

APPLICATION NO PA/2014/1140

APPLICANT Mr & Mrs B A & L J Chapman

DEVELOPMENT Planning permission to erect a workshop with attached dwelling

LOCATION Land adjacent to the crossing, Church Side, Goxhill

PARISH **GOXHILL**

WARD Ferry

CASE OFFICER Scott Jackson

SUMMARY **Refuse permission**

RECOMMENDATION

REASONS FOR REFERENCE TO COMMITTEE Agent request to address the committee

POLICIES

National Planning Policy Framework: Paragraph 14 states that 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 35 of Core Planning Principle 4 states that plans should protect and exploit opportunities for the use of sustainable transport modes for the movement of goods or people. Therefore developments should be located and designed, where practical, to give priority to pedestrian and cycle movements, and have access to high quality public transport facilities.

At paragraph 37 it states that planning policies should aim for a balance of land uses within their area so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities.

Paragraph 49 of Core Planning Principle 6 states that 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 64 of Core Planning Principle 7 states that 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.

Paragraphs 15, 47, 50, 55, 56, 60, 61 and 99 to 103 also apply.

North Lincolnshire Local Plan: Policies DS1, DS14, RD2, T2, T19, H5 and H8 apply.

North Lincolnshire Core Strategy: Policies CS1, CS3, CS5, CS7 and CS19 also apply.

CONSULTATIONS

Highways: No objection, but recommend conditions in relation to improvements to the existing access (including culverting the watercourse), method of preventing surface water run-off from hard paved areas, and no loose material within 10 metres of the adopted highway. Additional conditions are recommended relating to the provision of parking and access and that the facility be solely for domestic use.

Environmental Health: Recommend conditions in respect of contaminated land investigation, noise impact assessment and that the dwelling only be occupied by persons involved with the operation of the workshop.

PARISH COUNCIL

Object to the proposed development on the following grounds:

- The proposed development is outside the settlement boundary.
- The plans show a residential property with a large workshop attached.
- The use of the workshop doesn't have any connection to agriculture or forestry.
- No information has been submitted to demonstrate whether the development can be accommodated within the settlement boundary.
- The development would be detrimental to the character and appearance of the open countryside.
- The site is not served by public transport – it would create a car-dependent household.
- The location of the access would create a traffic hazard.
- It would set a precedent for further development of this nature in the countryside.
- If permitted, conditions should be imposed on the occupancy and live/work status.

PUBLICITY

Neighbouring properties have been notified and a site notice posted. One letter of objection has been received raising similar issues to those raised by the parish council, together with the following:

- the land should remain as open countryside
- poor access close to bends in the highway
- additional traffic movements from customers, staff and deliveries
- additional noise and light pollution
- there are more suitable locations for a plumbing business

- the business credentials and plans for the applicant are questioned
- the applicant has recently been appointed as a director of a business based in Thornton Curtis, therefore this application should be withdrawn
- the application should be considered in the context of the planning applications approved for barn conversions in 2013.

ASSESSMENT

The application site consists of a triangular shaped agricultural field located to the south of Goxhill, outside the settlement boundary, on land designated as open countryside. The site has an existing gated field access in its south-eastern corner, which is accessed from Churchside. The site is bordered by the railway line to the west, and by agricultural fields to the east and north-east. The eastern and southern boundaries are bordered by 3 metre high hedges and trees and a ditch runs parallel to the southern boundary. The nearest residential property is located to the other side of the pedestrian level crossing on Gatehouse Road to the south-west. This application seeks planning permission for the erection of a detached dwelling with linked workshop and office/shower facilities.

The main issues in the determination of this planning application are the principle of development and impact upon the character and appearance of the countryside.

Principle

Due to its location outside of any defined development boundary, the application site is considered, in planning policy terms, to be in the open countryside. The dwelling and workshop are proposed approximately 210 metres to the south-west of the Goxhill settlement boundary. The design and access statement submitted with the planning application states that this is a family-owned site close to the applicant's family residence in Goxhill. It states that the applicant's son's personal business has reached a point where it needs to move away from the family business established in Thornton Curtis and the site is suitable because:

- it allows the applicant's business to grow and develop;
- it allows the applicant to continue serving the local area but allows expansion into new markets;
- it allows the applicant to stay close to their existing customer base;
- it allows proximity to the existing business in Thornton Curtis for advice and support;
- it allows promotion of renewable energies;
- it creates local employment in the medium term; and
- it creates opportunities for training future apprentices.

