

BOROUGH OF KETTERING

Committee	Full Planning Committee - 24/04/2012	Item No: 5.4
Report Originator	Chris Rose Development Officer	Application No: KET/2012/0142
Wards Affected	Brambleside	
Location	Gainsborough House, 11 Rockingham Paddocks, Kettering	
Proposal	Full Application: Erection of dwelling	
Applicant	Mrs Goddard	

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. The development hereby permitted shall not be carried out other than in accordance with the approved plans and details submitted with the application, received on the 22/02/1012, shown on drawings 12-124, Location Plan and Block Plan.

REASON: In the interests of amenity in accordance with Policy 13 of the North Northamptonshire Core Spatial Strategy.

3. The development hereby permitted shall not be carried out other than in accordance with the submitted Design and Access Statement, Energy Statement and Waste Management Facilities Strategy (received 22.02.12).

REASON: In the interests of sustainable development in accordance with Policy 14 of the North Northamptonshire Core Spatial Strategy.

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 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 visual amenities of the area in accordance with Policy 13 of the North Northamptonshire Core Spatial Strategy.

5. No development shall take place until a plan prepared to a scale of not less than 1:500 showing details of existing and intended final ground and finished floor levels has 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: To protect the amenity of the occupiers of adjoining properties in accordance with Policy 13 of the North Northamptonshire Core Spatial Strategy.

6. 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 development shall not be carried out other than in accordance with the approved details.

REASON: In the interests of the amenities of neighbouring property in accordance with Policy 13 of the North Northamptonshire Core Spatial Strategy.

7. 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 building, structure or other extension permitted by Schedule 2, Part 1, Class A or E of the Order shall be constructed forward of the front (west) elevation of the dwelling hereby permitted.

REASON: To maintain the integrity of the dwelling's design and to protect the character and visual amenity of the area in accordance with Policy 13 of the North Northamptonshire Core Spatial Strategy.

8. 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 Class A shall be made in the south elevation of the dwelling hereby approved.

REASON: To protect the amenity and privacy of the occupiers of adjoining properties in accordance with Policy 13 of the North Northamptonshire Core Spatial Strategy.

Notes (if any) :-

NONE

Justification for Granting Planning Permission

The proposal is in accordance with national and local policies as set out in Sections 1, 7, 10 and 12 of the National Planning Policy Framework, Policies 2 and 3 of The East Midlands Regional Plan and Policies 1, 9, 13 and 14 of the North Northamptonshire Core Spatial Strategy. The proposal is also in accordance with the North Northamptonshire Sustainable Design Supplementary Planning Document. There are no material considerations that indicate against the proposal.

Officers Report

3.0 Information

Relevant Planning History

KE/1980/0640 - Residential development. Refused

KE/1980/0641 - Residential development. Refused

KE/1982/0502 – Conversion and change of use to 24 dwellings. Refused

KE/1983/0090 - Conversion and change of use to 9 residential units. Approved

KE/83/0840 - Change of use of ex-hospital and enclosing buildings into 8 residential units. Approved

KE/1987/1069 - Double garage with enclosed wall. Approved.

KE/2001/0064 - Proposed extension to dwelling. Refused.

KET/2008/0511 – Outline consent - Detached four bedroom dwelling house.

Approved

KET/2011/0289 – Approval of Reserved Matters – Detached dwelling. Refused.

PRE/2011/0133 - Pre-application advice: Erection of new dwelling

Site Description

Officer's site inspection was carried out on 16/03/2012

The application site is to the south of 11 Rockingham Paddocks, a semi-detached dwelling which was part of a scheme that was converted from a hospital into residential properties in the early 1980s. Many of the hospital's former buildings have been retained on site and several have been altered. The application site itself is part of the curtilage of 11 Rockingham Paddocks and consists of part of the rear garden of number 11 and a single storey double garage and associated parking area. The proposal site is surrounded in all directions by residential dwellings of both one and two storey nature and various amounts of screening. The existing single storey garage on the application site has a pitched roof and has a footprint of approximately 8m x 7m.

Proposed Development

Erection of dwelling. Full application for a detached 2 storey 4 bedroom dwelling adjacent to no. 11 Rockingham Paddocks.

Any Constraints Affecting the Site

None.

4.0 Consultation and Customer Impact

Highway Authority

No objection – Rockingham Paddocks is not adopted highway.

