character

The application site lies within Cranford Conservation Area. S72 of The 1990 Planning (Listed Buildings and Conservation Areas) Act places a duty upon a Local Planning Authority to pay special attention to the desirability of preserving (which legally has been held to mean maintain the 'status – quo') or enhancing the character or appearance of that area when considering whether to grant planning permission for development within it.

Listed buildings 12, 14, 16 and 18 Duck End lie to the east of the site. S66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 places a general duty on the local planning authority to have special regard to the desirability of preserving the setting of a listed building when considering whether to grant planning permission for development which affects that setting.

Policy 13(h) of the NNCSS requires that developments be of a high standard of design, architecture and landscaping and respect and enhance the character of its surroundings.

Para 17 of the NPPF requires the Local Planning Authority to seek to secure a high quality of design in new development, Section 7 gives greater detail stating that good design is a key aspect of sustainable development, which is indivisible from good planning. Section 12 requires the Local Planning Authority to assess the impact of development which impacts on heritage assets such as Listed Buildings and Conservation Areas and to take into account the desirability of sustaining and enhancing the significance of heritage assets and the desirability of new development making a positive contribution to local character and distinctiveness.

The objector has commented that the design of the new dwelling does not meet the requirements of policy RA3 due to its size, form, character and setting within the village.

The extent of built form within the application is about the same as that previously consented. The key difference is that the house and garage are within the same buildings, a rough upside down 'T-shape'. In the previous scheme a house and separate garage were proposed.

The front elevation of the proposed dwelling is very similar to that of the approved dwelling; the key difference is the addition of a chimney on the western gable, and a slight increase in height from 7.8m to 8.1m. The design makes use of features such as stone walls and slate roof with coursed stone parapets, gabled 'lucarne windows' (i.e. windows which lie part in the roof and part in the main body of the building), timber porch and windows, which reflect the character of neighbouring historic properties, (No 12 and 14 Duck End) rather than the more modern dwellings nearby.

By 'borrowing' features from neighbouring dwellings the proposal ensures that the character of the Conservation Area will be preserved. Conditions requiring samples of materials and additional details of doors and windows will ensure that the detail of these elements matches the character of the Conservation Area. The additional height of 0.3m does not detract from the design of the dwelling and is therefore acceptable. A condition requiring the submission of existing and proposed floor levels with reference to neighbouring dwellings will allow the Local Planning Authority greater control over this aspect of the development.

The proportions of the floor plan of the frontage element of the dwelling reflect

those of its nearest neighbours – 12 and 14 Duck End, both Grade II Listed Buildings. 12 is 10m long and 6m deep, whilst 14 is 9m long and 7m deep. Other neighbouring dwellings are either very close to these measurements (4 and 6 Duck End) or larger (3 Duck End and Teal House). At 10.5m long and 6m deep the frontage development of the new dwelling is considered to be in proportion with its nearest historical neighbours and a better reflection of the character of the Conservation Area than some of the modern development around it.

It is to the rear that the main differences are seen, with the garage being incorporated into the house, rather than being a separate building. This has led to a rather larger ground floor footprint, of 6m long by 15m deep, as opposed to the previously approved rear wing being 5.5m deep by 5.0m wide.

The additional length has been compensated for by a stepping down and setting back of the rear wing. By breaking the rear 'wing' into two separate elements, a two-storey block (comprising double garage, laundry and corridor on the ground floor, two bedrooms, bathroom and dressing room above), and a single storey kitchen area, linked to a family and garden room, the visual impact of the larger rear 'wing' is reduced. The change in design allows for a better relationship between the house and garden by deleting the separate double garage, however

The site is located on a bend in Duck End, meaning that when approaching the site from the south, only the front elevation will be seen. The front element of the dwelling and the existing dwellings of 12 – 18 Duck End will largely screen any views of the rear wing from the west. The rear wing is therefore, considered to be acceptable.

The proposed dwelling will be set back from the road on ground which slopes downwards from south to north (from the front to the rear of the plot). The location of the dwelling towards the centre rather than the front of the plots is different to its nearest neighbour No 12 Duck End which fronts the road; however other properties in the immediate vicinity of the site are set back. The closest neighbour to the west, Teal House is a large modern detached dwelling over 25m back from the road. Due to its location within the plot the new property will act as a visual 'stepping stone' between the traditional terrace properties to the west of the site and Teal House. The setting back of the dwelling therefore respects the setting of the adjacent listed buildings and the character and appearance of the Conservation Area.

Additionally, if the dwelling were to be set on the same building line as No 12 this would result in the loss of a significant element of the boundary wall. Whilst this boundary wall is not identified as being a 'Significant Boundary Wall' within the Conservation Area Appraisal it does have a positive benefit on the character of this part of the Conservation Area and the loss of a 10.5m stretch of it, (as would be needed if the dwelling were to be built in this location) would be unacceptable.

The loss of part of the wall to form an access to the property is unfortunate, but

is an inevitable consequence of a dwelling in this location. The loss of this much smaller element of the wall needs to be balanced against the impact of the development on the Conservation Area. As detailed above it is considered that the design, scale and location of the dwelling within the plot will preserve the character of the Conservation Area and this preservation balances out the loss of the wall.

