

5. FULL APPLICATION - DEMOLITION OF PAIR OF SEMI-DETACHED BUNGALOWS AND ERECTION OF 2NO. DETACHED DWELLINGHOUSES AT BELLE VISTA, TINMAN LANE, SHEEN, (NP/SM/0622/0765/ALN)

APPLICANT: MR R BLACKHURST

Summary

1. The proposal is to replace a pair of semi-detached bungalows dated from the 1950s with two new, detached two-storey dwellings.
2. The bungalows are of no heritage or architectural value and overall cause some harm to the character of the area.
3. As amended the development would result in a significant enhancement of the site and the surrounding built environment and landscape in accordance with policy DMH9.
4. All other considerations are adequately addressed and the application is recommended for approval.

Site and Surroundings

5. The application site is located on the southern edge of the linear settlement of Sheen, within a cluster of properties known as 'Townend'. The site is situated adjacent to the western site of the main road through the village (Tinman Lane). Directly to the west of the site is the Belle Engineering factory and to the north is a further commercial unit. A residential dwelling (Outlow Villa) sits to the south. The site is outside of the Sheen Conservation Area.
6. The site is currently occupied by a pair of semi-detached bungalows dating from the 1950s. The bungalows are set back from the highway behind landscaped front gardens. They are finished in pebble dash with clay tiled roofs.

Proposal

7. Demolition of the two bungalows and erection of two detached, two storey dwellings. Both dwellings would have 4 bedrooms and would be constructed using natural gritstone under clay tiled roofs. Their principle elevations would face east towards the highway, as do the existing bungalows.
8. The front elevations of the properties would be roughly in line with the front of the existing bungalows, with similar landscaped front gardens. The existing gardens to the rear would be retained. The dwelling on plot 2 (to the north) would have a single garage on the south elevation.
9. Each dwelling would be served by a separate vehicular access off Tinman Lane.

RECOMMENDATION:

That the application be APPROVED subject to the following conditions:

1. **3 year implementation time limit.**
2. **Adopt amended plans.**

3. Remove permitted development rights for alterations, extensions, porches, ancillary buildings, boundaries and other means of enclosure and solar pv panels.
4. Climate change mitigation measures to be implemented.
5. Submit and agree Conservation and Environment Management Plan.
6. Details of any external lighting to be submitted and agreed
7. Hard landscaping scheme to be submitted and agreed.
8. Method Statement for construction and surfacing of new access driveway to plot 2 and for protection of trees during construction to be submitted and agreed.
9. External walls to be constructed in natural coursed gritstone. Sample panel to be agreed.
10. Roofs to be clad in blue clay tiles – sample to be agreed. Existing clay tiles to be re-used where possible.
11. New vehicular access to plot 2 to be created in accordance with approved plans before the dwelling on Plot 2 is first brought into use and shall be maintained throughout the life of the development.
12. Details of foul sewage disposal to be submitted and agreed.
13. Windows to be side hung casements constructed in timber and finished in off-white or cream. Prior to installation of doors and windows, full details at a scale of 1:20 to be submitted and agreed.
14. Garage on plot 2 to be retained for private domestic garaging.
15. Minor Design Details

Key Issues

1. The principle of the development.
2. Siting, landscape impact and design
3. Highway Safety
4. Impact on Residential Amenity
5. Impact of Protected Species
6. Impact on Trees
7. Climate Change Mitigation

History

10. May 1953 – planning permission granted for erection of pair of semi-detached bungalows.

Consultations

11. Highway Authority – *‘The existing access to the south of plot 1 is shown as remaining in place but also with a new access to large surfaced area. It would be preferable to make use of this existing access, removing the proposal for a new access, to avoid*

creating a new access to plot 1. This would also avoid excavations on at least one side of three which isn't shown on the drawing 'Site Plan' 1689-AL 15C

