

MEETING:	PLANNING COMMITTEE
DATE:	6 AUGUST 2014
TITLE OF REPORT:	P141240/O - PROPOSED ERECTION OF 5 TERRACED HOUSES AND FORMATION OF PARKING AT LAND AT THE TRAVELLERS REST, STRETTON SUGWAS, HEREFORDSHIRE, HR4 7AL For: Mr & Mrs Cox per Mr John Phipps, Bank Lodge, Coldwells Road, Holmer, Hereford, Herefordshire, HR1 1LH
WEBSITE LINK:	https://www.herefordshire.gov.uk/planning-and-building-control/development-control/planning-applications/details?id=141240&search=141240

Date Received: 22 April 2014

Ward: Credenhill

Grid Ref: 346535,242464

Expiry Date: 17 June 2014

Local Member: Councillor RI Matthews

1. Site Description and Proposal

- 1.1 The application site comprises a parcel of land that lies to the east of the Travellers Rest Public House that forms part of the smaller settlement of Stretton Sugwas to the north west of Hereford. The site lies to the west of the roundabout that forms the junction with the A480 and A4103. Stretton Sugwas Primary school lies to the south.
- 1.2 The parcel of land currently forms part of the curtilage of the public house, and comprises a detached building historically used as skittle alley. The remainder of the land is laid to grass, although is not maintained as part of the pub garden. The site is bounded to the north, east and south by mature hedgerows and is approximately 0.09 hectares in size.
- 1.3 This is an outline application and includes details of access, appearance, layout and scale but reserves landscaping details for future consideration. The proposal is for the erection of a terrace of five, two bed dwellings that would face into the pub car park / garden with their rear gardens extending to the east. The dwellings would be primarily brick, with the central dwelling being rendered. Brick detailing is also proposed. Internally the accommodation provided would comprise two bedrooms and a bathroom at first floor and a living / dining room, kitchen and WC at ground floor.
- 1.4 Following the receipt of comments from the Parish Council, amended plans have been received (24 June 2014) that seek to address comments raised.
- 1.5 Vehicular Access to the application site would be via the access road to the north. This was the old 'Roman Road' that was closed and made into a cul-de sac / turning head during works to improve the Roman Road and install the roundabout. Eight parking spaces are provided to serve the dwellings. Rear access to the properties is also provided through a pedestrian

access to the rear gardens. The plans also detail a pedestrian access that would exit the site to the south onto the existing footway.

1.6 The public house is unaffected by this proposal with its garden and parking being retained.

2. Policies

2.1 National Planning Policy Framework (NPPF):

In particular paragraphs 7, 8 and 14

Chapters 6, 7, 11 and 12

2.2 Herefordshire Unitary Development Plan (UDP):

DR1	-	Design
DR2	-	Land Use and Activity
DR3	-	Movement
DR5	-	Planning Obligation
H6	-	Housing in Smaller Settlements
H15	-	Density
H16	-	Car Parking
LA2	-	Landscape Character and Areas Least Resilient to Change
LA3	-	Setting of Settlements
LA6	-	Landscaping Schemes
ARCH1	-	Archaeological Assessments and Field Evaluations

2.3 Herefordshire Local Plan – Pre-submission Publication (May 2014)

SS1	-	Presumption in Favour of Sustainable Development
SS2	-	Delivering New Homes
SS4	-	Movement and Transportation
RA1	-	Rural Housing Strategy

2.4 The Unitary Development Plan policies together with any relevant supplementary planning documentation can be viewed on the Council's website by using the following link:-

<https://www.herefordshire.gov.uk/planning-and-building-control/planning-policy/unitary-development-plan>

3. Planning History

3.1 SH850490PF Demolition of existing building and construction of a skittle alley/ children's room and beer store. Approved with conditions.

4. Consultation Summary

Statutory Consultees

4.1 Welsh Water recommend conditions and draw to the applicant's attention the position of the trunk/water main and its conditions in respect of this.

Internal Council Advice

4.2 The Transportation Manager makes the following observation:

The parking provision proposed is below our maximum standard of two per dwelling for the two bed units provided, but exceeds the 1.5 spaces per dwelling average. It is unclear how this provision is split between the properties, but may give rise to parking in the turning head should demand exceed provision, and therefore two spaces per dwelling may be more suitable. The spaces should be increased in length to 6m as per our design guide for driveways to give clearance to the road in the turning head area.

The footpath indicated to the west of the properties is presumed for those residents use only and would therefore not be adopted.

Recommends that any permission which this Authority may wish to give include the following conditions:- CAL and informatives I05 and I45.

