



**Report of the Chief Planning Officer**

**PLANS PANEL EAST**

**Date: 30<sup>th</sup> September 2010**

**Subject: APPLICATION 10/02898/FU. ERECTION OF DETACHED 5 BEDROOM HOUSE WITH ATTACHED DOUBLE GARAGE TO EQUESTRIAN/KENNELS/CATTERY. CLEAVESTY CENTRE, CLEAVESTY LANE, EAST KESWICK.**

<b>APPLICANT</b>	<b>DATE VALID</b>	<b>TARGET DATE</b>
Impex Parts – S Burrows	21/07/10	15/09/10

**Electoral Wards Affected: Harewood**

Ward Members consulted  
(referred to in report)

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

**RECOMMENDATION:**

**APPROVE in principle and refer to the Secretary of State as a departure from the Statutory Development Plan and delegate approval to the Chief Planning Officer subject to the specified conditions should the Secretary of State decide not to call in the application for determination.**

Conditions

1. Standard time limit
2. Development to be in accordance with approved plans.
3. The dwelling shall achieve a Code Level 6 in accordance with the requirements of the Code for Sustainable Homes: Technical Guide (or such national measure of sustainability for house design that replaces that scheme). The dwelling shall not be occupied until a Final Code Certificate has been issued for it certifying that Code Level 6 has been achieved.
4. The residential curtilage shall extend only up to the boundaries as indicated on the approved drawing reference. Land outside this boundary will be dedicated to woodland/orchard/nature conservation area and retained as such thereafter.
5. Materials to be approved
6. Landscaping details
7. Landscape management plan
8. Landscape implementation

9. Tree replacement
10. Preservation of existing and retained trees and hedges
11. Details of drainage
12. Reporting any unexpected contamination
13. Removal of permitted development rights for extensions, conservatories, roof alterations, outbuildings and boundary treatments.
14. Visibility splay to be provided, 2.4m x site frontage, and kept clear of all obstruction.

**Reason for Approval** – The application is considered to represent inappropriate development in the Green Belt, however very special circumstances have been put forward that show clear positive benefits for the character and appearance of the area as well as offering sustainability benefits and enhanced biodiversity. These very special circumstances are considered to outweigh the harm done by inappropriate development. The application is considered to comply with policies GP5, GP11, H4, N12, N13, N24, N25, N32, N37, and BD5, of the adopted UDP Review, as well as guidance contained within PPS1 and PPG2, PPS3, PPS7 and, having regard to all other material considerations, including amenity, is considered acceptable.

## **1. INTRODUCTION:**

- 1.1. The application is brought to Panel, because of the fact that new residential development is inappropriate within the green belt and therefore the scheme does not comply with local or national policy and is therefore classed as a departure from the local development plan.

## **2. PROPOSAL:**

- 2.1. The site has previously operated as a riding school and a commercial cattery and kennels. It is proposed to remove all of these buildings and erect a detached five bedroom house with attached double garage and home office space. The remainder of the land will be landscaped to use as a domestic garden, growing space and more informal landscaping.
- 2.2. The proposed new 5 bedroom dwelling has a footprint of 665 square metres and a volume of 3348 cubic metres. The new dwelling is located approximately on the position of the existing building footprint (of the indoor arena). The bulk of the main building comprising the living accommodation will be two storeys in height and will be flat roofed with a projected finished height lower than the ridge height of the previous riding school building. This section will be connected via a timber cloister link to a single storey building housing the double garage and a home office.
- 2.3. The building will be clad with untreated western red cedar, which will be horizontally mounted and is expected to fade to a grey colour within the first season. This will be interspersed with natural stone and with various high-performance triple glazed composite aluminium/timber windows and doors. The roof will be a single ply grass roof system designed to mimic the natural colours of the surrounding landscape. The design will make maximum use of sustainable features such as a grey water reed bed, habitat areas, improved reflective light quality and use of soft landscaping.

## **3. SITE AND SURROUNDINGS:**

- 3.1. This is a relatively large rectangular site located at the junction between Cleavesty Lane and Harewood Road. In the middle of the site is a complex of buildings consisting of a large two-storey high profiled metal sheet shed, which has previously housed a Riding School, adjacent to this is a grouping of lower single storey buildings constructed of cladding and corrugated tin roofing, which housed the kennels and

cattery. To the front of these is an area that has been fenced off and covered with chippings, which was presumably a riding arena.

