

**Parish:** Great And Little Broughton

**Committee date:** 17 November 2019

**Ward:** Stokesley

**Officer dealing:** Peter Jones

**8**

**Target date:** 11 November 2019

**19/01545/FUL**

**Demolition of existing property and proposed residential development, comprising the construction of 4 No detached dwellings**

**At 153 High Street Great Broughton North Yorkshire TS9 7HB**

**For Purpose Build Group Ltd**

**This application is referred to Planning Committee as the proposed development is a departure from the Development Plan.**

## **1.0 SITE, CONTEXT AND PROPOSAL**

1.1 The application site is located at the southern end of Great Broughton and on the eastern side of the B1257 High Street from which it is accessed by a double gated single driveway.

1.2 The site, which extends to an area of 0.63 hectare, is currently partially occupied by a detached dwelling with attached single garage, a commercial workshop building and adjacent shed, a large area of hardstanding and an extended garden area. The extended garden is cut through by the Holme Beck

1.3 The site is bounded by the extensive curtilage of a dormer bungalow (151 High Street) to the north, with further residential properties beyond and agricultural land to the south and east. The B1257 forms the western boundary with residential properties opposite and to the north west and south west.

## **2.0 RELEVANT PLANNING AND ENFORCEMENT HISTORY**

2.1 None relevant.

## **3.0 RELEVANT PLANNING POLICIES**

3.1 The relevant policies are:

Core Strategy Policy CP1 - Sustainable development

Core Strategy Policy CP2 - Access

Core Strategy Policy CP4 - Settlement hierarchy

Core Strategy Policy CP16 - Protecting and enhancing natural and man-made assets

Core Strategy Policy CP17 - Promoting high quality design

Core Strategy Policy CP21 - Safe response to natural and other forces

Development Policies DP1 - Protecting amenity

Development Policies DP4 - Access for all

Development Policies DP9 - Development outside Development Limits

Development Policies DP30 - Protecting the character and appearance of the countryside

Development Policies DP32 - General design

Development Policies DP43 - Flooding and floodplains

Supplementary Planning Guidance – Size, Type and Tenure

Interim Guidance Note - adopted by Council on 7th April 2015

National Planning Policy Framework

## 4.0 CONSULTATIONS

4.1 Parish Council – The Parish Council has concerns re this application. The village is attempting to assimilate the current 26 house development in the village, more housing is not sustainable. This is not valid as we are no longer a service village. Development requires removal of another 17 trees and hedgerows. We would like to add that the development will breach the natural boundary which is the beck that runs in the south part of the development

4.2 Highway Authority – There is a concern in relation to the visibility that is available at the access. The 30mph speed limit just south of the access and as such the exact speeds of vehicles of in the area are not known as vehicles accelerate/ decelerate near to the change in speed limit. There appears to be some confusion as to what visibility splays can be achieved here. The Planning Statement indicated a 2.4m by 120m splay however the plan showing the site layout from Wardman Brown indicates splays of 2.4m by 43m are appropriate here. It should be noted that on this plan the splay line is not complete to the north as it does not indicate the intersection with the kerb line, also the visibility splay to the south shows the splay being drawn to the opposite side of the road. Visibility splays are measured to the nearside carriageway edge in these circumstances.

Given the proximity to the national speed limit and the issues above I will require further information and justification with regard to the visibility splays that are available at the access. The visibility splays should be justified in line with the guidance from Manual for Streets or the Design Manual for Roads and Bridges as appropriate and justified by means of a speed survey. Once the "y" distance has been established I will need a detailed plan showing how these splays, particularly the splay to the south, can be achieved taking into account the physical restraints of the bridge pillars and fencing in that direction.

Further information has been submitted by the applicant and the Highway Authority has confirmed that they withdraw their objections to the proposals, subject to conditions.

4.3 Northumbrian Water - No objections as surface water is to discharge to the watercourse.

4.4 Environmental Health - No objections but wish to advise the developer that there should not be any connections to the surface water system of sinks, dishwashers etc. that could result in the pollution of the stream.

