

Parish: Pickhill with Roxby
Ward: Tanfield
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Committee Date: 6 February 2020
Officer dealing: Mrs H Laws
Target Date: 12 February 2020

19/01924/FUL

**Conversion and extension of existing bungalow to form Two 3-bed dormer bungalows.
At: Broadlea Street Lane Pickhill North Yorkshire
For: Mrs A Cunningham.**

This application is referred to Planning Committee at the request of a Member of the Council.

1.0 SITE CONTEXT AND PROPOSAL

- 1.1 The site lies beyond the north western end of Pickhill and covers an area of approximately 0.14 hectares. The application site boundary lies approximately 95m beyond the defined Development Limits of the village, on Street Lane at a higher ground level than the properties on the immediate edge of the village. The site is currently occupied by a vacant bungalow, which is a brick-built property with a hipped roof and an integral single garage. The existing dwelling has three bedrooms.
- 1.2 The majority of the garden lies to the front of the property with a low, brick retaining wall fronting the highway, set between two accesses that form a horseshoe driveway within the front garden. An area of land to the north east of the dwelling is also included within the application, proposed as garden although this land is currently separated from the bungalow by a mature hedgerow and wall (accessed through a garden gate) and it appears that this land has now been incorporated into the adjacent agricultural field.
- 1.3 It is proposed to alter and extend the existing bungalow to create a semi-detached pair of dwellings with first floor accommodation within the roofspace. Each dwelling would have three bedrooms and an integral single garage served by separate driveways, utilising the existing accesses.
- 1.4 The footprint of the dwelling would be increased at either end and the height increased to provide a higher eaves level topped with a gabled roof. Dormer windows and rooflights are proposed to the front and rear elevations.

2.0 PLANNING & ENFORCEMENT HISTORY

- 2.1 None

3.0 RELEVANT PLANNING POLICIES

- 3.1 The relevant policy of the Development Plan and any supplementary planning policy advice are as follows;

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 DP3 - Site accessibility

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
Interim Guidance Note - adopted by Council on 7th April 2015
Emerging Hambleton Local Plan
National Planning Policy Framework

4.0 CONSULTATIONS AND REPRESENTATIONS

- 4.1 Parish Council – No objections.
- 4.2 Highways - Recommend Refusal. Visibility splays at this location have been assessed in accordance with Manual for Streets guidance. The available visibility at the western access is 2.4 metres by 15 metres to the west and 2.4 metres by 23 metres to the east. Visibility from the eastern access has been assessed at 2.40 metres by 25 metres to the west and 2.4 metres by 22 metres to the east.

The existing accesses, by which vehicles associated with this proposal would leave and re-join the County Highway is unsatisfactory since the required visibility of 2.40 metres x 43.00 metres cannot be achieved at the junction with the County Highway and therefore, in the opinion of the Planning Authority, the intensification of use which would result from the proposed development is unacceptable in terms of highway safety.

- 4.3 Environmental Health – No objections.
- 4.4 Publicity – no comments received

5.0 ANALYSIS

- 5.1 The main issues to consider are: (i) the principle of additional residential development in this location; (ii) an assessment of the likely visual impact of the proposed dwelling on the character and appearance of the village and the rural landscape; (iii) impact on residential amenity; and (iv) highway safety.

The principle of residential development

- 5.2 The site falls outside of Development Limits of Pickhill, which is defined in Policy CP4 of the Core Strategy as a Secondary Village. Policy DP9 states that permission 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 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 The NPPF identifies some special circumstances that are consistent with those set out in Policy CP4, with the addition that "the design is of exceptional quality" or "it would involve the subdivision of an existing residential dwelling".

- 5.4 The proposed design is not of such exceptional quality nor is the proposed development considered a sub-division in terms of the NPPF given the extent of the alterations and extensions. The creation of a second dwelling in this instance requires an increase in the overall height of the building of 960mm and requires an increase of 80% in the habitable floor area of the existing building. As such, the proposed development would not comply with any criteria of Policy CP4 or the requirements of the NPPF.
- 5.5 To ensure appropriate and consistent interpretation of the NPPF alongside Policies CP4 and DP9, the Council has 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.
- 5.6 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.
- 5.7 The guidance makes reference to development that will support local services in a village nearby. The site is within walking distance of Pickhill, which is defined in the LDF Settlement Hierarchy as a Secondary Village where the principle of additional residential development would be acceptable. There is however no footway or streetlighting, both of which begin on the edge of the village on the northern side of the street and would not be attractive for walking, especially with small children. The end of the garden of Roxby House lies within 25m of the edge of the application site but the perception is of Broadlea being much further beyond Pickhill due to the greater distance of 85m between the buildings. The existing dwelling at Broadlea is not part of the built form of the village; it is a dwelling set within the open countryside.
- 5.8 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; it is considered that the site does not form part of the village in these terms and therefore would not represent natural and organic growth and as such it is considered that the proposals cannot draw support from the IPG.

