

APPLICATION NO	PA/2016/1007
APPLICANT	Mrs Temporal
DEVELOPMENT	Planning permission for conversion of existing outbuildings into a one-bedroom dwelling
LOCATION	Westview Farm, 121 Akeferry Road, Westwoodside, DN9 2NF
PARISH	Haxey
WARD	Axholme South
CASE OFFICER	Andrew Law
SUMMARY RECOMMENDATION	Grant permission subject to conditions
REASONS FOR REFERENCE TO COMMITTEE	Objection by Haxey Parish Council

POLICIES

National Planning Policy Framework: Paragraph 14 – at the heart of the NPPF is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.

Paragraph 49 – housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.

Paragraph 55 – local planning authorities should avoid new isolated homes in the countryside unless there are special circumstances such as... where the development would re-use redundant or disused buildings and lead to an enhancement to the immediate setting.

Paragraph 56 – good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.

Paragraph 60 – planning policies and decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative... It is, however, proper to seek to promote or reinforce local distinctiveness.

Paragraph 64 – 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.

North Lincolnshire Local Plan:

Policy H5 – New Housing Development

Policy H7 – Backland and Tandem Development

Policy H8 – Housing Design and Housing Mix

Policy T2 – Access to Development

Policy T19 – Car Parking Provision and Standards

Policy DS1 – General Requirements

Policy RD2 – Development in the Open Countryside

North Lincolnshire Core Strategy:

Policy CS1 – Spatial Strategy for North Lincolnshire

Policy CS2 – Delivering More Sustainable Development

Policy CS5 – Delivering Quality Design in North Lincolnshire

Policy CS7 – Overall Housing Provision

Policy CS8 – Spatial Distribution of Housing Sites

CONSULTATIONS

Highways: Initially requested an amended site plan to show parking provision on the site. Following receipt of an amended site plan Highways have raised no comments or objections.

Historic Environment Record: The outbuildings are mapped on the OS 1st edition of 1887 and their general appearance contributes to the rural, agricultural character of the village. No objection.

Ecology: The submitted protected species survey report has revealed no evidence of bat roosts. However, swallows nest in the barn to be converted and bats forage in the area. Planning conditions are proposed to minimise harm to protected and priority species and habitats and to seek biodiversity enhancement.

Environment Agency: Initially raised concerns with the submitted Flood Risk Assessment and objected on this basis. Following the submission of an amended FRA the EA has removed its objection to the development and recommended conditions should permission be granted.

PARISH COUNCIL

Objects to the proposal on the grounds that it will constitute backland development, and it is not clear what amenity space is provided for the development or what the annex is for.

PUBLICITY

Neighbouring properties have been notified by letter. One letter of comment has been received stating that, whilst there is parking for four cars at the proposed dwelling and three

cars at the existing dwelling, due to the narrowness of the driveways, you would have to move a number of cars onto the road in order for the first car to exit.

ASSESSMENT

Site

The application site comprises a range of outbuildings to the rear of 121 Akeferry Road, Westwoodside. These buildings are former agricultural buildings that are historically associated with the dwelling.

The site is located inside the defined development limit for Graizelound and is located within an area of the Isle of Axholme which is designated for its historic landscape importance. The site is also located within flood zone 2/3a of the Strategic Flood Risk Assessment for North Lincolnshire and as such is considered to be at risk of flooding.

Proposal

This application seeks planning permission to convert the existing outbuildings to the rear of 121 Akeferry Road into a residential dwelling. The dwelling is proposed to be used as an annexe for the applicant's daughter; however, due to the size of the buildings and the level of accommodation proposed, the unit is not considered to be ancillary to the main house and as such its planning use is considered to be a separate dwelling.

The proposed conversion makes use of existing openings and proposes limited new openings and as such does not materially alter the appearance of the outbuildings. Access to the new dwelling is gained via an existing access to the west of 121 Akeferry Road, with another existing access to the east being retained for use by the existing dwelling.

The main issues in the determination of this application are whether the principle of development is acceptable and whether the development would have an unacceptable impact on the character and appearance of the area or on residential amenity.

