4.3 - <u>SE/14/01074/FUL</u> Date expired 11 June 2014

PROPOSAL: Demolition of existing dwelling and outbuildings; erection of

replacement dwelling with integral garaging facilities and

timber decking to rear elevation.

LOCATION: 52B Pilgrims Way East, Otford, Sevenoaks TN14 5QW

WARD(S): Otford & Shoreham

ITEM FOR DECISION

The application has been referred to the Development Control Committee by Councillor Lowe who wishes the appropriateness of the development within the Green Belt and the consistency in decision making to be discussed.

RECOMMENDATION: That planning permission be GRANTED subject to the following conditions:-

1) The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

In pursuance of section 91 of the Town and Country Planning Act 1990.

2) No development shall be carried out on the land until samples of the materials to be used in the construction of the external surfaces of the dwelling hereby permitted have been submitted to and approved in writing by the Council. The development shall be carried out using the approved materials.

To ensure that the appearance of the development is in harmony with the existing character of the area as supported by Policy EN1 of the Sevenoaks District Local Plan.

3) The development shall be carried out in accordance with the following plans 444 - PD-002 A, 4441-PD-003 A

For the avoidance of doubt and in accordance with proper planning as supported by policy EN1 of the Sevenoaks District Local Plan and the National Planning Policy Framework.

4) No development shall take place until the applicant, or their agents or successors in title, has secured the implementation of a programme of archaeological work in accordance with a written specification and timetable which has been submitted to and approved by the Local Planning Authority

To ensure that features of archaeological interest are properly examined and recorded in accordance with policy EN25 of the Sevenoaks District Local Plan and the National Planning Policy Framework.

5) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 as amended no development falling within Class(es) A, B or E of Part 1 of Schedule 2 to the said Order shall be carried out on site.

To enable the Local Planning Authority to retain control over future development to

preserve the openness of the Green Belt in accordance with policies H14A of the Sevenoaks Distrcit Local Plan and the National Planning Policy Framework.

6) No development shall take place until full details of both hard and soft landscaping have been submitted to and approved by the Local Planning Authority. These details shall cover as appropriate: Proposed finished levels or contours; Boundary Treatments; Hard surfacing materials; Planting plans; Written specification (including cultivation and other operations associated with plant and grass establishment); Schedules of plants, noting species, planting sizes and proposed numbers/densities, and Implementation timetables.

To safeguard the visual appearance of the area as supported by EN1 of the Sevenoaks District Local Plan.

7) No development shall begin until details of any existing land levels and proposed changes in land level, and cross sections too show how these relate to the proposed basement have been submitted to and approved in writing by the Council. Any proposed scheme shall then be completed in accordance with the approved details prior to the commencement of development.

To safeguard the visual appearance of the area as supported by EN1 of the Sevenoaks District Local Plan and to preserve the openness of the Green Belt in accordance with policy H13 of the Sevenoaks District Local Plan and the National Planning Policy Framework.

8) Prior to the commencement of development (including site clearance works), written evidence shall be submitted to and approved by the Local Planning Authority detailing the appointment of an appropriately qualified Code For Sustainable Homes Assessor. Prior to the first occupation of the dwelling(s) hereby approved, a written assessment, carried out by an appropriately qualified Code for Sustainable Homes Assessor upon the completion of the development and detailing a "Code For Sustainable Homes" rating of a minimum of 3 shall be submitted to and approved by the Local Planning Authority in writing.

To ensure the development contributes to the principles of sustainable development as outlined in policy

9) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 no works shall be carried out (lightwells, steps etc.) that will make the basement visible and means it is no longer completely submerged.

To enable the Local Planning Authority to retain control over future development and to preserve the openness of the Green Belt in accordance with policies H14A of the Sevenoaks District Local Plan and the National Planning Policy Framework.

10) No development shall take commence on site until all existing outbuildings and structures on the site including the existing dwelling and outbuildings shown as 1,2 and 3 on 4441-PD-002 REV A have been demolished and all resulting materials removed from the site.

To protect the openness of the Green Belt and the character of the landscape as supported by Policies H13 of the Sevenoaks District Local Plan.

11) The development shall achieve a Code for Sustainable homes minimum rating of

level 3. Evidence shall be provided to the Local Authority

- i) Prior to the commencement of development, of how it is intended the development will achieve a Code for Sustainable Homes Design Certificate minimum level 3 or alternative as agreed in writing by the Local Planning Authority; and
- ii) Prior to the occupation of the development, that the development has achieved a Code for Sustainable Homes post construction certificate minimum level 3 or alternative as agreed in writing by the Local Planning Authority.

