

MEETING:	PLANNING COMMITTEE
DATE:	18 NOVEMBER 2015
TITLE OF REPORT:	151630 - PROPOSED ERECTION OF ONE DWELLING AT LAND AT APPLEWOOD HOUSE, BRIDSTOW, ROSS ON WYE For: Mr Willis per Mr Paul Smith, First Floor, 41 Bridge Street, Hereford, Herefordshire, HR4 9DG
WEBSITE LINK:	https://www.herefordshire.gov.uk/planning-and-building-control/development-control/planning-applications/details?id=151630&search=151630
Reason Application submitted to Committee – Member Re-direction	

Date Received: 29 May 2015

Ward: Llangarron

Grid Ref: 358444,224472

Expiry Date: 24 July 2015

Local Member: Councillor EJ Swinglehurst

1. Site Description and Proposal

- 1.1 The application is located within the built core of Bridstow, a village identified under Core Strategy Policy RA2 as a settlement for proportionate residential growth. The site as is the whole of Bridstow is located within the Wye Valley AONB, a statutory designated landscape. The site comprises residential curtilage associated with Applewood House, a detached modern dwelling that has been previously extended. It is noted Applewood House enjoys a large front and rear curtilage. The site, as is the existing dwelling, is accessed from a lane serving 5 existing dwellings which in turn connects to Bannutree Lane and the A49 Trunk Road.
- 1.2 The site adjoins Applewood House to the north, Pool House to the west, with the access lane forming the south and east boundaries. This boundary is delineated by an established hedgerow which is retained.
- 1.3 The proposal is a full application for the erection of a dwelling with associated garage, access and parking. External materials will be brick and clay tile with timber, all details to be agreed by condition.

2. Policies

2.1 Herefordshire Core Strategy:

SS1	-	Presumption in Favour of Sustainable Development
SS2	-	Delivering New Homes
SS6	-	Environmental Quality and Local Distinctiveness
SS7	-	Addressing Climate Change
SD1	-	Sustainable Design and Energy Efficiency
RA1	-	Rural Housing Strategy
RA2	-	Herefordshire's Villages

Further information on the subject of this report is available from Mr C Brace on 01432 261947

LA1	-	Landscape and Townscape
LD3	-	Green Infrastructure
LD5	-	Historic Environment and Heritage Assets
SD1	-	Sustainable Design and Energy Efficiency
SD2	-	Renewable and Low Carbon Energy

2.2 National Planning Policy Framework (NPPF)

The following sections are of particular relevance:

Introduction	-	Achieving Sustainable Development
Section 6	-	Delivering a wide Choice of High Quality Homes
Section 7	-	Requiring Good Design
Section 12	-	Conserving and Enhancing the Historic Environment

2.3 Bridstow is preparing a Neighbourhood Plan and the Neighbourhood Area was designated 23 September 2013 however the Plan has not yet progressed and therefore has no weight for the purpose of determining planning applications.

2.4 The Herefordshire Local Plan – Core Strategy is the 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/core-strategy/adopted-core-strategy>

3. Planning History

3.1 DCSE2007/2088/F – Erection of dormer bungalow and garage – Refused 29 August 2007

DCSE2001/1780/O – Site for erection of single-storey dwelling – Refused, Appeal Upheld 23 July 2002 – Adjoining site

SH96/0895/PF – Extension – Approved with conditions 11 October 1996

SH94/1389/PF – Erection of a bungalow – Refused 4 January 1995

4. Consultation Summary

Statutory Consultees

4.1 Welsh Water has no objection however advises that if you are minded to grant Planning Consent for the above development that the Conditions and Advisory Notes provided are included within the consent to ensure no detriment to existing residents or the environment and to Welsh Water's assets. These are attached to the recommendation.

Internal Consultees

4.2 Transportation Manager comments:

Due to the past history of this lane, access to this development has previously been discussed via an appeal. Therefore I remove my objection.

