

DELEGATED DECISION REPORT

SMD/2022/0462
Valid 22/09/2022

334 PROSPECT HOUSE
CHEADLE ROAD
CHEDDLETON

CHANGE OF USE FROM BED
AND BREAKFAST TO
DWELLINGHOUSE.

(FULL - MINOR)

MAIN ISSUES

- Whether the proposal comprises an exception to inappropriate development in the Green Belt
- Design
- Amenity
- Highway Safety
- Environmental Health

DESCRIPTION OF SITE

The site comprises a detached stone and tile bed and breakfast within the plot belonging to No. 334 Prospect House, situated in the Cheddleton Ward. The site is within an area of Green Belt, where development is more restricted. The proposed site is enclosed by neighbouring dwellings comprising a section of Cheadle Road. No. 326 Cheadle Road lies to the North of the proposed site and Outlands, No. 340 Cheadle Road is situated to the South-West. The site has the right to use an access driveway which Shrubbery Cottage, Cheadle Road own, running alongside the North and West of the site. Shrubbery Cottage, Cheadle Road is located to the South-West of the site. The Cheadle Road highway which serves the proposed site is to the East.

It is noted that a number of properties within the street scene have been extended; however the established character of the street has been retained.

PROPOSAL

The proposed development comprises of the change of use from an existing bed and breakfast outbuilding at Prospect House, No. 334 Cheadle Road to a dwellinghouse. I note that the bed and breakfast ceased trading in December 2018 and the building has since been unoccupied. A lean to structure on the North elevation shall be demolished as part of the development, which would be replaced with a door to access the hallway and an opening to serve the bathroom. Additionally, a further new opening shall be installed in the southern elevation to serve the bathroom. In the southern gable end of the building, it is proposed to insert double doors at ground floor level to serve the living room, with a new obscure glazed window to be provided in the eastern elevation to replace an existing clear glazed door / window.

A small porch extension would be made to the East facing proposed front elevation of the building. It would have a depth of 1.88 metres and a width across the proposed front elevation of 1.94 metres. It would have a lean to roof, having a maximum height of 2.58 metres and an eaves height of 1.96 metres measured from natural ground level. It would be constructed from materials which would match the host building, including stone and slate tiles.

RELEVANT LOCAL AND NATIONAL PLANNING POLICIES

Staffordshire Moorlands Local Plan (Adopted 2020)

SS1 Development Principles
1a Presumption in Favour of Sustainable Development
SS2 Settlement Hierarchy
SS9 Smaller Villages Areas Strategy
SS10 Other Rural Areas Strategy
H1 New Housing Development
DC1 Design Considerations
T1 Development and Sustainable Transport

National Planning Policy Framework

Paragraph(s) 1 – 14
Section(s) 4 – Decision making, 12 – Achieving well designed places, 13 – Protecting green belt land

Staffordshire Moorlands Design Guide SPD

Part 5 – Alterations, Extensions and Conversions

Staffordshire Moorlands Space About Dwellings SPD

SITE HISTORY / RELEVANT PREVIOUS APPLICATIONS

SMD/1986/0607 – Conversion of garage / store to form tourist accommodation. Approved.
SMD/1987/0894 – Conversion of store and toilet into tourist accommodation and re-roofing of store. Approved.
SMD/1998/0725 – Change of use and conversion of outbuilding to form holiday accommodation. Approved.
SMD/2002/0773 – Single storey side extension and front entrance ramp. Approved.

CONSULTATIONS

Publicity

Site Notice expiry date: 17/11/2022
Neighbour consultation period ends: 28/10/2022
Press Advert: N/A

Public Comments

One public objection has been received from the neighbour at Shrubbery Cottage, making the following points:

- *The visibility is poor coming out of the lane onto a 50 mile per hour very busy fast road. There are no passing points on the entrance which in my opinion is an accident waiting to happen. If cars were attempting to enter and exit at the same time the vehicle turning in would cause the fast traffic to come to a halt thus causing a dangerous situation.*
- *When the bins are taken to the top of the lane it is very difficult to exit and enter as the bins obstruct the already narrow entrance, the footpath is too narrow to accommodate the bins.*
- *When the property was used for an occasional bed and breakfast the extra vehicles sometimes caused an obstruction hanging over their access as the parking spaces are not long enough to accommodate some vehicles.*
- *The parking situation at Prospect House is tight with no turning points.*

Town / Parish Comments

Cheddleton Parish Council do not object to the proposed development.