4.3 Additional comments were received as follows:

Further to our conversation this morning, regarding the points raised in objectors' letters, I would comment as follows.

It would appear that some people have misinterpreted the plans and are of the view that vehicular access is to be provided in the strip shown on the plan emerging near the roundabout, whereas this is not the case. That is purely a pedestrian route linking the proposed dwellings to the existing footpath/cycleway. There is not a clear onward route to the school from this point, as there is currently no dropped crossings to the splitter island at the roundabout, as there are no other quadrants. Their introduction may need to be considered.

With regard to the limited visibility to the north from the junction by the Travellers Rest, this length of road becomes one way northwards a short distance to the north of the junction. Only a couple of properties are served by the intervening length of road and therefore a minimal number of vehicles can approach from that direction. Due to the proximity of their access points to the junction, any vehicle speeds will be low, therefore this is considered acceptable. Regarding the possibility of parking within the cul de sac head, off street parking is provided for the dwellings at an overall 1.5 spaces per dwelling. Two spaces per dwelling would be preferable, and would minimise the risk of such parking occurring, as noted in my original comments. Whilst parking restrictions could be considered, their regular enforcement would be unlikely due to the location, and therefore the effectiveness would be questionable.

In terms of additional traffic flow as a result of the development, I consider this acceptable.

4.4 The Minerals and Waste Officer makes the following comments:

The site lies partly within an area identified as a potential minerals resource (sand and gravel). However, the vicinity is already developed and it is unlikely that any minerals issues would arise in this instance.

4.5 The Conservation Manager (Archaeology)

Although the application does not explicitly refer to it, the application site is directly adjacent to the historic course of the A4103 Roman Road (ie the Roman road, literally so, that ran eastwards from the Roman town of Kenchester).

A decade ago, the Council, during its major highway scheme on the A4103 as it runs towards the north of Hereford, undertook a significant archaeological project to record and deal with finds made before and during the scheme. Finds of substance were made in numerous locations, including on an around the new roundabout that is next to the now proposed development area.

Given the extent of archaeological work already done in the broader area, and the generally good understanding of deposit profiles locally, I am not of the view that we need to obtain more archaeological information prior to the determination of this application (by means for instance of a field evaluation). I have no in principle objection to what is proposed.

However, there is certainly a need for archaeological recording here as mitigation, as a condition of any permission [standard condition E01 C47]. The need for such recording follows Para 141 of the National Planning Policy Framework.

N.B. It is conceivable that there may be ancient human remains on site, which would need to be dealt with as part of the archaeological programme of works. Whilst this is of course an important matter, and would need adherence to the Burial Acts and Ministry of Justice procedures, in practice it ought not to be particularly challenging.

5. Representations

5.1 Stretton Sugwas Parish Council comments on the initial submission can be summarised as follows:

1. In principle the Parish Council does not object to the residential development as noted above.
2. The block plan does not show a formal delineation in terms of a wall or fence between the areas edged blue / red and a comprehensive landscaping scheme should include the Travellers rest buildings and garden areas.
3. Note that the access for vehicular traffic and parking to the site is via the redundant vehicle thoroughfare to the top of the hammerhead and we assume that this application has sought necessary consents from the Local Authority or owner.
4. We would prefer that the gable to the front and rear shown as render be brick. We would prefer that the brick accents and lintel courses over the windows be in the same brick as the building but that the brick accent courses should be corbelled to provide relief and variation to the elevations of the proposed building.
5. We note that the central gable is set forward by some 600mm and request that this be 1m in order to provide some further relief and variation to the elevations.
6. We note and welcome the proposal to provide a pedestrian access to the proposed properties via the newly created access close to the junction with the roundabout on the A4103. Whilst we support this proposal a low level lighting scheme should be incorporated and request that the grass areas are maintained.

5.2 Amended plans were received on 24 June 2014 that alter the projection of the gable and details the boundary with the pub as a mixed native hedgerow.

5.3 Additional comments were received that make the following comments:

We note in the agent's letter that there is an acknowledgement by the agent to carry out the installation of a low level lighting scheme for the footpath which, if approved, we assume will be a condition on the consent.

We note that the other matters of relevance and observations set out in our letter dated 2 June 2014 do not appear to have been incorporated in any revised scheme save in respect of a "hedgerow" to be planted between the proposed new housing scheme and the existing Travellers Rest site.

These include the details with regard to parking management, the detailing on the drawings of accent bands and lintel courses over the windows and the removal of the wall elevations that were to be rendered and replaced with matching brickwork. We assume that these will be delineated as part of a detailed planning application.