12. *There was mention of possible future access to the adjacent barn, which could also be accessed using this existing access.*
13. *A new pedestrian access is shown to plot 2. There is no reason why the vehicular access cannot also be used by pedestrians.*
14. *Tinman Lane is the classified C35. Turning area would generally be required. For plot 2 this would require additional surfaced area. However, the site is situated within the 30mph speed limit area, the road was not busy and visibility is good. Highways would recommend a turning area but would not object to the lack of a turning area should you feel one is not required at this location.*
15. *Surfacing of the accesses should be hard material (preferably bound and porous) for the first 5m to avoid loose material being brought onto the carriageway.'*
16. **District Council** – no response
17. **Parish Council** – *'whilst the need to demolish the bungalows was understandable, all Councillors agreed that four bedroom properties were not in keeping with the rest of the village, and not affordable housing, which is needed to preserve village life. Also, they felt that the new builds should be no nearer the road than the existing bungalows are now.'*
18. **Authority's Ecologist** – *'A Preliminary Bat Roost Inspection was undertaken on 3rd March 2022 and a bat activity survey was undertaken on 22nd May 2022. The ecological value of the buildings has been deemed as negligible to bats due to no current bat roosts being present. The ecological value of the buildings to birds has been deemed as low due to absence of any nesting birds, but presence of potential nesting spaces.*
19. *It is considered that sufficient detail has been submitted to assess the potential impact of the development We recommend the submission of a Conservation and Environment Management Plan (CEMP) to be approved by us. The CEMP should provide details as per recommendations in the Bat Survey Report (Section 6.4) along with additional recommendations by us.'*

Representations

One letter of objection has been received on the grounds that:

- The existing properties are perfectly sound.
- Little of the existing construction is recyclable and would undoubtedly go to landfill.
- The development is not for starter homes or affordable houses for local residents and so does not benefit the local community.

Main Policies

20. Relevant Core Strategy policies: GSP1, GSP2, GSP3, DS1, L1, L2, CC1
21. Relevant Local Plan policies: DMC3, DMC11, DMC13, DMH9

National Planning Policy Framework

22. The National Planning Policy Framework (NPPF) was published on 27 March 2012 and replaced a significant proportion of central government planning policy with immediate effect. The Government's intention is that the document should be considered to be a material consideration and carry particular weight where a development plan is absent, silent or relevant policies are out of date. In the National Park the development plan comprises the East Midlands Regional Plan 2009, the Authority's Core Strategy 2011 and saved policies in the Peak District National Park Local Plan 2001. Policies in the Development Plan provide a clear starting point consistent with the National Park's statutory purposes for the determination of this application. It is considered that in this case there is no significant conflict between prevailing policies in the Development Plan and more recent Government guidance in the NPPF.
23. Paragraph 176 of the NPPF states that 'great weight should be given to conserving landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty, which have the highest status of protection in relation to landscape and scenic beauty. The conservation of wildlife and cultural heritage are important considerations in all these areas, and should be given great weight in National Parks and the Broads.

Core Strategy

24. Core Strategy policy GSP1 sets out the broad strategy for achieving the National Park's objectives having regard to the Sandford Principle, (that is, where there are conflicting desired outcomes in achieving national park purposes, greater priority must be given to the conservation of the natural beauty, wildlife and cultural heritage of the area, even at the cost of socio-economic benefits). GPS1 also sets out the need for sustainable development and to avoid major development unless it is essential, and the need to mitigate localised harm where essential major development is allowed.
25. Core Strategy policy GSP2 states, amongst other things, that when development is permitted, a design will be sought that respects the character of the area.
26. Core Strategy policy GSP3 sets out development management principles and states that all development must respect, conserve and enhance all valued characteristics of the site and buildings, paying particular attention to, amongst other elements, impact on the character and setting of buildings, scale of the development appropriate to the character and appearance of the National Park, design in accordance with the National Park Authority Design Guide and impact on living conditions of communities.
27. Core Strategy policy L1 identifies that development must conserve and enhance valued landscape character and valued characteristics, and other than in exceptional circumstances, proposals in the Natural Zone will not be permitted.
28. Policy L2 states the development must conserve and enhance any sites, features or species of biodiversity importance and where appropriate their setting. Other than in exceptional circumstances development will not be permitted where is likely to have an adverse impact on any site, features or species of biodiversity importance or their setting.
29. Core Strategy policy CC1 states that development must make the most efficient and sustainable use of land, buildings and natural resources.

