

Parish: Great Ayton

Ward: Great Ayton

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Committee date: 14th September 2017

Officer dealing: Mr Kevin Ayrton

Target date: 15th September 2017

17/01431/OUT

Outline planning application with all matters reserved for the construction of 5 bungalows

At: Land east of Langbaugh Ridge, Great Ayton

For: Mr & Mrs P Scrope

This application is referred to Planning Committee at the request of Councillor Kirk Ron and the proposal is a departure from the Development Plan

1.0 SITE, CONTEXT AND PROPOSAL

- 1.1 The application site relates to a rectangular parcel of land to the north of Guisborough Road (A173) within the settlement of Great Ayton. The site is currently grassland and extends to approximately 0.33 hectares. There is an existing field access that is proposed to be upgraded to allow vehicular access to the 5 bungalows.
- 1.2 The site boundaries are a combination of hedgerows, post and wire fencing and a brick boundary wall which defines part of the boundary with the property of Langbaugh Ridge. There is large mature tree centrally located adjacent to the northern boundary of the site.
- 1.3 The site is located outside of the Development Limits of Great Ayton, thus within the open countryside. Great Ayton is classified as a Service Village within the settlement hierarchy. The property of Langbaugh Ridge is a detached bungalow located adjacent to the northern and western boundary of the site. On the southern side of Guisborough Road are a range of residential dwellings, with open countryside to the north and east of the site. 150 metres to the north of the site is Langbaugh Hall, a Grade II listed building, which is well screened by trees.
- 1.4 Outline planning approval is sought for the construction of 5 detached bungalows. Each bungalow would have its own private garden space and car parking. An illustrative/indicative layout has been submitted as part of the outline application, but Members should note that this is simply indicative at this stage.
- 1.5 There are no matters for approval at this stage. Therefore, the matters of access, appearance, landscaping, layout and scale would be for a later application if this outline planning application is approved.

2.0 RELEVANT PLANNING AND ENFORCEMENT HISTORY

There is no relevant planning or enforcement history.

3.0 RELEVANT PLANNING POLICIES

- 3.1 The relevant policies are:

Core Policy CP1 - Sustainable development
Core Policy CP2 - Access
Core Policy CP4 - Settlement hierarchy

Core Policy CP8 – Type, size and tenure of housing
Core Policy CP16 – Protecting and enhancing natural and man-made assets
Core Policy CP17 – Promote high quality design
Core Policy CP21 – Safe response to natural and other forces

Development Policy DP1 - Protecting amenity
Development Policy DP3 – Site Accessibility
Development Policy DP4 - Access for all
Development Policy DP9 – Development outside Development Limits
Development Policy DP10 – Form and character of settlements
Development Policy DP13 – Achieving and maintaining the right mix of housing
Development Policy DP30 – Protecting the character and appearance of the countryside
Development Policy DP31 – Protecting natural resources: biodiversity/nature conservation
Development Policy DP32 – General Design
Supplementary Planning Document – Size, type and tenure of new homes
Interim Policy Guidance Note – adopted by Council on 7th April 2015
National Planning Policy Framework - published 27 March 2012
National Planning Practice Guidance

4.0 CONSULTATIONS

- 4.1 Parish Council – concerns regarding the fact that the site is located outside the Development Limits of the settlement and that the development would grow over time. Concerns about the quarry which is now a tip and the associated problems of this regarding flooding and gases. Concerns have also been raised regarding traffic.
- 4.2 Highway Authority – no objection to the proposal. Recommend conditions regarding the discharge of surface water, the construction requirements of the private access/verge crossing, details of access, turning and parking, precautions to prevent mud on the highway and on-site parking, on site storage and construction traffic during development.
- 4.3 Environmental Health – no objection based upon amenity and the likelihood of nuisance from the development,
- 4.4 Northumbrian Water - The planning application does not provide sufficient detail with regards to the management of foul and surface water from the development to be able to assess our capacity to treat the flows from the development. A condition regarding this information is requested.
- 4.5 Public comments

4 letters of objection have been received from local residents. A summary of their objections include the following:

- The site is a greenfield site and should not be used for housing
- There is not a need for bungalows. There are already properties for sale within the village and other developments have been given planning consent
- Access would be on a bad bend on a busy main road between Stokesley and Guisborough
- The development would add traffic to the existing excess traffic within the village
- The land gets waterlogged
- The development is isolated and residents would need to drive to local amenities
- The proposed bungalows look like cow byres. As this development is not a barn conversion but for a new build, it is not appropriate for this area

Members should note that the full letters of objection can viewed on the Council's website.

5.0 OBSERVATIONS

5.1 The main issues to consider are:

(i) the principle of development in this location; (ii) the impact upon the character and appearance of the surrounding area; (iii) the impact upon the amenity of neighbouring occupiers; and (iv) highway safety

The principle of development

5.2 The site is located outside of the Development Limits for Great Ayton.

Policy DP9 (Development outside Development Limits) states that development will only be granted for development beyond Development Limits "in exceptional circumstances". The applicant does not claim any of the exceptional circumstances identified in Policy CP4 (Settlement hierarchy) and, as such, the proposal would be a departure from the Development Plan.

