

APPLICATION NO	PA/2017/613
APPLICANT	Mr & Mrs K Turner
DEVELOPMENT	Outline planning permission to erect one dwelling with all matters reserved
LOCATION	Green Lane, Wressle, Broughton
PARISH	Broughton
WARD	Broughton and Appleby
CASE OFFICER	Scott Jackson
SUMMARY RECOMMENDATION	Refuse permission
REASONS FOR REFERENCE TO COMMITTEE	Member 'call in' (Councillor Ivan Glover – significant public interest)

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 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.

Paragraph 55 states that 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 such as:

- the essential need for a rural worker to live permanently at or near their place of work in the countryside; or
- where such development would represent the optimal viable use of a heritage asset or would be appropriate enabling development to secure the future of heritage assets; or

- where the development would re-use redundant or disused buildings and lead to an enhancement to the immediate setting; or
- the exceptional quality or innovative nature of the design of the dwelling.

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, 56, 60, 61 also apply.

North Lincolnshire Local Plan: Policies DS1, RD2, T1, T2, T19, H5 and H8 apply.

North Lincolnshire Core Strategy: Policies CS1, CS2, CS3, CS5, CS7 and CS8 apply.

CONSULTATIONS

Highways: No objection, but recommend a condition requiring the vehicular access and parking spaces to be completed before the dwelling is occupied.

Environmental Health: The application for residential development is a sensitive end use. It is the developer's responsibility to assess and address any potential contamination risks, however no supporting information has been provided that demonstrates potential risks can be reduced to an acceptable level. Recommend a condition requiring a contaminated land investigation to be undertaken.

TOWN COUNCIL

Does not support the application as the development is located outside the building line.

PUBLICITY

A site notice has been displayed. Nine letters of objection have been received raising the following issues:

- narrow access off Green Lane
- open countryside location
- harm to the countryside
- not sustainable development
- no exceptional circumstances for the dwelling
- statements in the design and access statement can be disproved
- it could potentially result in the remainder of the field being developed in the future
- loss of wildlife
- inappropriate access
- overlooking from windows

- sites in Broughton should be considered
- inappropriate development of a greenfield site
- the village has little or no community assets/services
- impact on view
- the land has never been used as garden
- it could result in further residential development on the land
- the site supports a wide variety of wildlife species.

ASSESSMENT

The application site consists of a field located 84.7 metres to the south-west of the applicant's existing property known as Wressle House. It is bordered by mature trees in excess of 4 metres high along all of its borders and a children's play area is located 46.5 metres to the north-west. The site is located 175 metres outside the defined settlement boundary for Wressle, on land classed as open countryside. There are properties located on the opposite side of Brigg Road to the west and north-west. Outline planning permission is being sought to erect a detached dwelling; all matters are reserved for subsequent approval.

The main issue in the determination of this planning application is the principle of development, taking into account sustainability.

Principle

Due to its location outside of any defined development boundary, the application site is considered to be in the open countryside for the purposes of planning. The design and access statement states that residential development is being sought on land which is currently of a domestic/garden use within the Wressle House estate. For the purposes of clarification, this site does not constitute an infill plot: it is an existing field located outside the settlement boundary for Wressle, within the open countryside. This is not a brownfield site: it is a non-domestic field with an existing field access. The design and access statement makes specific reference to the site being well enclosed and not remote from the main settlement of Wressle with regular bus services available to the settlements of Broughton and Brigg.

The applicant has submitted a further item of supporting evidence (in addition to the design and access statement) which states the dwelling is not for sale on the open market and will be required to accommodate his daughter. The supporting letter attests to the fact that his daughter already resides locally to enable her to provide cover at short notice; however, no details are provided as to her current residence. She is employed as a Life Skills Instructor at Watermill House (care facility) which is located to the south-west of Wressle. The justification for the dwelling is on the basis it will help her get onto the property ladder and live close to work. Taken directly from the design and access statement submitted with the planning application, the dwelling is required in this location for the following reasons:

“She wishes to move closer to her place of work so that she is readily available for emergency cover but cannot purchase her own home locally because of financial restraints

which will not greatly improve in the future if she stays at the local facility. The applicant wishes to assist his daughter in building her own home on land that is already in the applicant's ownership which will enable Lucy to live in the village close to her family and her place of work. The family can then assist with the build of a modest home due to connected tradesmen within the wider family circle. Lucy financially is unable to independently buy a house in the village and start her footing on the property ladder; currently she depends on a family arrangement for her accommodation which for her is not an acceptable position long-term".

