

<b>MEETING:</b>	<b>PLANNING COMMITTEE</b>
<b>DATE:</b>	<b>3 APRIL 2013</b>
<b>TITLE OF REPORT:</b>	<p><b>S123556/F - ERECTION OF 10 NO. AFFORDABLE HOMES WITH ASSOCIATED PARKING, ACCESS &amp; LANDSCAPING AT LAND ADJACENT TO ROSE COTTAGE, GORSLEY, ROSS-ON-WYE, HEREFORDSHIRE</b></p> <p><b>For: Two Rivers Housing Association per Quattro Design Architects Ltd, Imperial Chambers, Longsmith Street, Gloucester, Gloucestershire, GL1 2HT</b></p>
<b>WEBSITE LINK:</b>	<a href="http://www.herefordshire.gov.uk/housing/planning/58286.aspx?ID=123556&amp;NoSearch=True">http://www.herefordshire.gov.uk/housing/planning/58286.aspx?ID=123556&amp;NoSearch=True</a>

**Date Received: 21 December 2012**

**Ward: Penyard**

**Grid Ref: 367392,226237**

**Expiry Date: 22 March 2013**

Local Member: Councillor H Bramer

## **1. Site Description and Proposal**

- 1.1 The application site is located outside, and immediately abutting the settlement boundary of Gorsley, a 'main village' within the Unitary Development Plan. The site occupies a prominent 'gateway position' on the approach from the west.
- 1.2 The site comprises a broadly rectangular agricultural field of some 0.34 hectares in extent positioned on the corner between the B4221 which forms the southern boundary and the unclassified Ivy House Lane which forms the boundary to the south east, and from which there is an existing field gate access. The land slopes gently from the road to its northern boundary. Local services are located in close proximity to the site, including a primary school to the west, public house opposite and footpath links to the village shop to the east. The Ivy House estate, which comprises 18 post war dwellings set in a cul-de-sac arrangement, is opposite to the east. Further open countryside and agricultural land adjoins to the north.
- 1.3 The proposal is for the erection of 10 affordable homes with associated parking, access and landscaping.

## **2. Policies**

### **2.1 National Planning Policy Framework (NPPF)**

- The presumption in favour of sustainable development – paragraph 14
- Core planning principles – Design quality and character of an area – paragraph 17
- Delivering a wide choice of high quality homes – Sustainable rural development and delivery of affordable housing – Chapter 6 paragraphs 47, 49, 50, 54, 55

- Requiring good design – quality, context and local character and distinctiveness – Chapter 7 paragraphs 58, 60, 61, 64
- Determining applications – determination in accordance with the approved plan unless material conditions indicate otherwise – paragraph 196

## 2.2 Herefordshire Unitary Development Plan (HUDP):

S1	-	Sustainable development
S2	-	Development requirement
S3	-	Housing
S7	-	Natural and historic heritage
DR1	-	Design
DR2	-	Land use and activity
DR3	-	Movement
DR4	-	Environment
H4	-	Main villages
H7	-	Housing in the countryside outside settlements
H9	-	Affordable Housing
H10	-	Rural exception housing
H13	-	Sustainable residential design
H15	-	Density
H16	-	Car Parking
T6	-	Walking
T8	-	Road hierarchy
T11	-	Parking provision
LA2	-	Landscape character and areas least resilient to change
LA3	-	Setting of settlements
LA5	-	Protection of trees, woodlands and hedgerows
LA6	-	Landscaping schemes
NC1	-	Biodiversity of development

- 2.3 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:-

<http://www.herefordshire.gov.uk/housing/planning/29815.aspp>

## 3. Planning History

- 3.1 S122482/F – Erection of 10 affordable homes with associated parking, access and landscaping – Withdrawn

## 4. Consultation Summary

Internal Council Advice

- 4.1 The Transportation Manager raises no objection noting appropriate visibility and parking standards and requirements are satisfied. Conditions are attached to the recommendation below.
- 4.2 Conservation Manager (Landscape) advises that there are no landscape designations and that whilst any such development will have a landscape impact, the scale and pattern of development of Gorsley shows residential development could be accommodated on this site. No objection is made providing adequate natural boundary treatments and appropriate landscaping is provided.

