

Officers Report

Planning Application No: 142847

PROPOSAL: Planning application for conversion of existing dwelling into 2no. dwellings

LOCATION: Cobwebs Middlefield Lane Glentham Market Rasen LN8 2ET
WARD: Waddingham and Spital

TARGET DECISION DATE: 08/06/2021

DEVELOPMENT TYPE: Minor - Dwellings

CASE OFFICER: Mike Halsall

RECOMMENDED DECISION: Grant planning permission.

Description:

The application is being referred to the Planning Committee for determination as the recommendation is for approval which is in conflict with a policy of the Central Lincolnshire Local Plan.

The application site consists of a two-storey detached dwelling with single storey rear extensions, located on the north western side of Middlefield Lane, within the settlement of Glentham. The frontage of the dwelling is located immediately adjacent to the highway and there is a small rear garden/yard area and a vehicular access provided from the highway on the eastern side of the dwelling. The property is surrounded by other dwellings on all sides. The property is identified on the Lincolnshire Historic Environment Record, as detailed later within this report.

The planning application seeks permission to subdivide the property into two dwellings. It appears that the property was previously two dwellings as still has two front doors, is separated internally at first floor level and contains two staircases. The planning history (below) appears to indicate that the property was converted into one dwelling at some point between 1980 and 1983. The proposal includes for the blocking up of a gap in an internal wall at ground floor level to separate the dwelling back into two properties, affectively creating a new dwelling. Other changes proposed are the repair of the pantile roof, replacing windows and doors and the subdivision of the rear garden area, but these aspects would not require planning permission.

Relevant history:

Application Site

Entire dwelling

W35/118/83 – Extend dwelling – approved 1983

Eastern half of the property when separated

W35/334/80 – Extension to dwelling - approved 1980

Representations:

Chairman/Ward member(s): No representations received to date.

Glentham Parish Council: Has responded to state it has concerns regarding parking. There are only two parking spaces i.e. one for each property. Any additional vehicles will need to park on the road which is a narrow, single track with no passing places. This will hinder access to other properties and for emergency service vehicles to gain access.

Local residents: No representations received to date.

LCC highways/Lead Local Flood Authority: have responded with no objections to the proposal.

LCC Archaeology: Responded to state that there is not much information in the HER about this property. The record was created during English Heritage's Greater Lincolnshire Farmstead Assessment, which was a mainly desk based assessment looking at historic maps to identify historic farmsteads. The records are often a bit sparse and not necessarily completely accurate. When you compare the 1905 map to the current aerial imagery, it looks as though the researchers may have mistaken the cottages for an agricultural building range as the record refers to the group having a U-shaped plan with a detached farmhouse. I guess they were thinking that the house next door (to the east) which still survives was the "farmhouse detached from the main working complex." It looks as if some of the agricultural buildings to the rear may still survive but converted to residential. This seems to be marked as Top End Cottage on the planning application and as Cobwebs on the plan.

In terms of archaeological requirements, I don't think we would recommend anything being necessary here.

Relevant Planning Policies:

Planning law requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. Here, the Development Plan comprises the provisions of the Central Lincolnshire Local Plan (adopted in April 2017) and the Lincolnshire Minerals and Waste Local Plan (adopted June 2016).

Development Plan

- ***Central Lincolnshire Local Plan 2012-2036 (CLLP)***

Relevant policies of the CLLP include:

LP1: A Presumption in Favour of Sustainable Development

LP2: The Spatial Strategy and Settlement Hierarchy

LP3: Level and Distribution of Growth

LP4: Growth in Villages

LP25: The Historic Environment

LP26: Design and Amenity

<https://www.west-lindsey.gov.uk/my-services/planning-and-building/planning-policy/central-lincolnshire-local-plan/>

- ***Lincolnshire Minerals and Waste Local Plan (LMWLP)***

The site is not within a Minerals Safeguarding Area, minerals or waste site / area.

<https://www.lincolnshire.gov.uk/residents/environment-and-planning/planning-and-development/minerals-and-waste/minerals-and-waste/88170.article>

National policy & guidance (Material Consideration)

- ***National Planning Policy Framework (NPPF)***

The NPPF sets out the Government's planning policies for England and how these should be applied. It is a material consideration in planning decisions. The most recent iteration of the NPPF was published in February 2019. Paragraph 213 states:

"Existing [development plan] policies should not be considered out-of-date simply because they were adopted or made prior to the publication of this Framework. Due weight should be given to them, according to their degree of consistency with this Framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given)."

<https://www.gov.uk/government/publications/national-planning-policy-framework--2>

National Planning Practice Guidance -

- *National Planning Practice Guidance*
- *National Design Guide (2019)*

<https://www.gov.uk/government/collections/planning-practice-guidance>
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/962113/National_design_guide.pdf

There is no neighbourhood plan for the area.

Main issues

- Principle of development
- Heritage considerations
- Character and visual impact
- Residential amenity
- Other matters

Principle of development

Policy LP2 of the Central Lincolnshire Local Plan (CLLP) defines Glentham as a small village. Small villages are allocated small scale development of a limited nature subject to appropriate locations.

