



**Horsham
District
Council**

DEVELOPMENT MANAGEMENT REPORT

TO: Development Management Committee (South)
BY: Development Manager
DATE: 20th September 2016
DEVELOPMENT: Erection of detached dwelling and detached garage
SITE: Towne House The Village Ashurst Steyning
WARD: Steyning
APPLICATION: DC/16/1347
APPLICANT: Mr and Mrs E Tamlyn

REASON FOR INCLUSION ON THE AGENDA: The application, if permitted, would represent a departure within the means of the Town and Country (Consultation) (England) Direction 1999

RECOMMENDATION: To refused planning permission

1. THE PURPOSE OF THIS REPORT

To consider the planning application.

DESCRIPTION OF THE APPLICATION

- 1.1 The application seeks full planning permission to erect a detached dwelling and garage. The proposed residential curtilage would amount to approximately 0.63ha, and would utilise the existing access serving Towne House, with an access drive proposed to extend from the west of this.
- 1.2 The proposed two storey dwelling would be positioned centrally within the plot and would measure 11m x 10.6mm amounting to a total floor area of approximately 233m². The proposed would incorporate a half-hipped roof extending to an overall height of 8.46m with two dormer-like features to the front elevation.
- 1.3 The proposed dwelling would provide an entrance hall, dining room, breakfast/family room/kitchen, lounge and utility room to the ground floor, with a master bedroom with ensuite, 3 x bedrooms, bathroom, and study on the first floor.
- 1.4 A detached double garage is also proposed to the south-east of the dwelling and this would measure 6m x 6m, and would incorporate a half-hipped roof extending to an overall height of 4.6m. The garage would be oriented to face north-east and would be positioned between 1m and 3.6m from the southern boundary. Additional hard and soft landscaping is

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proposed to accommodate the new driveway/hard standing in front of the garage, and to enclose the site along the boundaries.

DESCRIPTION OF THE SITE

- 1.5 The application site is positioned to the north of Towne House, outside of any designated built up area boundary. The site is accessed utilising the existing access to the east of the B2135 and currently consists of open grassland with access to the Towne House to the east and south. The site is bound by hedging and post and rail fencing, and lies on relatively flat ground.
- 1.6 The surrounding properties are positioned to the north of the site, and these are built along a relatively continuous build line, consisting of a mix of terraced and detached dwellings. The properties face onto the site from the rear, and are positioned at a distance of approximately 8m from the northern boundary, with the site separated by 1.8m high fencing.
- 1.7 A detached garage servicing Towne House is positioned to the east of the site, with hardstanding provided adjacent to this.

2. INTRODUCTION

STATUTORY BACKGROUND

- 2.1 The Town and Country Planning Act 1990.

RELEVANT GOVERNMENT POLICY

- 2.2 **National Planning Policy Framework:**
 - NPPF6 - Delivering a wide choice of high quality homes
 - NPPF7 - Requiring good design
 - NPPF11 - Conserving and enhancing the natural environment
 - NPPF14 - Presumption in favour of sustainable development

RELEVANT COUNCIL POLICY

- 2.3 **Horsham District Planning Framework (HDPF 2015)**
 - HDPF1 - Strategic Policy: Sustainable Development
 - HDPF2 - Strategic Policy: Strategic Development
 - HDPF4 - Settlement Coalescence
 - HDPF3 - Strategic Policy: Development Hierarchy
 - HDPF15 - Strategic Policy: Housing Provision
 - HDPF16 - Strategic Policy: Meeting Local Housing Needs
 - HDPF26 - Strategic Policy: Countryside Protection
 - HDPF32 - Strategic Policy: The Quality of New Development
 - HDPF33 - Development Principles
 - HDPF41 - Parking

RELEVANT NEIGHBOURHOOD PLAN

- 2.4 **Steining, Bramber, Wiston and Ashurst Development Plan Area**
 - Designated September 2014

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PLANNING HISTORY

AH/2/00	Single & two-storey extensions & double garage Site: Town House The Village Ashurst	PER
AH/1/77	Outline 1 dwelling and 2 double garages on land adjacent to townhouse (From old Planning History)	REF
AH/11/76	Erection of two bungalows (From old Planning History)	REF
AH/11/77	Erection of stable block and 3 loose boxes and 1 tack room (From old Planning History)	PER
AH/3/61	Alterations to existing house and extension (From old Planning History)	PER
AH/7/73	Erection 1 detached dwelling with garage Comment: Land to north - appeal rejected 31/05/74 (From old Planning History)	REF
AH/8/64	Site for service bungalow (From old Planning History)	PER
DC/09/1357	Conversion and extension of existing garage/store into 2-bed dwellinghouse	REF
DC/10/1308	Conversion and extension of existing garage/store into 2-bed dwellinghouse	REF

3. OUTCOME OF CONSULTATIONS

INTERNAL CONSULTATIONS

- 3.1 Env Management, Waste and Cleansing, consulted on the 4 July 2016. There was no response from this consultee at the time of report preparation.