Since our original letter of comment on the application dated 2 June 2014 we have received a number of representations from local residents concerning the limited provision of parking attributable to this scheme. Those comments can be condensed into a single view that “we do not believe there is sufficient parking for these houses and that there should be provision for 2 car parking spaces per dwelling”.

We trust you find our comments of merit and they will be taken into account when determining this application.

5.4 At the time of writing 9 letters of objection have been received that raise the following issues:

- Traffic problems / speed of traffic
- Dwellings not in keeping with the local houses. This is a county location with former farm cottages and few scattered semi-detached houses
- The entrance will be right onto the roundabout and the cars etc are very fast / used as a rat run– a new pedestrian crossing should be considered.
- Increase in traffic will add to the congestion
- Amenity of residents from pub noise
- Site isolated by the A road from the rest of the village
- Hoped that the development will enable the owners of the Travellers Rest to return it to what it was, and should be, a community asset open and available for the local community. Hope that the development will allow them to reopen. The pub is now closed again.
- The site could be better used for community facilities.
- There may be a covenant on the pub from when the brewery owned it.

5.5 The consultation responses can be viewed on the Council’s website by using the following link:-

<http://news.herefordshire.gov.uk/housing/planning/searchplanningapplications.aspx>

Internet access is available at the Council’s Customer Service Centres:-

www.herefordshire.gov.uk/government-citizens-and-rights/complaints-and-compliments/contact-details/?q=contact%20centre&type=suggestedpage

6. Officer’s Appraisal

6.1 The application falls to be considered having regard to the following issues:

1. Principle of Development
2. Design and character of the area
3. Highway Safety and Parking
4. Drainage
5. Planning Obligations

Principle of Development

6.2 The application is made in outline with all details included except for landscaping. The proposal is for the erection of five dwellings on the land to the east of the Travellers Rest Public House at Stretton Sugwas.

6.3 Stretton Sugwas is defined within the UDP as a smaller settlement to which policy H6 would apply. Policy H6 relates to proposals for residential development on plots that arise from infill of small gaps between existing dwellings. This proposed development, fails to comply with the requirements of policy H6 of the UDP and lies outside of any other defined settlement boundary.

- 6.4 As has been recorded on a number of recent occasions, the UDP is time-expired, but relevant policies have been ‘saved’ pending the adoption of the Herefordshire Local Plan - Core Strategy. UDP policies can only be attributed weight according to their consistency with the NPPF; the greater the degree of consistency, the greater the weight that can be attached.
- 6.5 In this instance, and in the context of the housing land supply deficit, the NPPF is the most significant material consideration. Paragraph 215 recognises the primacy of the Development Plan but, as above, only where saved policies are consistent with the NPPF:-
- “In other cases and following this 12-month period, due weight should be given to relevant policies in existing plans 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 maybe given).”*
- 6.6 The effect of this paragraph is to supersede the UDP with the NPPF where there is inconsistency in approach and objectives. As such, and in the light of the housing land supply deficit, the housing policies of the NPPF must take precedence and the presumption in favour of approval as set out at paragraph 14 is engaged if development can be shown to be sustainable.
- 6.7 Paragraph 14 of the NPPF states that for decision making, the presumption in favour of sustainable development means:
- *“Approving development proposals that accord with the development plan without delay; and*
 - *Where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:*
- any adverse impact of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or specific policies in this Framework indicate development should be restricted.”*
- 6.8 The Council’s published position is that it cannot demonstrate a five year supply of housing land. This was the published position in April 2012 and again in July 2012 and has been reaffirmed by the recently published Housing Land Supply Interim Position Statement – May 2014. This, in conjunction with recent appeal decisions, confirms that the Council does not have a five year supply of deliverable housing land, and is significantly short of being able to do so.
- 6.9 It is with this context in mind that the application falls to be considered. The application site lies in a smaller settlement that has access to community facilities such as the public house and primary school. This settlement has good public transport links, with dedicated cycle paths to Hereford and to Credenhill with its shops, services and employment opportunities within a short distance. It is your officer’s opinion that this small development would support these local services and is sustainably located. The fact that the village is designated as a smaller settlement in the UDP adds weight to this as residential development is supported in principle (subject to meeting the detailed requirements relating to infill).
- 6.10 Taking all of the above into account, officers conclude that in the absence of a five-year housing land supply and advice set down in paragraphs 47 & 49 of the NPPF, the presumption in favour of sustainable development expressed at Paragraph 14 of the NPPF is applicable. As such, the principle of development cannot be rejected on the basis of its location outside the UDP settlement boundary.
- 6.11 The pre-submission consultation on the Draft Local Plan – Core Strategy closed on 3 July. At the time of writing the Core Strategy Policies, which have not been examined in public, attract

only very limited weight for the purposes of decision making. It is the case, however, that Stretton Sugwas is identified as a settlement that lies within the Hereford Housing Market Area, and that would be a village that would be a main focus of proportionate housing development (policy RA1) within the draft Local Plan Hereford.