Unless otherwise promoted via a neighbourhood plan or through the demonstration of clear local community support, the following applies in these settlements:

- they will accommodate small scale development of a limited nature in appropriate locations.
- proposals will be considered on their merits but would be limited to around 4 dwellings, or 0.1 hectares per site for employment uses.

Local policy LP2 states that *'throughout this policy, the term 'appropriate locations' means a location which does not conflict, when taken as a whole, with national policy or policies in this Local Plan (such as, but not exclusively, Policy LP26). In addition, to qualify as an 'appropriate location', the site, if developed, would:*

- *retain the core shape and form of the settlement;*
- *not significantly harm the settlement's character and appearance; and*
- *not significantly harm the character and appearance of the surrounding countryside or the rural setting of the settlement'.*

Local policy LP17 states that to protect and enhance the intrinsic value of our landscape and townscape, including the setting of settlements, proposals should have particular regard to maintaining and responding positively to any natural and man-made features within the landscape and townscape which positively contribute to the character of the area.

Local policy LP26 states that all development, including extensions and alterations to existing buildings, must achieve high quality sustainable design that contributes positively to local character, landscape and townscape, and supports diversity, equality and access for all.

The proposal would sub-divide an existing building and so would not result in any new built development. The core shape and form of the settlement and the character and appearance of the settlement and surrounding countryside would therefore be unaffected by the proposal. Other changes proposed to the building would improve its appearance as it has been vacant for some time and is in need of some updating and repairs. The proposal would comply with policies LP17 and LP26 of the CLLP and is considered to represent an appropriate location with regards to policy LP2 of the CLLP.

Local policy LP4 goes on to say that Glentham has a growth level of 10% in terms of new dwellings. A table of remaining growth for housing¹ in medium

¹ See <https://www.west-lindsey.gov.uk/my-services/planning-and-building/planning-policy/housing-growth-in-medium-and-small-villages-policy-lp4/>

and small villages sits alongside the adopted CLLP. As of 9th June 2021, this confirms that Glenthams has no remaining housing growth capacity. This proposal would provide an additional dwelling and would therefore exceed the 10% growth allowance permitted under policy LP4. The proposal would therefore have to be promoted via a neighbourhood plan or through the demonstration of clear local community support. There is no neighbourhood plan to promote this site for housing and clear local community support has not been demonstrated by the applicant.

Whilst the application property represents an appropriate location for a new dwelling as set out in local policy LP2, there is no remaining capacity within the village for housing growth as identified by policy LP4 of the CLLP. The principle of development is therefore considered to be in conflict with policy LP4 of the CLLP. As the proposal would not result in any additional built development, the harm would be limited to a slight increase in traffic generation and pressure on local services by the introduction of an additional household to the area. There would need to be some identified benefits of the proposal that as a material consideration would justify a departure from policy, if the proposal is to be considered acceptable.

It is considered that policy LP1, 2, 3 and 4 are consistent with the sustainability and housing growth guidance of the NPPF and can be attached full weight.

Heritage Considerations

The application site is noted within the Lincolnshire Historic Environment Record as follows:

'Partially extant 19th century farmstead. Regular courtyard of U plan. The farmhouse is detached from the main working complex. There has been a partial loss (less than 50%) of traditional buildings. Isolated location. Large modern sheds are located to the side of the site'.

Whilst the comments from Lincolnshire Archaeology cast some doubt upon the accuracy of the above record, it is clear that the building has some heritage significance. It is important to note however that the property is not statutorily listed and has been heavily modified through the installation of UPVC doors and windows and unsympathetic rear extensions.

Section 16 of the National Planning Policy Framework (NPPF) refers to conserving and enhancing the historic environment. Paragraphs 192 and 193 explains that in determining applications, local planning authorities should take account of, amongst other things, the desirability of new development making a positive contribution to local character and distinctiveness. When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

Policy LP25 of the CLLP explains that development proposals should protect, conserve and seek opportunities to enhance the historic environment of Central Lincolnshire. Development proposals will be supported where they, amongst other things, protect the significance of designated heritage assets (including their setting) by protecting and enhancing architectural and historic character.

It is considered that the proposal would have a beneficial impact in securing the longevity of the building and restoring the building back to two dwellings as it was prior to the early 1980's. The applicant is also proposing to improve the external appearance of the dwelling by replacing damaged roof tiles and replacing the windows and doors. Whilst these do not in themselves require planning permission, they represents additional benefits of the proposal. The proposal therefore complies with the National Planning Policy Framework and policy LP25 of the CLLP.

It is considered that policy LP25 is consistent with the historic environment guidance of the NPPF and can be attached full weight.