- 3.2. There are significant levels of hardstanding and gravel to the front half of the site with the remainder being grass and scrub. There is significant mature hedging and tree growth to the majority of the boundaries which screens the site well. To the south lies Cleavesty Lodge a small dormer bungalow which has its own separate access and has formerly been associated with the site. Apart from this the site is surrounded by agricultural fields. East Keswick village lies further away to the south.

#### **4. RELEVANT PLANNING HISTORY:**

- 4.1. 09/01720/OT - three dwelling houses to site of Equestrian Centre. Refused, 16/06/09.
- 4.2. This application was submitted during the run-up to the public inquiry of the application reference below. The intention was that the inquiry could be avoided, should this scheme proved more acceptable.
- 4.3. 08/06442/OT - three dwelling houses to site of Equestrian Centre. Refused 30/01/09. Appeal dismissed 26/08/09.
- 4.4. The application was submitted in outline to consider the access and layout only. In considering the appeal the Inspector considered the main issues to be the effect on the openness of the green belt; the effect on the character and appearance of the landscape; whether the proposal would result in an unsustainable pattern of development and whether the harm to the green belt by reason of inappropriate development and any other harm was clearly outweighed by other considerations so as to amount to the very special circumstances necessary to justify the development.
- 4.5. In considering openness the Inspector looked at the removal of the existing buildings and concluded that the proposal would result in material benefits to the openness of the green belt, taking into account the quantitative reduction of buildings and other structures and an assessment of a neutral impact on the levels of activity at the site.
- 4.6. In considering the impact on the character of the landscape the Inspector concluded that the loss of the existing poor buildings and their replacement with improved buildings would result in no harm to the positive factors of the Special Landscape Area. However, he did consider that the proposed dwelling group in combination with the existing dwelling of Cleavesty Lodge, would result in a sporadic form of residential development within the open countryside. He therefore considered that there would be a neutral impact on the character and appearance of the landscape.
- 4.7. The inspector did not consider that the site was sustainable. Residents would have to use private vehicles to get around, and there was a lack of facilities in the nearby East Keswick village, however he did not consider the site to be remote. He did consider that the current use generated more journeys however, he considered that this type of use had to locate in the countryside, whereas housing did not, therefore he did not consider that the proposal resulted in a sustainable pattern of development.
- 4.8. In his final conclusion, the significant benefit to openness and limited benefit to nature conservation would not outweigh the substantial harm by reason of inappropriate development and other significant harm caused by the unsustainable nature of the proposal. He found that very special circumstances did not exist and the appeal was dismissed.
- 4.9. 31/278/96/FU - detached prefabricated two-bedroom mobile home to Riding Centre. Refused 17/01/97.
- 4.10. H31/29/91/ - detached mobile home to stables and kennels refused 30/04/92.
- 4.11. H31/382/90/ - erection of one bedroom flats and staff accommodation to riding stable. Refused 30/04/91.

- 4.12. H31/104/89/ - outline to layout access and erect one detached bungalow with integral garage. Refused 22/05/89. Appeal dismissed 08/02/90.
- 4.13. H31/237/88 - detached storage building to riding and livery stable. Approved 22/08/88.
- 4.14. H31/26/88/ - change of use of part of existing stable block to dog boarding kennels. Approved 14/73/88.
- 4.15. H31/243/83/ - siting of two mobile homes to riding school. Refused 07/11/83.

## **5. HISTORY OF NEGOTIATIONS**

- 5.1. Following dismissal of the appeal the applicants have reconsidered and have had pre-application consultations with case officers. They were advised to reduce the number of dwellings and that sustainability must play a key role in any future application.

## **6. PUBLIC/LOCAL RESPONSE:**

- 6.1 A site notice advertising a departure from the development plan was posted on 28/07/10. Publicity expired 27/08/10.
- 6.2 East Keswick Parish Council considered that the current application was an improvement over previous schemes but they have concerns that the proposal is out of keeping and character with other dwellings in the village and on these grounds they object to the proposal. They also raise concerns that if approval is granted further development may be allowed on the site and request that this should be controlled through use of conditions.
- 6.3 No other responses were received.