- 4.3 Environmental Health Manager notes the site is within 250 metres of a closed landfill site and as such conditions regarding the consideration, assessment and mitigation of contamination risk are recommended.
- 4.4 Strategic Housing Manager supports the application and outlines both the significant affordable housing need over the next 5 years, both in Gorsley – 12 units, and the county as a whole – 3457 units. Over the next 20 years a minimum of 97 affordable units need to be provided per year to meet existing and projected need. The need in Gorsley is unmet due to no affordable housing development recently. The Strategic Housing team has been trying to source and secure such a development as proposed since 2007.

The majority of objections relayed to the Strategic Housing team at two public consultation events were about the car parking issues caused by parents dropping off and picking up their children from school. Despite this situation not being a direct result of the proposal, the Housing Association have previously tried to ease the situation by offering car parking spaces on the development, however, the Parish Council declined the offer. The Council's Area Engineer has been heavily involved with their specification for the junction and access into the site and addressed these issues.

## **5. Representations**

- 5.1 Linton Parish Council objects to the proposal on the following summarised grounds –
- The density is too high
  - Extra traffic generated will compromise highway safety
  - Concern over impact on water supply
  - The design of the dwellings is neither 'good' or 'in keeping' with the local area
- 5.2 Twenty letters of objection have been received from local residents. Comments regarding material planning matters are summarised as –
- The proposal represents overdevelopment of the site
  - There are more suitable sites
  - Concern regarding sewerage
  - There is no local need for affordable housing
  - This is a prominent site
  - Concern over surface water issues
  - Impact on the landscape
  - Design of the dwellings is unattractive
  - Concern over highway safety
  - Parents picking up/ dropping off children at the school use Ivy House Lane to park
- 5.3 Welsh Water notes the developer can requisition sewers under Sections 98-101 of the Water Industry Act 1991 and notes 'no problems are envisaged with the provision of water supply for this development'.
- 5.4 The consultation responses can be viewed on the Council's website by using the following link:-  
[www.herefordshire.gov.uk/housing/planning/searchplanningapplications.aspx](http://www.herefordshire.gov.uk/housing/planning/searchplanningapplications.aspx)

Internet access is available at the Council's Customer Service Centres:-  
[www.herefordshire.gov.uk/community\\_and\\_living/consumer\\_advice/41840.asp](http://www.herefordshire.gov.uk/community_and_living/consumer_advice/41840.asp)

## **6. Officer's Appraisal**

### Principle/Need

- 6.1 This application follows the applicant's own consultation exercise with the local community, formal pre-application advice with the Local Planning Authority and this revised proposal also seeks to address a number of issues raised in respect of the withdrawn application S122482/F.
- 6.2 The most significant local plan policy applicable to this application is policy H10 – Rural exception housing. This policy allows for residential development on suitable sites adjoining identified settlements including designated 'main villages' such as Gorsley, where there is a proven genuine and quantifiable local need for affordable houses.
- 6.3 The NPPF puts sustainable development at its core and recognises three dimensions to this. The environmental dimension outlines how decision making should contribute to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy. The social role promotes the provision of a supply of housing to meet the needs of the present and future generations
- 6.4 Furthermore the NPPF clearly states that there is a presumption in favour of sustainable development.
- 6.5 To promote sustainable development in rural areas, the NPPF advises that housing should be of high quality and located where it will enhance or maintain the vitality of rural communities which includes supporting existing local services.
- 6.6 There is a significant need for affordable housing within the County as a whole and the identified need in the 2010 Housing Needs Survey for Gorsley is 12 units. This need is still unmet as no development has taken place since the study was undertaken. Clearly the proposed development of ten units will go a significant way to meeting this need.
- 6.7 In this case, the site is well related to the services and facilities offered within the village and it is concluded that there is no objection in principle to the provision of affordable homes in this location

### Sustainability

- 6.11 The site is adjacent to the defined settlement boundary of Gorsley, a designated 'main village' and as such it is considered that it should be regarded as a sustainable location for new residential development. Gorsley has a range of services and facilities within easy walking distance of the application site, including the primary school, shop, public house and village hall. This development will contribute to maintaining those services. Furthermore the development of the site would not cause harm to protected species or any designated heritage or landscape assets since there are none on, or immediately adjoining the site.
- 6.12 The density of development proposed represents 29 dwellings per hectare, making efficient use of this site in accordance with Policy H15 of the UDP. Furthermore these are modest properties, ranging from 72 sq. metres in accommodation for the 2 bed units, and 84 sq. metres accommodation provided by the 3 bed units. In addition the dwellings will be constructed to Lifetime Homes Standards, which is equivalent to Code Level 3 of the Code for Sustainable Homes.