In the interests of environmental sustainability and reducing the risk of climate change as supported in Planning Policy Statement 1, policies CC2 & CC4 of the South East Regional Plan & Policy NR1 of the Kent & Medway Structure Plan.

Note to Applicant

In accordance with paragraphs 186 and 187 of the NPPF Sevenoaks District Council (SDC) takes a positive and proactive approach to development proposals. SDC works with applicants/agents in a positive and proactive manner, by;

- Offering a duty officer service to provide initial planning advice,
- Providing a pre-application advice service,
- When appropriate, updating applicants/agents of any small scale issues that may arise in the processing of their application,
- Where possible and appropriate suggesting solutions to secure a successful outcome.
- Allowing applicants to keep up to date with their application and viewing all consultees comments on line
 (www.sevenoaks.gov.uk/environment/planning/planning_services_online/654.as p),
- By providing a regular forum for planning agents,
- Working in line with the NPPF to encourage developments that improve the improve the economic, social and environmental conditions of the area,
- Providing easy on line access to planning policies and guidance, and
- Encouraging them to seek professional advice whenever appropriate.

In this instance the applicant/agent:

1) The application was considered by the Planning Committee where the applicant/agent had the opportunity to speak to the committee and promote the application.

Description of Proposal

The proposal is to demolish the existing dwelling on the site and replace it with a chalet bungalow with a submerged basement.

Description of Site

- The site is an existing chalet bungalow with dormer windows in the rear facing roof slope. The property is set on sloping ground and there is a raised terrace to the rear of the property.
- The plot has a substantial rear garden and is one of three dwellings that has been built behind land that faces on to Pilgrims Way East. Therefore the site does not face the road but is set back behind the street scene. Although the roads adjacent to the site, Pilgrims Way East to the front and Dynes Road to the east, are predominantly urban in character and are within the defined settlement, the application site is more rural in appearance and sits adjacent to but outside the settlement boundary.

Constraints

- 4 Area of Archaeological Potential
- 5 Metropolitan Green Belt

Policies

Sevenoaks District Local Plan:

6 Policies - EN1, H6B, H13

Sevenoaks Core Strategy:

7 Policies - SP1, L08

Allocations and Development Management Plan (Draft) (ADMP):

8 Policies - GB1, GB5, GB2, EN1, EN2

Other:

- 9 National Planning Policy Framework (NPPF)
- The Sevenoaks District Council Supplementary Planning Document for Householder Extensions (SPD).

Planning History

11 SE/13/03595/FUL - Demolition of existing dwelling and three outbuildings; erection of replacement dwelling with integral garaging facilities, with raised timber decking and external steps. Refused.

SE/13/01346/LDCPR - Erection of front entrance canopy, single storey side extension, single storey rear extension, single storey garden store outbuilding and a single storey pool outbuilding with roof lights. Granted.

SE/13/00466/LDCPR - The erection of front entrance canopy, single storey side extension, single storey rear extension, single storey pool outbuilding, single storey garden store outbuilding and installation of rooflights. Split decision.

SE/04/01440/FUL - Revised application to SE/03/02749 - to move utility room extension to side, forward by 1.7m. Granted.

SE/03/02749/FUL - Proposed attached garage extension and side extension. Granted.

SE/02/02640/FUL - Two storey extension to side consisting of double garage, study with bedrooms over. Also single storey side extension consisting of utility room. Refused.

SE/98/01319/HIST - Conservatory extension. Granted.

SE/96/01410/HIST - Revision to approval SE/96/0087 to retain & alter existing bay on extension. Granted.

SE/96/00087/HIST - Side extension with new pitched roof overall, with dormers and roof conversion, and demolition of existing garage and extension. Granted.

Consultations

KCC Highways

12 I refer to the above planning application and having considered the development proposals and the effect on the highway network, raise no objection on behalf of the local highway authority.

SDC Tree Officer

13 No comment.

KCC Archaeology

- The proposed development site lies within c.160m of the Scheduled Monument of Otford Roman villa. This high status Roman site would have been similar to a farm complex with outbuildings and associated activity sites nearby. A Roman bathhouse is recorded c.600m to the south east. There is potential for Roman remains to survive on the development site. Prehistoric and Anglo-Saxon remains are also known in the wider area, with a focus being along the Pilgrims Way.
- In view of the archaeological potential it would be appropriate for formal archaeological works to take place and I recommend the following condition is placed on any forthcoming consent:
 - AR1 No development shall take place until the applicant, or their agents or successors in title, has secured the implementation of a programme of archaeological work in accordance with a written specification and timetable which has been submitted to and approved by the Local Planning Authority.