Parking and turning should meet Herefordshire Council’s design guidelines; garages should be 6 x 3m in dimensions. Due to the limited available of additional parking, both along this lane and

along Bannutree Lane, please can a condition be placed preventing the development of the garages to habitable space. Details of parking provision for site operatives should be provided.

5. Representations

5.1 Bridstow Parish Council objects commenting after making a site visit that Bridstow Parish Council felt that the access proposed is totally unsuitable. This application could only lead to increased congestion and difficulties on the narrow private lane, with the poor visibility onto Bannutree Lane and furthermore increased traffic flow on to the A49.

5.2 Seven letters of objection have been received from local residents. Comments are summarised as follows:

- Highway safety
- Inadequacy of lane for additional traffic
- Existing passing places parked in by applicant
- Questions legality of proposed house vis a vis access rights
- Impact on adjoining properties
- Reliance on a hedge to screen development
- Planning consent at rear of the property was for a bungalow and is not comparable with this application

5.3 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:-

<https://www.herefordshire.gov.uk/government-citizens-and-rights/customer-services-enquiries/contact-details?q=customer&type=suggestedpage>

6. Officer's Appraisal

6.1 Paragraph 14 of the NPPF clearly defines '*presumption in favour of sustainable development*' as the golden thread running through the NPPF. It goes on to state that for decision taking this means approving development proposals that accord with the development plan without delay unless any adverse impacts 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 the NPPF indicate development should be restricted.

6.2 Core Strategy policy SS1 details Herefordshire Council will take a positive approach that reflects this presumption in the NPPF. As part of this, this means locating new residential development within or adjoining the settlements listed under policy RA2. Bridstow is listed under this policy. These settlements have been selected to maintain and strengthen a network of locally sustainable communities across the rural parts of Herefordshire, in these villages best able to support development, bolstering existing service provision, improving facilities and infrastructure and meeting the needs of their communities.

6.3 The NPPF is clear the three dimensions of sustainable development are indivisible. This assessment demonstrates that the adverse impacts associated with granting permission would significantly and demonstrably outweigh the benefits when assessed against the policies in the Framework taken as a whole. Paragraph 8 of the NPPF sets out the economic, social and environmental roles of planning should not be undertaken in isolation, because they are mutually dependent. Economic growth can secure higher social and environmental standards, and well-designed buildings and places can improve the lives of people and communities. Therefore, to achieve sustainable development, economic, social and environmental gains

should be sought jointly and simultaneously through the planning system. The planning system should play an active role in guiding development to sustainable solutions.

- 6.4 Paragraph 9 of the NPPF states pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life, including (but not limited to) improving the conditions in which people live, work, travel and take leisure.
- 6.5 The Ministerial foreword to the NPPF states, *our standards of design can be so much higher. We are a nation renowned worldwide for creative excellence, yet, at home, confidence in development itself has been eroded by the too frequent experience of mediocrity* and goes on to set out the Government's policies, aims and objectives in Section 7 Requiring Good Design, paragraphs 56-68.
- 6.6 The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. Paragraph 58 states planning policies and decisions should aim to ensure that developments:
- will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
 - establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
 - optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks;
 - respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;
 - create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and
 - are visually attractive as a result of good architecture and appropriate landscaping.

Whilst local planning authorities are advised not to impose architectural styles, paragraph 60 states it is proper to seek to promote or reinforce local distinctiveness.

- 6.7 Paragraph 61 acknowledges that although visual appearance and the architecture of individual buildings are very important factors, securing high quality and inclusive design goes beyond aesthetic considerations. Therefore, planning policies and decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment.
- 6.8 Paragraph 64 states permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.
- 6.9 Core Strategy policy SS1 details Herefordshire Council will take a positive approach that reflects this presumption in the NPPF. As part of this, this means locating new residential development within or adjoining the settlements listed under policy RA2.
- 6.10 Bridstow is designated in the Core Strategy under Policy RA2 as a settlement for proportionate growth. Whilst Bridstow is wholly within the Wye Valley Area of Outstanding Natural Beauty, this does not preclude development in sustainable locations on suitable sites. This would in the main only comprise sites within or adjoining existing sustainable settlements. It is noted in the Core Strategy that this settlement is to provide a minimum number of 57 dwellings in the Plan period of which two are committed.