- 6.13 On the above basis, the site and proposed development is considered to meet local planning policies S1, S2 and H10 of the UDP and the requirements of NPPF.

### **Landscape and Visual Impact**

- 6.14 Gorsley can be characterised by its network of narrow intersecting lanes fringed by wayside cottages interspersed with small hedged pastures and pockets of rough grazing. It is considered that within this landscape context new residential development of an appropriate scale and form can be accommodated.
- 6.15 Development of this site is considered to comprise a form of 'infilling', being located between the primary school and the edge of the built core of Gorsley. The site is open and undeveloped but to the east, south and west there is built development and a clear sense of transition from open countryside to a settlement. This is emphasised by the types and age of the development, ranging from the school and pub to various scales, densities and forms of housing.
- 6.16 Development of this site therefore is not considered to have a significant adverse landscape impact or undermine the setting of the village. It is considered to be appropriately designed and landscaped development. The development is further assimilated through enhanced boundary treatments comprising native species hedgerow planting to upgrade and improve the existing situation. Furthermore hardstanding areas have been kept to the minimum required to accommodate parking and manoeuvring and green areas have been incorporated into the layout.

### **Design**

- 6.17 The development comprises ten dwellings, split into two distinct design types. This approach has been utilised so the development relates better to its context and two differing road frontages, whilst also providing some appropriate variation.
- 6.18 Plots 1 – 4 comprise two pairs of semi detached dwellings constructed of red facing brick with grey roof tiles and featuring open porches and chimneys. Each semi detached arrangement comprises one 2 bedroom unit with a width of 6.8 metres providing 74 sq metres of accommodation, and one 3 bedroom unit with a width of 8.4 metres providing 84 sq metres of accommodation. These four units front onto the B Class road opposite The Roadmaker Inn. They have side gable elevations and the ridge heights gradually increase with the topography of the site from west to east, with the highest ridge height of 7.8 metres and lowest of 7.2 metres from ground level. This approach reduces the massing impact of this section of development along the road frontage and creates some aesthetic interest.
- 6.19 Plots 5 – 10 comprise two terraces of three dwellings constructed of buff coloured stone with grey roof tiles, with each dwelling featuring an open fronted porch and chimney. Each terrace arrangement comprises three units, one comprising three 2 bedroom dwellings with a ridge height of 6.9 metres and a combined width of 19.6 metres providing 74 sq metres of accommodation per unit, and the other comprising three 3 bedroom dwellings with a ridge height of 7.3 metres and a combined width of 17.6 metres providing 84 sq metres of accommodation per unit.
- 6.20 These six units have a frontage onto the unclassified Ivy House Lane and the materials palette respects the local context and is influenced by the modern residential estate opposite and other historic buildings around the village. These units have a uniform ridge height across each terrace section and feature a hipped roof on the end units at plots 5 and 10. This again reduces the mass and also replicates a roof style feature common within Herefordshire and found within Gorsley.

- 6.21 Overall the design, detailing, siting and approach utilised is considered to be of sufficient quality, respecting the local context and nature of the location. As set out above, the proposal is considered to respond adequately to the established local character and reflects the identity of its surroundings.
- 6.22 The proposal has an appropriate level of private amenity, and also does not result in undue impact upon the amenity and privacy of the individual proposed dwellings within the development or existing adjoining residential uses.
- 6.23 Along with satisfying the design requirements of the National Planning Policy Framework, the proposal satisfies the design standards criteria of local plan policies S2, DR1 and H13.