Reason: To ensure that features of archaeological interest are properly examined and recorded.

Otford Parish Council

16 Objection and reasons:

Bulk and mass as sited in the Green Belt

Exceeds 50% of the original floor area (122 sqm + outbuildings 42 sqm=164 sqm) cf.307sqm as shown on drawing. Excluding basement of c.160sqm- which is shown as living accommodation on the drawing.

Requires an archaeological watching brief as within close proximity to Progress Roam Villa

Kemsing Parish Council

Kemsing Parish Council were also consulted as the bottom right hand corner of the plot is within their boundary. They have the following comments to make,

Kemsing Parish Council recognises that there could be an impact on several but certainly not all properties of Beechy Lees in Kemsing Parish.

Nobody seems to have raised the issue of the Green Belt. Is this location in the Green Belt confines and if so, should not the Green Belt constraints apply. This does appear to be an extremely large replacement dwelling.

Representations

- 18 Neighbours consulted: 17
- One representation has been received in support of the application which states that the proposal will enhance the landscaping of the site and not overlook neighbouring properties.

Chief Planning Officer's Appraisal

Policy Context

- The National Planning Policy Framework is the principal guidance in this instance and states that the replacement of a building in the Green Belt can be appropriate where the building, '...is in the same use and not materially larger than the one it replaces.'
- There is no specific guidance in the NPPF which states exactly how to interpret 'materially larger.' It is generally considered to be an assessment of the increase in floor space, height, bulk and design of the proposed dwelling compared to the one that *currently exists* on site.
- The NPPF also gives no guidance on whether or not outbuildings are to be considered in this assessment.
- A local interpretation of the NPPF can be found in the adopted policy H13 of the Sevenoaks District Local Plan (LP) and the emerging policies GB2 (basements), GB4 (replacement dwellings) and GB5 (very special circumstances) of the

- emerging Allocations and Development Management Plan (ADMP). These policies can currently be accorded moderate weight in decision making.
- Policy H13 and Policy GB4 both state that the proposed dwelling should not result in an increase in floor space of more than 50% over the original dwelling. The NPPF states that replacements should not be materially larger than the building replaced. Therefore, although this policy is a relevant consideration, other factors including the bulk, height, size and design of the proposal must also be considered.
- Policy GB2 states that basements may be acceptable in the Green Belt if entirely underground with no windows, doors etc. However it also states that the basement should not be larger than the original dwelling and the ground level should not be artificially raised to accommodate the basement. Again, this policy can be accorded moderate weight and refers to the original dwelling, rather than the existing dwelling as is the case with the NPPF.

Original dwelling

There is a disagreement between the agent's and officer's calculations regarding the original dwelling (see tables below).

	Officer	Agent
Ground floor	126.05	126.05
First floor	0 (see below)	51.16
Garage/brick building	42.32	42.32
Total	168	219.53

- The Case Officer's own research into the site history reveals that in 1996 (planning reference SE/96/01410/HIST refers) alterations were carried out to the roof to accommodate a loft conversion and a side extension (currently the living room and previously a garage and dining room) were carried out. A conservatory has subsequently replaced an older boiler room (planning reference SE/98/01319/HIST refers).
- Prior to these applications there is no evidence that the loft space was previously used as habitable accommodation. The agent states that the first floor calculations are 'useable space'. However the plans for 96/01410/HIST show no staircases connecting the ground floor and loft space and no loft windows on the plans. Given this the roof space would not be considered to be habitable and would not be included in the floor space calculations of the original dwelling.

Proposed and existing dwellings

There are some discrepancies regarding the officer's and agent's calculations for the existing and proposed dwellings. However these are mostly minor and I would therefore be prepared to give precedence to the agent's calculations for the

existing and proposed dwellings which would have been taken form a CAD system and not done by hand as was the case with the officer's. However as noted above the calculations for the original dwelling have not been accepted as they have included the roof space of the original dwelling. As there is no evidence that the loft space was previously used as habitable accommodation the Council's position is that it would not be included.

Original dwelling (including garage/brick building)	168m2
Existing dwelling (including garage/brick building)	249m2
Proposed dwelling without basement	307m2
Proposed dwelling with basement	487.07m2

The table below shows % increases over original and existing dwelling for the proposal. The basement has been excluded from these figures as it is proposed to be constructed completely below ground level and would have no impact on the openness of the Green Belt.