## **7. CONSULTATIONS RESPONSES:**

### **Statutory:**

- 7.1. None required.

### **Non-statutory:**

- 7.2. Highways DC – raised no objection in view of the existing use.
- 7.3. Contaminated Land – no objections subject to conditions.
- 7.4. Mains Drainage – no objections subject to conditions.

## **8. PLANNING POLICIES:**

### **Development Plan –**

- 8.1. The statutory Development Plan is made up of the Unitary Development Plan Review, along with relevant Supplementary Planning Guidance/Documents. Under the UDP the site is designated as Green Belt and Special Landscape Area.
- 8.2. Unitary Development Plan ( Review) (UDPR)
- GP5 – general planning considerations.
  - GP11 – sustainable development.
  - H4 – Main urban areas.
  - N12 – Urban design principles.
  - N13 – building design principles.
  - N24 – Green Belt boundary treatments.
  - N25 – appropriate boundary treatments.
  - N32 - Green Belt boundary.

- N33 – Except in very special circumstances approval will only be given in the Green Belt for appropriate uses.
- N37 – Special Landscape Areas.
- BD5 – general amenity concerns.

#### **Relevant supplementary guidance –**

- 8.3. Neighbourhoods for Living.
- 8.4. East Keswick Village Design Statement – focuses mostly on the village itself, but recognises the role that the surrounding countryside plays in setting the local character.

#### **Government Planning Policy Guidance/Statements**

- 8.5. PPS1 – Delivering Sustainable Development + Climate Change Supplement.
- 8.6. PPG2 – Green Belts – The use of land within a Green Belt has a positive role to play in fulfilling a number of objectives. Some of these objectives relate to the retention and enhancement of landscapes and to secure nature conservation interest.
- 8.7. PPS3 – Housing
- 8.8. PPS7 – Sustainable Development in Rural Areas - isolated rural dwellings need to have special justification in order to be approved. Paragraph 11 states “Very occasionally the exceptional quality and innovative nature of the design of a proposed isolated new house, may provide the special justification for granting planning permission. Such a design should be truly outstanding and groundbreaking, for example in its use of materials, methods of construction or its contribution to protecting and enhancing the environment, so helping to raise standards of design generally in rural areas. The value of such a building will be found in its reflection of the highest standards in contemporary architecture, the significant enhancement of its immediate setting and its sensitivity to the defining characteristics of the local area.

### **9. MAIN ISSUES**

- 9.1. The application proposes development that is considered to be inappropriate within the green belt. The scheme therefore needs to be judged on its impact to the openness of the green belt, the impact on visual amenity and whether there are any very special circumstances that would override the inappropriateness of the development.
- Principle of development.
  - Impact on openness of green belt
  - Impact on character and appearance of the landscape
  - Sustainability
  - Trees and landscaping
  - Highway issues
  - Other issues.

### **10. APPRAISAL**

#### Principle of Development

- 10.1. The proposed development lies in Green Belt, and the erection of new dwellings is considered to be inappropriate development in the Green Belt, as defined by PPG2, and as set out in policy N33 of the UDP. Therefore, to justify such development very special circumstances must be clearly demonstrated. The applicant has put forward four sets of very special circumstances;
- Enhanced openness of the Green Belt.

- Enhanced visual amenity of the Green Belt.
- Enhanced nature conservation/biodiversity qualities of the site.
- The specific sustainability and design quality of the proposals and the lack of viable alternative uses which would be capable of providing and sustaining such very special circumstances.

10.2. Each of these very special circumstances will be looked at in turn below followed by the appraisal of other planning matters relating to the proposal.