- 6.11 Policy RA2 acknowledges the importance of the Herefordshire landscape, and particularly the Malvern Hills and Wye Valley Areas of Outstanding Natural Beauty. As such it states new dwellings should make a positive contribution to their rural landscape by being built to a high standard, incorporating appropriate materials and landscaping. High quality design that is sustainable and reinforces the locally distinctive vernacular will be particularly encouraged. Innovative and/or contemporary design will also be supported where it is appropriate to its context, it makes a positive contribution to the architectural character of the locality and achieves high levels of sustainability in terms of energy and water efficiency, as set out in Policy SD1.
- 6.12 The unacceptability of development within the AONB is listed within the NPPF as being a scenario whereby:
1. specific policies of the NPPF indicate otherwise; or
 2. where harm associated with the development would outweigh its benefits when held against the NPPF as a whole – ‘the planning balance’.
- 6.13 The appropriate method of determination in the context of the above hinges on whether or not the scheme is considered ‘major development’ in the context of paragraph 116:
- If the development is found to meet the definition of major development then the cost-benefit analysis required by paragraph 116 becomes the test of acceptability; or
 - If the scheme does not meet the definition of major development, the planning balance remains the relevant test of acceptability albeit with great weight afforded to retaining the landscape character and scenic beauty of the AONB required at paragraph 115.
- 6.14 Officers do not consider the provision of a single dwelling to represent major development in the context of Bridstow and paragraph 116 of the NPPF. The planning balance therefore applies here, however, it is considered inarguable that Bridstow, in principle, as described under Core Strategy policies SS1 and RA1, is a targeted, suitable and sustainable location for residential development.
- 6.15 If a proposal is considered to represent sustainable development, then the decision taker is required by paragraph 14 of the NPPF and Core Strategy policy SS1 to engage the positive presumption in favour of the proposal. The Government’s definition of sustainable development is considered to be the NPPF in its entirety, though a concise list of core planning principles is offered at paragraph 17. In terms of residential development, bullet points 5, 6, 7 and 11 of this paragraph are most relevant in requiring that planning:
5. take account of the different roles and character of different areas, recognising the intrinsic character and beauty of the countryside and supporting thriving rural communities within it;
 6. support the transition to a low carbon future in a changing climate;
 7. contribute to conserving and enhancing the natural environment and reducing pollution; and
 11. actively manages patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus development in locations which are or can be made sustainable.
- 6.16 The proposal is for a single dwelling in a settlement that is identified in the Core Strategy as both sustainable and a location for proportionate residential growth. Bridstow will during the

Core Strategy period accommodate at a minimum, an additional 57 dwellings. This is in the full knowledge the settlement is wholly within the Wye Valley AONB.