Policy RD2 of the North Lincolnshire Local Plan sets out the type of development that is appropriate in the open countryside 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. A dwelling which will be constructed for the benefit of the applicant's daughter does not constitute a dwelling for specific circumstances associated with this countryside location; it will be a market dwelling. In addition, no evidence has been submitted to show that there are properties available for sale on the open market in Broughton which could accommodate the needs of the applicant's daughter and allow them to remain in close proximity to their place of work. Based on the supporting information, the proposed development is contrary to these policies as it is for market housing not essential to the functioning of the countryside, or any rural business, nor does it meet any special need such as providing affordable housing.

In the absence of an identified five-year housing land supply, in accordance with paragraph 47 of the National Planning Policy Framework (NPPF), housing supply policies within the adopted development plan should be considered out-of-date or silent in that regard. Without a five-year housing land supply, alternative sites, including those not identified within the adopted development plan or within defined settlements, can be brought forward and determined in accordance with the policies contained within the NPPF. The key requirement in this regard is that sites brought forward are sustainable.

The application site is located approximately 175 metres outside the defined settlement boundary for Wressle, which is defined as a rural settlement. With the exception of a children's play area, there are no public services or amenities within Wressle and there is a reliance on the settlements of Broughton (0.6 miles away) and Brigg (2.7 miles away) for day-to-day needs. Whilst it is recognised there is a regular bus service available between Broughton and Brigg (which is accessible in Wressle), it is considered that, given the lack of facilities within Wressle, the development will necessitate the requirement for a private motor vehicle to be utilised.

For these reasons the proposed development does not promote the use of public transport or walking and instead will promote greater car usage. The site is therefore considered to be in an unsustainable location, remote from everyday services and facilities. Policy CS2 of the Core Strategy promotes sustainable development and sets out criteria against which all new developments should be assessed in this regard. These criteria include minimising the need to travel and making necessary journeys possible by public transport, cycling and walking and making sure that people have access to community and cultural facilities that they need for their daily lives. Due to the relatively remote nature of the site, together with its distance from local facilities, the proposed development would not minimise the need to travel and would promote reliance on the private car to access everyday facilities. The development would therefore be contrary to policy CS2. It should also be noted that

sustainable development is the key emphasis of the NPPF, which sets out a presumption in favour of sustainable development. For the reasons outlined above, the proposed development is not sustainable and would not benefit from this presumption in favour.

The aim of policies RD2 of the North Lincolnshire Local Plan and CS2 and CS3 of the adopted Core Strategy, together with the NPPF, is to ensure that development in the open countryside is strictly controlled, is for a proven need associated with the countryside and avoids unsustainable development in isolated positions in the countryside. Therefore, if permitted, this development could prejudice the ability of the local planning authority to successfully implement these planning policies. In addition, it is evident from the submitted plans that the applicant has additional land in their ownership which could come forward for additional residential development in the future, resulting in the further proliferation of inappropriate development in the open countryside and which could have significant impact on the character and appearance of the countryside.

Other issues

The proposal seeks outline planning permission with all matters reserved for subsequent consideration (through the submission of a reserved matters planning application). Matters relating to the position and heights of windows, orientation of the dwelling, external appearance of the dwelling and scale, together with the means of vehicular access and the landscaping of the site, would be considered at reserved matters stage. The potential loss of residential amenity arising from this subsequent planning application would be assessed at that stage of the planning process. Notwithstanding this, a site plan has been submitted with the planning application which shows that there will be sufficient land to serve as private amenity space for the proposed property. In addition, there is sufficient land within the site to provide a number of off-street parking spaces. Whilst the means of access to the site would be considered at reserved matters stage, Highways have nonetheless raised no objection to the proposal on highway and pedestrian safety grounds.

In terms of the impact of built development upon the character and appearance of the open countryside, it is considered that any scale of residential development on this site would have a visual impact. Whilst the site is afforded some screening along its respective boundaries, it is considered that, because the principle of residential development on this site is considered contrary to planning policy, the subsequent development of any scale of any housing on this open countryside site would be detrimental to its character and appearance.

Impact on view is not a material planning consideration and will not be assessed in this case. The development on this land may result in potential impact upon the habitat of protected species, therefore a suitably worded biodiversity management plan condition could form part of any planning decision.

