

Application No: 15/2180M

Location: 29, GLEBELANDS ROAD, KNUTSFORD, WA16 9DZ

Proposal: Outline application for redevelopment of existing site with demolition of existing building and erection of two no. detached dwellings with new access arrangements

Applicant: Mrs J Calam

Expiry Date: 24-Aug-2015

SUMMARY

The application site lies within the boundaries of the Knutsford Predominantly Residential Area as defined by the Macclesfield Borough Local Plan (2004).

Para.49 of the NPPF states that relevant policies for the supply of housing should not be considered up to date if the local planning authority cannot demonstrate a five year supply of deliverable housing sites and therefore housing applications should be considered in the context of the presumption in favour of sustainable development.

It is therefore necessary to make an assessment as to whether the proposal constitutes sustainable development in order to establish whether it benefits from the presumption under para.14 by evaluating the three aspects of sustainable development described by the framework (economic, social, environmental).

In this case the site is located within an existing residential area whereby the plot is sufficiently sized to provide an additional housing unit within a sustainable urban location. Although limited due to the scale of the development, the proposal would provide positive social and economic benefits through the provision of additional housing and a boost to the local economy.

These benefits need to be balanced against any environmental impacts.

The scheme seeks outline permission (access, layout and scale) for the redevelopment of an unusually large site within an existing residential area. The scale of the proposed dwellings is considered to be proportionately sized and suitably positioned to integrate appropriately with the pattern of development across the residential estate.

On this basis, it is considered that the proposal represents a sustainable form of development and is therefore compliant with para.14 of the NPPF (2012). It is considered that any adverse impacts of the development are significantly and

demonstrably outweighed by the benefits of providing additional housing within a sustainable urban location. Accordingly the application is recommended for approval.

RECOMMENDATION

APPROVE subject to conditions.

REASON FOR REFERRAL TO PLANNING COMMITTEE

This application has been referred to the Planning Committee at the request of Councillor Tony Dean on the following grounds: - this constitutes over-development of the plot and is seriously out of keeping with the surrounding properties.

PROPOSAL

The application seeks outline planning permission for access, layout and scale for the construction of two detached properties on the site of an existing dwelling. Access is gained via two entrance points on Glebelands Road with provision made for the parking of three vehicles per dwelling.

SITE DESCRIPTION

The application site measures approximately 775sqm and forms part of a post-war residential estate (1960's) of two storey detached dwellings on generous plots.

The surrounding built form is characterised by properties of varying architectural design with the majority now being extended through the construction of single storey; first floor; or two storey side extensions. Those properties which have yet to be extensively altered or extended largely retain single storey flat roofed garages to the side elevations.

The existing dwelling is located at the end of a row of properties and sited centrally within the plot, facing east with access gained via Glebelands Road. The property is constructed in red brick with part rendering to the principal elevation under a shallow gabled ended pitched roofscape. Evidence of extension is visible to the northern (side) elevation through the construction of a two storey addition providing a double garage and bedroom above.

The rear curtilage lies to the west with first floor habitable room windows facing towards the rear curtilages of two neighbouring properties, No.27 to the west and No.31 to the north west. Both properties have been extended within close proximity to the boundaries of the application site.

RELEVANT HISTORY

65092P – Extensions and alterations
Approved with conditions 02/01/1991

56591PB – Bedroom and bathroom extension
Approved with conditions 26/01/1989

NATIONAL & LOCAL POLICY

POLICIES

Local Plan Policy

BE1	– Design Guidance
NE11	– Nature Conservation
H5	– Windfall Housing
H13	– Protecting Residential Areas
DC1	– New Build
DC3	– Amenity
DC6	– Circulation and Access
DC8	– Landscaping
DC9	– Tree Protection
DC38	– Space, Light and Privacy
DC46	– Demolition

Cheshire East Local Plan Strategy

The following draft policy are material considerations

- MP1 – Presumption in Favour of Sustainable Development
- SD1 – Sustainable Development in Cheshire East
- SD2 – Sustainable Development Principles
- SE1 – Design

National Planning Policy Guidance

National Planning Policy Framework

The National Planning Policy Framework reinforces the system of statutory development plans. When considering the weight to be attached to development plan policies, paragraphs 214 and 215 enable ‘full weight’ to be given to Development Plan policies adopted under the 2004 Act. The Macclesfield Local Plan policies, although saved in accordance with the 2004 Act are not adopted under it. Consequently, following the guidance in paragraph 215, “*due weight should be given to relevant policies in existing plans according to their degree of consistency with this framework (the closer the policies in the plan to the policies in the framework, the greater the weight that may be given)*”.