Principle

The proposal is to convert a range of existing outbuildings within the development boundary of Graizelound into a single dwelling. Policy H5 is the most relevant development plan policy in the determination of this application and sets out the council's approach to proposals for residential development. This policy seeks to preserve or enhance the character and amenity of the area and requires new developments to be sympathetic to the existing character of the area in which they are located in terms of their scale, layout, design and detailing. It also requires that new residential developments do not have an unacceptable impact on the amenity of neighbouring properties and that all new dwellings are served by appropriate access and parking arrangements and suitable areas of amenity space.

The application site is located within the defined development limit for the settlement of Graizelound where the principle of residential development is considered to be acceptable. Furthermore, the proposal will result in the conversion of existing, historic, rural buildings and secure their long-term future. For these reasons it is considered that the proposal is acceptable in principle.

Visual impact

The site is located within the small rural hamlet of Graizelound. This is a largely rural area; however, the site is bounded by residential properties to all sides. The outbuildings stand immediately to the south of the existing two-storey dwelling and are bounded to the south and east by the large garden area, which currently serves 121 Akeferry Road. The site is bounded by 119 Akeferry Road to the west.

Development in the immediate area is characterised by a linear pattern of dwellings sited on the road frontage, with spacious gardens to the rear. A number of properties in the area have outbuildings to the rear.

It is acknowledged that the proposed development will result in one dwelling behind another and as such will represent backland development. It is further acknowledged that there are no examples of backland development in the immediate vicinity of the site. However, in this instance the new dwelling will be created via the conversion of existing outbuildings and as such the proposal will not alter the built form of the site or result in the construction of a new building behind the existing dwelling. For this reason the proposed development will have a limited impact on the character of the area and will not set a precedent for future backland development in the area.

The buildings themselves stand directly to the rear of the existing dwelling, which screens a large part of the development from view. Furthermore, the conversion of the buildings will not result in significant alterations to the appearance of the buildings as it will make use of existing openings with limited new openings created and minimal other works to the exterior of the buildings.

For these reasons it is considered that the proposed development will have no unacceptable impact on the character or appearance of the area.

Amenity

The outbuildings stand directly adjacent to the existing dwelling and as such the proposed dwelling has the potential to impact on the amenity of this property. The applicant states that the conversion will be used as an annex by her daughter and the application was originally submitted on this basis; however, due to the size of the buildings and the level of accommodation proposed it was decided that the conversion could not be considered to result in an ancillary unit of accommodation and in fact resulted in the creation of a separate dwelling in planning terms. As such it is necessary to consider the potential impact of the new dwelling on the amenity of the existing dwelling.

Whilst the outbuildings and the existing dwelling are very close together, the rear-facing gable in the existing dwelling, which faces onto the outbuildings, is a blank gable wall. There are windows in the rear elevation of the existing dwelling, but these are located within the eastern half of the rear elevation. There is one new first-floor window proposed in the front elevation of the new dwelling, which will face the blank (rear-facing) gable of the existing dwelling. Views into windows in the rest of the rear elevation of the existing dwelling will be prevented by the ridgeline of the existing outbuildings and the obtuse angle between the windows. There are two small ground-floor windows in the front elevation of the single-storey element of the outbuildings, which serve a toilet and store. These windows face onto the rear elevation of the existing dwelling where windows are present and as such a condition is proposed requiring these windows to be obscure glazed. Subject

to this condition, it is considered that the proposed dwelling will not result in unacceptable overlooking of the existing dwelling. Furthermore, as there are no first-floor windows proposed in the side elevations of the proposed dwelling, there will be no overlooking of neighbouring properties to either side of the site.

The proposed conversion does not increase either the floor area, or the height of the buildings and as such there will be no additional loss of light to or overshadowing of neighbouring properties as a result of the proposal.

The parish council has raised concerns that the submitted plans do not show an area of amenity space for the new dwelling. The applicant has confirmed that this is because the dwelling is intended for use by their daughter and the existing garden will be shared by the two properties. Following the parish council's concerns the applicant has provided a plan showing an area of land to the rear of the outbuildings which could quite easily be separated from the extensive garden serving the existing property and that both the new and existing property could be served by suitable garden areas should the two properties become separated (in terms of ownership) in the future.

For these reasons it is considered that the proposed development would have no unacceptable impact on the amenity of neighbouring dwellings and that the occupiers of the new and existing dwellings on the site would be provided with adequate amenity space to serve their needs.