Objectors have commented on the loss of view that will be the result of the development. The proposal will undoubtedly alter the appearance of this part of the Conservation Area, however this view has not been identified in the Cranford Conservation Area appraisal as a 'Significant View', or the land as Historically and Visually Important Open Space within the Site Specific Options Paper. The application site is not considered to be of significant importance to be protected from development, therefore the test is whether the development within the space preserves (maintains the status-quo) of the area. As the design of the proposed dwelling reflects the character of neighbouring Listed Buildings and its location within the plots respects their setting it is considered that the proposal achieves this.

In summary, it is considered that the design, scale and location of the proposed dwelling are acceptable and will not have an adverse impact on the neighbouring listed buildings or Conservation Area. The proposal thus preserves the character of the Conservation Area in accordance with s72 of The 1990 Planning (Listed Buildings and Conservation Areas) Act and policy 13(h) of the North Northamptonshire Core Spatial Strategy and Para 17, Section 7 and Section 12 of the NPPF which require new development to be a high quality of design and to reflect, respect and enhance the character of its surroundings.

4. Archaeology

Section 12 (Conserving and enhancing the historic environment) of the NPPF states that when determining applications on a site which has the potential to include heritage assets with an archaeological interest, Local Planning Authorities should require developers to submit an appropriate desk-based assessment, and where necessary a field evaluation.

Northamptonshire County Council Assistant Archaeological Advisor has noted that there is the potential for remains of archaeological interest to survive on the site and that normally a field evaluation would be required, however in the light of the probability of truncation on the site, in this instance consider a condition for an archaeological programme of works will be acceptable. This reflects then advice given on the previous application.

The objectors comments are noted, however the ridge and furrow referred to is not within the application site, and, as detailed above, Northamptonshire County Council have not objection to the scheme, subject to condition. In light of this, it is considered that this aspect of the scheme conforms to Section 12 of the NPPF which seek to protect archaeological remains.

5. Impact on Highway Safety

Policy 13 (d) of the North Northamptonshire Core Spatial Strategy requires new development to have a satisfactory means of access and provide for parking, servicing and manoeuvring in accordance with adopted standards. Policy 13(n) requires development not to have an adverse impact on the highway network or to prejudice highway safety.

The application includes a new access to the highway. Standing highways advice requires an access width between 3.2 and 3.7m for a single property, with vehicular visibility splays of 43m in each direction from a point 2m behind the highway and pedestrian visibility splays of 2m x 2m.

There has been an objection to the proposal on the highway safety grounds; however the access proposed is the same as that approved under KET/2012/0810, to which the Local Highway Authority had no objection to the application provided their standard requirements are met. It would therefore be unreasonable to refuse the application on highway safety grounds.

Parking is proposed on site in a double garage, with sufficient space to the front of the garage for additional cars. Parking space will be available on the driveway. It is therefore considered that the parking provided on site is sufficient.

A condition is proposed to ensure the access and parking facilities will be acceptable.

6. Sustainability and Energy Efficiency

Policy 14(b) of the North Northamptonshire Core Spatial Strategy states that development should meet the highest viable standards of resource and energy efficiency and reduction in carbon emissions. All developments should incorporate techniques of sustainable construction and energy efficiency, provide for waste reduction/recycling and water efficiency and be in accordance with the requirements of the North Northamptonshire Sustainable Design SPD. Policy 10 of the NPPF requires new development to meet Local Plan requirements on decentralised energy supply unless it can be demonstrated that this is not feasible or makes the development unviable.

The Design and Access Statement states that the scheme could provide for all or some of the following: - a ground source heat pump, high efficiency building fabric, mechanical heat recovery system, rainwater harvesting, enhanced insulation, use of energy efficient lighting and appliances. It also states that the dwelling has garden areas suitable for external clothes drying and storage space for cycles, and that refuse / recycling bin storage will be provided. Whilst the Design and Access Statement sets out general principles, it does not provide specific detail on how policy 14 (b) will be complied with, however this issue can be addressed by condition.

7. Contaminated Land

Paragraphs 109 and 121 of the NPPF requires development to enhance the local environment by remediating and mitigating contaminated land ensuring it

complies with Part IIA of the Environmental Protection Act 1990. Due to the underlying geology present throughout Northamptonshire, levels of naturally occurring arsenic, vanadium and chromium found throughout the borough frequently exceed the levels at which the risk from arsenic, vanadium and chromium to human health is considered acceptable for residential land use.

To prevent any unacceptable risk to human health to future occupiers of the site Environmental Health recommended an investigation on site will be necessary to assess the extent of contamination which will then inform a remediation scheme. This can be satisfactorily secured by condition in the interests of human health, property and the wider environment.

Conclusion

The scheme is in accordance with national and local planning policy, including with s72 of The 1990 Planning (Listed Buildings and Conservation Areas) Act and policies 13(h) of the North Northamptonshire Core Spatial Strategy and Para 17, Section 7, 10 and 12 of the NPPF. The scheme is in keeping with the character of the Conservation Area, has no adverse impact on the setting of neighbouring Listed Buildings and raises no adverse implications for residential amenity or highway safety.

Background Papers

Title of Document:

Date:

Contact Officer:

Christina Riley, Senior Development Officer on 01536
534316

Previous Reports/Minutes

Ref: Item 5.2 KET/2012/0810

Date: 09/04/13