
7. FULL APPLICATION - ERECTION OF FOUR DWELLINGS FOR LOCAL NEED ON LAND AT TOWN END, TADDINGTON. (NP/DDD/1216/1259. P4250, 19/12/2017 414745 / 370961/SC)

APPLICANT: PEAK DISTRICT RURAL HOUSING ASSOCIATION (PDRHA)

Site and Surroundings

The application site is located towards the eastern edge of Taddington village and forms part of a triangular parcel of land, which is bordered on the north by Main Road and on the south by Townend. To the east are a number of dwellings with their outbuildings/garden areas backing onto the development site. Opposite the site, on the southern side of Townend, lie two traditional cottages and a barn conversion. The development site takes up the central part of the triangle and is enclosed by drystone walling on its north and southern edges, with an historic field boundary wall separating the development site from the remaining and smaller triangular plot of land to the west. The eastern boundary consists of a mixture of hedging, fencing and open space. The site has an area of approximately 0.12 Hectares (0.29 Acres) which gradually rises across the site from east to west. Within the site are a number of mature trees, with an existing field entrance at the north east corner of the plot. The whole development site lies within the Taddington Conservation Area.

Proposal

The erection of 4 affordable local needs dwellings with associated parking and landscaping. The dwellings would comprise three 2 storey two bed roomed houses and 1 two storey three bed roomed property, laid out in a terrace arrangement. The properties would be constructed of limestone under blue slate roofs, with timber windows and doors. The two bed units would have a floor area of approximately 73 square metres and the three bed unit having a floor area of around 83 square metres. All are within the Authority's current maximum size guidelines for affordable local needs dwellings. The scheme also proposes 8 parking spaces, two per dwelling, with associated hard and soft landscaping treatment to the site boundaries and surfacing.

RECOMMENDATION:

That the application be APPROVED subject to the completion of a S.106 legal agreement relating to affordability/local needs and subject to the following conditions:

- 1. Time Limit (2 years).**
- 2. Adopt amended plans.**
- 3. Withdraw permitted development rights for alterations, extensions, porches, ancillary buildings, walls, fences and satellite dishes.**
- 4. Submit and agree finished floor levels prior to commencement.**
- 5. Any services to be completely underground.**
- 6. Submit and agree a revised hard and soft landscaping scheme.**
- 7. Appropriate highway conditions.**
- 8. Minor design details.**
- 9. Submit and agree a scheme of environmental management.**

10. Protected species mitigation measures.

11. Written statement of investigation with regard to archaeology to be submitted and agreed.

12. Recommendations of submitted arboricultural report to be fully implemented.

1. Whether the proposal complies with the relevant policies relating to the provision of affordable local needs housing.
2. The impact of the development on the character and appearance of the street scene and the Conservation Area.
3. Whether the proposed dwelling is considered acceptable in terms of its design, landscaping, ecology, highways and amenity impacts.

Planning History

Pre-application advice regarding the proposal. Otherwise no previous planning history.

Consultations

Highway Authority - Should the National Park Authority be minded to approve the application, then in the interests of highway safety, conditions are requested to allocate space within the site curtilage for site accommodation, storage of plant and materials etc., new access created and provided with visibility sightlines, the access drive to Main Road being no steeper than 1 in 15 for the first 10m from the nearside highway boundary. The access should not be gated within 5m of the highway limits and where fitted, shall open into the site only and prior to occupation, adequate bin storage and a bin dwell area for use on refuse collection days shall be provided.

District Council - Fully support the proposal for four affordable houses, which is considered an important scheme for the community of Taddington and would deliver much needed affordable housing for rent through a local housing association.

