

Parish: Stillington

Ward: Huby

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Committee date: 20 July 2017

Officer dealing: Laura Chambers

Target date: 27 July 2017 (requested)

17/01102/OUT

Outline application for the construction of up to 5 dwellings

At Home Farm, Mill Lane, Stillington

For Messrs Graham & Ian Sparrow

This application is referred to Planning Committee as the proposal is a departure from the Development Plan.

1.0 SITE, CONTEXT AND PROPOSAL

- 1.1 The application site is an arable field on the north side of Mill Lane, to the east of the Development Limits of Stillington.
- 1.2 There are residential properties fronting the north side of Mill Lane, these are principally pairs of semi-detached two-storey dwellings and are within development limits, the final property is a detached bungalow within a large plot, which is beyond Development Limits. To the east of the application site are the farmhouse, farm yard and other associated buildings in business use at Home Farm. The south side of Mill Lane opposite the application site are the rear gardens of dwellings within a cul-de-sac to the south (87 and 89 Parkfield). The trees within the rear gardens of 87 and 89 Parkfield are the subject of a Tree Preservation Order (Stillington 1972/79).
- 1.3 There is a grass verge between the edge of the site and the adopted highway but there is no public footpath crossing the frontage of the site. The southern boundary is denoted by a native hedge, parallel to which is a surface water drainage ditch. There are low level hedges to the east and western boundaries of the site, there is no boundary feature on the northern boundary.
- 1.4 Outline planning permission is sought for development consisting of up to five dwellings; although all matters have been reserved an indicative site layout has been provided to show properties fronting Mill Lane with three vehicular access points shared between the properties.
- 1.5 The matter for approval at this stage is the principle of development only. All detailed matters, i.e. access, appearance, landscaping, layout and scale would be for a later application if this is approved.
- 1.6 Improvements have not been secured because the proposal is considered unacceptable on a point of principle.

2.0 RELEVANT PLANNING AND ENFORCEMENT HISTORY

- 2.1 There is no application or enforcement history.
- 2.2 The site was submitted in response to the Local Plan call for sites process; however it was assessed as not being a preferred site due to its impact on the character and form of the village. As such it is not intended to be allocated for residential development in the Plan.

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 CP8 – Type, size and tenure of housing
Core Strategy Policy CP16 - Protecting and enhancing natural and man-made assets
Core Strategy Policy CP17 - Promoting high quality design
Development Policies DP1 - Protecting amenity
Development Policies DP3 - Site accessibility
Development Policies DP4 - Access for all
Development Policies DP6 – Utilities and Infrastructure
Development Policies DP8 - Development Limits
Development Policies DP9 - Development outside Development Limits
Development Policies DP10 - Form and character of settlements
Development Policies DP13 – Achieving and maintaining the right mix of housing
Development Policies DP15 – Promoting and maintaining affordable housing
Development Policies DP28 - Conservation
Development Policies DP30 - Landscape Character
Development Policies DP32 - General design
Development Policies DP33 - Landscaping
Interim Guidance Note - adopted by Council on 7th April 2015
Supplementary Planning Document - Size, Type and Tenure of New Homes
National Planning Policy Framework (NPPF)

4.0 CONSULTATIONS

- 4.1 Parish Council – No comments received.
- 4.2 Highway Authority – raises concerns about footpath access to the site and the 30mph gateway being positioned between the edge of the village and the application site.
- 4.3 Yorkshire Water – No comments received.
- 4.4 Environmental Health Officer – No objection subject to conditions.
- 4.5 Foss Internal Drainage Board – No objection subject to conditions.
- 4.6 Environment Agency – No comments received.
- 4.7 Public comments – Two comments in support have been received, these relate to the improved safety for pedestrians if a footpath link between the main part of the village and Home Farm is formed as part of the development.

5.0 OBSERVATIONS

- 5.1 The main issues to consider are: (i) the principle of development; (ii) access and highway safety; and (iii) flood risk.

Principle

- 5.2 The site falls outside of Development Limits of Stillington and 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 beyond these Limits "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).