The design of the scheme has been revised following pre-application advice with the local planning authority. The proposal is for a detached dwelling with a workshop and shower/office facilities linked to it. The workshop is required for the applicant's son to

develop their heating and plumbing business, specialising in renewable energy installations. The site has been selected as it was felt that the potential for 24-hour call-outs would be disruptive if located in built-up areas (following pre-application advice). Essentially the proposal is for a live/work unit in the open countryside.

Policy RD2 of the North Lincolnshire Local Plan sets out the type of development that is appropriate outside of development boundaries and the criteria against which all applications in the countryside will be assessed. Policy RD2 only supports residential development in the countryside where it is to meet some essential countryside need, such as farm workers' dwellings. Policy CS3 of the Core Strategy also restricts development in the countryside to that which is essential to the functioning of the countryside. The proposed development is contrary to these policies as it is for a new dwelling and associated workshop which is not essential to the functioning of the countryside, or any rural business, nor does it meet any special need such as providing affordable housing.

It is recognised in the National Planning Policy Framework (at paragraph 28) that to promote a strong rural economy local and neighbourhood plans should support the sustainable growth of all types of business and enterprise in rural areas, both through the conversion of existing buildings and well-designed new buildings. However the NPPF, at paragraph 55 states that local planning authorities should avoid new isolated homes in the countryside unless there are special circumstances such as the essential need for a rural worker to live permanently at or near their place of work in the countryside. This is a proposal for a business to be located on agricultural land in the open countryside; the applicant has not adopted a site selection approach, considering existing commercial units within the area which could adequately serve their business needs and which would allow them to continue serving the local area. At the time of writing this report it is known that there are commercial properties available for rent in the local area (including Goxhill) which could be utilised to serve the business. The applicant could reasonably live close to these available commercial properties, whilst still developing their business. The design and access statement acknowledges that pre-application advice given by the planning officer highlighted that a business park or industrial site location may be more appropriate should the business expand. The selection of this site appears to have been driven by the fact that the applicant's parents own the agricultural field. It is worth noting that ownership of land doesn't justify allowing new residential properties outside of development boundaries.

There is a need to consider the business proposals being presented here, particularly in relation to whether it constitutes employment-related development appropriate to the open countryside. The applicant's son's existing business (which they are seeking to expand) is based at the family business in Thornton Curtis. However it doesn't necessarily follow that because the applicant's son's business is already established in the countryside then a countryside location is an appropriate location for its base. The nature of the business is that it can be accommodated within defined settlement boundaries (i.e. the workshop) with the 24-hour call-out being undertaken from a residential property, with minimum disruption to neighbouring houses. The supporting statement alludes to the fact that the design of the dwelling and the workshop will allow the applicant's son to showcase their renewable energy technologies. Whilst there are benefits in respect of a dwelling incorporating renewable technology, the fact remains that the business is not considered to be suitable outside of the development boundary, particularly as it doesn't constitute employment-related development appropriate to the open countryside. Consequently the proposed development (the dwelling and workshop) is considered to be contrary to the provisions of policy RD2 (Development in the Open Countryside) of the North Lincolnshire Local Plan as

it is not employment-related development appropriate to the open countryside and CS3 (Development Limits) of the Core Strategy as it isn't essential to the functioning of the countryside.

Impact on the countryside

The proposal is for a two-storey detached dwelling with a single-storey link building (housing a shower and office) and a workshop. The previous paragraphs of this report have established that the applicant's son's business and dwelling are not considered to be appropriate within the open countryside. Whilst the development presents a modestly sized dwelling linked to a workshop it is considered that the siting of such a development within an agricultural field would result in an isolated and visually prominent form of development which is out of keeping with the character and appearance of the countryside. This is especially pertinent as the proposals show the site frontage being opened up (with the removal of vegetation) and the dwelling and workshop being visible from Churchside.

With regard to the proposed dwelling, it is balanced in its appearance with the principal elevation having the ground-floor openings in vertical alignment with the first-floor windows. The rear elevation is equally balanced with the ground-floor patio door and window in vertical alignment with the first-floor windows. Visual interest is proposed in the form of headers and cills to all window openings, a chimney to the front roof slope and varying ridge lines. The workshop appears subservient to the dwelling, being set back 2.5 metres from its principal elevation and a lower ridge height of 2.5 metres.