4.5 Representations have been received from two local residents objecting to the development, summarised below:

- Loss of light & overshadowing to neighbouring property
- The high street is already a slalom course getting in & out due to parked cars all over the high street & more & more houses being built
- The only entrance to this property is far too small to get in & out of this property for 6-8 cars & will lead to car accidents & damage to property.
- Development is out of character
- Insufficient local services
- Poor local drainage

## 5.0 ANALYSIS

- 5.1 The main issues for consideration in this case relate to (i) the principle of a new dwelling in this location outside Development Limits; (ii) an assessment of the likely impact of the proposed dwelling on the character and appearance of the village and the rural landscape; (iii) neighbour amenity; (v) the effect on the existing trees; and (vi) highway safety.

### The principle of development

- 5.2 The site falls outside of Development Limits of Great Broughton. Policy CP4 states that all development should normally be within the Development Limits of settlements. Policy DP9 states that development will only be granted for development "in exceptional circumstances". The applicant does not claim any of the exceptional circumstances identified in Policy CP4 and, as such, the proposal would be a departure from the Development Plan. However, it is also necessary to consider more recent national policy in the form of the National Planning Policy Framework (NPPF). Paragraph 78 of the NPPF states:

"To promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. Planning policies should identify opportunities for villages to grow and thrive, especially where this will support local services. Where there are groups of smaller settlements, development in one village may support services in a village nearby".

- 5.3 To ensure appropriate consistent interpretation of the NPPF alongside Policies CP4 and DP9, on 7 April 2015 the Council adopted Interim Policy Guidance (IPG) relating to Settlement Hierarchy and Housing Development in the Rural Areas. This guidance is intended to bridge the gap between CP4/DP9 and the NPPF and relates to residential development within villages. The IPG has brought in some changes and details how Hambleton District Council will now consider development in and around smaller settlements and has included an updated Settlement Hierarchy.
- 5.4 The IPG states that the Council will support small-scale housing development in villages where it contributes towards achieving sustainable development by maintaining or enhancing the vitality of the local community and where it meets all of the following criteria:
1. Development should be located where it will support local services including services in a village nearby.
  2. Development must be small in scale, reflecting the existing built form and character of the village.
  3. Development must not have a detrimental impact on the natural, built and historic environment.
  4. Development should have no detrimental impact on the open character and appearance of the surrounding countryside or lead to the coalescence of settlements.
  5. Development must be capable of being accommodated within the capacity of existing or planned infrastructure.
  6. Development must conform with all other relevant LDF policies.
- 5.5 In the settlement hierarchy contained within the IPG, Great Broughton is defined as a Service Village. To satisfy criterion 1 of the IPG the proposed development must provide support to local services including services in a village or villages nearby. Great Broughton is considered to be a sustainable community where the principle of development under the IPG will be supported and therefore the proposed development satisfies criterion 1.

## Character and appearance of the village and the rural landscape

- 5.6 In order to draw support from the Council's adopted Interim Policy Guidance (IPG) proposals must be small in scale and provide a natural infill or extension to an existing settlement and also conform to other relevant Local Development Framework Policies.
- 5.7 Within the IPG small scale development adjacent to the main built form of a settlement "will be supported where it results in incremental and organic growth". It is important to consider the likely impact of the proposed development with particular regard to criteria 3 and 4 of the IPG. The application site lies beyond the main built up part of the village. The following detailed advice within the IPG is considered to be relevant:
- "Proposals will be assessed for their impact on the form and character of a settlement. Consideration should be given to the built form of a settlement, its historical evolution and its logical future growth and how the proposal relates to this."  
"Any detrimental impact on the character, appearance and environmental quality of the surrounding area should be avoided and development should not compromise the open and rural character of the countryside."
- 5.8 It is considered that the cul-de-sac development form, whilst exhibited in the locality, is not characteristic of the village and is otherwise an alien feature. In this case this is further exacerbated owing to the location of the development on the edge of the village, a site which is considered to have more in association with the open countryside surrounding the village, than the built up area of the village. The proposed development is considered to have a harmful impact on the character and form of the settlement and the character of the countryside surrounding the settlement.
- 5.9 It is considered that the proposed residential development of this site would have a detrimental impact on the openness of the surrounding rural landscape. The development is also considered to be harmful to the character and form of the village. The development fails to accord with the requirements of the Interim Policy Guidance and is contrary to LDF Policies DP16, DP30, CP17 and DP32.