Character and Visual Impact

Local Plan Policy LP26 seeks to ensure development respects the existing topography, landscape character and identity, and relates well to the site and surroundings, particularly in relation to siting, height, scale, massing, form and plot widths. The National Planning Policy Framework (NPPF) in Chapter 12. Achieving Well-designed Places states that the *“creation of high quality buildings and places is fundamental to what the planning and development process should achieve”*. Paragraph 127 goes on to state that planning decisions should ensure that developments are visually attractive as a result of good architecture.

The proposal would improve the appearance of the building by repairing the roof and replacing the ageing windows and doors with new. The proposal complies with policy LP26 of the CLLP.

It is considered that policy LP26 is consistent with the design, character and visual amenity guidance (Chapter 12) of the NPPF and can be attached full weight.

Residential Amenity

Policy LP26 of the CLLP states that the amenities which all existing and future occupants of neighbouring land and buildings may reasonably expect to enjoy must not be unduly harmed by or as a result of development.

Paragraph 127 (f) of the NPPF states that planning policies and decisions should ensure that developments:

- create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users.

There are no concerns with regards to amenity because the proposal is for subdivision and there is already a residential presence within the building as existing. No extensions or additional openings are proposed to the property which could impact upon neighbouring dwellings.

It is acknowledged that the proposed private garden areas at approximately 5m x 5m and 3m x 7m are small. That said, given the rural location of the property and the abundance of open outdoor space in the local area, it is not considered that such private outdoor space is inadequate for two-bedroom dwellings. The proposed internal floor space would accord with the National Space Standards. Overall the proposed arrangement would provide an acceptable standard of amenity for existing and future users and the proposal would be in accordance with policy LP26.

Policy LP26 is consistent with the NPPF and is attached full weight.

Other Matters

Highways, parking and pressure on local services

Each dwelling would be provided with one off-road parking space – the same as is currently provided for the larger dwelling. Concerns have been raised by the Parish Council in relation to parking provision. However, there would be no increase in the number of bedrooms across the two dwellings (4).

It is acknowledged that the proposal will introduce an additional household however and so there may be an increase in vehicle movements, parking demand and pressure on local services, e.g. GP surgery, schools etc. This increase will however only be slight. It is therefore not considered there would be any unacceptable impacts in terms of vehicle movement, parking demand or pressure on local services by the implementation of the proposal. Further, the Highways Authority has not raised any concerns about the proposal in terms of highway safety.

Affordability

Creating two, 2-bed dwellings from a 4-bed dwelling will likely be more affordable for young local families to get onto the housing ladder and is considered to be an additional benefit of this proposal.

Conclusion and reasons for decision:

Planning law requires that an application is determined in accordance with the development plan, unless there are material considerations that would indicate otherwise.

The proposal has been considered in light of relevant development plan policies, namely policies LP2: The Spatial Strategy and Settlement Hierarchy, LP3: Level and Distribution of Growth, LP4: Growth in Villages, LP25: The Historic Environment and LP26: Design and Amenity of the Central Lincolnshire Local Plan as well as the National Planning Policy Framework.

The proposal conflicts with policy LP4 of the Central Lincolnshire Local Plan by creating an additional dwelling in Glentham where there is no remaining capacity for housing growth and has not demonstrated local community support. That said, the application site is an appropriate location for a new dwelling under policy LP2. The proposal would also provide additional benefits from restoring a heritage asset of local significance back to its original form of two dwellings, securing the longevity of the building and providing two smaller dwellings, more likely to be affordable for young local families.

There is no harm to residential amenity, heritage assets, highway safety or any other technical issues. It is considered that, with no local opposition and with otherwise general compliance with the development plan, bar policy LP4's growth limit, and in view of the clear benefits that may arise, a departure from CLLP policy LP4 can be justified on this occasion. The proposal is therefore, on balance, considered to be acceptable and it is recommended that planning permission be granted subject to conditions.

Human Rights Implications:

The above objections, considerations and resulting recommendation have had regard to Article 8 and Article 1 of the First Protocol of the European Convention for Human Rights Act 1998. The recommendation will not interfere with the applicant's and/or objector's right to respect for his private and family life, his home and his correspondence.

Legal Implications:

Although all planning decisions have the ability to be legally challenged it is considered there are no specific legal implications arising from this report

Conditions stating the time by which the development must be commenced:

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To conform with Section 91 (1) of the Town and Country Planning Act 1990 (as amended).

Conditions which apply or require matters to be agreed before the development commenced:

None.

Conditions which apply or are to be observed during the course of the development:

2. With the exception of the detailed matters referred to by the conditions of this consent, the development hereby approved shall be carried out in accordance with the following drawings:

Site Plans as Existing and Proposed / Location Plan ref. NWD-100
Floor Plans as Existing and Proposed ref. NWD-200
Elevations as Existing and Proposed ref. NWD-300

The works shall be carried out in accordance with the details shown on the approved plans and in any other approved documents forming part of the application.

Reason: To ensure the development proceeds in accordance with the approved plans and to accord with the National Planning Policy Framework and policy LP17 and LP26 of the Central Lincolnshire Local Plan.

Conditions which apply or relate to matters which are to be observed following completion of the development:

None.