Other issues

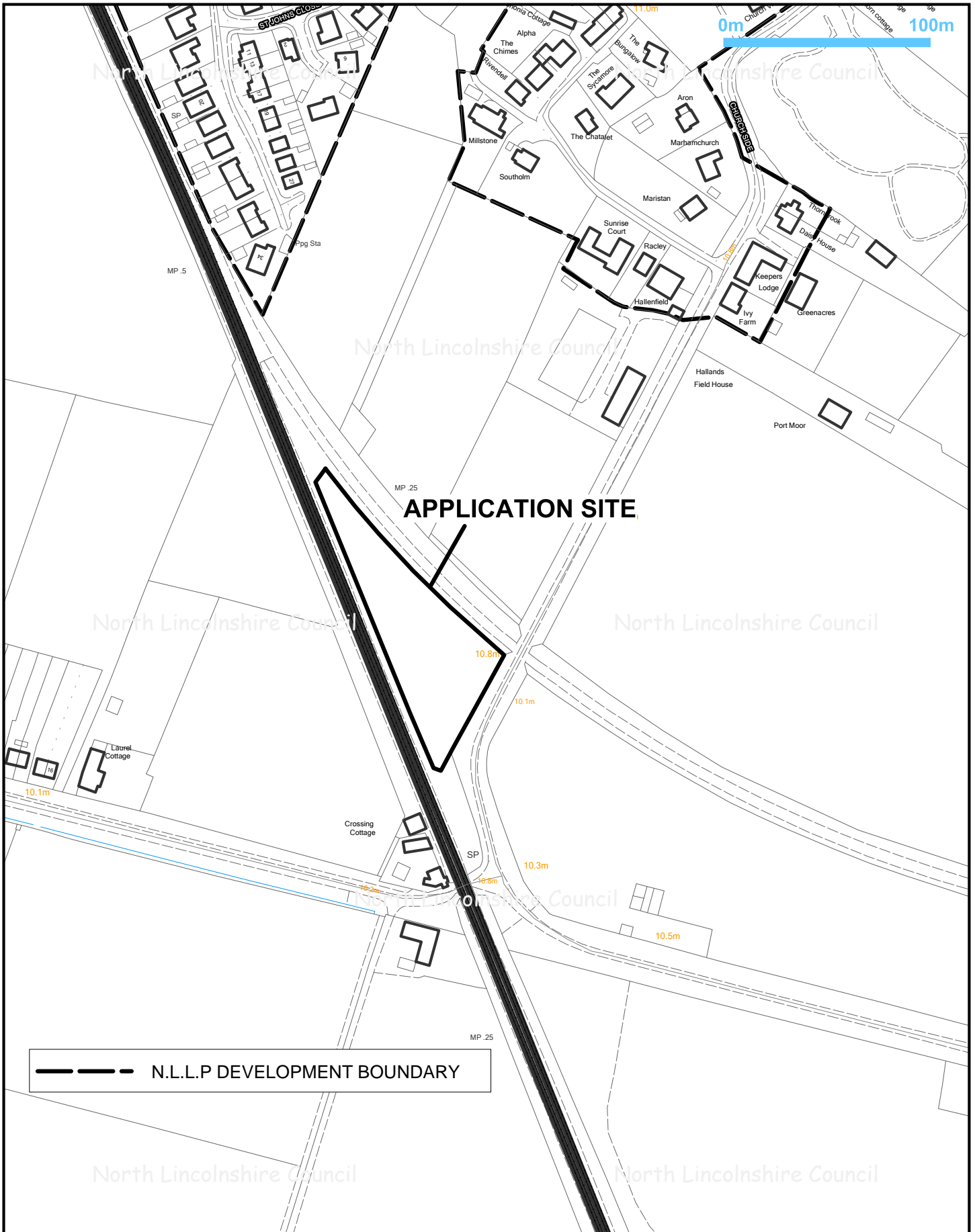
Issues have been raised in relation to the proposed vehicular access and its proximity to bends in the highway along Churchside. There is sufficient space within the site to accommodate the applicant's son's private and business vehicles, and delivery vehicles. No objections have been raised by highways in respect of highway or pedestrian safety. Each planning application is considered on its own merits, therefore the suitability of this site, and no other buildings in the ownership of the applicant, are being considered in this case. Inevitably the mix of uses would attract vehicular movements to and from the site, which would create noise and disturbance, however given that the dwelling will not be located in immediate proximity to residential properties it is not considered to result in loss of residential amenity in this case.