#### Impact on Openness of Green Belt

- 10.3. The site is currently occupied by a large riding arena, stables and kennels as well as areas of hardstanding and paddock. These structures will be removed to enable this development resulting in removal of 1,122 square metres of building, as well as all areas of hardstanding. The proposed building has a footprint of circa. 665 square metres and is roughly over the position of the existing. This results in a reduction of approximately 41% of the built-up area.
- 10.4. The height of the building is also to be reduced from 7.5 m to the ridge of the riding arena down to 5.8 m to the flat roof of the new building, resulting in a reduction in the volume of 36% across the whole site. This also helps reduce the impact on openness. In the previous appeal the Inspector considered that the similar reductions in floorspace (40%) and volume (15%) were material benefits to the openness of the Green Belt.
- 10.5. It is also important to look at activity generated by the site. Activity is currently limited due to the site being vacant but the lawful use as a riding school and kennels has potential to generate a significant level of traffic (including riders, dog and cat owners as well as deliveries) across the whole week. It is estimated that the cattery could house a maximum of 28 animals with the average stay being 4 days, this generates 14 trips per day. The equestrian use equated to approximately 1.68 ha which will generate 23.87 trips per day. The total trip generation for the combined use is 38 trips per day. A single dwelling on the other hand would generate only the movements of the occupants plus visitors to the family, and this averages 8 to 10 movements per day. The scheme does involve a home office but the scale of this is unlikely to result in large numbers of callers at the site.
- 10.6. The previous Inspector assessed that the three houses would lead to no greater impact in terms of vehicle activity than the existing use, or other potential uses. The appeal was for three properties which would have generated up to 30 trips per day, a figure which is a lot closer to the 38 trips generated by the existing uses. In this respect the current application is clearly an improvement in terms of activity at the site, and this reduction can be given greater weight than was afforded to the proposal for three dwellings.
- 10.7. The proposal would result in domestic paraphernalia becoming apparent on the site. However, current fixtures associated with the use of the stables and kennels such as the fencing and lighting would go so the situation would be no worse. The applicants have indicated that the residential curtilage would be limited to the house and its immediate garden area with remaining land been given over to landscaping. A condition could ensure that the use of this land remained as non-residential, thus ensuring that further encroachment on openness (e.g. through domestic paraphernalia and domestic permitted development rights) could be suitably controlled.
- 10.8. The previous Inspector considered that the impact of domestic paraphernalia would be limited, and as this proposal represents a further reduction in the number of dwellings then the impact will be correspondingly less.
- 10.9. Overall, it is therefore considered that the proposal would result in material benefits to the openness of green belt. This was also the conclusion reached by the Inspector of

the previous appeal, who considered three dwellings on the site. Given the improvements that the reduction in dwellings gives to trip generation and domestic paraphernalia then this matter can be given greater weight than was afforded it by the previous Inspector.

#### Impact on Character and Appearance of the Landscape

- 10.10. The location is in a rural area and the site itself is isolated from East Keswick village by open fields. The site is generally very well screened by trees except along the Harewood Road boundary where gaps exist. The current buildings are fairly typical of modern agricultural and commercial buildings, but they have no traditional characteristics and can be considered to detract from this area of special landscape character, a conclusion that the previous Inspector also reached.
- 10.11. In contrast, the proposed building, although of a contemporary nature is considered to provide a good quality design that will tie in with the surroundings through the use of natural materials such as the timber cladding and the grass roof. Other measures such as the planting of an orchard, informal woodland and a wildflower meadow will provide further visual improvements.
- 10.12. The previous Inspector considered that the introduction of three new dwellings would result in a sporadic form of residential development that would be an uncharacteristic feature of the landscape. It is accepted that this proposal will change the visual nature of the site from commercial to residential; however the design of this scheme is considered to be of a much higher quality as well as having the potential to be a showcase for sustainable construction.
- 10.13. The previous three dwellings would have involved greater areas of hardstanding to form drives and parking, and the forms of the two schemes are very different, the appeal proposal being traditional houses and this being a modern form designed to blend in with the surrounding landscape. It is therefore considered that this proposal provides significant visual enhancements to the landscape as a result of the improved form and design and that this can therefore be considered as a positive benefit rather than a neutral one as found by the Inspector. This is in line with PPG2, which seeks to ensure that development within Green Belts retains and enhances the landscape and secures nature conservation interest.
- 10.14. The Parish Council also raise concerns that the scheme is out of character with the village. The site is distinctly separate from the village however, with the closest properties being Cleavesty Lodge (formerly associated with the site and an uninspiring dormer bungalow) and the edge of the village which is 0.4km to the South. It is therefore considered that the site can be considered as a distinct and separate site and that the option to provide a very contemporary design is suitable in this location. Indeed there is an argument that the style of design is less intrusive upon the landscape, than a traditional dwelling would be as it can sit lower and the materials will help to blend in with surrounding trees.
- 10.15. Overall then, the proposal is considered to provide visual benefit to the landscaping of the area by removal of the current detracting features and erection of a high quality, significant design in its place. The proposal is therefore considered to comply with policy N37 of the UDP and will have a positive benefit on the character of the Green Belt in line with PPG2.

