

Officers Report

Planning Application No: 147125

PROPOSAL: Planning application for addition of a dormer to detached garage and to use the building as an 'Air bn'b'.

LOCATION: The Granary Green Lane Pilham Gainsborough DN21 3NU

WARD: Scotter and Blyton

WARD MEMBER(S): Cllr K L Carless, Cllr Mrs E A Clews, Cllr Mrs L A Rollings

APPLICANT NAME: Cllr Lesley Rollings

TARGET DECISION DATE: 27/10/2023 (Extension of time until 3rd November 2023)

DEVELOPMENT TYPE: Change of Use

CASE OFFICER: Holly Horton

RECOMMENDED DECISION: Grant permission, subject to conditions.

Description:

This application has been referred to the Planning Committee as the applicant is an Elected Member for West Lindsey District Council.

The application site is located in the village of Pilham, on the southern side of Green Lane. The site consists of a detached two-storey dwelling with detached outbuilding to the rear, private garden area to the rear and off-road parking provision to the front. The outbuilding has two floors and consists of a kitchen and small living area downstairs, and a bedroom with bathroom upstairs. The site is adjoined by residential dwellings and their garden areas to the east, south and west, with the highway to the north with residential properties beyond. A Grade II Listed Building, namely Firs Farm, lies approx. 82 metres to the west of the site.

Please note, this application is seeking planning permission retrospectively, with works having been completed on 1st May 2020.

Planning permission is sought for the use of the existing detached garage as an 'Airbnb' type short-term tenancy let, as well as the installation of a dormer window at first floor level on the western facing roofscape.

Relevant history:

98/P/0894 – Erect 4 bed dwelling with detached garage – Granted with conditions (16/12/1998)

97/P/0409 – Outline application to erect one dwelling in accordance with amended plan received 21 July 1997 – Granted with conditions (11/08/1997)

Representations:

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

Pilham Parish Council: Have no comments.

Local residents:

Station Farm, Green Lane, Pilham – Supports the proposal as follows:

- Fully in support of a sympathetic unobtrusive proposal which will support and aid tourism in West Lindsey and the locality benefitting nearby shops, cafes and public houses.

Pilham Hall Residential Care Home, Green Lane, Pilham – Objects to the proposal as follows:

- This now looks directly onto our house, especially into the windows of the kitchen and bathroom. I put a complaint regarding this into the council on 19/08/2023.

LCC Highways: With the information that the dormer may be used for an AirBnB, can the block plan please show adequate parking as if this were an additional bedroom. Parking provision should follow the guidance laid out in Lincolnshire County Council's Development Design Guide as follows:

2/3 bedroom units – 2 spaces

4 bedroom units – 3 spaces

5 bedroom units – 4 spaces

Garages are not considered as parking provision unless of a double or sufficient size to allow parking and storage.

Archaeology: No representations received to date.

ECM: Checked on 17/10/2023

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 2023) and the Lincolnshire Minerals and Waste Local Plan (adopted June 2016).

Development Plan

- **Central Lincolnshire Local Plan 2023-2043 (CLLP)**

Relevant policies of the CLLP include:

S6: Design Principles for Efficient Buildings

S13: Reducing Energy Consumption in Existing Buildings

S43: Sustainable Rural Tourism

S47: Accessibility and Transport
S49: Parking Provision
S53: Design and Amenity
S57: The Historic Environment
S61: Biodiversity Opportunity and Delivering Measurable Net Gains

<https://www.west-lindsey.gov.uk/planning-building-control/planning/planning-policy/central-lincolnshire-local-plan-2023>

- ***Neighbourhood Plan***

Parish not currently preparing a plan.

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

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

National Policy and Guidance (Material consideration)

- ***National Planning Policy Framework (NPPF)***
- ***National Planning Practice Guidance***
- ***National Design Guide 2019***
- ***National Model Design Code 2021***
- Statutory Duty
Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990

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

<https://www.gov.uk/government/collections/planning-practice-guidance>

<https://www.gov.uk/government/publications/national-design-guide>

<https://www.gov.uk/government/publications/national-model-design-code>

<https://www.legislation.gov.uk/ukpga/1990/9/section/66>

Main Issues

- Principle of Development
 - *Highways*
 - *Conclusion*
- Character and Visual Impact
- Residential Amenity
- Setting of Listed Building
- Foul and Surface Water Drainage
- Climate Change
- Biodiversity Net Gain

Assessment:

Principle of Development

In regards to the use of the outbuilding as an 'Airbnb' short-term let, Policy S43 would apply.