Environmental Health

Potential Areas Of Environmental Concern.

1. *Construction and demolition site noise (Condition)*

General Comments

Construction site pollution: The application site is located in a predominantly residential area therefore to protect the neighbouring properties from excessive noise and dust emissions from the site, conditions below may be applied as a manner of control.

Recommendation

The Environmental Health Department have no objections subject to a pollution control condition being applied to any permission granted.

Staffordshire County Council Highways

The planning statement confirms that vehicle access to the proposed site will be via the shared access with Prospect House, off Cheadle Road. No changes to the access are required or proposed.

The submitted drawing No. 01178-04 shows parking for 4 vehicles for the proposed dwellinghouse. The identified parking shown on drawing No. 01178-04 is more than Staffordshire Moorlands Parking Standards which state: detached / semi-detached property of up to three bedrooms will require two spaces (2.4 x 4.8m each space) for residents and visitors within the curtilage of the dwelling.

Parking for 1 vehicle is shown for the existing property (334 Prospect House) which given the size of the property is insufficient, however it is noted from the site visit that there is sufficient off highway parking within the remaining grounds (blue outline plan).

The proposal would not have a detrimental impact on the highway. I have no objection (application number SMD/2022/0462).

OFFICER COMMENTS

Principle of Development

Paragraph 11 of the National Planning Policy Framework (NPPF) promotes a 'presumption in favour of sustainable development'. For decision takers this means (c) approving development proposals that accord with an up-to-date development plan without delay; or (d) where there are no relevant development plan policies, or the policies which are more important for determining the application are out-of-date, granting permission, unless: i) the application of policies in the Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or ii) Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.

Paragraph 8 of the NPPF identifies three dimensions to sustainable development as being economic, social and environmental.

In accordance with Policies SS1 and SS2 of the Staffordshire Moorlands Local Plan the Council expects all new development to make a positive contribution towards the sustainability of communities and to protect and where possible enhance the environment. A more limited focus on future growth is to be directed to smaller villages, including the outskirts of Cheddleton. When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework (NPPF).

Local Plan policies SS10 and H1 are also applicable in considering the principle of development. SS10 states there is support for 'the conversion or replacement of an existing rural building in accordance with Policy H 1.' Policy H1 informs that support can be given to 'the conversion of rural buildings for residential use where the

building is suitable and worthy in physical, architectural and character terms for conversion; or where such development would represent the optimal viable use of a heritage asset or would be appropriate enabling development to secure the future of heritage assets.'

This application is for the re-use of an existing building which does appear to be of 'permanent and substantial construction', supported by the fact that it was used as a bed and breakfast up until December 2018.

The application site is located in the Open Countryside and greenbelt, whereby Policy SS10 of the Local Plan (2020) is applicable. Policy SS10 states that these rural areas will provide only for development that has an essential need to be located in the countryside, supports the rural diversification and sustainability of the rural areas, promotes sustainable tourism or enhances the countryside.

Part (3) of policy SS10 seeks to protect the quality and character of the area and requires all development proposals to respect and respond sensitively to the distinctive qualities of the surrounding landscape. It says that the Council will Meet housing requirements and specific needs by (inter alia): Allowing extensions or additional domestic outbuildings to existing dwellings provided they are appropriate in scale and design and do not have a detrimental impact on the existing dwelling and the character of the rural area.

Furthermore, greenbelt policy stated in Section 13, Paragraph 150(d) of the NPPF states that the re-use of buildings is acceptable, provided that the buildings are of permanent and substantial construction. It also states that extensions are acceptable provided that they are not disproportionate to the original building. The Council will assess schemes having regard to the original building, in cases where cumulative change has occurred.