Other matters

Following comments raised by the council's highways department the applicant has provided a more detailed layout plan to show parking provision for the existing and proposed dwellings. This plan shows that the dwellings would be served by a minimum of four and three parking spaces respectively. A comment has been received stating that, whilst this may be the case, due to the layout of the parking areas, it may be necessary to move several cars onto the highway should the first vehicle to enter one of the parking areas wish to exit the site. This is a common issue, with a lot of residential driveways being only wide enough for a single car. The council's highways officers have reviewed the submitted parking layout and have confirmed that this is acceptable and that the proposed development is not considered to pose any unacceptable risk to highway safety.

Conditions are proposed, following advice from the Environment Agency, to ensure that the development is safe from flooding. A further condition is recommended by the council's ecologist to minimise the impact of the development on protected species and to secure biodiversity enhancements. Finally, a condition is recommended to remove permitted development rights in respect of extensions and outbuildings: this condition is necessary to protect the amenity of 121 Akeferry Road from potential future extensions and structures.

Conclusion

It is considered that the proposed residential conversion of the existing outbuildings is acceptable in principle and that the development will have no unacceptable impact on the surrounding area or neighbouring properties. On this basis the application is recommended for approval subject to conditions.

RECOMMENDATION Grant permission subject to the following conditions:

1.

The development must be begun before the expiration of three years from the date of this permission.

Reason

To comply with section 91 of the Town and Country Planning Act 1990.

2.

The development hereby permitted shall be carried out in accordance with the following approved plans: CS/01793/1 and CS/01793/2A.

Reason

For the avoidance of doubt and in the interests of proper planning.

3.

The development permitted by this planning permission shall be carried out in accordance with the approved Flood Risk Assessment (FRA) compiled by Argyll Environmental under reference AEL-4491-FRA-901471 dated 20 June 2017, including the following mitigation measures detailed within the FRA:

- finished floor levels set no lower than 4.1 metres above Ordnance Datum (AOD) and raised to 4.4 metres AOD where practicable in accordance with section 4 – conclusion
- flood resilience measures incorporated into the design of the development as stipulated within section 4 – conclusion.

The mitigation measures shall be fully implemented prior to occupation and shall subsequently remain in place.

Reason

To reduce the risk of flooding to the proposed development and future occupants in accordance with policies DS16 of the North Lincolnshire Local Plan and CS19 of the North Lincolnshire Core Strategy.

4.

No development shall take place until a biodiversity management plan has been submitted to and approved in writing by the local planning authority. The plan shall include:

- (a) details of measures to avoid harm to bats and nesting birds during demolition, vegetation clearance and construction works;
- (b) details of bat roosting features to be installed;
- (c) details of bird nesting sites to be installed;
- (d) restrictions on lighting to avoid impacts on bat roosts, bat foraging areas, bird nesting sites and sensitive habitats;#

- (e) prescriptions for the planting and aftercare of trees or shrubs of high biodiversity value;
- (f) proposed timings for the above works in relation to the completion of the building.

Reason

To conserve and enhance biodiversity in accordance with policies CS5 and CS17 of the North Lincolnshire Core Strategy.

5.

The biodiversity management plan shall be carried out in accordance with the approved details and timings, and the approved features shall be retained thereafter, unless otherwise approved in writing by the local planning authority. The applicant or their successor in title shall submit photographs of the installed bat roosting and bird nesting features, within two weeks of installation, as evidence of compliance with this condition.

Reason

To conserve and enhance biodiversity in accordance with policies CS5 and CS17 of the North Lincolnshire Core Strategy.

6.

Notwithstanding the provision of Classes A and E of Part 1 of Schedule 2 of the Town and Country Planning (General Permitted Development) (Amendment) (No. 2) (England) Order 2015, or any order revoking and re-enacting that order with or without modification; no extensions or outbuildings shall be erected on the site other than those authorised by this permission.

Reason

To define the terms of the permission and to ensure that the development does not have an adverse impact on the amenity of neighbouring properties or the visual amenity of the area in accordance with policies DS1, H5 and H7 of the North Lincolnshire Local Plan.

Informative

In determining this application, the council, as local planning authority, has taken account of the guidance in paragraphs 186 and 187 of the National Planning Policy Framework in order to seek to secure sustainable development that improves the economic, social and environmental conditions of the area.

PA/2016/1007 – Site Location

