

<b>Agenda Item</b> A10	<b>Committee Date</b> 9 May 2018	<b>Application Number</b> 17/01575/FUL
<b>Application Site</b>  Green Farm Mewith Lane Tatham Lancaster		<b>Proposal</b>  Retrospective application for the change of use of existing stable and kennel to single storey dwelling (C3) for holiday use and erection of two front single storey extensions
<b>Name of Applicant</b>  Mr Michael Harrison		<b>Name of Agent</b>
<b>Decision Target Date</b>  11 April 2018		<b>Reason For Delay</b>  Committee Cycle
<b>Case Officer</b>		Mr Andrew Clement
<b>Departure</b>		None
<b>Summary of Recommendation</b>		Approval

**(i) Procedural Matters**

This form of development would normally be dealt with under the Scheme of Delegation. However, a request has been made by Councillor Jane Parkinson for the application to be reported to the Planning Committee on the basis of concern that the proposal would have a detriment impact upon the protected landscape through the overdevelopment of the site within a small hamlet.

**1.0 The Site and its Surroundings**

- 1.1 The site is located on the south side Mewith Lane in Tatham, approximately one mile south of Low Bentham. It relates to an existing single storey stables building and external kennels, which was granted planning permission in 1992. Although no subsequent planning permission has been sought until the current application, the site has more recently been used as an office and domestic storage in association with the residential dwellinghouse Green Farm on the opposite side of Mewith Lane, which is under the same ownership as the application site. Within the immediate building group, the existing stables is the only building on the south site of Mewith Lane, with the five dwellinghouses on the north side predominantly two storeys in height, and all period properties with four of these being Grade II Listed buildings dating back to the 17<sup>th</sup> Century, including the associated Green Farm.
- 1.2 The site is located within the Forest of Bowland Area of Outstanding Natural Beauty (AONB); specifically within a landscape character type known as “K2 Tatham”, a drumlin field. This is within the wider Countryside Area, as identified on the Local Plan Proposals Map. Public right of way footpath no.23 links Mewith Lane with Lowgill Lane to the south, located approximately 30 metres west of the existing kennels building, offering viewpoints of the development, particularly the west side and south facing rear elevations.

**2.0 The Proposal**

- 2.1 Planning permission is retrospectively sought to change the use of the stables building to form a single storey dwelling (C3) for holiday use. The site is to use the existing access point, with a permeable tarmac surface for 6 metres into the site from the highway, and drystone wall reduced to 1 metres tall and hedgerow translocated at a setback to provide an eastward visibility splay from this

access point. The existing gate internal to the site is to be retained, with a gravel vehicle turning area and two parking spaces to be provided. A beech hedge is proposed to the western boundary along the adjacent stream. The existing land adjacent to the driveway and Mewith Lane is outside of the development site area, and is to continue to be used directly in association with Green Farm residential dwellinghouse.

- 2.2 To facilitate the proposed use, permission is retrospectively sought for the erection of two front single storey extensions, and development of the existing external kennel area to form part of the internal area of the building through a side extension over the footprint of the existing kennel structure. The large front extension is to project 5.38 metres beyond the existing front elevation at a width of 5.01 metres, with a matching ridge height of 4 metres tall and matching 2.65 metre tall eaves. The development to the kennel area is to have a matching ridge and eaves height, projecting to the side of the existing stable building by a between 2.54 metres and 5.02 metres, with the second smaller front projection beyond this projecting 4.61 metres from the front elevation of the stables at 3.75 metres wide with a subservient ridge height of 3.57 metres tall and matching eaves. A 1.05 metre wide internal walkway is to extend from the existing front elevation between the other two elements of the front extensions. The developments are to be finished in reclaimed sandstone, buff lime render and larch timber cladding, the latter of which is to be painted black to all elevation except to the rear elevation, which is to be a natural larch colour. The windows and doors are to be timber painted estate green colour, and the roof finished in natural slates to match existing.