Neighbours

2 representations of objection were received during the consultation process. The following points were raised:

- Overlooking of the garden, kitchen and conservatory to no. 4 Wessex Close
- Loss of privacy to no. 4 Wessex Close
- Close proximity to garden of no. 4 Wessex Close

- Cramming of a new dwelling into a historic site
- Overlooking to properties in Wessex Close to the south
- Loss of privacy to Wessex Close through removal of trees
- Red bricks not in keeping with the design of Wessex Close
- Built line not in line with no. 5 Wessex Close
- 2 ground floor windows on the south side elevation would be a few feet from the boundary fence and cause loss of privacy to the neighbouring garden in Wessex Close
- 4 1st floor windows on the east (rear elevation) of the proposed dwelling will overlook the conservatory and garden of no. 5 Wessex Close and cause loss of privacy
- Ground floor kitchen windows will negatively impact no. 5 Wessex Close – loss of privacy and noise and disturbance
- Loss of light to no. 5 Wessex Close – to 1st floor window, conservatory and garden (afternoon and evening sunlight)
- Loss of row of conifers to the south boundary and resulting loss of privacy to no. 5 Wessex Close
- Potential damage to tree roots in surrounding properties from construction of dwelling
- A new close boarded fence should be provided to the southern boundary

5.0 Planning Policy

National Planning Policy Framework

Paragraph 17 – Core planning principles

Section 1 – Building a strong, competitive economy

Section 7 – Requiring good design

Section 10 – Meeting the challenge of climate change

Section 12 – Conserving and enhancing the historic environment

East Midlands Regional Plan

Policy 2 - Promoting Better Design

Policy 3 - Distribution of new development

North Northamptonshire Core Spatial Strategy

Policy 1 - Strengthening the Network of Settlements

Policy 9 - Location of Housing

Policy 13 - General Sustainable Development Principles

Policy 14 – Energy Efficiency and Sustainable Construction

Supplementary Planning Guidance

North Northamptonshire Sustainable Design SPD

Local Plan

Policy 35 - Housing: Within Towns

6.0 Financial/Resource Implications

None

7.0 Planning Considerations

The key issues for consideration in this application are:

1. Principle of Development
2. Design, Character & Heritage
3. Residential Amenity
4. Access & Highways
5. Sustainable Design & Construction

1. Principle of Development

The principle of developing this site for a single dwelling was initially established through the grant of planning permission in 2008 (KET/2008/0511) – an outline application for residential development with all matters relating to the application reserved. Although this consent has since lapsed, the overarching principle of residential use in this location remains sound and the potential of the site to accommodate a single 3 to 4 bedroom detached dwelling has been demonstrated.

Paragraph 49 of the National Planning Policy Framework states that applications for housing should be considered in the context of the presumption in favour of sustainable development. The application site is within the town boundary of Kettering, as defined by Policy 35 of the Local Plan, in an established residential area where Policy 35 is supportive of proposals for residential development in principle. Policies 1 and 9 of the Core Spatial Strategy direct development to existing urban areas and indicate that Kettering is a 'Growth Town' and, therefore, should provide a focal point for development. Policy 10 of the CSS establishes that Kettering will provide a focal point for residential development. This approach is further supported by Policy 3 of the East Midlands Regional Plan which indicates that significant levels of growth should be located within Kettering.

The appropriateness of residential use in this location is, therefore, established in principle. However, the appropriateness of the proposed scheme will be subject to consideration of further matters, discussed below.

2. Design, Character & Heritage

Section 7 of the National Planning Policy Framework sets out the importance of good design and underlines how good design is indivisible from good planning and sustainable development. Policy 13 of the CSS requires new development to raise standards – to be of a high standard of design and architecture; to respect and enhance the character of its surroundings; and to create a strong sense of place by strengthening distinctive historic qualities.

Historic maps from the period 1891-1912 show Rockingham Paddocks as Kettering's 'Isolation Hospital'. The building which includes 11 Rockingham Paddocks was constructed later, sometime between 1919 and 1943. There are some very definite characteristics to the majority of the dwellings in Rockingham Paddocks which result from their original design as a hospital. Whilst the buildings are not designated heritage assets, as defined by the National Planning Policy Framework, they do have both a historic and architectural value. For these reasons new development should be reflective of this context and be well integrated with,

and complement, the neighbouring buildings and their character. The former hospital buildings, like the adjacent 11 Rockingham Paddocks, display a distinct character – they are constructed of red brick, are 1.5 storeys high with a consistent built line, ridge line and roof height and a clear vertical emphasis with regularly spaced and sized windows.

A previous Approval of Reserved Matters application for a detached dwelling was refused in 2011 (KET/2011/0289) largely on design and character grounds. Subsequent Pre-Application advice was provided in late 2011 (PRE/2011/0133) which focussed on how a revised scheme could address these issues. It is considered that the revised scheme presented in this application reflects the advice provided and that the design is of good quality and reflects the character of the area, described above.

The design adequately responds to the character of Rockingham Paddocks and reflects the scale, siting, height, mass and design of the surrounding traditional buildings, particularly the adjacent 10-11 Rockingham Paddocks.