Policy S43: Sustainable Rural Tourism states *'Development proposals within villages named in the Settlement Hierarchy in Policy S1 that will deliver high quality sustainable visitor facilities including (but not limited to) visitor accommodation, sporting attractions, and also including proposals for temporary permission in support of the promotion of events and festivals, will be supported where they:*

- a) contribute to the local economy;*
- b) benefit both local communities and visitors;*
- c) respect the intrinsic natural and built environmental qualities of the area;*
- d) are appropriate for the character of the local environment in scale, nature and appearance; and*
- e) would not result in highway safety or severe traffic impacts.'*

Whilst it is noted that Pilham is not a named village in the Settlement Hierarchy within Policy S1, it is a Hamlet and therefore falls within the Settlement Hierarchy. The latter part of Policy S43 centres on tourism within the countryside, which this application is not, hence why it is being considered against the first part of Policy S43 as above.

It is considered that the provision of a 1no. bedroom 'Airbnb' would benefit the local economy with visitor spending providing benefits for both the local community and visitors alike. The use of an existing outbuilding, set back from the highway, would respect the natural and built environment. The proposal is subservient to the existing dwelling at The Granary and therefore would be of an appropriate scale, nature and appearance so as not to have an unacceptably harmful impact on the host dwelling or wider character of the area.

Highways

Local Plan Policy S47 and S49 requires well designed, safe and convenient access for all, and that appropriate vehicle parking provision is made for development users. Policy S49 also sets parking standards for residential development.

The Local Highways have been consulted and have requested that the block plan shows adequate parking provision as if the 'Airbnb' use was an extra bedroom. A parking plan has been provided by the applicant to show adequate parking provision is available for 4no cars.



It is considered that there is sufficient off-street parking provision to accommodate the use of the outbuilding as an 'Airbnb', therefore the proposal is acceptable in this regard.

Conclusion

It is considered that the principle of development would be acceptable and in accordance with Policies S43, S47 and S49 of the Central Lincolnshire Local Plan and the provisions of the NPPF.

Character and Visual Impact

Local Plan Policy S53 states that all development must achieve high quality sustainable design that contributes positively to local character, landscape and townscape, and supports diversity, equality and access for all. Development must relate well to the site, its local and wider context and existing characteristics including the retention of existing natural and historic features wherever possible and including appropriate landscape and boundary treatments to ensure that the development can be satisfactorily assimilated into the surrounding area. It further states that development should contribute positively to the sense of place, reflecting and enhancing existing character and distinctiveness, and should be appropriate for its context and its future use in terms of its building types, street layout, development block type and size, siting, height, scale, massing, form, rhythm, plot widths, gaps between buildings, and the ratio of developed to undeveloped space both within a plot and within a scheme.

The proposal is for the addition of a dormer window to the detached garage as well as the use of the outbuilding as an Airbnb. The external alterations to the outbuilding are as follows:

- Changing of the garage door on northern elevation at ground floor level to a set of full length bi-fold dark grey doors.
- Changing of the window on the western elevation at ground floor level to a set of full length dark grey French doors.
- Addition of timber clad dormer window to western roof-scape at first floor level with two grey window openings.

Glimpse views of the proposal would be visible from the highway; however, the outbuilding is set back from the road by approx. 29 metres, therefore any views of the proposal are relatively limited. It is considered that the proposed dormer window and new openings would be appropriate in design and appearance for the outbuilding as well as the main dwelling at The Granary, and would therefore look acceptable when read within the street scene. The proposal would therefore accord with Policy S53 of the Central Lincolnshire Local Plan.

Residential Amenity

Concerns have been raised by the occupiers of Pilham Hall in regards to overlooking.

Local Plan Policy S53 states that development must not result in harm to people's amenity either within the proposed development or neighbouring it through overlooking, overshadowing, loss of light or increase in artificial light or glare.

The proposal has introduced 2no window openings at first floor level via the installation of a dormer window on the western roofscape of the outbuilding. There is a substantial amount of high-level tree and shrubbery screening on the southern and western boundaries of the site, between the outbuilding and Pilham Hall and its amenity area to the south west and south of the site, as well as between the Coach House and its amenity area to the west of the site as can be seen in the photographs below submitted by the applicants.



The separation distance between the dormer window at first floor level on the western roof-scape of the outbuilding, and the eastern elevation of Pilham Hall to the south is approx. 32 metres, and the distance to the shared boundary with The Coach House to the west is approx. 18 metres. Given the level of screening as well as the separation distances between the proposal and the neighbouring properties, it is considered that the dormer window

would not give rise to any unacceptably harmful overlooking impacts on the occupiers of the neighbouring dwellings.