Design and character of the area

- 6.12 Stretton Sugwas is a small settlement that is concentrated on a small cluster of dwellings to the north of the Roman Road and to the dwellings on the west of the unclassified 'Stretton Sugwas Village' road adjacent to the school. The hamlet has a mix of dwellings, including terraces, semi-detached and detached properties of varying sizes and eras. There is no predominant character.
- 6.13 The introduction of this small terrace of dwellings will add to the mix of dwellings in the area. These would not adversely impact upon the character of the area nor upon the amenities of any of the nearby neighbouring properties. The design of the dwellings is considered to be acceptable in this context.
- 6.14 The properties will front the pub car park and will be separated by a hedgerow and private footway. They will have good size private gardens and off road parking. The concerns of neighbours are noted but it is not uncommon for residential properties to be located in such close proximity to a public house and this is not considered to be an overriding amenity issue.
- 6.15 Matters of landscaping will be considered as a Reserved Matter and a subsequent application would be required to deal with this. It would be necessary to secure the retention of the existing landscape boundaries to ensure privacy and amenity of the occupiers from the highway users at the east and south of the site.
- 6.16 Having regard to the above, the propose development would comply with the requirements of policies DR1, DR2 and H13 of the UDP and with the guidance contained within the NPPF that seeks to boost the supply and mix of housing and encourage good design.

Highway Safety and Parking

- 6.17 Vehicular access to the site is via the no through road to the north of the site. This road serves a two way road and only one dwelling at present and incorporates a substantial turning head at the far end. The proposed car parking spaces that would serve the dwellings would be accessed directly from this turning head. Visibility when accessing onto this road is good. The Transportation Manager has considered the proposals and raises no objection from a highway safety perspective. Parking is considered to be adequate and meets with the required standards for development of this scale. The application also includes a safe pedestrian access from the site onto the footway to the south and onward to the cycle and pedestrian routes to the school, Credenhill and Hereford. The applicant is agreeable to providing some low level lighting to this private footway in the interests of enhancing the safety of pedestrians. As such the proposal would, subject to conditions requiring the provision of the parking and lighting comply with the requirements of policy DR3 of the Unitary Development Plan and with the NPPF.

Drainage

- 6.18 Welsh Water has raised no objection to the granting of planning permission subject to the usual conditions in respect of the separation of foul and surface water drainage. They refer to the presence of a water main and the applicant is aware of this. Without arranging relocation for this with Welsh Water, the development would not be possible on this site. The correct mechanism for this is through a Section 104 agreement under the Water Act and the applicant

is pursuing this matter separately. On the basis of the information provided, the proposal would comply with the requirements of policies CF2 and DR4 of the UDP.

Planning Obligations

- 6.19 The proposed development would be subject to a planning obligation as per the Council's Supplementary Planning Document on Planning Obligations. However, in response to the economic climate, the Council introduced a suspension of the payment of planning obligations provided that the development is commenced within 12 months (or two years in the case of an Outline / Reserved Matters application). The applicant has requested the reduced commencement date to be attached to any permission. On this basis, the proposal would comply with the requirements of policy DR5 of the UDP and with the Supplementary Planning Document – Planning Obligations.

Conclusion

- 6.20 The proposed development is considered to be a sustainably located development that, in all other respects, complies with the requirements of the Saved policies of the UDP. Therefore in accordance with the requirements of paragraph 14 of the NPPF the presumption in favour of development would apply and the proposed development is recommended for approval subject to conditions.

RECOMMENDATION

That planning permission be granted subject to the following conditions:

1. **A02 Time limit for submission of reserved matters (outline permission)**
2. **A03 Time limit for commencement (outline permission)**
3. **A04 Approval of reserved matters**
4. **A05 Plans and particulars of reserved matters**
5. **B01 Development in accordance with the approved plans**
6. **C01 Samples of external materials**
7. **G11 Landscaping scheme - implementation**
8. **H13 Access, turning area and parking**
9. **I16 Restriction of hours during construction**
10. **H27 Parking for site operatives**
11. **Prior to the commencement of development details of the low level lighting to the pedestrian footway shall be submitted to and approved in writing by the local planning authority. The works shall be carried out in accordance with the approved details prior to the occupation of the proposed dwellings.**

Reason: To safeguard local amenities and in the interests of public safety having regard to Policies DR1 and DR2 of the Herefordshire Unitary Development Plan.
12. **E01 Site investigation – archaeology**

