

8. FULL APPLICATION – ERECTION OF A 3 BED, 2 STOREY DWELLING WITH ADJOINING GARAGE, AT FIELD HEAD, MAIN STREET, TADDINGTON - (NP/DDD/0818/0791)

APPLICANT: MR GEORGE HANDLEY

Site and Surroundings

1. The application site comprises a parcel of land approximately 0.13 Hectares (0.3 Acres) in size, sited between Main Road (southern Boundary) and Hades Lane (northern Boundary) towards the north-eastern edge of the village. Adjacent to the western boundary of the site is a two storey detached property known as Field Head and around 40 metres to the east lies a detached bungalow known as Villers Breton. The proposed development plot lies within the Conservation Area of the village, and is also identified in the village Conservation Area Appraisal as Important Open Space. Recently, part of the roadside wall and some trees (adjacent Main Road) have been removed to gain access to the site, this is a currently an enforcement matter.

Proposal

2. Permission is being sought for the erection of a newly-built affordable local needs dwelling. The plans submitted in support of the application show a detached three bedroomed local needs dwelling with attached single storey garage and parking spaces and located in a central position within the development site. The two-storey house would have a traditional double-fronted design and constructed with natural limestone walls under a blue slate roof. Access to the proposed dwelling would be directly off Main Street . The principal garden area would be to the front of the dwelling with a smaller area of residential curtilage to the rear, beyond the garage and parking area. The remainder of the land between the rear garden boundary and Hades Lane would remain as undeveloped field. The internal floor area of the dwelling would measure 97m².

RECOMMENDATION:

That the application be REFUSED for the following reasons:

1. **The development would fail to preserve or enhance the Taddington village Conservation Area, resulting in harm to the designated heritage asset.**
2. **Absence of sufficient archaeological information to properly assess the potential impacts of the scheme on archaeological heritage assets.**

Key Issues

- Whether the proposal complies with the relevant Development Plan Policies relating to the provision of affordable local needs housing.
- Whether the proposed dwelling is considered acceptable in terms of its design, landscape, highways and amenity impacts.
- The impact of the development on the village Conservation Area.
- Potential archaeological impact of development.

Planning history of the site

May 2018 – Pre application advice given on the principle of the provision of affordable dwellings

within the National Park.

Consultations

3. Highway Authority – No objections subject to the following conditions:
4. *A new vehicular access shall be created to Main Street in accordance with the application drawings, laid out, constructed and provided with visibility sightlines extending from a point 2.4m from the carriageway edge, measured along the centre line of the access, to the extremities of the site frontage abutting the highway in each direction. The land in advance of the sightlines shall be maintained in perpetuity clear of any object greater than 1m in height (0.6m in the case of vegetation) relative to the adjoining nearside carriageway edge.*
5. *A site compound including space for site accommodation, storage of plant and materials, shall be made available and retained for the duration of the construction works.*
6. *Prior to occupation the on-site parking and turning shall be provided in accordance with the application drawings laid out and constructed as may be agreed with the Local Planning Authority and maintained thereafter free from any impediment to designated use.*
7. *No part of the development shall be occupied until details of arrangements for storage of bins and collection of waste have been submitted to and approved by the Local Planning Authority. The development shall be carried out in accordance with the agreed details and the facilities retained for the designated purposes at all times thereafter.*
8. District Council Housing Enabler - *'The 2016 survey showed 12 households in need of affordable housing in Taddington and its adjoining parishes. The report indicates that the survey would support the development of 4 homes at a minimum, so your proposal to meet your own local housing need on a relative's land is welcomed, in addition to the 4 affordable homes for rent which Peak District Rural Housing Association has planning permission to develop'.*
9. Parish Council - *'... support in principle the provision of an affordable house on this site, given the lack of realistic alternatives, to keep a young local family in the village. The Council asks that careful thought be given in the layout to the impact on the privacy and amenity of immediate neighbours and to keeping something of the open character of the site, especially when viewed from Main Road'.*
10. PDNPA Cultural Heritage - Object; *'The proposed development will have a negative impact on the historic character and appearance of Taddington Conservation Area ...resulting in less than substantial harm to the significance of Taddington Conservation Area (which is a designated heritage asset) and to the original setting of Taddington Hall'.*
11. PDNPA Archaeology - Object; *'The application needs to address the archaeological interest and significance of the site. These requirements are in accordance with National Planning Policy Framework, Section 16, Para.189 and 190, which requires developers to supply sufficient information to understand the potential impact of their proposals on the asset's significance'.*

Representations

12. There have been four letters of representation, two of support and two of objection. These are summarised below.

Support

13. Applicant would have to move away from village due to high property prices.
14. Should applicant be unable to build their own house, then another generation with strong connections to the village would be forced to move from the area.