#### Enhanced Nature Conservation/Biodiversity

- 10.16. Although much of the current site is open it is largely unkempt with scrub growing. Large areas are also covered by hardstanding and gravel and there is an area given over to a riding arena. The proposal offers to improve on the existing landscape through provision of an orchard, a wildflower meadow, woodland glades and a greywater reed bed. Whilst this will require some form of long term management

(which can be dealt with through a condition), this has the potential to provide much greater provision for biodiversity than the existing situation.

10.17. The appeal proposal on the other hand offered two areas of paddock with a small wildflower meadow. At the time the Inspector considered that this offered some nature conservation benefits, but nothing over and above what a normal residential development would be expected to provide, he therefore afforded this argument little weight. The current proposal goes significantly further by offering substantial landscape alterations that go beyond the domestic and will enhance the Special Landscape Area. For this proposal therefore this circumstance can be afforded greater weight.

#### Sustainability

10.18. The site does not lie within the main urban area and is not contained within the village envelope. East Keswick itself is a village of limited facilities, with no school or shopping provisions. The site itself cannot therefore be considered to be in a sustainable location and residents will have to commute by private vehicle due to the lack of suitable public transport. The site however is not located in a particularly remote area, with commuting times likely to be approximately 30 minutes into Leeds, which is not dissimilar to commuting times experienced by people living in urban areas.

10.19. The site is previously developed, and as such, this represents brownfield development, and it has to be recognized that the proposal will involve a significant decrease in the level of activity and vehicle generation. It is recognised however that the existing uses on the site, by their nature, tend to need to be located within rural areas. The residential use does not have to be, and could be accommodated on a site within an existing village or town. On balance, given the improvement in the level of use and the small scale nature of the proposal it is considered that this represents an improvement over the existing situation.

10.20. The proposed dwelling is designed to be at the highest level of sustainable construction and to achieve code level 6. To achieve this level, a number of technologies will have to be utilised, including high insulation, provided by the timber cladding and the grass roof, reed bed infiltration system, photovoltaic panels, low energy lighting, ground source heat heating, solar hot water panels, heat sink to the living area, mechanical background ventilation with energy recovery, electrical hook up for an electric car, porous external surfacing and other features. The proposal also provides a home office ensuring that residents are able to benefit from home working and thus reduce their commuting needs.

10.21. Biodiversity will also be enhanced at the site through the provision of an orchard, wildflower meadow, informal woodland and a natural pond and the proposal also provides space for residents to plant their own vegetables and herbs and produce their own compost.

10.22. Overall, therefore, the proposal will achieve a significant level of sustainable construction that cannot yet be found in the locality and will result in significant enhancements to biodiversity. The applicant has also indicated that they would be willing to allow public viewing of the site in order to promote the sustainable technologies being used.

10.23. The previous dismissed proposal was not considered to be sustainable due to its location and the fact that it would only achieve the most basic level, code level 3, for sustainable construction. These attributes were not considered to outweigh the accessibility issues.

10.24. On balance therefore, whilst this location itself is not sustainable the additional benefits offered by this proposal, along with the larger reduction in use of the site, are



considered to have significant weight and can be considered to outweigh the accessibility factors. Therefore this circumstance can be given significant weight.