OUTSIDE AGENCIES

- 3.2 County Council - Highways, consulted on the 4 July 2016. The response received 20 July 2016 can be summarised as follows: No Objection
- 3.3 Southern Water, consulted on the 4 July 2016. The response received 25 July 2016 can be summarised as follows: No Objection

PUBLIC CONSULTATIONS

- 3.4 Parish Council Consultation, consulted on the 4 July 2016. The response received 19 July 2016 can be summarised as follows: Objection on the following grounds:
- Increase in vehicles and impact upon traffic and highway safety
 - Only affordable housing should be provided in the village
 - Impact upon neighbouring dwellings along School Lane
- 3.5 One letter of objection was received that held concern over the increase in traffic and the potential noise pollution caused by the development.

4. HOW THE PROPOSED COURSE OF ACTION WILL PROMOTE HUMAN RIGHTS

- 4.1 Article 8 (Right to respect of a Private and Family Life) and Article 1 of the First Protocol (Protection of Property) of the Human Rights Act 1998 are relevant to this application, Consideration of Human rights forms part of the planning assessment below.

5. HOW THE PROPOSAL WILL HELP TO REDUCE CRIME AND DISORDER

- 5.1 It is not considered that the development would be likely to have any significant impact on crime and disorder.

6. PLANNING ASSESSMENTS

- 6.1 The application seeks full planning permission for the erection of a detached dwelling and garage to the north of Towne House, The Village, Ashurst.

Principle of Development

- 6.2 Policies 3 and 4 of the Horsham District Planning Framework state that development will be permitted within towns and villages that have defined built-up areas. Any redevelopment will be required to demonstrate that it is of an appropriate nature and scale to maintain characteristics and function of the settlement, in accordance with the settlement hierarchy. Outside of built-up areas, the expansion of settlements will be supported where the site is allocated in the Local Plan or in a Neighbourhood Plan and adjoins an existing settlement edge; the level of expansion is appropriate to the scale and function of the settlement type; the development meets identified local housing needs and/or employment needs; the impact of the development individually or cumulatively does not prejudice comprehensive long term development; and the development is contained within an existing defensible boundary and the landscape and townscape features are maintained and enhanced. Furthermore, Policy 26 seeks to ensure the protection of the countryside, and states that development outside of the built-up area boundary should protect the countryside against inappropriate development. Any proposal must be essential to its countryside location, and in addition meet one of the following criteria: support the needs of agriculture or forestry; enable the extraction of minerals or the disposal of waste; provide for quiet informal recreational use; or enable the sustainable development of rural areas.
- 6.3 With regard to new dwellings in the countryside, paragraph 55 of the NPPF states that “to promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities” and “should avoid isolated homes in the countryside unless there are special circumstances”. These special circumstances include: the essential need for a rural worker to live permanently at or near the site; where the site would represent the optimal use of a heritage asset; where the development would re-use redundant or disused buildings and lead to an enhancement in the immediate setting; or the exceptional quality or innovative nature of the design of the dwelling.
- 6.4 Since the adoption of the Horsham District Planning Framework in November 2015, the Council is able to demonstrate a full 5-year housing land supply to meet the needs of the District to 2031. The policies within the development plan set out the spatial strategy for sustainable development within the District by establishing a development hierarchy, and setting out policies that allow settlements to grow and expand over the lifetime of the plan.
- 6.5 The surrounding area is characterised by sparse and sporadic residential development, located outside of any built-up area boundary. As such, in policy terms the site is considered to be within a countryside location, isolated from infrastructure, amenities and services. As stated within Policy 4 of the Horsham District Planning Framework,

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development outside of built up areas will only be supported where the site is allocated in the Local Plan or in a Neighbourhood Plan. The application site is not identified in the Local Plan and there is currently no made Neighbourhood Plan for Ashurst. Therefore, it is considered that the principle of the proposed development within the countryside is contrary to the overarching spatial strategy and principles of the National Planning Policy Framework and Local Development Plan.

- 6.6 It is noted that the Design and Access Statement considers the proposal to be a windfall site, contributing to the 750 units set out within Policy 15 of the Horsham District Planning Framework. However, it is the Council's view that windfall units should be within built up areas, in accordance with Policy 3, or should satisfy the requirements of Policy 4 for sites outside built-up area boundaries.
- 6.7 The proposal fails to satisfy these policies, and would not be essential to its countryside as required by Policy 26 of the Horsham District Planning Framework. Therefore, the proposed development would not meet the core principles of sustainable development, contrary to Policies 1, 2, 3, 4, 15, and 26 of the Horsham District Planning Framework.