Parish Council - Comments prescribed in full below:

1. *In consultation with residents has found widespread support for affordable housing to meet local needs in Taddington.*
2. *Shares the concerns of some residents that there has been inadequate public consultation in selecting the most suitable site for an affordable housing development in Taddington.*
3. *With the help of residents living close to the proposed development, has identified the potential impact on wildlife and trees and on the amenities of neighbours as issues of concern that need to be carefully evaluated.*
4. *If it is considered by the NPA that the Townend site is, in principle, acceptable for development, has concerns about the treatment and layout of the area to the rear of the dwellings which also fronts onto adjoining dwellings and which is inadequate for a prominent site in a conservation area. In particular, it objects to:*
 - a) *The general layout of the car parking areas which should be broken up and softened by planting, and taken further from the houses in Townend to lessen noise and nuisance and widen the planting strip.*

- b) *The use of post and rail fencing rather than stone walls or hedging.*
 - c) *The additional lighting*
 - d) *The wooden huts. A small built lean-to to each house would be more in character and also provide more privacy and usable garden space for the residents.*
5. *If planning permission is granted, conditions should include:*
- e) *Parking spaces to be used only for residents and visitors private cars.*
 - f) *No wheeled bins to be stored along the frontage.*
 - g) *No further accesses, including pedestrian, onto Main Road.*

The Parish Council requests the above points are considered and that minimum delay is found with the development of affordable housing in Taddington. We are conscious that the 2016 survey showed the demonstrable need for affordable housing in the area.

PDNPA Landscape Architect - No objection, subject to provision of a landscape plan, showing proposed landscaping for areas under the trees and in the front gardens, screen planting to the south being a continuation of the existing hedge along the rear of the wall and hedging maintained at a minimum of 2 metres in height. In addition, grass should be provided to the front of the properties rather than shrubs and the proposed paths placed hard against the existing wall on Main road. The use of black Coroline (corrugated bitumen) sheeting to the roofs of the outbuildings would be more appropriate than slate.

PDNPA Ecology - Support the recommendations in the submitted Ecological Assessment. In addition, would like to see biodiversity enhancements incorporated into the development, such as bat roosting features into the new buildings. Swallows were also noted on the site; therefore consideration should also be given to making provision for this species.

PDNPA Tree Conservation - No objections, subject to the recommendations covered in section 6 of the submitted Arboricultural Survey being carried out.

PDNPA Archaeology - No objection, subject to a condition requiring an Archaeological Watching Brief, to allow any archaeological remains encountered during the development to be preserved by record and mitigate the harm to the archaeological interest of the site.

PDNPA Built Environment – Not supportive of the housing along the northern edge of the site as currently proposed. The character to the north of the plot is one of openness and space and any development would undermine this open character. If any development were acceptable, it should be confined to the south side, where if set well back from the road and screened by trees along the southern boundary and where the houses would be less visible from within the Conservation Area.

However, if minded to approve the development, then in order to mitigate the potential negative impact on the character and appearance of the Conservation Area, houses positioned to the north side of the plot should be set as far back as possible from the existing boundary wall that runs along the back edge of the verge, retaining grass verge on north boundary, retain historic drystone boundary walling, reduce window/door detail on rear elevations. Create visual separation on front elevations by positioning downpipes between dwellings. Also advised that if sheds are needed, these should be constructed more traditionally of stone and slate roofs.

Third Party representations

There have been 24 individual letters of objection (A generous number accepting the need for the provision of affordable housing in principle) and 1 letter of support, all of which have been summarised below. (Full accounts of all letters can be viewed on the Authority's Website Planning Pages).

Objections to the proposal

- Adverse impact on the Conservation Area.
- Contrary to Development Plan Policies.
- Lack of community involvement in the selection process.
- Other sites are more preferable within the village.
- Adverse impact on and the loss of trees.
- Adverse impact on wildlife.
- Impact on important open green space.
- Road safety and parking concerns.
- Loss of privacy - Noise and disturbance to existing residents.
- Light pollution - additional street lighting/car headlights.
- Foul sewage and drainage issues.

Support for the proposal

- Development would enhance the village.
- Minimal environmental impact.
- No long term impact on wildlife.
- Appropriate consultation.
- Sustainability of local communities.