The Local Plan policies outlined above are all consistent with the NPPF and should therefore be given full weight.

Other Material Planning Considerations

National Planning Policy Guidance (NPPG)

CONSULTATIONS

Strategic Infrastructure Manager: The proposals for access are satisfactory; however, only two off street parking spaces per dwelling appear to be proposed. To accord with CEC minimum off-street parking standards for four bedroom dwellings, three off-street parking spaces are required per dwelling.

Furthermore, the commuter peak hour and daily traffic generation associated with the development of two dwellings would not be expected to have a material impact on the operation of the adjacent, or wider highway network.

Accordingly, the Head of Strategic Infrastructure has no objection in relation to the above planning application.

Nature Conservation: No ecological issues associated with this site.

Environmental Protection: No objections subject to conditions.

Arboriculture and Forestry: No arboricultural implications associated with the proposed development.

Knutsford Town Council: No response received at the time of the writing.

REPRESENTATIONS

At the time of writing 7 letters of objection have been received detailing the following concerns:

- The drawings of the proposed street view in the submission are incorrect. They show the house on the eastern side of the development to be positioned approximately 60cm. from the flanking wall of No.31 whilst the actual boundary line is approximately 3 metres from (and parallel to) the flanking wall;
- Overbearing impact and loss of privacy from the rear windows overlooking Nos.27 and 31;
- Loss of privacy and overlooking to properties opposite the site to the principal elevation;
- Constitutes an overdevelopment of the site and would set an undesirable precedent within the local area;
- The design and scale of the development of two properties on a single plot is completely out of keeping with the character of existing properties in the surrounding area;
- Adverse impact on size of plots and style of the road;
- The loss of garden land and new driveways crossing existing green public areas would have an adverse effect on the open aspect of the neighbourhood;
- Risk to highway safety given that the parking provision is located on a blind bend which is already congested due to the number of cars/visitors on the estate; and

- A restrictive covenant is in force on the estate stating that no building shall be erected upon the land hereby conveyed except one detached two storey dwellinghouse.' or more than 10 dwellings per acre.

In the event the proposal is accepted it is requested that the following apply:

- A condition should be placed on developers that the boundary between the application site and No.31 is re-established in its correct position and that the new house on the eastern side of the site is positioned at least 1 metre from that boundary.
- The site layout should be altered by keeping the original driveway/road access and building two properties that face the same direction as the present property.

Full copies of the representations received can be viewed via the Council's public access portal.

<http://planning.cheshireeast.gov.uk/ApplicationSearch.aspx>

APPRAISAL

The key issues are:

- The Principle of the Development;
- Housing Land Supply; and
- Sustainability

Principle of Development

The site lies within the settlement boundary of Knutsford and within a Predominantly Residential Area where policies within the Local Plan indicate that there is a presumption in favour of development.

Paragraph 14 of The Framework indicates that there is a presumption in favour of development except where policies indicate that development ought to be restricted. Policy H5 within the Local Plan seeks to direct residential development to sustainable locations – this policy accords with guidance within the NPPF and therefore carries full weight.

The site constitutes a sustainable location due to its position within a predominantly residential area and by virtue of its proximity to major transport networks, shops and services within Knutsford. In this respect permission should only be withheld where any adverse impacts would significantly and demonstrably outweigh the benefits as noted above.

It is considered that given the highly sustainable location within an identified predominantly residential area the proposal complies with policies BE1, H1, H2 and H5 of the Macclesfield Borough Local Plan (2004)

Housing Land Supply

Paragraph 47 of the National Planning Policy Framework requires that Council's identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements.