#### Other Viable Uses

- 10.25. The applicants have stated that they have been trying to sell the site for some time following a change in their circumstances. Both the equestrian and the kennel business closed in early 2008 and the property has been on the market since then, both with the bungalow adjoining and separately. It has been found however that there has been little interest and one of the reasons put forward for this is the level of investment required. To upgrade the existing kennels around £50,000 would be needed with a further £75,000 for the equestrian facility. The equestrian facility would also require additional land to be provided in order to provide sufficient paddocks to ensure a suitable investment return. It is therefore considered that the use of the site for the same purposes would be unviable.
- 10.26. It has been considered whether other uses would be suitable for the site however, given the green belt location there are unlikely to be any suitable uses that would be considered appropriate. The development of the site for e.g. a Business Park, garden centre or other commercial or business uses would be unlikely to be supported and would also generate significant traffic generation. Conversion of the existing buildings for such uses is unlikely to be considered due to the limited scale and poor appearance.
- 10.27. This issue was considered by the previous Inspector who assessed that there was not enough information available and so could give no great thought to it. In this instance evidence of how other uses have been considered has been included in the Planning Statement. Given the green belt designation, and the unsustainable location, any appropriate use considered for the site would be along the lines of involving a conversion for commercial activity, or some form of leisure or recreation use. Such uses would involve greater traffic generation and give less opportunity for providing the landscape and nature conservation benefits that the current proposal offers. Some limited weight must also be given to the continuing deterioration of the site if no other viable use is found.
- 10.28. On balance therefore the fourth very special circumstance is also considered to offer positive benefits to the Green Belt and can be afforded weight.

#### Highway and access

- 10.29. The proposal is acceptable in highway terms given that there will be a reduction in vehicle activity at the site and adequate visibility can be achieved at the access point. The proposal provides suitable car parking facilities, as well as cycle parking facilities.
- 10.30. Access within the site is acceptable, with the property itself complying with DDA and lifetime homes standards for accessibility.

#### Residential Amenity

- 10.31. The proposed dwelling will provide suitable outlook, internal space as well as external space and is aligned with the adjacent Cleavesty Lodge such that there will be no overlooking or overshadowing caused by the proposal. The proposal therefore provides a good level of residential amenity for both the existing and the proposed residents.

#### Do Very Special Circumstances Exist?

- 10.32. The applicants have considered that the proposal for one single dwelling built to extremely high sustainability levels is the most appropriate course of action. The very special circumstances put forward are therefore as follows;
- Enhanced openness of the green belt.

- Enhance visual amenity of the green belt.
- Enhanced nature conservation/biodiversity qualities of the site.
- The specific sustainability and design quality of the proposals and the lack of viable alternative use proposals which would be capable of providing and sustaining such very special circumstances.

10.33. The assessment above concludes that each circumstance does offer positive benefits for the Green Belt and wider landscape, and that they can be afforded greater weight. The current proposal also offers greater benefits than were previously felt to be offered by the appeal proposal. In this instance therefore it is considered that very special circumstances do exist and these are strong enough to set aside the inappropriateness of the development.

## **11. CONCLUSION**

11.1 PPG2 advises that inappropriate development in the green belt should not be approved, except in very special circumstances. These very special circumstances will not exist unless the harm to the green belt by reason of inappropriateness and any other harm is clearly outweighed by other considerations.

11.2 With this scheme the harm to the green belt arises from inappropriate residential development. However, the scheme has significant benefits including the removal of existing buildings, increased openness, improved visual quality, reduced use, and enhanced nature provision. Previously the scheme for three dwellings was considered to be a neutral impact on sustainability measures, but this current scheme is considered to provide a positive impact and could indeed be a flagship for sustainable construction in the local area.

11.3 The benefits accruing from the development are therefore considered to outweigh the harm done by reason of inappropriateness and therefore very special circumstances do exist, which would justify setting aside green belt policy in this instance. The proposal is therefore recommended to Members for approval with conditions and that the application is deferred to the Secretary of State as a departure.

## **12. Background Papers:**

Application and history files. – see history above.

Certificate of Ownership: signed as applicant.