Character of the site and surroundings

- 6.8 Policies 25, 32 and 33 of the Horsham District Planning Framework promote development that is of a high quality design, which is sympathetic to the character and distinctiveness of the site and surroundings. The landscape character of the area should be protected, conserved and enhanced, with proposals contributing to a sense of place through appropriate scale, massing and appearance.
- 6.9 The proposed two storey dwelling would be set back from the public highway and positioned centrally within the plot. The dwelling would measure 11m x 10.6m, amounting to a total floor area of approximately 233m². The proposed building would incorporate a half-hipped roof extending to an overall height of 8.46m with two dormer-like features to the front elevation. The proposed detached two-bay garage building would be positioned to the south-east of the site and would extend to a width of 6m and a depth of 6m. The garage would be oriented to face north-east and would incorporate a half-hipped roof extending to an overall height of 4.6m.
- 6.10 The site is surrounded by an eclectic array of detached, semi-detached and terraced dwellings of varying size, design and appearance. There is no overarching vernacular or architectural style, however the built form primarily comprises styles and design commensurate to the rural environment. The surrounding properties are characterised by a material palette that includes render, facing brick, tile hanging, and clay tiles.
- 6.11 Whilst noted that the plot size itself could accommodate such a large footprint and dwelling, consideration needs to be given to the setting of the proposal within the context of the surrounding built form. The footprint of the building is not considered to sympathetically reflect that of the surrounding properties, which on most accounts, are smaller in size. In addition, the squared nature of the layout, coupled within the form and design of the proposal is considered to be of a bulk and mass that would appear overbearing within the context of the relatively modest built form of the surrounding properties. The design of the proposal, with limited visual break along the elevations, is also considered to enhance the sense of imposing bulk created by the dwelling. As such, the proposed two storey dwelling is considered to be of a scale, bulk and mass that would fail to relate to the built form of the surroundings, which due to its bulk and lack of articulation would appear visually overbearing within the context of the built surroundings, contrary to Policies 32, and 33 of the Horsham District Planning Framework.

Amenities of the occupiers of neighbouring properties

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- 6.12 Policy 33 of the Horsham District Planning Framework states that development should be designed to avoid unacceptable harm to the amenity of occupiers/users of nearby property and land, whilst having regard to the sensitivities of surrounding development.
- 6.13 The proposed two storey dwelling would be positioned centrally within the site, adjacent to the outbuildings positioned to the north of the site, and approximately 20m from the row of terraced cottages to the north-east of the site. The proposed dwelling would be positioned to face to the east, with two ground floor side windows proposed on the northern elevation. The existing landscaping along the northern boundary is proposed to be maintained as existing, with additional hedging added to the southern boundary.
- 6.14 The proposed dwelling is considered to be of a siting, distance, and orientation, in the context of the neighbouring properties, to ensure no material harm to the amenities of neighbouring properties through loss of light, overlooking, or loss of privacy. In addition, whilst the existing soft landscaping cannot be relied upon to mitigate potential impact of a proposal, this is considered to limit the visual impact of the proposal and reduce any perceived overlooking.
- 6.15 As such, the proposed dwelling and detached garage is not considered to result in unacceptable harm to the amenities of neighbouring properties, in accordance with Policy 33 of the Horsham District Planning Framework.

Existing Parking and Traffic Conditions

- 6.16 Policy 41 of the Horsham District Planning Framework states that development should provide safe and adequate parking, suitable for all anticipated users. The existing access serving Towne House would be utilised for the proposal, with a driveway extending from the existing hardstanding. Following consultation with WSCC Highways, the proposal is not considered to have a detrimental impact upon the functioning or safety of the public highway. Furthermore, the size and scope of the proposed garage is considered sufficient to provide adequate off-road parking for vehicles. As such, the proposal is considered to provide safe and adequate parking, suitable for all users, in accordance with Policy 41 of the Horsham District Planning Framework.

Conclusion

- 6.17 The proposed dwelling would be located within the countryside, isolated from infrastructure and amenities, and would not be essential to its countryside location. In addition, the scale, bulk and mass of the proposed dwelling is considered to be of a nature that would be unsympathetic to the built form and character of the rural surroundings. As such, the proposal is considered to be contrary to Policies 1, 2, 3, 4, 15, 25, 32, and 33 of the Horsham District Planning Framework.

7. RECOMMENDATIONS

It is recommended that the application be refused for the following reasons

- 1 The proposed development is located in the countryside, outside of any defined built-up area boundary, on a site not allocated for development within the Horsham District Planning Framework, or an adopted Neighbourhood Plan. The Council is able to demonstrate a 5 year housing land supply and consequently this proposed development would be contrary to the overarching strategy and hierarchy approach of concentrating development within the main settlements. Furthermore, the proposed development is not essential to its countryside location. Consequently, it represents unsustainable

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development contrary to Policies 1, 2, 3, 4, and 26 of the Horsham District Planning Framework (2015).

- 2 The proposed two storey dwelling when considered against the pattern and character of the surrounding development would represent an unsympathetic form of development out of character with the surrounding development. The scale, bulk, mass and design of the proposal in particular, would be unrelated to the built form of the surroundings, which due to its bulk and lack of articulation would appear visually overbearing within the context of the built surroundings, contrary to Policies 32, and 33 of the Horsham District Planning Framework.

Background Papers: DC/16/1347