- 6.17 This proposal includes quality sustainable design that also creates a safe, accessible, well integrated environment. In conjunction with this, the proposal incorporates the following relevant requirements of Core Strategy policy SD1:
- ensure that proposals make efficient use of land taking into account the local context and site characteristics,
 - new buildings should be designed to maintain local distinctiveness through incorporating local architectural detailing and materials and respecting scale, height, proportions and massing of surrounding development. while making a positive contribution to the architectural diversity and character of the area including, where appropriate, through innovative design;
 - safeguard residential amenity for existing and proposed residents;
 - ensure new development does not contribute to, or suffer from, adverse impacts arising from noise, light or air contamination, land instability or cause ground water pollution;
 - ensure that distinctive features of existing buildings and their setting are safeguarded;
 - utilise sustainable construction methods which minimise the use of non-renewable resources and maximise the use of recycled and sustainably sourced materials;
 - Where possible, on-site renewable energy generation should also be incorporated;
 - ensure that proposals make efficient use of land taking into account the local context and site characteristics, including land stability and contamination;
 - ensuring designs can be easily adapted and accommodate new technologies to meet changing needs throughout the lifetime of the development;
- 6.18 Bridstow is listed under policy RA2 of the Core Strategy as one of the villages which are the main focus of proportionate housing development and furthermore as assessed against the NPPF it is accepted this is a sustainable location in regards access to services (primary school, bus stops, recreational opportunities and proximity to Ross on Wye) and reduced reliance on using a private vehicle. It is also noted the site represents infill development as opposed to development creep into open countryside, as the site is surrounded on all sides by existing residential development, the majority of which is post War.
- 6.19 Sustainable development and sustainability are more than a matter of location. The NPPF states that good design is a key aspect of sustainable development and indivisible from good planning. It is not just a matter of aesthetics. Amongst other things, it says that decisions should aim to ensure that developments function well and add to the overall quality of the area; and optimise the potential of the site to accommodate development. Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.
- 6.20 Planning permission was granted on appeal for a new dwelling on a plot of land to the rear of 'Appledore' which adjoins the current application site to the south (application reference DCSE2001/1780/O). The Planning Inspector considered that the resultant use of this access road and its junction with Bannutree Lane did not justify the refusal of planning permission. Subsequent to this decision there is no basis to refuse the proposal on access and highways grounds as noted by the Council's Transportation Manager. Furthermore, amended plans have addressed previous parking, turning and amenity concerns.
- 6.21 The proposed dwelling is modest in its scale, proportionate to its plot, having an L shape in plan and measuring 10.45 x 7 metres over its maximum extents. The dwelling has a height to ridge of 6.7 metres and eaves of 4 metres. The detached garage measures 6.2 x 3.4 metres in plan with height to ridge of 3.7 metres and is located to the North and side elevation of the proposed house. It is considered the dwelling has subservience to the existing Applewood House and will not dominate the streetscene.

- 6.22 The scale and design respects its location, indeed it can be considered the proposal has superior character and is a more attractive design than the existing dwelling Appledore. The dwelling has been designed to ensure and minimise limited impact on adjoining amenity and privacy utilising a dormer style design with only one first floor window in the South elevation. Roof lights serve other first floor rooms. The West elevation is blank.
- 6.23 The previous refusal and subsequent appeal decision are noted, however clearly local and national policies have evolved since that decision, including the NPPF's presumption in favour of sustainable development and the adoption of the Core Strategy.
- 6.24 As such, having regard to all of the above, approval is recommended.

RECOMMENDATION

That planning permission be granted subject to the following conditions:

- 1. A01 - Time limit for commencement (full permission)**
- 2. B02 - Development in accordance with approved plans**
- 3. Foul water and surface water discharges shall be drained separately from the site.**
Reason: To protect the integrity of the public sewerage system.
- 4. No surface water shall be allowed to connect, either directly or indirectly, to the public sewerage system unless otherwise approved in writing by the Local Planning Authority.**
Reason: To prevent hydraulic overloading of the public sewerage system, to protect the health and safety of existing residents and ensure no detriment to the environment.
- 5. H06 - Vehicular access construction**
- 6. H11 - Parking - estate development (more than one house)**
- 7. H13 - Access, turning area and parking**
- 8. H27 - Parking for site operatives**
- 9. H29 - Secure covered cycle parking provision**

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, including any representations that have been received. It has subsequently determined to grant planning permission in accordance with the presumption in favour of sustainable development, as set out within the National Planning Policy Framework.**
- 2. HN01 - Mud on highway**

- 3. **HN04 - Private apparatus within highway**
- 4. **HN05 - Works within the highway**
- 5. **HN10 - No drainage to discharge to highway**
- 6. **HN28 - Highways Design Guide and Specification**
- 7. **HN24 - Drainage other than via highway system**