## Design

- 5.10 One of Hambleton's strategic planning objectives, set out in The Core Strategy Local Development Document (2007), is "To protect and enhance the historic heritage and the unique character and identity of the towns and villages by ensuring that new developments are appropriate in terms of scale and location in the context of settlement form and character."
- 5.11 Policies CP17 and DP32 require the highest quality of creative, innovative and sustainable design for buildings and landscaping that take account of local character and settings, promote local identity and distinctiveness and are appropriate in terms of use, movement, form and space.
- 5.12 The National Planning Policy Framework supports this approach and, at paragraph 130, states that planning permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.
- 5.13 The proposed development is for four number, four bedroomed houses. The architectural forms in the village are mixed, especially towards the edge of the village,

where more modern development tends to prevail. The application proposes four large detached houses of individual design. The design is generally considered to be acceptable. However, concern must be expressed in terms of the Council's Supplementary Planning Guidance on Size, Type and Tenure which seeks a mix of housing to support locally identified need. This need is mainly for 2 and 3 bedroom houses and the proposed development is for four bedroomed properties. It is considered that the proposed development fails to meet the requirements of housing need in the area.

#### Residential amenity

- 5.12 LDF Policy DP1 requires that all development proposals must adequately protect amenity, particularly with regard to privacy, security, noise and disturbance, pollution (including light pollution), vibration and daylight.
- 5.13 It is considered that the additional dwellings would not create undue noise and disturbance that would be contrary to the requirements of Policy DP. It is considered that the separation distances to adjacent properties at 149 and 151 High Street are adequate to ensure that no unacceptable levels of overlooking or overshadowing would occur as a result of the development.
- 5.14 The proposed development would therefore accord with LDF Policy DP1.

#### Highway matters

- 5.15 Concern was initially raised by the Highway Authority with regard to the access and further information was provided by the applicant to address these concerns. The further response of the Highway Authority will be reported to Planning Committee by way of the up-date papers.

#### Planning Balance

- 5.16 In assessing this application it is clear that the proposal would create additional dwellings in a sustainable location without causing harm to highway safety or residential amenity. The scheme is found to result in social gains through the provision of new housing, the economic impact of the development would be small but positive and the environmental impacts as a consequence of the development are, on balance found to be positive. However, the proposed development is considered to result in a harmful impact on the character and form of the settlement and as such is considered to fail to accord with the requirements of the Council's Interim Policy Guidance. The development is also considered to fail to accord with the requirements of Development Policy CP17, DP16, DP30 and DP32.

## **6.0 RECOMMENDATION**

- 6.1 That subject to any outstanding consultations permission is **REFUSED** for the following reasons:

1. The proposed development is contrary to Core Policy CP4 of the Hambleton Local Development Framework and does not meet any of the exceptional circumstances for development outside Development Limits. It also fails to comply with the requirements of the Council's Interim Policy Guidance Note as the location does not respect the built form of Great Broughton by proposing development where it is considered not to be organic growth of the village, providing a natural infill to existing development or a natural extension to the built form.

2. All new development should respect and enhance the local context and be appropriate to its setting. It is considered that the proposal, by reasons of the site location and development form, is out of context and character with the surroundings. The proposal therefore fails to respect the character of the local area and would result in a form of development that would have a detrimental impact on the surroundings, contrary to the high quality design principles of Hambleton Local Development Framework Policies CP17 and DP32.

3. The proposed development is contrary to Policies CP16 and DP30 of the Hambleton Local Development Framework, which requires development to preserve and enhance the District's natural assets and to respect the openness of the countryside. Due to the domestic character of the residential development, it would fail to respect the character and appearance of this rural countryside setting and the built form of Great Broughton and would therefore have a detrimental effect on the immediate environment.

4. The proposed development of larger, four bedroom dwellings is considered to fail to meet locally identified housing needs and fails to accord with LDF policies CP8 and DP13 and the Council's Supplementary Guidance on Size, Type and Tenure.