Objections

15. Designated as important open space on the Taddington Conservation area map.
16. Approval would set precedent for further applications on similarly designated sites.
17. The building is too big for rules about local need.
18. The building is too close to one side of the field and the neighbouring house.

Main Policies

19. Relevant Core Strategy policies: GSP1, GSP2, GSP3, DS1, L3, HC1
20. Relevant Local Plan policies: LC4, LC5, LH1, LH2, LT11, LT18, CC1

National Policy

21. National Park designation is the highest level of landscape designation in the UK. The Environment Act 1995 sets out two statutory purposes for national parks in England and Wales: Which are; to conserve and enhance the natural beauty, wildlife and cultural heritage and promote opportunities for the understanding and enjoyment of the special qualities of national parks by the public. When national parks carry out these purposes they also have the duty to; seek to foster the economic and social well-being of local communities within the National Parks.
22. The National Planning Policy Framework (NPPF) has been revised (Published July 24 July 2018). This replaces the previous document (2012) with immediate effect. The Government's intention is that the document should be considered as a material consideration and carry particular weight where a development plan is absent, silent or relevant policies are out of date. In particular, Paragraph 172 asserts, that great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks, which have the highest status of protection in relation to these issues. Paragraph 77 affirms that in rural areas, planning policies and decisions should be responsive to local circumstances and support housing developments that reflect local need. Whilst Paragraph 193 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.
23. In the National Park, the development plan comprises the Authority's Core Strategy 2011 and saved policies in the Peak District National Park Local Plan 2001. These Development Plan Policies provide a clear starting point consistent with the National Park's statutory purposes for the determination of this application. In this case, it is considered there are no significant conflicts between prevailing policies in the Development Plan and government guidance in the NPPF.

Main Development Plan Policies

24. Policy DS1 of the Core Strategy 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. Policy 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.
25. These policies are supported by saved Local Plan Policy LH1, which says that exceptionally newly built dwellings will be permitted in or on the edge of named settlements subject to certain criteria, this includes proof of need; local qualification and the affordability of the proposed housing. Saved Local Plan Policy LH2 defines what is meant by people with a local qualification for housing for the purposes of LH1.
26. The housing policies set out above also sit within a wider range of Design and Conservation policies in the Development Plan. These policies include Core Strategy Policies GSP1, which promotes sustainable development within the National Park and GSP2 which promotes development that would enhance the National Park.
27. Policy GSP3 of the Core Strategy and Policy LC4 of the Local Plan set out the design principles for all new development in the National Park, seeking to safeguard the amenities of properties affected by development proposals and setting out criteria to assess design, siting and landscaping. The Authority's Supplementary Planning Documents on Design offer further advice on design issues.
28. Core Strategy Policy 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 Policy 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.
29. Policy LC16 states that when considering development proposals that could affect archeological sites or features they should take into account amongst other things, the protection, enhancement and preservation of the sites or features and their settings and the need for an appropriate archeological assessment. Where this is acceptable, there should be the implementation of an appropriate scheme prior to and during development.
30. Policies LT11 and LT18 of the Local Plan require new development to be provided with adequate access and parking provision, but also say that access and parking provision should not impact negatively on the environmental quality of the National Park.
31. Policy CC1 of the Core Strategy and the associated supplementary planning document on Climate Change and Sustainable Development, encourage incorporating energy saving measures and renewable energy into new development.
32. Policy LC20 of the Local Plan states, that planning applications should provide sufficient information to enable their impact on trees, woodlands and other landscape features to be properly considered.
33. Further Supplementary Planning Guidance (SPG) is provided in the National Park's 'Meeting the Local Need for Affordable Housing in the Peak District'.

Assessment

34. Principle and suitability for residential development

35. The application seeks permission for a new build dwelling. The application would therefore only be acceptable in principle as an exception to the general presumption against unrestricted building of new housing in the national park if it would provide affordable housing to meet an identified local need and if it would preserve or enhance the Conservation Area in which the site is located. These matters are discussed below.