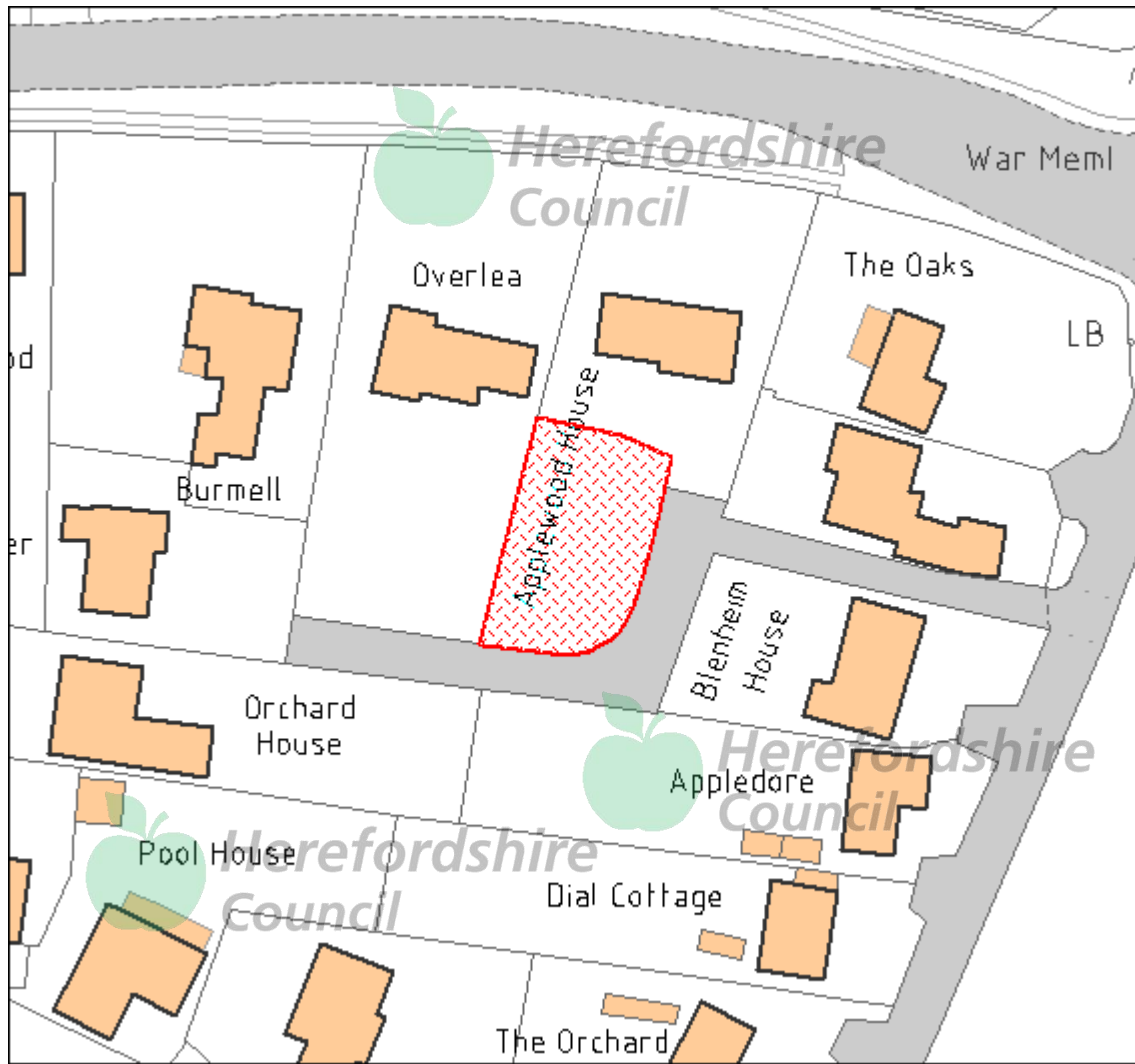
Decision:

Notes:

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Background Papers

Internal departmental consultation replies.



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APPLICATION NO: 151630

SITE ADDRESS : LAND AT APPLEWOOD HOUSE, BRIDSTOW, ROSS ON WYE, HEREFORDSHIRE

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