

6. FULL PLANNING APPLICATION – DEMOLITION OF EXISTING HOUSE AND CONSTRUCTION OF NEW, THREE BEDROOM DWELLING, INCLUDING NEW RETAINING WALL STRUCTURE AT THE BUNGALOW, MACCLESFIELD ROAD, KETTLESHULME, (NP/CEC/1023/1278, WE)

APPLICANT: MR MARTIN DALEY

Summary

1. This application seeks consent for the demolition of the existing dwelling on site and replacement with a larger, three-bedroomed property.
2. The design of the proposed replacement dwelling is identical to that within planning approval NP/CEC/0221/0178 which received consent as an alterations and extensions application to the existing property.
3. This application advises that the retaining wall to the rear of the existing property is deteriorating and in order to undertake the full scheme of repairs, the building would need to be demolished and relocated.
4. As such, the proposed replacement dwelling would be relocated approximately 2m north-west from the current siting of the house.
5. Officers consider that the development approved through NP/CEC/0221/0178 was acceptable on the basis that it sought consent to alter the external appearance of the *existing* building using the property's existing proportions and constraints. Conversely, this application seeks to demolish the existing property and construct a replacement dwelling using a design that still reflects the existing property's unusual form and massing.
6. It is considered that the proposed development does not constitute 'significant overall enhancement' to development site, landscape, and built environment as required by policy DMH9. It is therefore recommended for refusal.

Site and Surroundings

7. The Bungalow is located in open countryside to the east of Kettlethulme and backs onto the north side of Macclesfield Road with the principal elevation facing into the open countryside.
8. The property is set down below the level of the highway with the access drive sloping down and coming around the back and side of the property to the garden at the lower level. The property is non-traditional and mainly single storey with a two-storey element to the west end. The property is constructed from a mixture of materials including render, brick, timber boarding and natural gritstone under pitched and hipped roofs clad with blue slate.
9. The nearest neighbouring property is Beech House to the south and on the far side of Macclesfield Road.

Proposal

10. This application seeks full planning permission for the demolition and replacement of the existing dwelling, including the repair of the retaining wall structure to the rear of the house.

11. The replacement dwelling would be finished in natural stone under a blue-slate roof. The windows frames would be dark grey.
12. The form of the proposed dwelling can be best described as comprising of three elements. The south-western end of the dwelling would be two-storey with a roof-pitch which runs parallel to the adjacent road, with a rear gabled two-storey element projecting toward the highway. The middle section of the building is single-storey, with a roof-pitch which flows into the eastern section of the dwelling which would be slightly taller as a result of its deeper plan and thus gable width than the middle section. The roof of these sections would also run parallel to the road.
13. The fenestration of the property would be varied, featuring a mix of window sizes. It would be heavily glazed, with 4 sets of French door-style openings, many full height windows and windows on the rear and gable ends. In front of the property would be a raised stone terrace with a balustrade.
14. As noted, the dwelling would move approximately 2m north-west from the current siting of the house with a new part gabion and part stone faced concrete retaining wall constructed to hold back the sloping driveway and bank between the dwelling and the road.

RECOMMENDATION:

That the application be REFUSED for the following reason;

1. **The proposed replacement dwelling would not contribute towards significant overall enhancement to the valued character and appearance of the site itself, nor the surrounding landscape. The design of the proposed replacement dwelling does not adequately reflect the local built-environment or the established local vernacular building traditions and therefore does not meet the high design standards necessary to justify the demolition and replacement of the existing dwelling. It is therefore contrary to policies GSP1, GSP2, GSP3, DMC3, DMH9 and the National Planning Policy Framework.**

Key Issues

- Principle of development;
- Design and impact on the landscape;
- Other matters.