RECOMMENDATION Refuse permission for the following reasons:

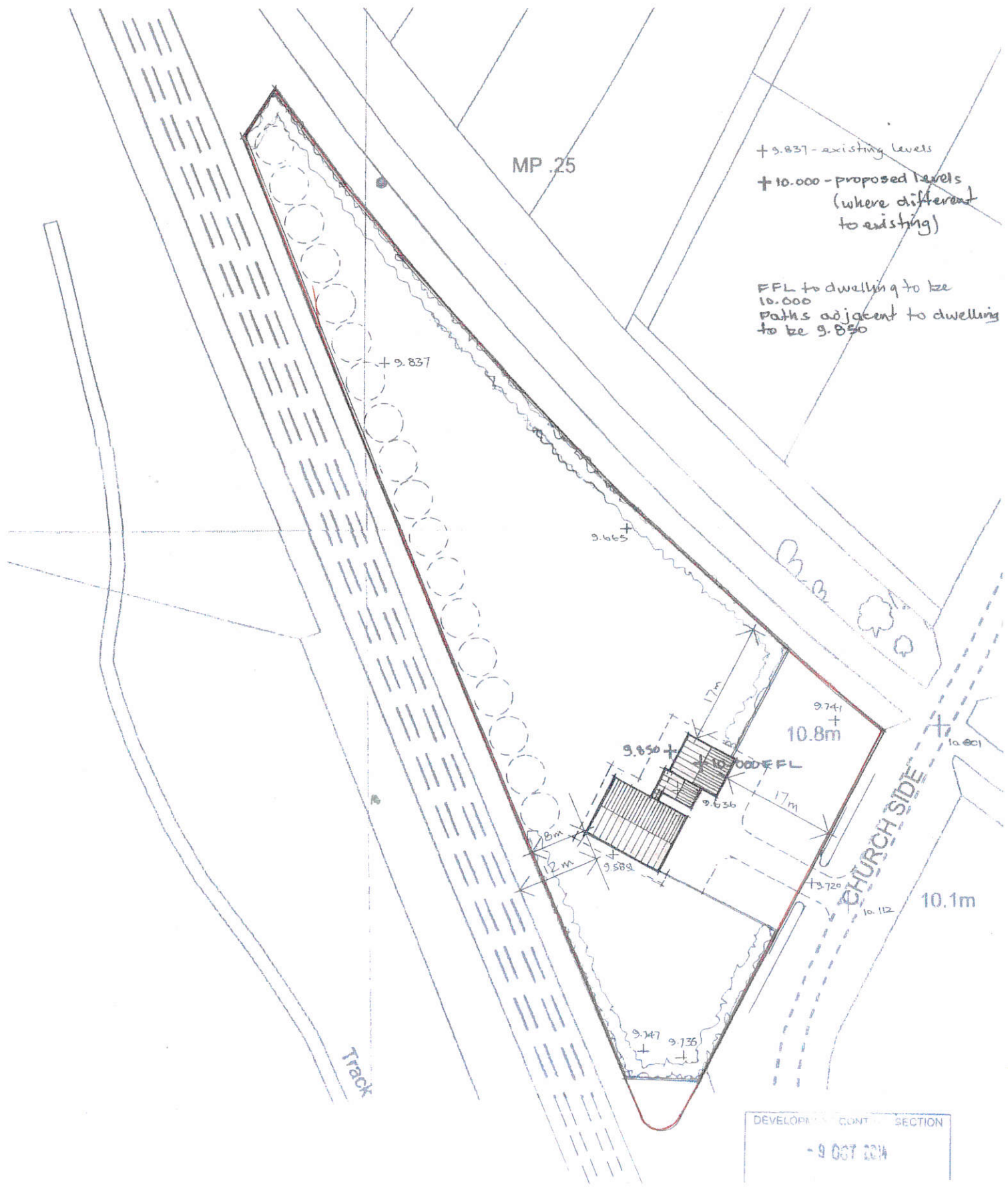
The application site lies outside the defined settlement boundary for Goxhill and therefore, in planning policy terms, is located in the open countryside. It is considered that the proposed dwelling and workshop is not linked to agriculture, forestry or tourism. In addition it has not been demonstrated that the business cannot be accommodated within defined settlement limits or that the dwelling is required for a rural worker to live at or near their place of work in the countryside. The proposal is therefore contrary to policies RD2 of the North Lincolnshire Local Plan, CS2 and CS3 of the North Lincolnshire Core Strategy and paragraph 55 of the National Planning Policy Framework.

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.



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DEVELOPMENT CONT. SECTION
- 9 OCT 2014