Other Bodies

CPRE - Summary - *'New development for affordable housing in Taddington should be encouraged outside the Conservation Area and/or where it will also enhance the Conservation Area. The application site is the least appropriate of the potential development sites within Taddington; and the layout, design, parking arrangements and impact on the existing features of the site add up to a significant negative impact on the Conservation Area'*.

Local and National Housing Policy

Both National Planning Policy (NPPF) and local policies in the Development Plan set out a consistent approach to new housing in the National Park. Paragraph 54 in particular states, that in rural areas local planning authorities should be responsive to local circumstances and plan housing development to reflect local needs, particularly for affordable housing.

Main Development Plan Policies

Relevant Core Strategy policies: GSP1 ,2, 3, 4, DS1, HC1, L2, L3

Relevant Local Plan policies: LC4, LC5, LC16, LC17, LC20, LC21, LH1, LH2, LT11, LT18

Core Strategy (CS)

GSP1, GSP2, jointly seek to secure national park legal purposes and duties through the conversion and enhancement of the National Park's landscape and its natural and heritage assets.

GSP3 requires that particular attention is paid to the impact on the character and setting of buildings and that the design is in accord with the Authority's Design Guide and development is appropriate to the character and appearance of the National Park.

DS1 reflects the objectives of national policy, indicating that new build development for affordable housing will be acceptable within or on the edge of the settlements of which it lists, which includes Taddington.

HC1 states, that provision will not be made for housing solely to meet open market demand and prioritises the delivery of affordable housing to meet local needs within named settlements.

L3 is particularly relevant, as it deals with Cultural heritage Assets. It explains that development must conserve and where appropriate enhance or reveal the significance of historic assets and their setting.

Local Plan (LP)

LC4 considers design, layout and landscaping and points out that particular attention will be paid to scale, form, mass and orientation in relation to existing buildings.

LC5, states, that applications for development in a Conservation Area, or for development that affects its setting or important views into or out of the area, should assess and clearly demonstrate how the existing character and appearance of the Conservation Area will be preserved and, where possible, enhanced.

LH1 make provision for local needs affordable housing and LH2 set out the qualifying criteria.

LT11 & LT18 require adequate means of access and parking facilities in new development.

LC17, LC18 & LC19, jointly seek to ensure that no harm is caused to protected species as a result of development being carried out, and that where appropriate safeguarding measures are exercised.

LC20 states, that planning applications should provide sufficient information to enable their impact on trees, woodlands and other landscape features to be properly considered.

LC21, LC22, LU1 & LU2 require adequate measures to deal with utilities infrastructure.

CC1 and the associated supplementary planning document on Climate Change and Sustainable Development, encourage incorporating energy saving measures and renewable energy into new development.

Further Supplementary Planning Guidance is provided in the National Park's Design Guides and Meeting the Local Need for Affordable Housing in the Peak District.

Officer Assessment

Need & Affordability

In applying the relevant housing policies of the Development Plan to this scheme, it is considered critical that the proposed dwellings would represent the more affordable housing criteria, to meet

an identified local need. This would be subject to a Section 106 legal agreement being attached to control occupancy and affordability. Policy further requires schemes of 3 or more dwellings to be carried out by a registered social landlord.

The District Rural Housing Enabler carried out a Housing Need Survey with assistance from the Parish Council in March 2016, which identified 12 households in need of affordable housing in Taddington and its adjoining parishes. The consultation response from the District Council states that PDRHA has liaised closely with the District Council on the house type and tenure of the scheme, which reflects the local need identified in the survey. The response also states that provision of affordable housing is the District Council's strategic priority and it has allocated £80,000 towards the development costs. The proposed scheme also has funding from the Homes and Communities Agency (HCA)

The result of the needs survey indicates that there is a strong interest in shared ownership; however, only 4 of the 12 households were able to afford a 50% share of a shared ownership property. Further respondents in the survey had expressed an interest in shared ownership, and whilst having the income, do not possess the savings needed for a deposit on a 50% share (around £10,000). Therefore it is considered the predominant tenure requirement would be for affordable rent. In this case, the applicants consider it would be difficult for prospective buyers to take out a shared ownership mortgage in the present financial market; hence all the proposed dwellings are intended to be 100% affordable rent.