- 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 In the Settlement Hierarchy contained within the IPG, Stillington is defined as a Service Village and therefore is considered a sustainable location for development, provided the other requirements of the IPG can be met. The proposal would fall within the category of being small scale, which is generally seen as five units or fewer.
- 5.5 Criteria three of the IPG requires that development must not have a detrimental impact on the natural, built and historic environment. The proposal seeks to extend the built form of the village along an eastward trajectory, while historically Stillington has grown from Main Street out to the back lanes to the north and south and as such extending the village in an alternative manner would not respect the existing built form and character of the village. Although later developments on West View, Mill Lane Cottages and Parkland have broken the traditional form, the IPG seeks to achieve small scale, organic growth reflecting the special character of the historic rural village where consideration has been given to the historic evolution and seeks to resist ribbon development. The proposal would appear as a ribbon of development extending the village in a manner that does not reflect the traditional form defined by the development around the North and South Back Lanes.
- 5.6 The supporting statement submitted with the application refers to the site having been assessed as part of the call for sites process in preparing the Council's Local Plan. During this process the site was found to be out of keeping with the built form and character of the village and is not therefore a preferred option. The applicant suggests further contact from the Council later identified the site as suitable for the development of self-build units under the IPG. For the avoidance of doubt, the Council's Housing Team has contacted a number of landowners where sites were not brought forward under the call for sites to suggest they may be able seek support under the IPG, however this included the advice that any such proposals would be subject to a full assessment as part of a planning application and does not therefore constitute the Council designating the site as suitable, as implied by the applicant.

Access and highway safety

- 5.7 The site is currently accessed via the farm yard of Home Farm; the indicative proposals suggest three vehicular access points would be formed off Mill Lane to be shared between up to five dwellings. The site is not currently linked via an adopted public footpath into the village. The application includes the intention to provide a footpath across the frontage of the site linking into the adopted network; this would also provide a pedestrian link from the business units currently operating from Home Farm into the village. Comments submitted in support of the application highlight the benefit of introducing the footpath link.
- 5.8 The Highway Authority has indicated its support for a footpath link to be extended to the site should permission be granted. If the proposal were considered acceptable suitably worded conditions could be included to secure this.

- 5.9 Concern has been raised by the Highway Authority regarding the position of the 30 mph sign, which is currently between the edge of the village and the application site. Discussions with the County Council would be required for its relocation should the proposal be approved. The specific details of this are beyond the scope of an outline application with no details of access but in the event of an approval of outline planning permission the applicant would be advised to progress this point with the Highway Authority prior to submission of a reserved matters application.

Flood Risk

- 5.10 The majority of the site is within Flood Zone 1; however a small section of the site along its eastern boundary would be within Flood Zone 2. The submitted flood risk assessment advocates that the proposed dwellings themselves would not be within the Flood Zone 2, albeit their private gardens would be. The proposed development of the site has the potential to increase flood risk within the site itself as well as the adjacent Flood Zone.
- 5.11 The application proposes the use of a soakaway and disposal to an existing watercourse to manage surface water drainage; however specific details of this are not included at this stage. The Foss Internal Drainage Board has advised it has no objection to the proposal subject to conditions to require those details to be submitted. If outline permission were granted this could be tied to the submission of a reserved matters application to ensure the detailed design of the proposals is suitable.

Design

- 5.12 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."
- 5.13 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.
- 5.14 The National Planning Policy Framework Planning supports this approach and, at paragraph 64, 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.
- 5.15 The application describes the character of the application site as being to the east of the main built form of the village with properties fronting the highway described as the "traditional pattern of development". While the majority of properties in the village do front the highway, this in itself is not the defining characteristic of the built form. As noted above the village of Stillington has principally developed from Main Street, it has a relatively compact form, and new development has taken place to the north and south of Main Street along back lanes. The proposed development would instead see the village stretched eastwards and this would not represent logical development of the built form and would not be in keeping with its character. It is acknowledged that developments have taken place on land allocated in the LDF to the south of South Back Lane, to enable housing growth appropriate to the scale of the village and local housing need.
- 5.16 As the application is in outline form with all matters reserved the issue of detailed design of the proposed dwellings themselves is not for consideration at this stage.

The assessment above highlights the proposed location and layout of the development does not respect the built form and character of the village, as required under the IPG, and as such is not considered high quality design

- 5.17 Site features meriting retention include boundary hedging, with the exception of sections of hedge along the southern boundary in order to form access points. The introduction of such access points would disrupt the existing vernacular, creating openings across what is currently a well screened site.
- 5.18 The applicants statement does not identify any other development options that have been considered, however the application relates to the principle of the site for residential purposes rather than the specifics of detailed design there is limited scope for consideration of options in this instance.

6.0 RECOMMENDATION

- 6.1 That subject to any outstanding consultations permission is **REFUSED** for the following reason:
 - 1. The residential development proposed is outside of Development Limits and does not reflect the built form and character of the village, as such the proposal is in conflict with Hambleton Local Development Framework Policies CP1, CP4, CP16, CP17, DP9, DP10, DP28, DP30 and DP33 and the Council's Interim Policy Guidance.