Informatives:

- 1. **The Local Planning Authority has acted positively and proactively in determining this application by assessing the proposal against planning policy and any other material considerations. Negotiations in respect of matters of concern with the application (as originally submitted) have resulted in amendments to the proposal. As a result, the Local Planning Authority has been able to grant planning permission for an acceptable proposal, in accordance with the presumption in favour of sustainable development, as set out within the National Planning Policy Framework.**

- 2. **HN10 No drainage to discharge to highway**

- 3. **HN05 Works within the highway**

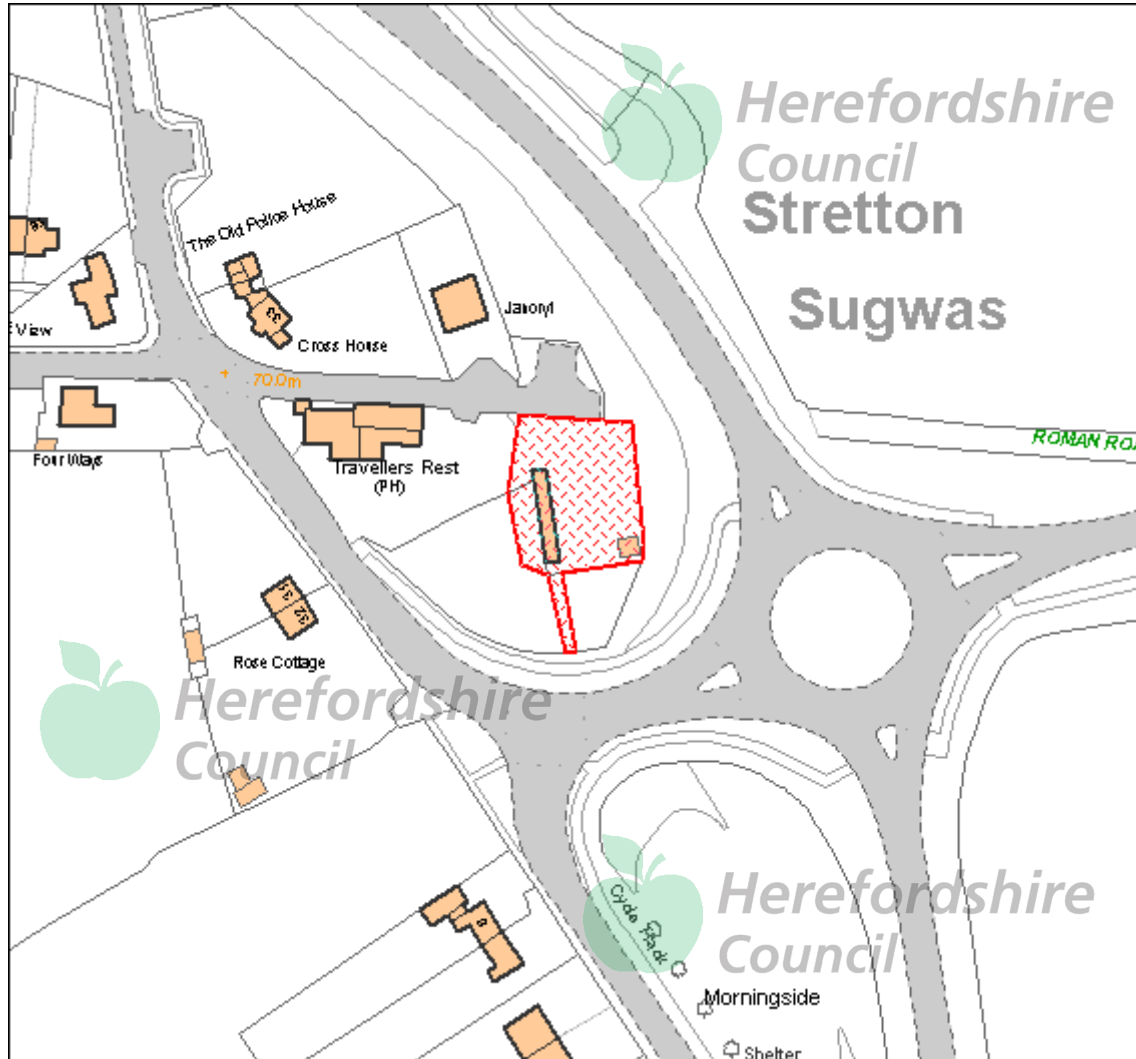
Decision:

Notes:

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Background Papers

Internal departmental consultation replies.



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APPLICATION NO: 141240/O

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