	Percentage increase
% increase over original (excluding basement)	82.7%
% increase over existing (excluding basement)	23%

Appropriate development within the Green Belt

- As mentioned above policies H13 of the Local Plan and the emerging policy GB4 of the ADMP both make reference to the original dwelling, whereas the NPPF states that the new building should not be materially larger than the existing. Therefore the height, bulk, design and scale of the proposed dwelling and how it compares to the existing dwelling on site must also be assessed.
- If the entire floor space of the proposal is included (first floor, ground floor and basement) than the proposal will exceed the 50% threshold. The same is true of the increase in floor area over that of the existing dwelling.
- Therefore whilst it is clear, that in terms of floor space the replacement dwelling exceeds the floor space of the original dwelling by over 50%, the NPPF which should be accorded more weight in the decision making process states that proposals for proposed replacement dwellings should be assessed against the existing building on site and that the replacement building should not be materially larger that the one it replaces.
- With this in mind, when you compare the existing building on the site with the proposed replacement dwelling, the overall height above ground level is not being

altered and the appearance of a chalet bungalow is being maintained. The part of the garage extension proposed will replace an existing garage/brick outbuilding (labelled as 1 one on drawing 4441-PD-002 REV A) site within 5m of the existing dwelling. It is also proposed that two additional outbuildings (labelled as 2 and 3 on drawing 4441-PD-002 REV A) to the front of the site will also be removed.

- When viewed from the side the proposal appears more condensed than the existing dwelling as the conservatory and front projections are incorporated into the bulk of the main dwelling. It is therefore my view that the proposal would not significantly increase the bulk or impact of buildings on the site, due to the consolidation of buildings. Therefore a small increase in bulk at first floor level would be balanced out by a reduction in the spread of buildings across the site. It is therefore considered that the proposal would not have a greater impact on the openness of the Green Belt than the dwelling it replaces.
- The outbuildings on site are grouped close to the front and side of the existing dwelling house and are in various stages of decline. The outbuilding marked as 3 on drawing 4441-PD-002 is missing most of its roof. Buildings 2 and 1 (the brick building shown on the elevation drawings) are also not in the best condition but they are still substantial structures that do have an impact on the openness of the Green Belt. It is considered their removal would improve the site and would contribute to offsetting the size of the proposed dwelling.
- The outbuildings are all single storey and their floor areas have been set out below,

Outbuilding 1 42.32m2
Outbuilding 2 29.4m2
Outbuilding 3 25m2

- A condition has also been recommended which removes Class E permitted development rights for additional outbuildings being added to the site. As garage/storage space is provided for in the new scheme this is not felt to unreasonable. This will ensure that no further buildings are spread throughout the site providing further protection to the Green Belt. In addition a condition can ensure that these buildings and any other existing outbuildings erected before any permission is implemented are removed before work commences on the proposed dwelling.
- Given that the proposal is on the limits of what would be considered to be not materially larger in the Green Belt it would be reasonable to remove permitted development rights for Classes A (alterations and extensions) and B (alterations to the roof) to prevent any further enlargement of the dwelling.
- Also in regard to the basement, Policy GB2 of the ADMP states that as well as being completely below ground level basements can not exceed the footprint of the original dwelling and will involve minor ground works to level the site. As previously mentioned this policy is currently to be accorded moderate weight in the decision making process. In addition the alterations to the ground level will not result in a dramatic and prominent change to the appearance of the site, and although the basement will exceed the original footprint of the site it will be completely underground with no visible windows, entrances or exits and therefore there will be no impact on the openness of the Green Belt.

- Given all the above, it is concluded that there will be no harm to the openness of the Green Belt resulting from this part of the proposal. In order to protect the openness of the Green Belt the complete invisibility of the basement would need to be maintained. It would be reasonable to place a condition on any permission granted stipulating that no steps or light wells are added to the basement in the future.
- The ground level of the site slopes dramatically down to the rear of the garden and to the west. Therefore some additional ground works are necessary to level the site. This will involve raising and lowering of the ground level of part of the site by 1m at the most. This will also result in the basement of the dwelling being completely below ground. The orientation of the proposed dwelling will be similar to that of the existing dwelling which currently has a raised veranda to the rear. Given the sloping nature of the site the overall height of the proposed dwelling or the height of the highest part of the natural ground level are not being increased to facilitate the basement going underground.
- A condition requiring more details of any proposed and existing ground levels can be requested as part of any permission to ensure that there will be minimal impact on the openness of the Green Belt.
- Therefore taking into account the above, whilst there is an increase in floor space, taking into account the advice in the NPPF it is considered that due to the fact the height of the building would not increase and the fact that although there is a slight increase in the bulk of the new dwelling at first floor level this would have less of an impact on the Green Belt than the existing spread of buildings across the site and the proposed development would therefore be considered to be appropriate development within the Green Belt as due to the removal of existing buildings and permitted development rights from the property, it will result in a dwelling that is not materially larger than the existing buildings it replaces.