History

15. 1977 – Extend dwelling house – NP/M/0577/001 Granted conditionally
16. 2020 - Demolition of existing two-storey element and replacement with larger two-storey element; internal reconfiguration; amendments to existing roof – NP/CEC/0520/0395 Refused due to harm to the character and appearance of the area and landscape.
17. 2021 - Alterations and extensions to the existing dwelling, installation of a GSHP and package treatment plant, works of hard and soft landscaping and other works incidental to the proposals NP/CEC/0221/0178 – Granted conditionally

Consultations

18. Kettleshulme and Lyme Handley Parish Council – No objections

19. Cheshire East Strategic Transport – No objection subject to a condition requiring a Construction Management Statement to be submitted and approved prior to work commencing on site.
20. Cheshire East Amenity – No comments
21. Cheshire East Air Quality – No objection subject to a condition requiring an Electric Vehicle Infrastructure plan to be submitted and agreed in writing which requires the installation of a single Mode 3 compliant Electrical Vehicle Charging point.
22. Cheshire East Contaminated Land – No comments to make but suggested a condition requiring a watching brief to be undertaken should any land which is currently hardstanding be proposed for soft landscaping/garden.
23. United Utilities - It is the applicant's responsibility to investigate the existence of any pipelines that might cross or impact their proposed site and also to demonstrate the exact relationship between United Utilities' assets and the proposed development. The applicant should not rely solely on the detail contained within asset maps when considering a proposed layout. Requested a letter to be appended to the decision letter in the event of an approval.

Representations

24. Four representations were received during the determination of this application. All four representations supported the proposed development, citing the following reasons:
 - Application is similar to the existing approved development on site;
 - The rebuilding of the property in natural stone will be a major improvement visually and will appear better on the open landscape to the north;
 - The replacement dwelling would be highly efficient and sustainable.

National Planning Policy Framework (NPPF)

25. 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.
26. The National Planning Policy Framework (NPPF) has been revised (2023). 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 182 states 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.
27. In the National Park, the development plan comprises the Authority's Core Strategy 2011 and the Development Management Policies (DMP), adopted May 2019. 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.

Relevant Development Plan Policies

Core Strategy

28. GSP1, GSP2 - *Securing National Park Purposes and sustainable development & Enhancing the National Park*. These policies 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.
29. GSP3 - *Development Management Principles*. 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.
30. DS1 - *Development Strategy*. Sets out that most new development will be directed into named settlements.
31. L1 - *Landscape character and valued characteristics*. Seeks to ensure that all development conserves and enhances valued landscape character and sites, features and species of biodiversity importance.
32. Policy CC1 states that development must make the most efficient and sustainable use of land, buildings and natural resources.

Development Management Policies

33. DMC3 – *Design*. Siting, Design, layout and landscaping. Reiterates, that where developments are acceptable in principle, Policy requires that design is to high standards and where possible enhances the natural beauty, quality and visual amenity of the landscape. The siting, mass, scale, height, design, building materials should all be appropriate to the context. Accessibility of the development should also be a key consideration.
34. Policy DMH9 - States that the replacement of a dwelling will be permitted provided that the existing dwelling is not of heritage or local landscape value. All proposed replacement dwellings must enhance the valued character of the site itself and the surrounding built environment and landscape, reflecting guidance provided in adopted guidance. Larger replacement dwellings should demonstrate significance overall enhancement to the valued character and appearance of the site itself, the surrounding built environment and landscape. In all cases the replacement dwelling must not create an adverse impact on neighbours' residential amenity. In all cases the replacement dwelling must exhibit high sustainability standards.
35. Policy DMT8 - States off-street car parking for residential development should be provided unless it can be demonstrated that on-street parking meets highway standards and does not negatively impact on the visual and other amenity of the local community. This should be either within the curtilage of the property or allocated elsewhere.
36. Policy DMC14 - Outlines that development will only be permitted where, upon cessation of a permitted use, the appropriate removal of any pollutants arising from development can be assured.

Assessment

Principle of Development

37. This application is seeking permission for the full demolition of the existing property, and replacement with a new, larger dwelling. Policy DMH9 permits the replacement of dwellings provided that the property to be replaced is not of heritage or local value and is not considered to contribute positively toward the valued landscape character or built environment. It is noted that The Bungalow is an atypical, non-traditional property that does not reflect the vernacular of the National Park. As such, subject to the development complying with detailed design, landscape impact and sustainability criteria set out in parts B, C, D, and E of policy DMH9, the proposed development would be acceptable.