36. Local Need Qualification

37. In applying the relevant housing policies to this scheme, it is considered critical that the proposed dwelling would represent the established affordable housing criteria as set out in policy to meet an identified local need. The Authority's SPG on affordable housing provides further guidance and advises that an individual need can be accepted as a proxy for the community's need. Policy LH2 states, that exceptionally new housing will be permitted for a person with a proven need in accordance with Policy LH1 provided that amongst other things; the dwelling will be occupied by a person (and his or her dependant) who has a minimum of 10 years permanent residence in the parish or adjoining parish and is forming a household for the first time. In this case, the applicant has lived in the village from birth and currently resides with his parents and would be setting up home for the first time. As such, a local need exists for the accommodation in accordance with the criteria listed in Policy LH2. It is noted that four new affordable dwellings to meet local need have recently been approved on the site directly to the south of the application site. It should therefore be considered whether or not the housing need for the area has already been met. The District Council's Housing Enabler has offered support for the current application, noting that a further local needs dwelling would be welcomed. It is therefore acknowledged that the proposed dwelling would help to meet an identified demand for affordable housing in the area.

38. A search of local properties for sale in the parish and adjoining parish has been undertaken through local estate agents and the internet, but these have all been found to be unaffordable. However, land acquisition costs for this site have been kept low, as the applicant's family are selling the plot to him at a reduced market value. Consequently, the total build cost is estimated to be approximately £110,000 with a final cost valued on the open market around £250,000. With an occupancy restriction of 30%, this would effectually reduce the value to around £175,000, which is considered to be within an intermediate affordability value. It should also be considered that the current proposal would make a contribution towards meeting local housing needs, with a use restriction ensuring that the future occupancy of the dwelling would be limited to people in local need. It is therefore considered that the proposed dwelling would meet an identified need for affordable housing. However, given the national park purpose to conserve and enhance the special qualities of the national park are weighted in law above the duty foster the economic and social well-being of local communities the provision of an affordable dwelling at this site would only be acceptable if it would preserve the special character of the Conservation Area.

39. Siting & Layout

40. The development site is an area of open land on the north side of Main Road towards the eastern fringe of the village and referred to as important open space in the Adopted Village Conservation Area Appraisal (CAA). The impact on the character of the Conservation Area is discussed further below. The land itself is fairly level, and measures approximately 18m in width x 60m in length. However, the plot area to be developed would measure 18m wide by 40m in length with the last 20m between the planned rear boundary and Hades Lane to the north remaining undeveloped. The proposed layout would comprise a 3 bedroomed detached dwelling with attached garage and associated parking spaces, located centrally within the plot around 20m back from

the roadside edge (Main Road). Vehicular and pedestrian access would be directly off Main Road. In addition, a drystone wall would be constructed along the eastern and northern borders of the plot, enclosing the site within a hard boundary. The floor space of the proposed dwelling, whilst above the limit of the current guidelines (87 sq. metres), has been submitted in respect to new floor space guideline changes that are expected as part of the Authority's emerging Development Management Housing Policies.

41. Design & Materials

42. The main two-storey dwelling would have a rectangular plan form with an external footprint of 10.5 metres in length x 6m in gable width, with the single storey attached garage having a further footprint of 6 metres x 6 metres and attached to the rear elevation of the dwelling. The eaves height to the main dwelling would be 5.2 metres, with an overall height to the ridge of approximately 8 metres. The gable width would be 6 metres reflecting the local vernacular. The garage building would have a ridge height of around 4.8 metres. Local materials would be used, natural limestone walls and gritstone dressings under a blue slate roof, with timber windows and doorframes. The general size and form of the dwelling is considered to be broadly acceptable.

43. Impact of the proposal on the significance of Taddington Conservation Area (CA)

44. Taddington Conservation Area, in which the applicant site is located, is a designated heritage asset. Whilst the proposal is driven by the needs of the applicant for an affordable dwelling within the village, this must not be at the expense of the preservation of the designated heritage asset. Whilst there is a duty to foster the economic and social well-being of local communities, the first National Park purpose is to conserve and enhance natural beauty, wildlife and cultural heritage. It is well established in the Sandford Principle and later in the Environment Act that when there is a conflict between the purpose and duty, the conservation of the National Park must take precedent.

45. The Taddington Conservation Area Appraisal (CAA) specifically identifies the field which includes the application site as an important open space. The drystone walls which line the field boundaries are specifically identified in the CAA as being of importance. The CAA also specifically identifies important groups of trees along the eastern boundary of the field, and along the northern and southern boundaries beside Hades Lane and Main Road, respectively. Originally, the grounds of Taddington Hall extended from Hades Lane to include what is now the central triangle of land immediately to the south of Main Road (opposite the application site). In the 19th century, the Hall grounds were bisected by the continuation of Main Road. The Conservation officer has stated that it appears a number of trees along the southern boundary have been removed recently, which has had a considerable negative impact on the historic character and appearance of the Conservation Area, altering the tree-lined character of Main Road. This has been recorded and is part of an ongoing enforcement matter.