### **3.0 Site History**

- 3.1 The most relevant planning application and enforcement case to the site is set out below:

Application Number	Proposal	Decision
92/00118/HST	Erection of a stable block	Permitted
18/00008/UNAUTU	Conversion of stables to holiday lets	Live case

### **4.0 Consultation Responses**

- 4.1 The following responses have been received from statutory and non-statutory consultees:

Consultee	Response
<b>Parish Council</b>	<b>Objection</b> to the extensive enlargement of the existing building, which is inappropriate to the open countryside location within the AONB. Question demand for tourism accommodation in this location.
<b>Conservation Section</b>	<b>Comments.</b> Requested various details regarding the proposal and a revised heritage statement to address inconsistencies between this document and the proposed plans. Requested details have been satisfactorily provided, however the heritage statement remains as originally submitted.
<b>County Highways</b>	<b>No objection</b> , subject to conditions relating to visibility splays, surfacing and turning area, which have been incorporated into amended proposed plans.
<b>Public Right of Way Officer</b>	<b>No objection</b>
<b>Forest of Bowland AONB</b>	<b>No objection</b> following receipt of amended plans changing the material of the rear elevation, which has addressed original concern regarding impact upon the protected landscape character.
<b>Ramblers Association</b>	No observation received within the consultation period
<b>Fire Safety Officer</b>	No observation received within the consultation period
<b>Tree Protection Officer</b>	No observation received within the consultation period

### **5.0 Neighbour Representations**

- 5.1 Two pieces of correspondence have been received, raising objections to the proposal and the following concerns:

- Unsafe vehicular access
- Impact of additional unit upon the underground water supply through boreholes, which existing neighbouring properties rely upon
- Discharge of treatment plant into adjacent stream and pollution of this and the underground water supply
- Visual impact of the proposed development upon the traditional hamlet, particularly following the removal of trees on site and scale of the extensions proposed
- Limited need for holiday units

## **6.0 Principal National and Development Plan Policies**

### **6.1 National Planning Policy Framework (NPPF)**

The National Planning Policy Framework indicates that the purpose of the planning system is to contribute to the achievement of sustainable development. At the heart of the NPPF is a presumption in favour of sustainable development (paragraph 14). The following paragraphs of the NPPF are relevant to the determination of this proposal:

Paragraph 17 – 12 core land-use planning principles

Section 3 – Supporting a prosperous rural economy

Section 7 – Requiring good design

Section 11 – Conserving and enhancing the natural environment

Section 12 – Conserving and enhancing the historic environment

### **6.2 Local Planning Policy Overview – Current Position**

At the 20 December 2017 meeting of its Full Council, the local authority resolved to publish the following 2 Development Plan Documents (DPD) for submission to the Planning Inspectorate:

- (i) The Strategic Policies and Land Allocations DPD; and,
- (ii) A Review of the Development Management DPD.

This enables progress to be made on the preparation of a Local Plan for the Lancaster District. The DPDs were published on the 9 February for an 8 week consultation in preparation for submission to the Planning Inspectorate for independent Examination. If an Inspector finds that the submitted DPDs have been soundly prepared they may be adopted by the Council, potentially in late 2018.

The **Strategic Policies and Land Allocations DPD** will replace the remaining policies of the Lancaster District Core Strategy (2008) and the residual 'saved' land allocation policies from the 2004 District Local Plan. Following the Council resolution in December 2017, it is considered that the Strategic Policies and Land Allocations DPD is a material consideration in decision-making, although with limited weight. The weight attributed to this DPD will increase as the plan's preparation progresses through the stages described above.

The **Review of the Development Management DPD** updates the policies that are contained within the current document, which was adopted in December 2014. As it is part of the development plan the current document is already material in terms of decision-making. Where any policies in the draft 'Review' document are different from those adopted in 2014, and those policies materially affect the consideration of the planning application, then these will be taken into account during decision-making, although again with limited weight. The weight attributed to the revised policies in the 'Review' will increase as the plan's preparation progresses through the stages described above.

### **6.3 Development Management Development Plan Document (adopted July 2014)**

DM8 – The Re-use and Conversion of Rural Buildings

DM13 – Visitor Accommodation

DM14 – Caravan Sites, Chalets and Log Cabins

DM21 – Walking and Cycling

DM22 – Vehicle Parking Provision

DM28 – Development and Landscape Impact

DM29 – Protection of Trees, Hedgerows & Woodland

DM32 – The Setting of Designated Heritage Assets  
DM33 – Development affecting Non-Designated Heritage Assets or their Settings  
DM35 – Key Design Principles  
DM42 – Managing Rural Housing Growth  
DM44 – Residential Conversions

6.4 Lancaster District Core Strategy (adopted July 2008)

SC5 – Achieving Quality in Design

6.5 Lancaster District Local Plan - saved policies (adopted 2004)

E3 – Areas of Outstanding Natural Beauty  
E4 – Countryside Area

**7.0 Comment and Analysis**

7.1 The key considerations arising from the proposal are:

- Principle of holiday accommodation use in this location;
- Design, scale and impact upon the setting of Listed buildings and non-designated heritage assets;
- Landscape impact upon the Forest of Bowland Area of Outstanding Natural Beauty;
- Impact upon the highway; and
- Residential amenity.