All the dwellings meet the 87m² maximum floor area set out in the Local Plan. The rent for the properties would be set at local housing allowance, in this case, £110.19 per week for the 2 bedroomed dwellings and £128.19 per week for the 3 bedroomed dwelling. Subsequently, Officers consider that the applicant has demonstrated there is sufficient need and that the 4 dwellings proposed adequately reflect the findings of the Housing Needs Survey in respect of their type and scale. The principle of the proposal therefore, meets the requirements of Development Plan Policies, in relation to affordable local needs dwellings.

Suitability of the site for residential development

The Authority's Adopted SPD on affordable housing states that the Authority's intention is to ensure that within any named settlement, the best possible site is selected for larger developments of 3 or more dwellings. Consequently before an application of a greenfield site for 3 or more dwellings is considered, the applicant will be expected to demonstrate that a thorough search of brownfield sites (derelict land and empty building) has taken place. Only in the event of no such site being available should the search for the best greenfield site be undertaken and suitable sites within the settlement should be given preference.

Site appraisal work has been undertaken in Taddington, involving the PDRHA, Planning Officers, the District Council Rural Housing Enabler and Taddington Parish Council, to identify the most suitable site for a small development of affordable homes for local people. A number of potential sites were investigated and some were ruled out at an early stage for various reasons. A brownfield, derelict site in the centre of the village close to the Memorial Hall was identified as having potential, but it is understood that owner has other plans and according to the PDRHA is unwilling to sell. A site within the garden of School House was also investigated but in 2014 the owner was unwilling to sell.

A further site was identified towards the western end of the village close to the school. The site is narrow and sloping and whilst development would not be impossible and the landowner has expressed a willingness to sell, it would be more difficult to achieve than on the chosen site. It is also more outlying than the current site being on the very western edge of the settlement. On balance officers considers that in the context of the SPD a sufficient search of alternative sites

has been carried out with input from the Parish Council as representatives of the village and that the proposed site is judged to be the most suitable of available sites.

In this instance, Planning Officers consider the form and layout of the proposed housing, signifies a rational and balanced extension to this part of the village. Although the development would result in loss of part of the open space, the site represents the best available location and its development would not be detrimental to the character of the village and the wider Conservation Area.

Layout, Design and Landscaping

Layout

The development site is an area of open space on the eastern fringe of the village, but is not specifically referred to as important open space in the Authority's Village Conservation Appraisal. The site itself rises gradually from east to west and is currently in an overgrown condition. The main depth of the site is approximately 40 metres from the north to the south boundary and around 37 metres from east to west (at its widest point). The proposed layout would comprise a terrace of four dwellings, sited approximately 5.5 metres back from the north roadside edge and apart from the access road into the site, would entirely enclose the site frontage.

Car parking for the dwellings would be situated to the rear of the dwellings, between the garden areas and the southern boundary of the site. The car parking layout is arranged in a block of 5 spaces and 3 spaces respectively and in such a way that allows the parking spaces not to interfere with the roots of close by veteran trees and with a degree of separation from properties on the south side of Townend, for these not to be adversely affected by the development. In streetscape terms, whilst the scheme is a relatively concentrated development of the plot, the form and layout are considered to be appropriate to the vernacular style of the area and subsequently deemed to preserve the character and appearance of the village Conservation Area.

Design

The houses would be constructed of natural materials throughout, with timber window and door frames. The eaves height would be 4.3 metres, with the overall height to the ridge of 7 metres. The gable width would be 6.3 metres reflecting the local vernacular. Some minor design revisions have been requested, these relate to the inclusion of plain stone door hoods on the front roadside elevation of the dwellings, a reduction in openings on the rear elevations, the incorporation of stone walling to the rear garden boundaries and the creation of a bin dwell area. In addition, the proposed sheds would be repositioned within the garden areas to appear less intrusive. Whilst these amendments to the plans have not been submitted prior to writing the report, they should be available for presentation at the planning committee meeting. Consequently, with the required amendments to the design, this is considered a sympathetic scheme, that reflects the size, character and appearance of traditional limestone cottages.