There are no concerns in regards to loss of light or over dominance given the minimal alterations proposed and the siting of the garage in relation to neighbouring dwellings. In regards to any potential noise impacts from the use as holiday accommodation, due to the size and scale of the proposed use and the residential character of the surrounding area, it is not considered that a holiday let use in this location would create unacceptably harmful noise issues to the detriment of neighbouring occupiers. If noise issues were to arise then separate Environmental Protection legislation would cover such issues.

Overall, the proposal would therefore accord with Policy S53 of the Central Lincolnshire Local Plan.

Setting of Listed Building

A Grade II Listed Building, namely Firs Farm, lies approx. 82 metres to the west of the site. It is considered that the proposed alterations and use as an 'Airbnb' would be appropriate in size, scale and design for the site, and would therefore look acceptable when read within the street scene. Due to the design, size, siting and scale of the proposal, it is considered that the proposal would preserve the setting of the nearby heritage asset.

Foul and Surface Water Drainage

The site is in flood zone 1 which is sequentially preferable and therefore meets the test within Policy LP14. In addition, the site is not within an area identified by the Environment Agency as at risk from surface water flooding.

The proposed development is for the addition of a dormer window to an existing detached garage that is positively drained. Given the nature of the proposal, it is considered that any impact on surface water would be limited, and the request for a surface water drainage scheme would be unnecessary. The proposal would connect into the existing drainage system on site and this is considered acceptable in principle in accordance with Policy S21.

Climate Change

Policy S13: Reducing Energy Consumption in Existing Buildings encourages applicants to consider all opportunities to improve the energy efficiency of that building. The proposal is for the addition of a dormer window and use of the detached garage as an Airbnb. The only external alterations would be the insertion of a dormer window at first floor level as well as the changing of the openings on the northern and western elevations at ground floor level. It is therefore considered that it would be unreasonable to request changes to the proposal given the nature of what is proposed, and as S13 only encourages applicants to consider improving the energy efficiency of the building, it is not considered to be reasonable or necessary to include conditions in this regard.

Biodiversity Net Gain

Local policy S61 of the CLLP requires *“all development proposals should ensure opportunities are taken to retain, protect and enhance biodiversity and geodiversity features proportionate to their scale, through site layout, design of new buildings and proposals for existing buildings with consideration to the construction phase and ongoing site management”*.

Local policy S61 goes on to state that *“All qualifying development proposals must deliver at least a 10% measurable biodiversity net gain attributable to the development. The net gain for biodiversity should be calculated using Natural England’s Biodiversity Metric”*.

Due to the nature of the proposal where a dormer window is to be added to the detached garage, and to use the building as an Air bnb, it is considered that this proposal would be exempt from delivering biodiversity net gain under the exemptions contained with Schedule 2, Part 2, Paragraph 17 of The Environment Act 2021.

Conclusion and reasons for decision

The decision has been considered against Policies S1: The Spatial Strategy and Settlement Hierarchy, S6: Design Principles for Efficient Buildings, S13: Reducing Energy Consumption in Existing Buildings, S21: Flood Risk and Water Resources, S43: Sustainable Rural Tourism, S47: Accessibility and Transport, S49: Parking Provision, S53: Design and Amenity, S57: The Historic Environment and S61: Biodiversity Opportunity and Delivering Measurable Net Gains in the first instance. Guidance contained in the National Planning Policy Framework, National Planning Practice Guidance, National Design Guide and National Model Design Code has also been taken into consideration.

In light of this assessment, it is considered that subject to recommended conditions, the proposal is acceptable in principle and will not unacceptably harm the character and appearance of the site or the street-scene, and would not have an unacceptable harmful impact on the living conditions of the residents of neighbouring properties.

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.

Recommended Conditions

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

None.

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:

1. With the exception of the detailed matters referred to by the conditions of this consent, the development hereby approved shall be retained in accordance with the following drawings and materials: TGGLP/23/01 dated 27th July 2023 and TGGLP/23/03 dated 27th July 2023. The works shall be retained 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 is retained in accordance with the approved plans and materials and to accord with the National Planning Policy Framework and Policy S53 of the Central Lincolnshire Local Plan.

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

2. The accommodation hereby permitted shall only be used for the purpose of a Bed & Breakfast/Short-term holiday let; and/or for purposes incidental to the residential use of the dwelling now known as The Granary, Green Lane, Pilham, Gainsborough, DN21 3NU. It shall not be used to provide any unit of separate residential accommodation or commercial use, without an express grant of planning permission from the Local Planning Authority.

Reason: The application has been assessed on the basis that it is a short-term holiday let. The development would be likely to raise additional planning matters requiring further assessment if separately occupied as a permanent dwelling or commercial use, in accordance with Policy S53 and guidance within the National Planning Policy Framework.