Design and impact on the valued characteristics of the landscape

38. The design of the proposed replacement dwelling is largely identical to the external appearance of the scheme of alterations and extensions (NP/CEC/0221/0178) approved in 2021.
39. The replacement dwelling would be clad in natural stone under a natural slate roof and can be best described as being comprised of 3 elements; a two-storey element with rear projecting gable on the south-western end with a single-storey central element connecting to a slightly wider and therefore slightly taller single-storey section on the north-eastern end. All three main elements are gabled in form, with roof pitches running parallel to the adjacent road. The detailed design of the proposed development does not reflect the local tradition and is contemporary in style, featuring heavy glazing in a variety of different sized openings and without lintels, cills, or quoin stones. Overall this results in an unbalanced and unresolved fenestration arrangement which does not reflect local traditions and together with the inappropriate form and massing only reinforces the design appearing somewhat incongruous and out of keeping within its setting.
40. In the delegated report for application NP/CEC/0221/0178, Officers stated that the proposed alterations would *alter the property to a more traditional horizontal form and enhance the character of the property and the landscape*. Notwithstanding this, the report did highlight that the alterations to the roof would have a *more visual impact than the existing hipped roof*.
41. It is stressed that the above comments were made on the basis that the proposed development was an alteration to an existing property and brought some enhancement as a result of materials and to a lesser extent the form. In total contrast the current application seeks the complete demolition and replacement of the dwelling on site, and its relocation approximately 2m north-west on the plot. This is a materially different development proposal which has to be assessed against a completely different policy basis.
42. Clearly the proposed alterations in the last application were acceptable in the context of a householder application wherein the scheme was contingent on utilising the existing building and the site constraints, such as the buildings unusual long form, massing and door/window layout. Freed from those constraints which limited the scope of the former application proposal, the reinstallation of many of those former detracting elements in the current scheme is not acceptable. This is especially so and reinforced when considering the wording of policies DMH9 and GSP2 which outline the significant enhancement requirements acceptable schemes must achieve for replacement dwellings in the National Park.

43. In particular Core Strategy policy GSP2 outlines that “*opportunities for enhancing the valued characteristics of the National Park will be identified and acted upon, and opportunities will be taken to enhance the National Park by the treatment or removal of undesirable features or buildings*”. It advises that “*work must be undertaken in a way which conserves the valued characteristics of the site and its surrounding*”. This guiding principal is reflected in the wording for policy DMC9, particularly in the case of larger replacement buildings which requires the replacement dwelling to “*demonstrate significant overall enhancement to the valued character and appearance of the site itself, and the surrounding built environment and landscape*”. This application proposes a larger dwelling than currently on site, so this provision is particularly pertinent in the consideration of this application.
44. The current dwelling is atypical in form and massing, and features several detailed elements which are not reflective of the local building tradition. These include the rendered gable on the south-west of the site, the overhanging canopy and the timber detailing. It is acknowledged that the proposed development would result in a dwelling with more sensitive and appropriate materials, such as the natural stone cladding and would also include a slightly more resolved pitched-roof, as opposed to the varying roof forms of the existing property. However, whilst in isolation these measures would be supported in principle, and were so in the previous alterations’ application, as they assisted in pulling the property closer into the traditional materials and design, they fall substantially short of the high design standards and enhancement necessary for a replacement dwelling proposal.
45. It is considered that the form of the existing building is one of its more detracting features. At present, the property has a frontage which is approximately 24m in length. This is not reflective of local building traditions, particularly in this landscape where properties are visible across the local valley formed by the Todd Brook. The current low height and hipped form of the existing building does however assist in reducing its overall massing.
46. The replacement dwelling would retain this long form, and would feature a longer 26.5m frontage. In addition, the proposed replacement dwelling would also feature a significantly larger massing by virtue of the two-storey element on the south-west of the site, in addition to the northern section of the building featuring a pitched roof as opposed to a hipped roof. In addition to this, the more prominent two-storey element would feature a gable height of 5m, which would be noticeably distinct from more traditional buildings in the locality. This gives the two-storey section of the building an unusual proportion which appears somewhat tall and narrow. The fenestration, with its vertical characteristic, further emphasises this unusual proportion and unresolved form and massing. These key defining features of the proposed design are wholly in conflict with the prevailing guidance on the traditional form of properties as expressed within the Peak District Design Guide (2007).
47. This scale, form and massing, in addition to the increased glazing on the north facing elevation, would result in an incongruous design which is more visually intrusive and dominant on the local landscape despite the improved use of materials.
48. The development site is visible on the landscape from the local public right of way network (FP21, FP24, HP23/55) which are to the north of the dwelling on the southern slope of the valley, in addition to the across the valley on Start Lane. It is acknowledged that the dwelling is a small feature on the local landscape from these locations; however, it is nevertheless considered that the proposed development would have a larger landscape impact as a result of its increased volume, massing and particularly its glazing.