46. The CAA also notes that "To the north of Main Road some infill development has taken up most of the space formerly contained within The Hall's grounds. One open field remains as the only uninterrupted link between Main Road and Hades Lane in both this area and the area immediately to the west". This is the field which includes the current application site. This field is the only remaining important open space within this part of the Conservation Area at the east end of the village and to the north side of Main Road, and the only undeveloped remnant of the original grounds to the Hall between Hades Lane and Main Road at Town End. The CAA states that open spaces specifically identified as being of particular townscape significance should be protected from development. Built development of any scale is inherently incompatible with the qualities of open space.

47. Development at the site would inevitably erode the open character of the site, which is specifically identified as being an important characteristic of the Conservation Area. Consequently, it is considered the proposed development would have a negative impact on the historic character and appearance of the Conservation Area, halving the size of what is the last remaining open field which still provides a historically significant uninterrupted link between Main Road and Hades Lane and is the last remnant of the original historic grounds to Taddington Hall between Main Road and Hades Lane at Town End. The proposed development would therefore result in harm to the significance of the Conservation Area and to the original setting of Taddington Hall, contrary to Policies L3, LC4 & LC5 .

48. Impact on residential amenity

49. The nearest domestic residences are Field Head, which lies immediately to the west of the development site and Villers Breton, which lies some 40 metres to the east. In the case of Field Head, the proposed layout of the new dwelling is such, that the footprint is forward of the main living space of the adjoining dwelling, of which the primary living rooms and private garden space to this property are on the north elevation facing towards Hades Lane. Therefore, all aspects of privacy from the development is considered to be safeguarded. With regard to Villers Breton, it is considered at this distance and orientation, the amenity of the occupants of this property would not be adversely affected by the development. Consequently it is considered there are no amenity issues arising from the scheme that would affect the occupants of both the nearest neighbouring dwellings, or any other residential properties close by, the application is therefore considered to comply with GSP3 & LC4 in this respect.

50. Highway safety and access

51. There are no objections to the application in terms of highways safety, subject to conditions relating to adequate sight lines, on-site parking, turning spaces and arrangements for storage of bins and collection of waste being provided before any other operations commence. In this case, the property would have its own vehicular and pedestrian access point and parking spaces, which it is considered would not interfere with the amenities of adjoining residents or highway safety. Consequently and subject to appropriate conditions, the scheme is considered acceptable in highway terms, according with policies LT11 and LT18 in particular.

52. Archaeological issues

53. National Planning Policy Framework, (NPPF) requires developers to supply sufficient information to understand the potential impact of their proposals on an 'asset's significance'. In this case, the Authority's Archaeologist has identified that the site (within the former grounds of Taddington Hall) may have potential to contain below ground post-medieval remains of park/garden features. Pre-determination archaeological work is therefore required to fully understand the nature of significance of the archaeological interest of the site and the impact/affect the development would have upon it, as construction of a dwelling generally requires extensive groundworks and would be highly likely to damage and destroy any archaeological remains surviving on the site. As no such information has been provided with the application, it does not accord with the requirements of the NPPF, and therefore from an archaeological perspective, there is a sustained objection on the grounds of insufficient information.

54. Had the application been considered acceptable in all other respects, further information relating to the archaeological interests of the site would have been requested. However, without this information, the application is contrary to the requirements of policy LC16 and guidance contained within the NPPF.

55. Environmental management

56. No detailed evidence has been submitted to explore alternative forms of renewable energy. Officers consider that should planning committee find the proposal otherwise acceptable in principle, further information would be required about measures that could be provided. Notwithstanding this, the proposed use of traditional materials should minimise weathering and enhance the sustainability of the building throughout its longevity. Moreover, the dwelling would require compliance with current building regulations.

Conclusion

57. The intended occupant's circumstances comply with the Authority's definition of a person with a local qualification; and a housing need has been demonstrated. The property is of a size and type that would be likely to remain affordable in perpetuity. It would also comply with new floor space guidelines on local needs affordable housing in the emerging Development Plan Policies.

58. However, notwithstanding the above, it is considered that the provision of an affordable dwelling to meet a local need does not outweigh the harm the development would cause to the village Conservation Area, and consequently the special qualities of the National Park. Moreover, the application has not demonstrated that development here would not have an unacceptable impact on archaeological heritage assets. As such, the application is recommended for refusal.

Human Rights

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

60. List of Background Papers (not previously published)

61. Nil

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