7.2 Principle of holiday accommodation use in this location

7.2.1 The application relates to an existing stables building and external kennels currently used as an office and domestic storage in association with the residential dwellinghouse Green Farm in Tatham. Retrospective planning permission is sought to convert and extend this building to form a residential holiday unit. Policy DM14 of the Development Management DPD sets out that proposals for chalets, log cabins and purpose built holiday accommodation will be supported in principle within the District, subject to the following criteria:

- Be of a scale and design appropriate to the locality and does not have any detrimental impacts on the local landscape, particularly in Areas of Outstanding Beauty;
- Makes use of appropriate materials which are sympathetic to its locality;
- Priority is given to previously developed sites and, where greenfield sites are identified, it should be demonstrated that no alternative, suitable brownfield sites exist in the locality;
- The proposal does not have an adverse impact on surrounding residential amenity; and
- The proposal is in an accessible location and has no adverse impact on the capacity of the highway network or on highway safety.

7.2.2 Therefore, a holiday unit will be supported where they satisfy the above criteria, and this report now seeks to assess the characteristics of the proposal. It is acknowledged that the site is within the Forest of Bowland AONB, and involves the reuse and extension of an existing building. In terms of sustainability, the site is located in a remote rural location and would need to be accessed by private motor vehicle, which would be considered an unsustainable location for an unrestricted dwellinghouse. However, there is a good network of public rights of way in the vicinity of the site, which could be used by visitors staying in this location offering suitable visitor attraction. A single holiday unit would generate a relatively small level of additional vehicle movements in comparison to an unrestricted dwellinghouse, accessed by tourists via motor vehicles for temporary periods. As such, the principle of the use is considered acceptable and accords with policy, subject to the other considerations set out below.

7.3 Design, scale and impact upon the setting of listed buildings and non-designated heritage assets

7.3.1 The existing stables building and external kennel have been extended, with works to reduce the existing front boundary wall height and translocate the boundary hedgerow to create visibility splays from the vehicular access point. The existing stables has a footprint of 58sqm, with the adjoining kennels occupying a further 18.7sqm to the west side of the stables building. The proposed holiday

unit is to occupy a building footprint of 125.1sqm, incorporating the existing stable building, the footprint of the existing kennels and the extensions. The height is to remain single storey as existing, with a maximum ridge height of 4 metres maintained. Although the developments form a substantial increase in footprint in comparison to the modest existing stables, the majority of the extensions are to the front elevation, which is setback from the highway by over 16 metres. Land to the front combined with existing and proposed vegetation creates a relatively visually contained front aspect. Therefore, although 40% of the proposal is formed by the extensions, the design and location of these projections from the original building will appear relatively modest, and remain subservient within the locality of much larger predominantly two storey dwellinghouses.

7.3.2 The proposed materials of reclaimed sandstone, buff lime render and black painted larch timber cladding under a matching natural slate roof are considered to be appropriate and sympathetic to the locality. The existing front boundary wall to the application site is not much higher than the 1 metre maximum height, so the reduction of this will have no undue impact upon the streetscene. Although the translocation of the existing front boundary hedgerow is an unfortunate necessity, this will only temporarily remove this visually mitigative feature, and its setback, or replacement if required, can be controlled through planning condition. A beech hedge is proposed to the western boundary treatment along the adjacent stream, replacing trees and vegetation recently removed from this area, and although this will take time to establish, once fully grown this will also soften the appearance of developments within the site.

7.3.3 Although the proposal will result in an increased building in terms of footprint, and the translocation of the hedge will temporarily make this development more conspicuous than existing, the scale is considered to be subservient to the existing built form on the north side of Mewith Lane. Separated by over 40 metres from the nearest Listed building and 25 metres from the non-designated heritage asset, combined with sympathetic materials, the development will have no undue impact upon these heritage assets, and is considered to be acceptable from a design and scale perspective.