Size, bulk, design and impact on street scene:

- Policy EN1 states that the form of the proposed development, including any buildings or extensions, should be compatible in terms of scale, height, density and site coverage with other buildings in the locality. The design should be in harmony with adjoining buildings. , Appendix 4 of policy H6B states that the extension itself should not be of such a size or proportion that it harms the integrity of the design of the original dwelling or adversely affect the street scene.
- The proposal will have a slightly larger bulk than the dwelling currently existing on site by virtue of its larger roof. However, when viewed from the side the proposal appears more condensed than the existing dwelling as the conservatory and front projections are incorporated into the bulk of the main dwelling. In addition the overall height of the dwelling will not be increased and the appearance of a chalet bungalow will be maintained.
- The proposal is not part of a uniform street scene and will be lower in bulk and height than the neighbouring property at 52A Pilgrims Way East.
- Given the above the proposal complies with policy EN1 of the Sevenoaks District Local Plan, SP1 of the Sevenoaks Core Strategy and the National Planning Policy Framework.

Impact on residential amenity:

- 49 Criteria 3) of policy EN1 states that the proposed development must not have an adverse impact on the privacy and amenities of a locality by reason of form, scale, height, outlook, noise or light intrusion or activity levels including vehicular or pedestrian movements. This is supported by Appendix 4 to H6B.
- 50 52A Pilgrims Way East is to the north of the property set 12 metres from the shared boundary. Properties along Beechy Lees to the east have rear gardens that back on to the site. These rear gardens are approximately 50 metres. And the proposed dwelling will be approximately 12 metres from the shared boundary of these dwellings. The dwellings in Beechy Lees most likely to be affected are 20-26.
- 51 Concerns were raised as part of the previous scheme (planning reference SE/13/03595/FUL refers) regarding the increase in traffic that may result from the proposal. They have not been bought up again in the representations for the current scheme, but will still be addressed as part of the current applications assessment. It is acknowledged that the number of bedrooms at 52B Pilgrims Way East are being increased however the use of the property will not be changed. Therefore any increase in traffic that may occur will be minimal and not justify a ground for refusal.
- Two first floor windows are proposed on the elevation facing the rear gardens of 20-22 Beechy Lees. Both these windows would serve bedrooms. It is acknowledged that these windows will be visible from the rear gardens of these properties, and the first floors of the dwellings in these plots.
- Paragraph 5.2 of the Sevenoaks District Council Supplementary Planning Document for Householder Extensions states that.
 - "...the introduction of windows in extensions which would overlook windows of habitable rooms in any adjoining property at a close distance and would result in an unreasonable loss of privacy will not be permitted. For similar reasons, a window overlooking the private amenity area immediately adjacent to the rear of a property is also inappropriate. The District Council will normally calculate the private amenity area is a depth of 5 metres from the back of the property."
- There will be an approximate distance of 62 metres between the elevation with these windows and the rear elevation of the properties in Beechy Lees.

 Therefore the proposal would not be considered a close distance from the private amenity areas immediately adjacent to the rear of the dwellings in Beechy Lees.

 Consequently they would not result in an unacceptable loss of privacy.
- Paragraph 5.5 states the following about outlook:
 - "...The District Council is primarily concerned with the immediate outlook from neighbours" windows and whether a proposal will significantly alter the nature of the normal outlook..."
- The existing dwelling can be viewed from some vantage points in the rear gardens of Beechy Lees. It is acknowledges that the proposed dwelling will be brought closer to the boundary and moved back further in the site, however this will not significantly alter the existing situation in terms of outlook. Furthermore, given the distance of the rear gardens at Beechy Lees the proposal will not have an

unreasonable impact on the immediate outlook of these properties. Concerns have been raised regarding the change in view. However para. 5.5 also states that, '...the planning process is not able to protect a view from a private property