Landscaping

The submitted layout drawings do not show any detailed landscaping, Officers have therefore requested a more detailed landscaping plan to be submitted and agreed, which should incorporate the following; retention of all stone boundary walling to the site, retention of grass verge on the north roadside boundary, stone walling to the rear gardens of the dwellings, materials to be used for hard surfacing to the access, footways and car parking, inclusion of native hedging along the southern boundary close to the existing stone boundary wall, with further screen planting between the southern wall and car parking spaces, including areas under the trees and in the front garden areas. Two mature trees within the site (one on the south west

corner of the site and one to the east side of the site) are to be retained and protected, in concurrence with recommendations in the submitted Aboricultural Assessment, which is supported by the Authority's Tree Conservation Officer.

Impact on the Conservation Area.

The development site is an area of open space within the Conservation Area, on the eastern fringe of the village, but is not specifically referred to as important open space in the Authority's Conservation Appraisal of the settlement. Whilst the Authority's Conservation Officer does not agree with the location and siting of the proposal, it is considered the layout of the dwellings follow a pattern that is often seen in the village in the form of terrace properties, whose front elevations face the main road.

Whilst the arrangement displays a relatively concentrated development of the plot, the design, form and layout are considered to be appropriate to the vernacular style of the area. It is also important to note, that the application site does not cover the whole of the triangular piece of open land. The western end of the area (beyond the historic wall boundary) would remain undeveloped and therefore continue to provide an area of open space.

Notwithstanding her concerns, the Conservation Officer had put forward a proposal of measures to mitigate/minimise the harm to the Conservation Area, should the proposal be recommended for approval. These are considered to have been reasonably addressed, with the properties being set back at an acceptable distance from the main roadside, the wide grass verge (north boundary) remaining largely unaltered and retained (aside from a slight widening of the access) and the retention of the historic field boundary, which separates the development site from the adjoining parcel of land to the west.

Additionally, other design details are to be addressed with amended plans before the committee meeting, such as reducing the amount of openings on the rear elevation of the properties and the placing of downpipes to create a visual separation on the front elevations of the dwellings. Moreover, traditional stone walling would be incorporated to the rear boundaries of the houses, than previously proposed timber fencing.

Whilst the Conservation Officer had advised the sheds should be stone under a slate roof, it is considered in this instance, that due to their location within the rear gardens of the dwellings, it would not be incongruous to accept a simple timber construction, under a black corrugated sheet roof, particularly if the timber is painted or stained in a recessive grey colour. It is therefore considered, that with the addition of revised design and landscaping plans, the scheme would present a sympathetic development to the locality, which in turn is considered would preserve and maintain the special qualities of the surrounding Conservation Area in accordance with policies L3 and LC5.

Impact on Neighbourliness

The closest properties to the development site are located on the opposite side of Townend, with their architectural frontages facing towards the site. Whilst the properties are around 13 metres away from the boundary of the site, the approximate distance between their frontages and the rear elevations of the proposed dwellings is around 37 metres. The main elevations of the properties to the east of the development mainly face out over open fields, with only the rear garden areas and outbuildings abutting the site. Consequently, it is considered, there would be little or no adverse impact on the living conditions of these surrounding properties and that due to the extent of separation, from the new dwellings, the impact on the privacy and any perception of overlooking would be negligible. As such the proposals comply with Core Strategy policy GSP3 and Local Plan policy LC4 in these respects.