#### 7.4 Landscape impact upon the Forest of Bowland Area of Outstanding Natural Beauty

7.4.1 The most visible aspect of the proposed development from the perspective of the protected landscape is the rear elevation, which immediately abuts drumlin fields to the south, highly visible from a public right of way to the west of the site. The AONB consultee originally raised concerns with the proposal, and recommended that the application be refused. Amended plans were submitted, which included a larch timber cladding to the rear elevation with a natural finish. Despite these plans still including three new window openings and a c5 metre extension to the side elevation, the timber and reclaimed stone wall finishes are considered to be a visual improvement upon the existing rendered rear elevation. In the visual context of the existing built form, this is considered to preserve the protected landscape through improved materials mitigating the increased built form. This view is shared by the AONB consultee, whom concluded that the amended plans addressed the concerns previously raised.

#### 7.5 Impact upon the highway

7.5.1 The site benefits from an existing vehicular access point, which is to be retained for the proposed use, with the provision of a gravel turning and double parking area to be provided. Improvements are necessary to ensure the access is suitable for the intensified vehicular use of the site, namely the slight reduction in front wall height to 1 metre tall, a setback of the existing hedgerow to provide adequate visibility splay to the east, and permeable tarmac hardsurfacing within 6 metres of the highway. These were requested through the County Highway consultation response, which raised no objection subject to the provision of these requirements. Therefore, the proposal is considered to have no severe impact upon the highway, despite concerns raised regarding this access through the neighbour consultation process.

#### 7.6 Residential amenity

7.6.1 Although located outside of an identified settlement boundary, the site is not isolated, with five residential dwellinghouses located on the north side of Mewith Lane. The addition of a single holiday unit, with the building separated by 25 metres from the nearest residential neighbour, will have a negligible impact upon neighbouring residential amenity. There are no concerns regarding overlooking, overshadowing and overbearingness. The site retains an element of land to be used in association with Green Farm, and due to this adjoining use, the proposed holiday use should be tied

to the residential use of Green Farm, to protect the amenity of this existing residence and the retained land area.

- 7.6.2 The proposal is to be served by a package treatment plant, with water provision through a borehole, similar to neighbouring dwellinghouses. Although it is noted that water supply is finite, the addition of a single holiday unit is considered to have no detrimental impact upon this facility nor any other residential amenity impact.

## **8.0 Planning Obligations**

- 8.1 There are no planning obligations to consider as part of this application.

## **9.0 Conclusions**

- 9.1 The proposal to convert an existing stables to a holiday unit, which has more recently been used as a domestic office and storage ancillary to a nearby residential dwellinghouse, is considered to comply with the relevant holiday accommodation policy. The associated developments to facilitate this use will preserve the protected landscape and setting of heritage assets through the improved external finishes and retained height, despite the increase built form to the north and west elevations. The impact upon the highway and residential amenity are acceptable and can be controlled through planning conditions. The proposal is therefore considered to accord with the provisions of local and national planning policy, and Members are advised that this application can be supported.

## **Recommendation**

That Planning Permission **BE GRANTED** subject to the following conditions:

1. Development in accordance with amended plan
2. Details of finishes/colours
3. Details of render and timber window frame
4. Landscaping scheme to be submitted incorporating the translocation of the existing hedgerow, retention of existing trees and new planting
5. Details of foul drainage system to be submitted (separate from surface water system), provided prior to use/occupation and retained/maintained thereafter for the lifetime of the development
6. Hardsurfacing, visibility splays, parking, and turning area to be provided prior to use/occupation and retained/maintained thereafter for the lifetime of the development
7. Holiday use restriction
8. Holiday use ancillary to main use
9. Remove permitted development rights (Schedule 2 Part 1, and Schedule 2 Part 2 Class A)

## **Article 35, Town and Country Planning (Development Management Procedure) (England) Order 2015**

In accordance with the above legislation, the City Council can confirm the following:

Lancaster City Council has made the recommendation in a positive and proactive way to foster the delivery of sustainable development, working proactively with the applicant to secure development that improves the economic, social and environmental conditions of the area. The recommendation has been taken having had regard to the impact of development, and in particular to the relevant policies contained in the Development Plan, as presented in full in the report, and to all relevant material planning considerations, including the National Planning Policy Framework, National Planning Practice Guidance and relevant Supplementary Planning Documents/ Guidance

## **Background Papers**

None