- 57 There will be no loss of daylight to these properties.
- Regarding 52A to the north of the site, the proposed dwelling will be moving within the site this will not significantly alter the relationship with 52A which is well screened and on a higher ground level. Given this there will be no loss of privacy, outlook or daylight to 52A.
- Given the above the proposal complies with policy H6B of the Sevenoaks District Local Plan, SP1 of the Sevenoaks Core Strategy and the National Planning Policy Framework

Additional information

There is an existing Lawful Development Certificate on the site which states that a detached store, pool house, front entrance canopy, single storey side extension, single storey rear extension can be carried out without planning permission (planning reference SE/13/00466/LDCPR refers). However, any grant of planning permission for the reasons set out above recommend conditions to withdraw permitted development rights and ensure demolition of all existing outbuildings prior to commencement in order to protect the openness of the Green Belt

Other issues

- The site is in an Area or Archaeological Potential. KCC Archaeology have been consulted and have recommended a condition requiring a programme of archaeological works to be carried out on the site. This condition will be attached to any permission granted.
- The proposal involves the demolition of an existing dwelling on site. However this is of modern construction and has limited voids in the roof. Therefore the proposal has been assessed against Natural England's Standing Advice and there is no specific criteria applying to the present condition of the site which indicates the need for the Local Planning Authority to request an Ecological Survey, or which indicates that any protected species/habitat are affected by the proposal.

Conclusion

- Taking into account the above discussion, whilst the floor space would increase, it is considered that due to the fact the height of the building would not increase, the removal of the existing outbuildings and of permitted development rights would prevent any further enlargement. Although there is a slight increase in the bulk of the new dwelling at first floor level this would have less of an impact on the Green Belt than the existing spread of buildings across the site. The proposed development would not be materially larger than the one it replaces. It would therefore be appropriate development within the Green Belt and comply with the National Planning Policy Framework
- There will not be an unacceptable impact on the character of the surrounding area or the amenities of the neighbouring properties as a result of the proposal.

Background Papers

Site and Block plans

Contact Officer(s): Deborah Miles Extension: 7360

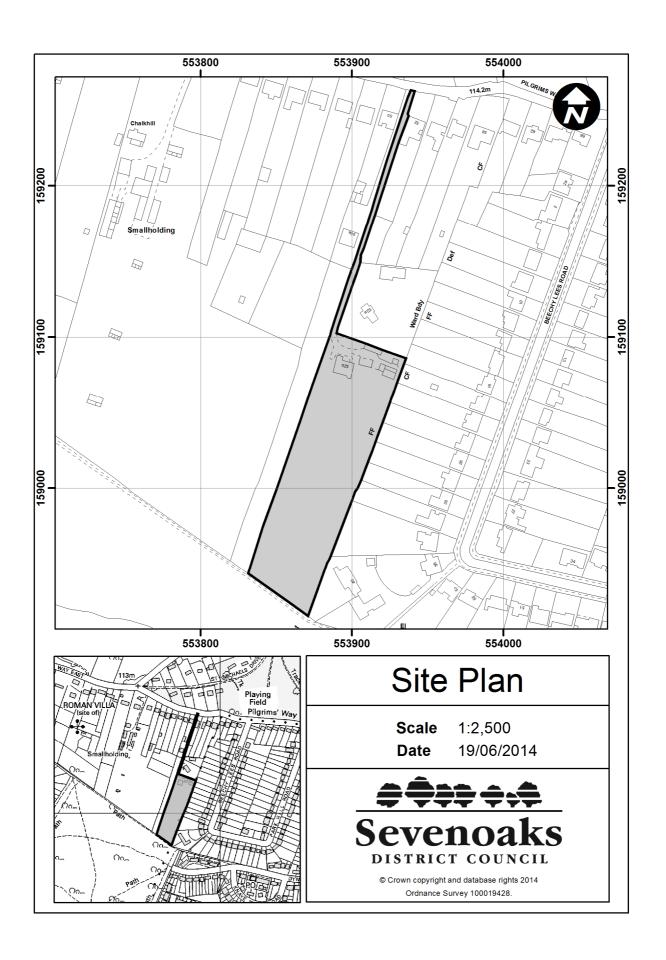
Richard Morris Chief Planning Officer

Link to application details:

http://pa.sevenoaks.gov.uk/online-applications/applicationDetails.do?activeTab=summary&keyVal=N3R68YBKFHE00

Link to associated documents:

http://pa.sevenoaks.gov.uk/online-applications/applicationDetails.do?activeTab=documents&keyVal=N3R68YBKFHE00



Block Plan



<u>Key</u>

Site of approved Lawful Development Certificate

----- Existing buildings to be demolished