Development Management Policies

30. Development Management Policy DMC3 requires development to be of a high standard that respects, protects, and where possible enhances the natural beauty, quality and visual amenity of the landscape, including the wildlife and cultural heritage that contribute to the distinctive sense of place. It also provides further detailed criteria to assess design and landscaping, as well as requiring development to conserve the amenity of other properties.
31. Policy DMH9 of the Development Management Policies DPD relates to 'Replacement Dwellings' and states that:
- A. The replacement of a dwelling will be permitted provided that the dwelling to be replaced:
 - (i) Is not Listed individually or as part of a group listing; and
 - (ii) Is not considered to have cultural heritage significance; and
 - (iii) Is not considered to contribute positively towards the valued landscape character or built environment in which it is located.
 - B. All proposed replacement dwellings must enhance the valued character of the site itself and surrounding built environment and landscape, reflecting the guidance provided in the Peak District National Park Authority Design Guide (2007) or any successor adopted Design Guide.
 - C. Larger replacement dwellings should demonstrate significant overall enhancement to the valued character and appearance of the site itself, and the surrounding built environment and landscape.
 - D. In all cases the replacement dwelling must not create an adverse impact on neighbours' residential amenity.
 - E. In all cases the replacement dwelling must exhibit high sustainability standards.
 - F. In the event that the proposed replacement dwelling is on another footprint, the existing dwelling shall be removed from the site prior to the completion of the development, or within 3 months of the first occupation of the new dwelling, where the existing dwelling is currently occupied.
32. DMC11 states that proposals should aim to achieve net biodiversity gains.
33. DMC13 states that planning applications should provide sufficient information to enable impacts on trees, woodlands and other landscape features to be properly considered. Trees which contribute positively, either as individual specimens or as part of a wider group, to the visual amenity or biodiversity of the location will be protected. Other than in exceptional circumstances development involving loss of these features will not be permitted.

Assessment

Principle of Development

34. Development Management policy DMH9 allows for replacement dwellings provided that the dwellings to be replaced are not listed, do not have cultural heritage significance, and are not considered to contribute positively towards the valued landscape character or built environment in which it is located.

35. The existing bungalows on the site are not statutorily listed, nor do they form part of a wider group listing. The buildings date from the 1950s and are not considered to have any cultural heritage significance, nor do they contribute positively towards the character and appearance of the surrounding area. In fact, whilst the dwellings are not particularly prominent when viewed from the road due to being set well back, on the whole they detract from the character and appearance of the area by virtue of their massing, design and materials of construction.
36. In principle therefore, the replacement of the two bungalows with two new detached dwellings is supported by policy DMH9. With regard to the concerns raised by the Parish Council, whilst the community's desire to see more affordable housing in the village is recognised, the driver behind policy DMH9 is to secure the sustainable enhancement of the existing housing stock through schemes that improve design and quality. Consequently there is no requirement for the replacement dwellings to meet an affordable local need.
37. The main issues are whether the development would demonstrate significant overall enhancement, any impacts on residential amenity, sustainability standards and highways and biodiversity considerations.

Siting, Landscape Impact and Design

38. DMH9 states that dwellings that are larger than those to be replaced must demonstrate significant overall enhancement to the character of the site itself and the surrounding built environment and landscape.
39. The volume of the existing bungalows is approximately 1018 cubic metres. The overall footprint of the new dwellings would be smaller than that of the bungalows, mainly because their gable widths would be narrower and there would be a gap between the two detached properties. However as the new dwellings would be two storey, the overall volume would be greater, at 1439 cubic metres.
40. The existing bungalows detract from the character of the area as they are wholly untraditional in their massing, detailing and materials of construction. They have a deep plan form and tall roofs, large areas of horizontally proportioned glazing and a pallet of materials that is alien to the area. In reaching this view it is also noted that the Adopted Design Guide states that 'Bungalows are a modern day unwelcome addition in many settlements'.
41. The new two-storey dwellings would have more traditional massing and detailing. They would have a double fronted design, a formal arrangement of timber casement windows, coped gables and flush cement verges and traditional chimney stacks. Gable widths would be 6.1m and overall the balance of proportions between the shape of the dwellings and the openings they contain would be much more satisfactory than the arrangement on the existing bungalows. There would be more glazing on the rear elevations, but following negotiations this has been reduced on the house on plot 2. The rear elevations face towards enclosed rear gardens and the Belle Engineering site and are not visible from public vantage points. On that basis, as amended the elevational details are acceptable.
42. External materials would consist of natural gritstone under clay tiled roofs, which would match with other traditional properties in the vicinity.
43. In terms of wider impacts on the built environment and landscape, the dwellings would be sited in the same general position as the existing properties, i.e set back from the road by approximately 12m. Properties in the 'Town End' area of Sheen are clustered

informally on either side of the road and nearby crossroads, and there is no prevailing or distinctive pattern in term of siting and orientation. However Outlow Villa to the south is also set back from and addresses the road and so maintaining this layout would not be out of keeping with the existing character of the area. The dwellings would not be visible from the road that leads west to Brund (just to the north of the site) because of the presence of substantial intervening tree cover that surrounds the Belle Engineering site. The dwellings may be visible from the road that leads east towards Hartington but at some considerable distance. From there the dwellings would blend in satisfactorily in their surroundings.

44. The main vantage point of the new dwellings would be from Tinman Lane directly to the east and from there, it is considered that the dwellings would result in a significant enhancement to the character of the area, in accordance with policies DMH9, DMC3 and L1.