### **Sewerage, surface water and hydrological issues**

- 6.24 The applicant's have carried out a commercial drainage and water report undertaken by Severn Trent, and have also submitted a Drainage and Flood Risk Appraisal.
- 6.25 The site is at negligible risk if flooding from fluvial or groundwater flooding as evidenced from data held by the Environment Agency. Surface water run off and downstream surface water flood risk will be mitigated by soakaways and these will conform to or exceed Building Regulations or Code for Sustainable Homes.
- 6.26 Sewers from the Ivy House Estate have become public sewers since October 2011. A sewer connection could be achieved either in Ivy House Lane or on Ivy House Estate and no objection has been received in relation to the capacity of the local sewerage system. Welsh Water also raise no concerns regarding the provision of water supply to this development.
- 6.27 As such there are no issues regarding sewerage, surface water or water supply that would warrant refusal of this application.

### **Highways**

- 6.28 The application is accompanied with a traffic and parking survey and the application has been assessed by the Transportation Manager.
- 6.29 The visibility and access serving the development is to the required standards and is considered acceptable. Off road parking provision is also to the required levels. The associated works actually improve the visibility at the junction with the B Class road above the existing situation. The development also secures enhancements for pedestrians due to upgrading and installation of new footpaths hereabouts adjoining the site. On this basis there are no sustainable or justified grounds to refuse the application on highway grounds.
- 6.30 The localised highways issue is created by parents parking indiscriminately when dropping off or picking up children from the school. Whilst the concerns expressed in respect of this issue are acknowledged, this existing problem cannot reasonably be used as a basis for the refusal of this application which provides the required parking provision and visibility.
- 6.31 Having regard to the acceptability of technical details regarding highways matters, whilst acknowledging the concerns of the local community regarding on road parking problems generated by users of the school, there are no sustainable or justified grounds to refuse the application on highway matters. Furthermore UDP policies S1, S2, DR1, DR2, DR3, T8 and T11 are satisfied.

## **Conclusion**

6.32 The proposal is considered to represent a sustainable form of residential development, meeting a genuine housing need and being appropriate to and in keeping with its context. Material issues arising from this development are addressed within the development and through appropriate conditions. Relevant local and national planning policies are satisfied and as such approval with conditions is recommended.

## **RECOMMENDATION**

**That planning permission be granted subject to the following conditions:**

1. **A01 – Time limit for commencement of development**
2. **B01 – Development in accordance with approved plans**
3. **B07 – No development until the completion, signing and receipt of S106 agreement**
4. **C01 – Sample of external materials**
5. **G02 – Retention of trees and hedgerows**
6. **G09 – Details of boundary treatments**
7. **G10 – Landscaping scheme**
8. **G11 – Landscaping scheme implementation**
9. **G12 – Hedgerow planting**
10. **H03 – Visibility splays**
11. **H04 – Visibility over frontage**
12. **H13 – Access, turning area and parking**
13. **H17 – Junction improvement**
14. **H21 – Wheel washing**
15. **H27 – Parking for site operatives**
16. **H29 – Covered and secure cycle parking**
17. **I16 – Restriction on hours during construction**
18. **I17 – Scheme of foul water disposal**
19. **I20 – Scheme of surface water drainage**
20. **I23 – Improvement of existing sewerage system**
21. **I42 – Scheme of refuse storage**

- 22. Contamination study and report and mitigation
- 23. Implementation of Remediation Scheme approved under condition no.23

**Reason for Approval**

- 1. The proposal represents a sustainable form of development satisfying a genuine proven affordable housing need within this locality on a suitable and available site which has limited constraints and is within close proximity to local services and facilities. The proposal is of a size, scale, design, layout and density in keeping with its edge of village location and has no detrimental impact on adjoining land uses, the character and appearance of the streetscene or highway safety. Accordingly Herefordshire Unitary Development Plan policies S1, S2, S3, S7, DR1, DR2, DR3, DR4, H4, H7, H9, H10, H13, H15, H16, T6, T8, T11, LA2, LA3, LA5, LA6 and NC1 and the relevant sustainability, housing and design aims and objectives of the National Planning Policy Framework are satisfied

**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. HN01 – Mud on Highway
- 3. HN04 – Private Apparatus Within Highway
- 4. HN05 – Works Within the Highway
- 5. HN07 – Section 278 Agreement
- 6. HN10 – No Drainage to Discharge to Highway

Decision: .....