The principle of the development is therefore considered acceptable as it will comply with policy SS10 of the Local Plan (2020), subject to conformity with other relevant national and local planning policies. The main issues which need to be considered as part of the assessment of the proposed works include whether the proposal comprises an exception to inappropriate development in the Green Belt, design, amenity and highway safety.

Whether the proposal comprises an exception to inappropriate development in the Green Belt

The application site is located in the Green Belt whereby policy SS10 of the Local Plan (2020) and chapter 13 of the NPPF (2019) are applicable. Part (6) of policy SS10 states that strict control will continue to be exercised over inappropriate development within the Green Belt, allowing only for exceptions as defined by Government policy.

The proposal is for the change of use of an existing building from its current lawful use as a bed and breakfast, into a dwellinghouse. Paragraph 145 of the NPPF (2019) outlines that the construction of new buildings should be regarded as inappropriate in the Green Belt unless it meets an exception. Paragraph 143 of the

NPPF (2019) states that 'inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances'.

One such exception is (d) the re-use of buildings provided that the buildings are of permanent and substantial construction. As per the planning statement, the existing building is a robust stone and tile structure and exhibits no evidence of structural deterioration. Thus, the proposed change of use of the building is considered to be appropriate development in the greenbelt in this aspect.

The proposed change of use of the existing building would not cause a detrimental impact to the openness of the greenbelt. If anything, openness of the greenbelt land would be gained as a result of the proposed works, due to the removal of a poor quality lean to extension on the North facing elevation of the building. The addition of a small porch would not be considered to have an adverse impact on the openness of the greenbelt land, as it would be a small addition tucked between two walls comprising the original dwellinghouse, only increasing the volume of the building by 2.2%.

Another exception is (c) the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building. Neither the Local Plan nor the NPPF (2019) provide a definition of what is regarded as being 'disproportionate' for the purposes of Green Belt policy however, previous policy guidance considered a development resulting in a 30% increase in the size of the original building as being acceptable.

It is considered that the two storey element of the building and the single storey pitched roof building are original, due to strong comparability between the external stone walling and tiling. The other additions which are sandwiched between the two structures are considered to be later additions. A conversion of the building seems to have occurred post 1986, creating a link between the two original buildings.

The existing extensions combined with the proposed porch extension to the building would equate to an increase in volume of approximately 42%. Although the combined extensions to the building would exceed the 30% guideline, the Council do not consider that this will result in a disproportionate addition over and above the size of the original building, as it would not excessively exceed the guideline. It is also material that an existing lean-to would be removed as part of the proposals.

It is now necessary to identify whether there is any other harm arising from the proposed development.

Design

Paragraph 130 of the NPPF sets out that new development should add to the overall quality of the area, be visually attractive as a result of good architecture and sympathetic to local character including the surrounding built environment. Policy DC1 of the adopted Local Plan seeks to ensure that all development is well designed and of a high quality, contributing to local distinctiveness and harmonising with sense of place. The Council's Design SPD outlines the Council's expectations in respect of design and states that extensions should harmonise with the parent building. An

extension should respect the dominance of the original building and be subordinate to it in terms of its size and massing (paragraph 5.5). The key to a sensitive approach is to take note of what is there already before preparing the design to work with and not against a buildings character (paragraph 5.1)

The proposed development consists of the change of use from an existing bed and breakfast outbuilding at Prospect House, No. 334 Cheadle Road to a dwellinghouse. A lean to structure on the North elevation shall be demolished as part of the development, which would be replaced with a door to access the hallway and an opening to serve the bathroom. Additionally, a further new opening shall be installed in the southern elevation to serve the bathroom. In the southern gable end of the building, it is proposed to insert double doors at ground floor level to serve the living room, with a new obscure glazed window to be provided in the eastern elevation to replace an existing clear glazed door / window. A small porch extension would be made to the East facing proposed front elevation of the building. It would have a depth of 1.88 metres and a width across the proposed front elevation of 1.94 metres. It would have a lean to roof, having a maximum height of 2.58 metres and an eaves height of 1.96 metres measured from natural ground level. For a development to be considered appropriate in terms of its size and massing, the Council would universally expect to see extensions subordinate to the dominance of the original building.