The proposed ridge height and roofline are consistent with the adjoining building as are the front upper storey windows set into and projecting from the roof space. Although surrounding roofs are generally hipped, the impact of hipping the roof on the living space in the upper storey bedrooms means a pitched roof is more practicable for this scheme.

The view into the site from Rockingham Paddocks into the site is important, and the line of the new building is well related to and adequately reads as a continuation, or completion of the existing row of buildings, as opposed to an isolated new building. The built line of the study and porch element accords with the extent of number 11 which brings a consistency with the existing buildings. A consistent built line with the front elevation along the same line as number 11 would be most desirable, however it is noted that the partial setback has been considered necessary to provide for a vehicle turning space.

The gap between the house and the single garage is important to avoid car parking and garaging dominating the streetscene – elsewhere within Rockingham Paddocks garaging is generally subservient to the main dwelling and this would remain the case on this site with the house forming the dominant visual impression on the street, not the garaging.

The proposed windows have a clear vertical emphasis, upper floor windows generally align with lower floor windows, and are consistent with its neighbour.

Materials, specified as approved stock red bricks and brown concrete tiles, should match those used in the surrounding traditional buildings of Rockingham Paddocks, particularly the dark red brick, and this can be secured by condition.

3 points in relation to design and character were raised in objections to the proposal, listed below:

- Cramming of a new dwelling into a historic site
- Red bricks not in keeping with the design of Wessex Close
- Built line not in line with no. 5 Wessex Close

It is considered that the proposed dwelling's context is better related to the historic buildings of Rockingham Paddocks, than the more modern Wessex Close which is physically and visually detached from the site. This context has satisfactorily been taken into account in the building's design and siting, particularly on the elevations which face Rockingham Paddocks which are the most sensitive frontages, as opposed to the dwellings in Wessex Close.

Given the sensitive context of the site and the careful design which has been arrived at to reflect this context, a condition is proposed to remove permitted development rights for future extensions and outbuildings to the dwelling, to prevent incongruous future additions.

In summary, the design of the proposed dwelling is good and would make a positive contribution to Rockingham Paddocks. The design is appropriate to its context and in accordance with the policy requirements outlined above.

3. Residential Amenity

Policy 13 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.

2 objections were raised citing the potential negative impacts on nearby houses and their loss of amenity. Each of the matters raised by objectors has been considered in the discussion below.

The application site is part of the curtilage of 11 Rockingham Paddocks and consists of part of the rear garden of number 11 and a single storey double garage and associated parking area. The proposal site is surrounded in all directions by residential dwellings of between 1, 1.5 and 2 storeys in height and various amounts of screening. The impact of the submitted proposal upon each of the surrounding properties has been summarised as follows:

- 11 Rockingham Paddocks (next door, north): The location of the proposed dwelling would not result in overlooking of the rear garden of no.11, as the north elevation facing no. 11 is mostly blank except for an en-suite bathroom window which is to be obscure glazed. The proposal's north elevation is 2m from the 3 ground floor windows of no. 11. This would result in a loss of light to these windows, although they are small obscure glazed windows so the impact is lessened. A gap of 2m is considered sufficient to maintain adequate light to these windows.
- 12 Rockingham Paddocks (to the west): The distance between the boundary of no. 12 and the proposed dwelling would be only 8.5m at the closest point. However the main 2 storey bulk of the dwelling would be 11.5m distant with a distance between the 2 buildings of around 18m. Four 1st floor windows are

proposed which would face towards the curtilage of no. 12. These windows, due to the angle of no.12 in relation of the proposed property, would have no direct views toward the main private amenity area of no.12, the majority of which is further to the west. In addition, the 1.8 metre high boundary fence would ensure privacy for the occupants of no.12 when using this part of their property. No. 12 faces the west elevation of the proposal with a blank elevation so no overlooking into the property itself would occur. For these reasons it is considered that the proposal would not have a detrimental impact upon the amenity of no. 12 Rockingham Paddocks.