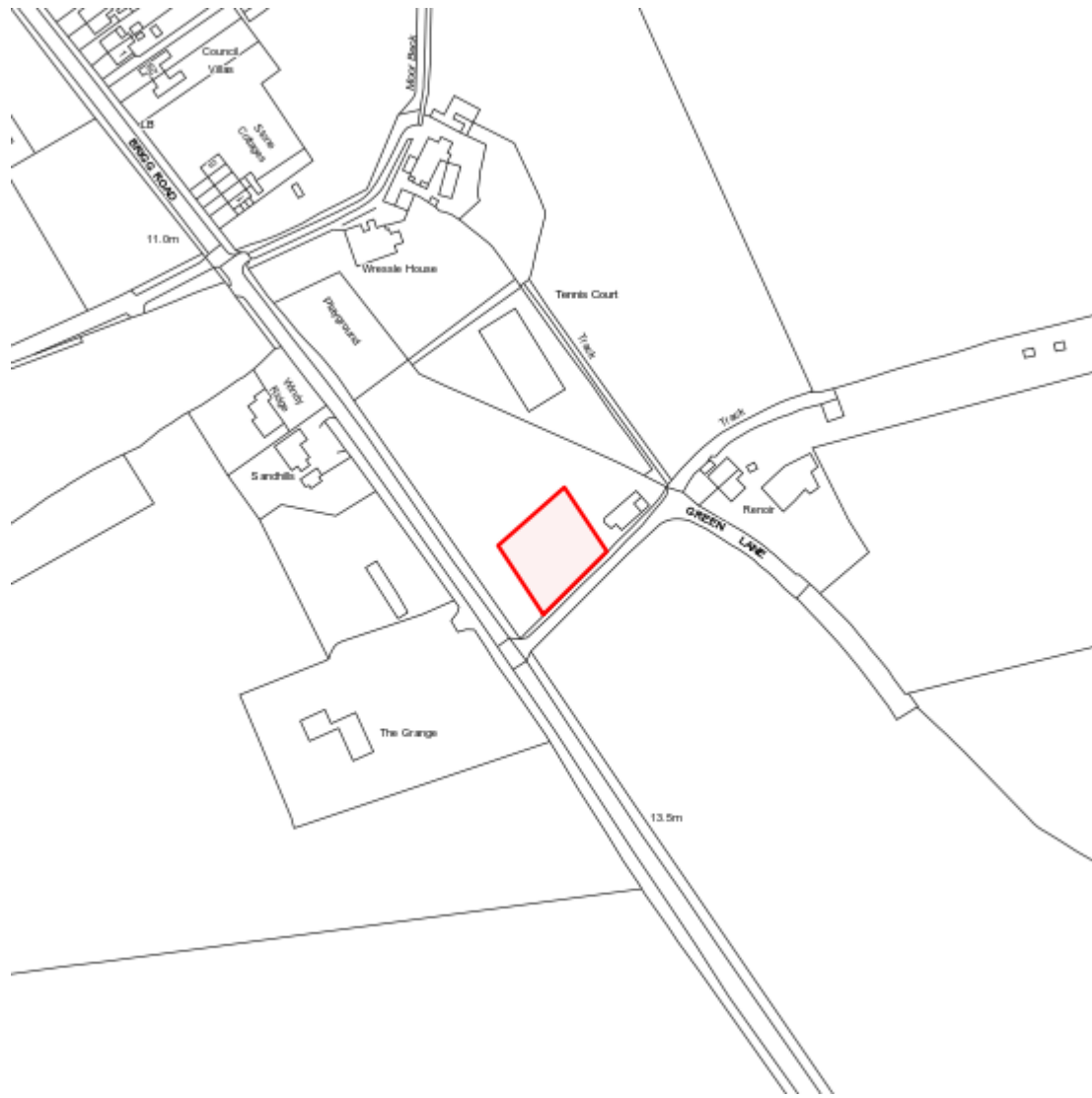
RECOMMENDATION Refuse permission for the following reason:

The proposed development is contrary to policies RD2 of the North Lincolnshire Local Plan; CS2, CS3 and CS8 of the North Lincolnshire Core Strategy; and paragraph 55 of the National Planning Policy Framework in that the site lies outside of a defined settlement boundary, in the open countryside, and is located in an unsustainable location, remote from local services. In addition, insufficient evidence has been provided to justify a special need for a dwelling in this location.

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/2017/613 – Site Location



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PA/2017/613 Site location (not to scale)

AMENDED



Drawing Title

SITE PLAN
GREEN LANE
WRESSLE

Ref:	LIWR 009	Scale @ A4	1:1250	Date	07/05/2017
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