The proposed porch extension would be single storey, therefore the eaves and maximum heights of the extension would be set down from the parent building. Thus, it would be considered appropriate development in accordance with the Council's Design SPD. The simple lean to roof course of the porch extension would complement the roof of the parent building. As referred to in the planning statement, a poor quality lean to extension would be removed from the North facing elevation of the building. Thus, the North facing elevation would be aesthetically improved. Existing openings of the building would be largely retained, the only alterations consisting of the addition of minimal new openings to serve the ground floor bathroom, a doorway to the new hallway and double doors to serve the Southern gable end of the building. These new openings are considered to be sensitive to the character and appearance of the dwelling.

Materials used in the construction of the proposed porch extension would match those used in the construction of the existing building, as well as from surrounding dwellings in the area. Stone and slate tiles would be used in the construction of the proposed porch extension. Therefore, the materials are considered appropriate in relation to the existing building, as well as the surrounding street scene. Thus, the proposed materials would match the existing materials and harmonise with the surrounding street scene, not detracting from the character of the original estate.

The proposal, by virtue of its size, scale and siting maintains the character of the existing building and area. The proposal would therefore accord with the provisions of local plan policy DC1 and section 12 of the NPPF in this regard.

Amenity

Paragraph 130 (f) of the NPPF seeks to secure a high standard of amenity for all existing and future occupants. Local Plan Policy DC1 requires all development to achieve a satisfactory relationship to adjacent development and to not cause unacceptable effects by reason of visual intrusion, overlooking, shadowing, overbearing effect, noise, light pollution or other adverse impacts on local character and amenity.

The application site is bounded by No. 326 Cheadle Road to the North and Outlands, No. 340 Cheadle Road to the South-West. The site is located within the plot of No. 334 Prospect House, Cheadle Road, therefore it is also crucial to assess amenity impact on this dwelling. The site has the right to use an access driveway owned by Shrubbery Cottage, Cheadle Road, running alongside the North and West of the site. Shrubbery Cottage, Cheadle Road is located to the South-West of the site. Therefore, amenity impact assessment is essential on the direct neighbouring properties to the North, East and South-West of the application site.

Consideration has been given to whether the inter-relationship between the site and No. 334 Prospect House might be seen to adversely impact the amenity of one another. Given the modest size of the porch and the fact that it sits within the angle formed by the existing building and that there is a substantial enough amount of distance between the site and the neighbour no overshadowing is anticipated..

Due to the closer proximity between the site and No. 334 Prospect House (across a courtyard from one another), it is crucial that the privacy amenity of both dwellings is safeguarded. The East facing elevation of the site faces onto No. 334 Prospect House, thus the two existing openings in this elevation shall be fitted with obscure glazed windows, in order to comply with the Staffordshire Moorlands Space About Dwellings SPD. The first storey window on the East facing elevation would serve a landing space, which is not considered as a habitable room, further reiterating that the privacy amenity of No. 334 Prospect House would be protected. As per the planning statement, an area of private amenity space to the south of the dwelling that far exceeds the recommended minimum standard of 65m² (105 m² approximately) shall be created as part of the application. The occupiers of Prospect House shall also retain a large area of amenity space that exceeds the minimum standard, following this change.

Upon assessment of the potential amenity detriment which the proposed extension could bring forth on the neighbours at No. 326 Cheadle Road, Outlands, No. 340 Cheadle Road and Shrubbery Cottage, Cheadle Road it has been established that the proposed change of use and extension would not create loss of light amenity into the garden or any windows of these neighbours. The street scene comprises a number of detached dwellings with spacious curtilage plots. It has been established that there is a substantial enough amount of distance between the proposed porch and these neighbours to mitigate loss of light. Furthermore, these neighbours are positioned at relatively oblique angles from the site, meaning that a shadow of the proposed porch extension would not be cast over them. I note that the small porch extension would be tucked between two existing walls of the building on the East facing elevation, out of view from these neighbouring dwellings.