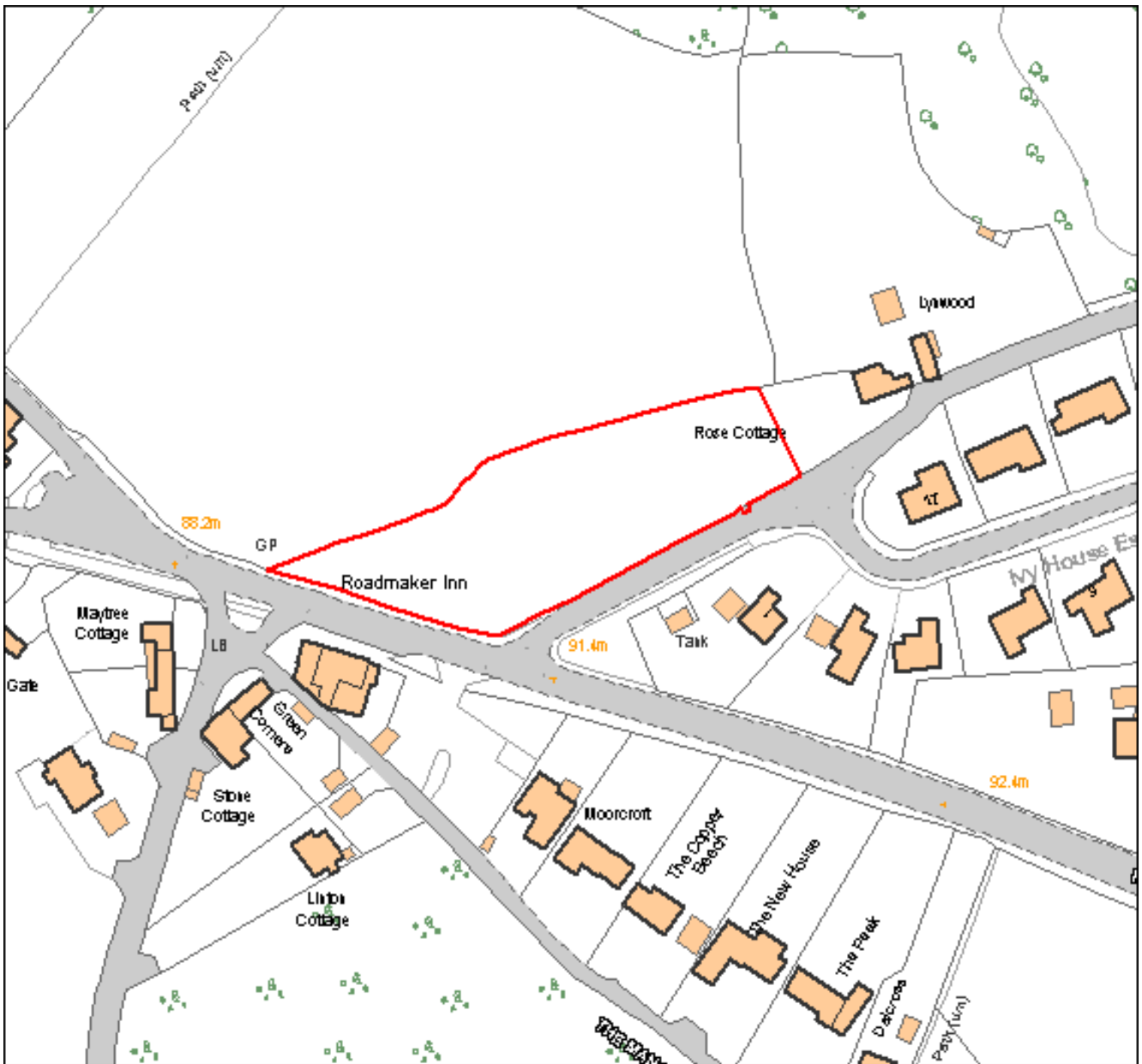
Notes: .....

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**Background Papers**

Internal departmental consultation replies.





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**APPLICATION NO:** S/123556/F

**SITE ADDRESS :** LAND ADJOINING ROSE COTTAGE, GORSLEY, ROSS-ON-WYE, HEREFORDSHIRE

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