The calculation of Five Year Housing supply has two components – the housing requirement – and then the supply of housing sites that will help meet it. In the absence of an adopted

Local Plan the National Planning Practice Guidance indicates that information provided in the latest full assessment of housing needs should be considered as the benchmark for the housing requirement.

Following the suspension of the Examination into the Local Plan Strategy and the Inspectors interim views that the previous objectively assessed need (OAN) was 'too low' further evidential work has now taken place and a fresh calculation made.

Taking account of the suggested rate of economic growth and following the methodology of the NPPG, the new calculation suggests that need for housing stands at 36,000 homes over the period 2010 – 2030. Although yet to be fully examined this equates to some 1800 dwellings per year.

The 5 year supply target would amount to 9,000 dwellings without the addition of any buffer or allowance for backlog. The scale of the shortfall at this level will reinforce the suggestion that the Council should employ a buffer of 20% in its calculations – to take account 'persistent under delivery' of housing plus an allowance for the backlog.

While the definitive methodology for buffers and backlog will be resolved via the development plan process this would amount to an identified deliverable supply of around 11,300 dwellings.

This total exceeds the total deliverable supply that the Council is currently able to identify – and accordingly it remains unable to demonstrate a 5 year supply of housing land.

Although limited, the proposal would help in the delivery of an additional dwelling to aid the supply of housing within Cheshire East, in line with policy H5 of the MBLP (2004) and paragraph 47 of the NPPF (2012).

Sustainability

Paragraph 34 of the NPPF states that decisions should ensure that developments that generate travel movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised.

As indicated above the proposal is sited amongst a sustainable urban location. Nevertheless locational sustainability is only one factor to be weighed in the planning balance. The NPPF determines that sustainable development includes three dimensions:- economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles:

an environmental role – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy

an economic role – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right

time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;

a social role – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being;

These roles should not be undertaken in isolation and they are mutually dependent.

Environmental role

Layout and Scale of Development

As indicated on the application forms the proposal seeks outline permission for access, layout and scale with all other matters reserved.

Further to discussion with the agent, in which the scale and layout of the proposal was discussed, it was concluded that notwithstanding the scheme representing an acceptable level of built form, amended plans would be submitted to help alleviate the concerns raised by Councillor Dean and neighbouring occupiers.

At the time of writing this report, the amended plans have not been received, however, it is understood that the proposed development has been reduced in width to improve upon the distance between the application site and neighbouring properties whereby helping to enforce local distinctiveness. To this end an update report detailing the revised plans will be presented to Members before the Planning Committee.

Please note that the proposed streetscene on plan 02 for aspect B is incorrect in that the proposed dwelling would be sited further away from the neighbouring property (4 meters not 1.5 meters) than illustratively shown here.

The surrounding built form is characterised by a variety of different housing styles which have been modified since original construction through extension or external alteration, particularly to the side elevations. The properties are set back from the public highway with open and wide frontages, established boundary treatments and sizeable curtilages depending on position amongst the estate.

The subsequent impact of development to the side elevations has resulted in a gradual loss of openness between dwellings and therefore the initial spatial characteristics of the estate has changed to appear more tight knit.

Taking this into account the proposal, in terms of scale and massing, is considered to represent an appropriate level of development which would integrate proportionately with the general pattern of development and separation distances between dwellings within the residential estate. Details of appearance i.e. fenestration patterns and materials are subject to a reserved matters application and therefore do not form a basis in the determination of this application.

It is considered that the layout and scale of the dwellings is acceptable and that the proposal is unlikely to have a significant impact upon the character and appearance of the streetscene having regard to Policies BE1, H5 and DC1 of the Local Plan.

In respect to the restrictive covenant mentioned within the representations received by neighbouring occupiers, this is a legal matter and not a material consideration in the determination of this proposal.

Landscaping

The submission of landscaping details is to be submitted through reserved matters however it has been indicated by the applicant that landscaping treatments will be incorporated into the scheme to complement the prevailing character and appearance of the area.