Highway Safety

45. At present the site is served by a single vehicular access and driveway at the southern end of Plot 1. As submitted the plans showed the introduction of two additional new vehicular accesses and driveways (one to serve each property), to the north of the existing access.
46. The Highway Authority response stated that it would be preferable if the existing access could be utilised. As a result, amended plans have now been received showing Plot 1 served by the existing access and a single new access and driveway created from Plot 2. Not only does this improve highway safety to a modest degree by having fewer access points in close proximity, it also reduces the visual impact of parked cars and hard surfacing to the front of the proposed dwellings, and reduces any potential impact on trees.
47. Three parking spaces would be provided for each 4-bedroomed dwelling which meets the minimum requirements within the Authority's Parking Standards. The amended plans do not show turning space within either plot, and so vehicles would need to reverse out onto the Highway. The Highway Authority has suggested that whilst the provision of turning space would be the optimal design in terms of highway safety, there would no objection if it were not provided, given the lightly trafficked nature of the road and the good visibility available. We concur with this view and the parking and access arrangements as amended are acceptable.

Impact on Residential Amenity

48. The only immediate neighbouring property is 'Outlow Villa' to the south of the site. That property is sited slightly forward of the building line of the two proposed dwellings and has a small stone outbuilding located in between. The property would also be orientated 'side to side' with the proposed dwellings. The neighbouring property lies sufficiently distant from the proposed dwellings so as not to be adversely affected by the development in terms of overhshadowing or any overbearing presence, and there would be no windows facing in a southerly direction towards that property, maintaining its privacy.
49. Consequently there would be no adverse harm to neighbouring residential amenity as a result of the proposed development.

Protected Species

50. A 'Bat Activity Survey' report was submitted with the application. This confirms that a

Preliminary Bat Roost Inspection was undertaken in March 2022 and a bat activity survey was undertaken in May 2022. The ecological value of the buildings is deemed as negligible. The ecological value of the buildings to birds is deemed as low due to absence of any nesting birds, but the report identifies the presence of potential nesting spaces.

51. We are satisfied that the development would not have adversely impact on protected species. A condition to secure net biodiversity gain is necessary in accordance with policies DMC11. This would be in the form of the submission and agreement of a Conservation and Environment Management Plan to include further details of the enhancement measures recommended within the bat survey report (including the location of Integrated bat boxes or bat access tiles, further detail of bat friendly planting and installation of sparrow nesting features.)

Impact on Trees

52. There are a number of trees in the front gardens of the properties and as submitted the plans seemed to indicate that trees would need to be removed to make way for the new vehicular accesses. A tree survey has not been submitted with the application. The amended plans now more accurately show the position and crownsread of the trees. All but one of the trees would be retained. The tree to be removed is a large leylandii, which does not contribute positively to the visual amenity of the area.
53. A condition for the submission of a method statement for the laying of the new access and driveway is necessary in order to ensure that disturbance to the roots of the retained tree under which it would be located is minimised and that surfacing is permeable.

Climate Change Mitigation

54. A climate change statement was submitted with the application. This outlines measures designed to reduce the impact of the development on climate change including high insulation levels, argon filled double glazing, low energy light bulbs and low-use water fittings, surface water soakaways, etc. Whilst these measures are welcomed we considered that the development also presents an opportunity for the introduction of renewable energy generation measures. Amended plans have now been submitted showing the provision of air source heat pumps to serve both properties.
55. The objector has raised issue with the fact the demolished materials from the bungalows may go to landfill. Whilst some materials (i.e the clay roof tiles) are capable of being re-used or re-cycled, we accept that some elements arising from demolition may be treated as general waste. However the new houses would be more sustainable than the existing as outlined in the measures described above and so on balance these potential impacts are outweighed by the longer term environmental benefits of the scheme.
56. Subject to a condition to ensure that the climate change measures are implemented, we consider that the proposals are now proportionate to the scale and nature of the development and meet the terms of policy CC1.

Conclusion

57. As amended, the two replacement dwellings would achieve significant overall enhancement to the valued character and appearance of the site itself, and the surrounding built environment and landscape in accordance with Development

Management Policy DMH9. There would be no harmful impact on residential amenity. A safe and suitable access would be achieved and adequate parking space provided. Impact on trees can be mitigated by condition and biodiversity enhancement measures can also be secured. The application is therefore compliant with Development Plan policies and is recommended for conditional approval.

Human Rights

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

List of Background Papers (not previously published)

59. Nil

Report Author and Job Title

60. Andrea Needham – Senior Planner - South