NOTES

10/02898

- SITE PLAN**
- ① HERB GARDEN & DRYING AREA
  - ② COMPOSTING BINS
  - ③ VEGETABLE GARDEN
  - ④ WOODLAND GLADES
  - ⑤ WILDFLOWER MEADOW
  - ⑥ GREY WATER REED BED
  - ⑦ CYCLE STORE & ELECTRIC CAR HOOK UP
  - ⑧ FORMAL GARDEN



PROPOSED SITE PLAN  
1:500@A1

NORTH



PLANNING ISSUE

NEW DWELLING  
CLEAVESTY LANE  
EAST KESWICK

FOR  
MR. S. BURROWS

PROPOSED SITE PLAN

Date MARCH 2010  
Scale 1:500 @ A1  
Drawn NP Checked

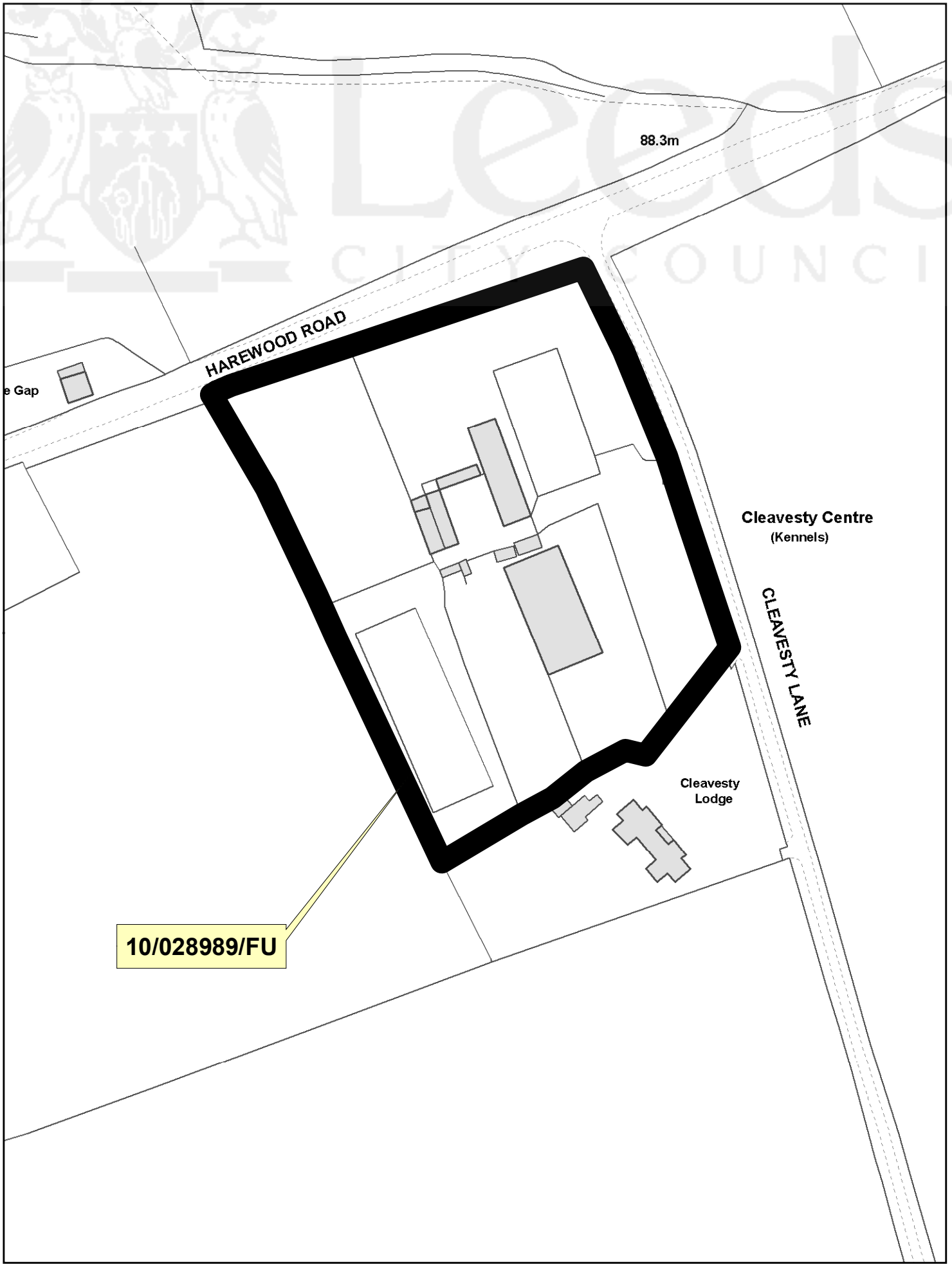
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# EAST PLANS PANEL