5.3 However, it is also necessary to consider more recent national policy in the form of the National Planning Policy Framework (NPPF) published in March 2012. Paragraph 55 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. For example, where there are groups of smaller settlements, development in one village may support services in a village nearby. Local planning authorities should avoid new isolated homes in the countryside unless there are special circumstances".

5.4 To ensure consistent interpretation of the NPPF alongside LDF Policies CP4 and DP9, 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.

5.5 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.

5.6 In the Settlement Hierarchy reproduced in the IPG, Great Ayton is identified as a Service Village. This status recognises its range of services and facilities and

confirms that it is considered a sustainable settlement capable of accommodating small scale development. The proposal would therefore meet criterion 1 of the IPG, in that it is located where it will support local services and achieving sustainable development.

Character and appearance

- 5.7 Criterion 2 of the IPG requires development to be small in scale. The guidance expands on this definition as being normally up to five dwellings. Criteria 3 and 4 require consideration to be given to the impact of the development on the surrounding natural and built form of the environment and the impact upon the open character and appearance of the countryside. Furthermore, the supporting text in the IPG refers to 'proposals which are small in scale and which provide a natural infill or extension to an existing settlement'. This is consistent with Policies DP30 and DP32 of the LDF.
- 5.8 In making this assessment it is noted that the application is in outline form with all matters reserved.
- 5.9 However, criterion 2 of the IPG specifically requires the development to 'reflect the existing built form and character of the village'. It is considered that the development does not relate well to the existing residential development on the opposite side (south) of Guisborough Road. The illustrative layout shows a cul-de-sac of 5 bungalows, rather than replicating linear residential development on the opposite side of Guisborough Road. Instead, the proposed layout, form and detailed design is reliant upon reflecting the built form found in the surrounding countryside, rather than the grain of the village. The Design and Access Statement acknowledges this by stating that "the proposed development resembles a converted farmstead, which is entirely consistent with the site's immediate character of scattered pockets of dwellings and converted buildings".
- 5.10 Guisborough Road (A173) offers a very clear physical barrier between the main built up area of Great Ayton and the wider open countryside. As you travel through the village from the west, there is a clear end stop on the north side of Guisborough Road in the form of the dwellings of Skottowe Drive. There are then allotments, the road junction that goes towards Middlesbrough (B1292) and then the application site.
- 5.11 Whilst it is noted that there are some examples of isolated residential development; the overall character is of open countryside on the north side of Guisborough Road. It is therefore considered that to develop residential development on the site would result in harm to the character and appearance of the surrounding countryside and fails to comply with Criterion 3 and 4 of the IPG.

Residential amenity

- 5.12 The indicative layout shows that the proposed dwellings would have a sufficient amount of amenity with regard to privacy, outlook and natural light, with gardens that allow for a sufficient private amenity space commensurate to the size of the dwellings.
- 5.13 It is also considered that due to the proximity of the proposed dwellings to the residential properties along the south side of Guisborough Road and Langbaugh Ridge, there will not be a material adverse impact upon the amenity of these occupiers.

Highway safety

- 5.14 The Local Highway Authority has considered the application and raised no objection to the proposals subject to conditions. The principle of improving the existing access to the development is considered to be acceptable. The proposed development is not considered to have any detrimental impact on road safety in the vicinity of the application site.

Other matters

- 5.15 The agent has stated that there is a pressing need for specialist older persons housing within the Stokesley Sub-Area. They acknowledge that the application has been submitted as an IPG scheme, but the objective of the applicant is to satisfy the demand for specialist older persons housing within Great Ayton.
- 5.16 The agent has stated that they would be willing to accept a planning condition restricting occupation to persons aged 60 years and above. They have also stated that they are committed to equipping each bungalow with the necessary fixtures and fittings to create a safe and accessible environment for the eventual occupiers of the development. Key features would include walk-in showers, grab rails, intruder alarms, door entry systems, accessible light switches and sockets etc. Again the applicant suggests that this would be secured through planning condition.
- 5.17 In terms of the overall planning balance, whilst the above offer for the 5 bungalows to be occupied by the over 60s is material to the consideration of the application in terms of justification, this is not considered to outweigh the fact that the proposal fails to comply with Criterion 3 and 4 of the IPG.

6.0 RECOMMENDATION

- 6.1 That subject to any outstanding consultations permission is **REFUSED** for the following reasons
- 6.2 The proposal would extend residential development outside of the Development Limits of Great Ayton and would have a detrimental impact upon the open character and appearance of the surrounding countryside. Furthermore, the proposal fails to reflect the existing built form and character of the village. The proposal would therefore be contrary to Local Development Framework Policies CP4, DP9, CP16 and DP30. No exceptional case for development beyond the Development Limits, as allowed for by Policy CP4, has been made.