49. While these alterations may have constituted a modest enhancement to the visual appearance of the building when considering the property's existing constraints, the policy basis for a larger replacement dwelling requires 'significant overall enhancement'. For the reasons above, it is considered that the proposed development fails to meet part C of policy DMH9.
50. As this application proposes to completely demolish the house, and move it 2m, there is the obvious and clear opportunity now available to achieve a property with the necessary high standard of design which would contribute towards significant enhancements to the locality. As noted, policy GSP2 highlights that opportunities will be taken to enhance the National Park through the removal of undesirable features or buildings, but these works must be undertaken in a manner which conserves the valued characteristics of the site and its surroundings.
51. The Authority accept that the existing property is non-traditional and is a detracting influence on the local landscape; however, it is considered that as a result of the proposed dwelling's form, height, frontage, and fenestration, it would not contribute towards significant overall enhancements to the site, locality and landscape. It is therefore considered to be contrary to policies GSP1, DMH9, GSP2, DMC3 and the guidance contained within the Authority's adopted design guide.

Other matters

52. As required by policy DMH9.E and CC1, all development must exhibit a high standard of efficiency and sustainability. This application has been supported by a Sustainability Statement which advises that the proposed dwelling would be constructed using a Structural Insulated Panel system (SIP). The SIP would create a continuously insulated building fabric which would dramatically reduce heat loss. In addition to this, the process of construction using a SIP system is quicker, minimising the energy required during the construction phase. The SIP system also has a lower embodied carbon compared to traditional building materials, such as concrete and timber. The U-value and air tightness that is achieved by using a SIP system is above the current Building Regulation requirements.
53. In addition to this, the statement advises that all material, such as stone and slate, will be locally sourced where possible. The proposed development proposes an air source heat pump and a Mechanical Ventilation and Heat Recovery System to further reduce reliance on non-renewable energy and decrease the property's overall energy requirements.
54. Additionally, Cheshire East Strategic Transport team have suggested a condition to ensure that the property has a Mode 3 electric vehicle charging port.
55. It is considered that the proposed development meets the sustainability standards as mandated by policy CC1, and properly utilises the energy hierarchy to ensure that the overall energy requirements of the property is reduced through a 'fabric first' approach.
56. With regard to policy DMH9, it is noted that a high sustainability standard is only one consideration when determining replacement dwelling applications. Proposals are expected to be appropriately designed *and* have a high standard of sustainability. Therefore, the high standard of efficiency and sustainability does not outweigh the identified lack of compliance with other requirements of policy DMH9.

57. The proposed development would not impact access or parking provision, so it is acceptable from a highway safety perspective.
58. The property is isolated with its nearest neighbours over 100m away. As such, this development does not give rise to amenity concerns.

Conclusion

59. This application seeks full planning permission for the demolition of the existing dwelling on site and the erection of a replacement dwelling. Whilst the design of this scheme is nearly identical to the application in 2021, this was approved within the significant constraints of altering and extending the existing dwelling, and it was determined that the design was in accordance with policies covering alterations and extensions only. As a demolition and replacement dwelling proposal, this development is freed from those former site constraints and being materially different to the previous application must be determined against different policies which require full consideration be given to the design of the replacement dwelling and the scale of enhancement this achieves in terms of the local built environment and the impact on the landscape.
60. The proposed dwelling is larger than the current house on site. Therefore, policy DMH9 requires “*significant overall enhancement to the character and appearance of the site, the surrounding built environment and landscape*”. As a result of its form, massing and detailed design the proposal would only perpetuate the harm caused by the main detracting elements of the current dwelling, albeit in improved materials. As such the current scheme fails to achieve a high standard of design and would not present a significant enhancement to the site or the surrounding landscape.
61. It is therefore concluded to be contrary to policies DMH9, GSP1, GSP2, and DMC3, The Building Design Guides and the NPPF. On this basis, it is recommended for refusal.

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

Report author and Job Title

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