Character and appearance of the village and the rural landscape

- 5.9 LDF Policies CP16 and DP30 require new development to respect the openness and intrinsic character and quality of the landscape.

- 5.10 The existing dwelling is a low key, single storey bungalow with limited visual impact due to its low height and discreet scale. The site lies at a higher level than that of the edge of the village to the north east as Street Lane rises in a westerly direction, and is surrounded on three sides by agricultural land. The visual impact of a much taller and bulkier building at a higher ground level would be greater than the existing relatively low lying structure, which is not unduly prominent within the landscape.
- 5.11 The hipped roof of the existing dwelling contributes to its discreet nature; the proposed, much taller gabled roof results in a greater amount of development at a much higher level thereby significantly increasing its prominence within the landscape.
- 5.12 The increased scale of the proposed development means that the proposed development would detract from the rural landscape in this position, beyond the village envelope and therefore would be contrary to LDF Policies CP16 and DP30, which require development to respect the character of the countryside.
- 5.13 The proposed development would remove the existing hedgerow boundary to the north east and extend domestic development beyond the existing domestic part of the site resulting in a greater visual impact on the surrounding landscape.
- 5.14 The site is set within a rural aspect as it lies within the open countryside. The proposed development does not comply with the following detailed advice within the IPG:
- "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."
- 5.15 As such, it is considered that the development proposed, with a much greater visual impact would have a harmful impact on the natural environment, contrary to Policies CP16 and DP30.

Residential amenity

- 5.16 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. The closest neighbours would be to the north-west, on the edge of the village.
- 5.17 It is considered that one additional dwelling would not create undue noise and disturbance that would be contrary to the requirements of Policy DP1 and that adequate distance would be available to ensure that no unacceptable levels of overlooking or overshadowing would occur to each of the neighbouring properties. It is suggested that the amenity of the existing and proposed residents would be protected.
- 5.18 The proposed development would therefore accord with LDF Policy DP1.

Highway matters

- 5.19 Development policy DP4 states that proposals must ensure that safe and easy access is available to all potential users. The Highway Authority has objections regarding the visibility from both of the access points onto Street Lane. Visibility in both directions from both accesses is sub-standard and therefore an intensification of use resulting from an additional dwelling would give rise to unacceptable highway safety issues. The proposals fail to accord with the requirements of Development Policy DP4 and refusal of the application is therefore recommended on these grounds.

Planning balance

- 5.20 The proposed development is outside any defined Development Limits. Albeit that there would be some social and economic advantages through the provision of an additional dwelling, the economic gain from the residential development and future occupation would be limited. The harm to the appearance of the countryside and the risk to highway safety are significant and this harm is not outweighed by the limited social and economic gains. There are no other material considerations that would outweigh the adopted LDF policies and refusal of the application is recommended.

6.0 RECOMMENDATION:

- 6.1 That subject to any outstanding consultations the application be **REFUSED** for the following reasons:

The reasons are:-

1. The Council's Interim Policy Guidance, adopted April 2015, sets out 6 criteria to be met in order for new development to be considered to be acceptable, in order to achieve a sustainable community. In this case, the proposed development does not reflect the existing built form and character of the village as required by the Council's Interim Policy Guidance. The proposal also fails to meet any of the exceptional circumstances set out in Policy CP4 of the Core Strategy that would justify development outside Development Limits, and would therefore also be contrary to LDF Policies CP1, CP2, CP4 and DP9, the Council's Interim Planning Guidance (2015) and paragraphs 78-79 of the National Planning Policy Framework.
2. The proposed development is contrary to Policies CP16 and DP30 of the Hambleton Local Development Framework and the Council's Interim Planning Guidance (2015), which requires development to preserve and enhance the District's natural assets and to respect the openness of the countryside. Due to the increased height and massing of the residential development, it would fail to respect the character and appearance of this rural countryside setting and the built form of Pickhill and would therefore have a detrimental effect on the immediate environment.
3. The proposed development is contrary to LDF Policies CP2, DP3 and DP4. The existing accesses, by which vehicles associated with this proposal would leave and re-join the County Highway is unsatisfactory since the required visibility of 2.4m x 43m cannot be achieved at the junction with the County Highway and therefore, in the opinion of the Planning Authority, the intensification of use which would result from the proposed development is unacceptable in terms of highway safety.