- 18 Blackberry Close (to the northeast): The end gable of no.18 faces onto the site reducing the impact of the proposed dwelling. The distance between the rear garden of no.18 and the rear, east elevation, of the proposed dwelling is approximately 13m, which is considered sufficient to protect amenity.
- 5 Wessex Close (to the south east): No. 5 Wessex Close lies to the south east of the site and the dwelling fronts west at a slight angle to the proposed dwelling meaning the 2 dwellings would be side on to each other at a distance of around 6m. No. 5's north elevation is a gable-end with an obscure glazed window to a non habitable room. The south elevation of the proposed new dwelling would have no fenestration at 1st floor level. No direct overlooking would, therefore, ensue. The 6m separation distance is also considered adequate to prevent an overbearing impact or significant loss of light to no. 5, particularly as it is north of its neighbour and, therefore, receives the majority of its light from the south and east. Additionally the proposed dwelling would be set back slightly from no. 5, lessening the potential for direct overlooking or overbearing impact. 3 non-obscure-glazed windows to the rear of the proposed dwelling would face the rear garden of no. 4 at an angle of around 90°. Given the siting of the proposed dwelling it is not considered that this would equate to an unacceptable level of overlooking to the dwelling, its garden or conservatory, or be materially different from the levels of overlooking typical in the vicinity given the density of surrounding residential development.
- 4 Wessex Close (to the south): The boundary of this property adjoins part of the application site to the south. Only the garage, rather than the dwelling itself would adjoin this boundary, at a distance of around 2m. The rear elevation of no. 4 faces north with the proposed new dwelling facing west, so no direct (front-to-back) overlooking would ensue. A diagonal distance of over 16m between these 2 elevations would be achieved. This is considered sufficient to protect the amenity of no. 4 from unacceptable levels of overlooking to the garden, conservatory or habitable rooms of the main dwelling, particularly given the obtuse angle at which the 1st floor windows would face no. 4. No windows are proposed to the first floor southern side elevation in order to prevent overlooking of the rear garden of no. 4. The separation distances, sun orientation and siting of the proposed dwelling are such that there would no overbearing impact or significant loss of light to no. 4 Wessex Close.
- Other miscellaneous considerations in relation to amenity which were raised and considered include:

- The density of development which would be introduced, and thereby the side-to-side and side-to-rear relationships and distances between the proposed dwelling and its neighbours, are similar to those which already exist in the vicinity, including in Wessex Close and Blackberry Close.
- 2 ground floor windows would face out from the south elevation towards Wessex Close but no overlooking would result from these windows to any properties in Wessex Close as they are to be obscure glazed and, in any case would be screened by a 1.8m fence along the boundary.
- Both the loss of a row of conifers to the south boundary of the site, which could be removed at any time without the need for planning permission, and the potential damage from construction to roots of trees which lie in surrounding properties are not material planning considerations.

2 conditions are proposed to maintain the acceptable amenity impact of the proposal described above; firstly to remove permitted development rights for any future 1st floor windows in the south side elevations of the proposed dwelling to prevent future loss of privacy; and secondly to require a suitable scheme for boundary treatment to be provided, in order to maintain the visual amenity of Wessex Close.

In summary, it is considered that no unacceptable harm to neighbouring amenity would result from the proposal. It is considered that the proposed scale and siting of the dwelling and the location of the fenestration have been arranged to minimise any potential amenity impact on its neighbours, and that the dwelling has been designed so as to protect the privacy and access to light for the neighbouring properties. The proposal is, therefore, considered in accordance with Policy 13 of the Core Spatial Strategy.

4. Access & Highways

In response to pre-application consultation in late 2011, the Highways Authority issued a response indicating that, as the access to the proposed dwelling is not an adopted highway, there would be no detailed Highways Authority comment upon this proposal. A response to this application confirms that this position remains unaltered.

Existing access arrangements to Rockingham Paddocks would remain unaltered. It is not considered that the addition of 1 new dwelling would result in an over-intensification of traffic or cause existing highways and accesses to exceed their capacity.

A vehicular access to the new dwelling is proposed of 6.5m width incorporating a turning head of around 3.5m. This is considered to be sufficient and accords with the specifications set by the Highway Authority Standing Advice document. The driveway is to be gravel dressed tarmac which prevents loose material from entering the highway. The combination of the single garage and the turning head would allow for the parking of at least 2 cars clear of the highway, along with an additional area for the parking of 2 vehicles related to 11 Rockingham Paddocks. In the absence of minimum or maximum parking standards this is considered to be an appropriate amount of parking for the two properties, given the distance of the proposal site from the town centre and public transport infrastructure.

5. Sustainable Design & Construction

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.

It is considered that the material submitted with the proposal (including the Energy Statement, Waste Management Strategy and Design and Access Statement) adequately demonstrates that the development is sustainable in respect of location, design, construction, materials, waste management and energy and water efficiency. Accordance with these details can be secured by a condition requiring development to be carried out in accordance with the approved plans.

Conclusion

The proposed extension is in accordance with the relevant policies of the Development Plan and there are no material considerations which indicate planning permission should not be granted. The principle of development is established, with the imposition of suitable conditions there would be no unacceptable detrimental impact on neighbouring residential amenity and the design is of good quality and contextually appropriate. The application is recommended for approval, subject to conditions.

Background Papers

Title of Document:

Date:

Contact Officer:

Chris Rose, Development Officer on 01536 534316

Previous Reports/Minutes

Ref:

Date:

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SITE LOCATION PLAN

Gainsborough House, 11 Rockingham Paddocks, Kettering
Application No.: KET/2012/0142



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