Access

In the determination of this application the Council's Strategic Highways Manager raises no objection to the siting of the proposed driveways off Glebelands Road, however the Council's Strategic Highways Manager reiterates the requirement for three car park spaces to be provided to meet the CEC standards. In this instance it has been requested that amended plans are submitted which will appear on an update sheet before the Committee meeting.

Given the limited scale of this development is unlikely that any residual impacts upon the local highway network would be severe and as such it is considered that the development accords with guidance within the NPPF and Policy DC6 of the Local Plan.

Conclusion

The proposed development would not create any significant landscape, tree or hedgerow issues, access, design, flooding or drainage concerns subject to conditions.

As such, it is considered that the proposed development can be considered to be environmentally sustainable having regard to the three dimensions of the NPPF.

Economic Role

Whilst limited due to the size of the proposal, it is accepted that the construction of the development would contribute in the short term to local economic activity for the duration of the build and would potentially provide local employment opportunities and the wider economic benefits to the construction industry supply chain. There would be some economic and social benefit by virtue of new resident's spending money in the area and using local services.

Social Role

Residential Amenity

Policies DC3 and DC38 seek to protect the residential amenity of nearby properties having regard to space, light and privacy.

The representations received from neighbouring properties have been duly noted however further to undertaking a site visit and reviewing the submitted documentation it is not considered that there would be any significant loss of amenity of adjoining occupiers to warrant a reason for refusal.

At this stage issues surrounding loss of privacy from the first floor front/rear elevations cannot be fully established given that no internal floor plans or external fenestration patterns have been submitted. Nonetheless, the proposal meets the criteria as set out under DC38 of the Local Plan for distances between neighbouring occupiers and therefore it is not envisaged that the proposed development would significantly or demonstrably impact upon the amenities of neighbouring occupiers to warrant a reason for refusal. Additionally, it is also noted that the existing dwelling has direct views to the rear first floor habitable room windows over the curtilages of Nos.27 and 31.

To this end and subject to appropriately located fenestration patterns to the proposed development the scheme is unlikely to make a discernible increase to the level of overlooking than the existing built form.

In respect to overbearing impact the position and distances involved of the proposed development to adjoining properties is considered to be acceptable and is unlikely to impact upon sunlight.

As such it is considered that the proposed development would adhere with policies DC3 and DC38 of the Local Plan.

Planning Balance

The application site lies entirely within the predominantly residential area of Knutsford where there is a presumption in favour of sustainable forms of development.

Paragraph 49 of the NPPF states that relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites and that where this is the case housing applications should be considered in the context of the presumption in favour of sustainable development.

It is therefore necessary to make a free-standing assessment as to whether the proposal constitutes “sustainable development” in order to establish whether it benefits from the presumption under paragraph 14 by evaluating the three aspects of sustainable development described by the framework (economic, social and environmental).

In this case, the development would deliver additional housing and be of a scale, which sympathetically integrates with the general pattern of development across the residential estate. The application is also acceptable in terms of highway safety with the impact on residential amenity of neighbouring occupiers of the adjoining properties within acceptable limits as defined by local policy.

On the basis of the above, it is considered that the proposal represents sustainable development and paragraph 14 is engaged. Furthermore, applying the tests within paragraph

14, it is considered that the adverse effects of the scheme are significantly and demonstrably outweighed by the benefits. Accordingly, the proposal is recommended for approval.

In order to give proper effect to the Committee's intentions and without changing the substance of the decision, authority is delegated to the Head of Planning (Regulation), in consultation with the Chair (or in his absence the Vice Chair) of Southern Planning Committee, to correct any technical slip or omission in the wording of the resolution, between approval of the minutes and issue of the decision notice.

Application for Outline Planning

RECOMMENDATION: Approve subject to following conditions

1. Submission of reserved matters
2. Time limit for submission of reserved matters
3. Time limit on outline permission
4. Submission of samples of building materials
5. Landscaping - submission of details
6. Landscaping (implementation)
7. Tree retention
8. Tree protection
9. Tree pruning / felling specification
10. Arboricultural method statement
11. Service / drainage layout
12. Proactive Working
13. Dust
14. Pile Driving
15. Construction hours
16. Parking provision
17. Access