Highway/Access

Saved Local Plan policies LT11 & LT18 require adequate means of access and parking facilities in new development. There are no objections to the application in terms of highways safety, subject to conditions relating to allocation of space within the site curtilage for site accommodation, storage of plant and materials during construction, the new access created and provided with the requested visibility sightlines and the access drive (to Main Road) being no steeper than 1 in 15 for the first 10 metres from the nearside highway boundary. In addition, the access should not be gated within 5 metres of the highway limits and where fitted, shall open into the site only and prior to occupation, with adequate bin storage/bin dwell area for use on refuse collection days being provided. Moreover, the properties would have their own vehicular, pedestrian access points and parking spaces which considered, would not interfere with the amenities of adjoining residents or highway safety. Consequently and subject to the appropriate conditions being appended to the decision, the development is considered acceptable in highways terms.

Other matters

The Authority's Ecologist raises no objections to the development, subject to recommendations being followed in the submitted Ecological Appraisal. These include vegetation and clearance of the site to be carried out outside of the bird breeding season. If this is not possible then any vegetation/buildings to be removed or disturbed should be checked by an experienced ecologist for nesting birds immediately prior to works commencing. In addition, a great crested newt Habitat Suitability Index (HSI) assessment should be undertaken for all ponds identified within 500 metres of the edge of the proposed development. If suitable great crested newt breeding ponds are identified with connecting habitat to the proposed development site, it is likely that a Full Great Crested Newt Survey would be required.

With regards to bats. Since the initial report was compiled, the red line boundary of the site has changed with the barns to the east of the site no longer located within the site boundary. In this case, the Ecological Consultant has reviewed the amendments to the boundary of the proposed development and is satisfied that the buildings with bat roost potential, would not now be impacted by the proposal, therefore no further bat surveys are required. However it is recommended that any lighting to be installed on the site, both during and post development should be directed away from the area of the barns, to ensure no disturbance to bats which may be utilising them. In this case, and subject to the following conditions being followed, the development is considered to be in accordance with Core Strategy policy L2 and Local Plan policy LC17 with respect to impacts on ecology.

The Authority's Archaeologist has raised no objections, subject to a condition requiring an Archaeological Watching Brief, to allow any archaeological remains that may be encountered during the development, to be preserved by record and mitigate the harm to the archaeological interest of the site. In this case and subject to the results of the Watching Brief, the development is considered to be compliant with Core Strategy policy L3 and Saved Local Plan policy LC16.

An arboricultural survey has been submitted with the application. This identifies that none of the trees present within or closely surrounding the development site are protected by a Tree Preservation Order. However, the site is situated within the Taddington Conservation Area. In this case, two veteran trees within the site edged red would be retained and protected, one close to the south western corner of the site and one on the south eastern side. Both are considered to be far enough away from the proposed dwellings not to pose a risk to occupants. Two lesser trees on the northern boundary of the development site would be removed due to the close proximity to the footprint of the dwellings. In this case, the Authority's Tree Conservation Officer has raised no objections to the works, subject to the recommendations covered in the submitted Arboricultural Survey being carried out. These recommendations are extensive and can be read

in full on the Authority's Planning Web Pages. Consequently and subject to the appropriate condition to require these recommendations to be followed, the development would not have an adverse impact on trees in accordance with Saved Local Plan policy LC20.

Environmental Management

The agent states that the new dwellings will be super-insulated to reduce energy use with a sustainable heating system and low water use fittings, further stating that a number of other options are also being considered which include ground source heat pumps. In this case, Officers consider an appropriate condition should be included in the decision, requesting further exploration by the applicants regarding the use of alternative renewable energies. Notwithstanding this, the proposed use of traditional materials should minimise weathering and enhance the sustainability of the buildings throughout their longevity. Moreover, the dwellings would require compliance with recently upgraded building regulations.

Conclusion

This is considered to be a sympathetic scheme for four affordable houses that will meet an identified local need for the village and complies with National and Development Plan Policies. Subject to the completion of a S.106 relating to affordability and local occupation criteria, the scheme is recommended for approval.

Human Rights

Any human rights issues have been considered and addressed in the preparation of this report.

List of Background Papers (not previously published)

Nil