From a site visit, it is clear that privacy amenity of the neighbours at No. 326 Cheadle Road, Outlands, No. 340 Cheadle Road and Shrubbery Cottage, Cheadle Road

would not be impacted. Although there would be fenestration in the form of two ground floor doors and a first storey window on the South facing side elevation which faces Outlands, No. 340 Cheadle Road, it has been noted that this direct neighbour is positioned behind a large amount of mature hedging creating the common boundary, which would be retained. The hedgerow would block vision between the site and the neighbouring dwelling / garden, thus any adverse impact on the privacy amenity of this neighbour would be mitigated. Similarly, although additional door and window openings would be added to the North facing side elevation at ground floor level, the mature soft landscaping creating the boundary treatment between the site and the neighbouring dwelling at No. 326 Cheadle Road would prevent adverse privacy impact from occurring. Although the site has the right to use the access road belonging to Shrubbery Cottage, Cheadle Road, Outlands, No. 340 Cheadle Road is sandwiched between these dwellings, therefore meaning that this neighbour would take no privacy amenity impact. Thus, no adverse privacy impact would occur upon any of the neighbours.

Highway Safety

Paragraph 102 of the NPPF states that patterns of movement, streets, parking and other transport considerations are integral to the design of schemes and contribute to making high quality places. Policy T1 seeks to provide safe and sustainable access and ensure that development does not lead to an increase in on street parking.

As the proposed works would be completed to a building which sits amongst a large curtilage plot, the off road parking available to the dwelling would not be compromised, in compliance with Policy T1. Staffordshire Moorlands Parking Standards requirements state that a detached / semi-detached property of up to three bedrooms will require two spaces (2.4 x 4.8m each space) for residents and visitors within the curtilage of the dwelling. The submitted details confirm that there are 5 available off road parking spaces to accommodate for residents of No. 334 Prospect House and the new proposed dwelling, which would not be lost as a result of the proposed works. Therefore, it is considered that the proposed change of use from a bed and breakfast to a dwelling would have no impact upon highway safety.

Although the access to the proposed dwelling would be shared with No. 334 Prospect House and the neighbours at Shrubbery Cottage, the residents of Shrubbery Cottage own the access road. The planning application submitted includes information to show that an ownership certificate has been served on the neighbours at Shrubbery Cottage, as they own part of the land comprising the application site. Thus, the applicants have fulfilled their legal requirements to serve notice on this neighbour.

Staffordshire County Council have no objections to the proposed change of use from a bed and breakfast to a dwelling. Although the neighbours at Shrubbery Cottage have objected to the proposed development based on lack of visibility from their shared access with the site creating a potentially dangerous collision, parked vehicles and bins causing obstruction to the access road and tight parking and turning points, Highways have raised no concerns regarding these factors. Highways have reiterated the fact that there is a plentiful amount of off highway parking

available to serve both dwellings, which meets Staffordshire Moorlands Parking Standards. As Highways have no objection to the proposed development, the refusal of the application based on the concerns raised by the neighbour would not be sustainable.

Thus, the proposed extension and change of use would have no impact on highway safety, in accordance with Policy T1.

Environmental Health

Environmental Health have made a comment on the application, expressing concern regarding construction and demolition site noise. They have raised the point that as the application site is located in a predominantly residential area, neighbouring properties will need protection from excessive noise and dust emissions from the site. Therefore, a number of conditions shall be implemented as a manner of control, relating to, waste material and dust emission prevention.

CONCLUSION / PLANNING BALANCE

In consideration of all of the above, the application is recommended for approval. Due to the application having no adverse effect upon neighbour or street scene amenity and no overall impact on the highway, it is deemed acceptable under planning policy. Although the addition of the proposed extension combined with the existing extensions would exceed the 30% guideline for cumulative householder extensions in the greenbelt, the Council do not consider that the porch extension would be a disproportionate addition over and above the size of the original building and would not harm openness. Therefore, the proposed change of use from a bed and breakfast to a dwellinghouse is recommended for approval, subject to compliance with all conditions.

OFFICER RECOMMENDATION: APPROVE

Case Officer: Hannah Hollins
Recommendation Date: 17/11/2022

X 

Signed by: Ben Haywood

On behalf of Staffordshire Moorlands District Council