## SCHEDULE A: Applications with Recommendation

13/0450

## Item No: 01

Date of Committee: 11/10/2013

**Appn Ref No:** 13/0450

Applicant: Mr A McKeown Parish: Wetheral

**Date of Receipt:** 07/06/2013

Agent: Jock Gordon Ward: Wetheral

**Location:** Land to west of Quarry House, Wetheral Pasture, Carlisle

Proposal: Erection Of 3no. Detached Dwellings & Garages

## REPORT

Case Officer: Barbara Percival

## 1. Recommendation

1.1 It is recommended that this application is approved subject to legal agreement.

## 2. Main Issues

- 2.1 Whether The Principle of Development Is Acceptable
- 2.2 Impact Of The Development On The Character Of The Area
- 2.3 Whether the Proposal Would Lead To The Loss Of The Best And Most Versatile Agricultural Land
- 2.4 Whether The Scale And Design Of The Dwellings Are Acceptable
- 2.5 Impact Of The Proposal On The Living Conditions Of Neighbouring Residents
- 2.6 Provision Of Affordable Housing
- 2.7 Impact Of The Proposal On Highway Safety
- 2.8 Whether The Method of Disposal of Foul And Surface Water Are Appropriate
- 2.9 Impact Of The Proposal On Biodiversity
- 2.10 Impact Of The Proposal On Existing Trees And Hedgerows
- 2.11 Other Matters

## 3. Application Details

## The Site

- 3.1 Members will recall that this application was deferred at a previous meeting of this Committee to allow Members the opportunity to visit the site.
- 3.2 The application site is located immediately to the south of the B6263 Wetheral to Cumwhinton road. Extending to approximately 0.58 hectares in area, the application site is delineated by mixed hedgerows with sporadic trees. An existing field access would serve the development.
- 3.3 Quarry House, a two storey detached property, is located to the east of the site with three detached bungalows, numbers 5 (Trefmawr), 6(Sangria) and 7(Ramsland) Wetheral Pastures, together with the accesses serving numbers 6 and 7 Wetheral Pastures to the south. The Wetheral Pastures to Armathwaite road runs along the western boundary and beyond that numbers 1 and 2 Fernbank Cottages, a pair of semi-detached two storey properties with dormer rooms in their roof space. Further down the hill towards the road junction there is a detached garage and another residential property, Rose Cottage, a single storey property with rooms in its roof space. The B6263 road runs along the northern boundary of the site with open aspects beyond that.

## The Proposal

- 3.4 This application seeks Full Planning Permission for the erection of three detached dwellings and garages. The layout has been dictated by the presence of a mains sewer; however, the submitted drawings illustrate that the dwellings would be centrally located within the site whilst the detached garages serving the dwellings would be adjacent to the proposed access drive running along the southern boundary.
- 3.5 Each of the units would be individual in style and design with the required private amenity space serving each of the properties to the rear. The sizes and accommodation provided for each of the dwellings are as follows:
  - Unit 1 16.1 metres in length with a maximum width of 12.2 metres and a maximum ridge height of 8.9 metres. The ground floor accommodation would comprise of a kitchen/living room, dining room, lounge, utility, w.c., cloakroom and porch with 2no. ensuite bedroom, 2no. bedrooms, landing and bathroom above;
  - Unit 2 17.2 metres in length with a maximum width (including external chimneys) of 11.2 metres (including porch) and a ridge height of 8.8 metres. The accommodation provided would consist of a kitchen/living room, dining room, lounge, hall, w.c. and utility with 2no. ensuite bedrooms, 2no. bedrooms and bathroom above.
  - Unit 3 19.55 metres in length with a maximum width of 19.5 metres and a maximum ridge height of 8.9 metres. The accommodation provided would comprise of a kitchen/living room, dining room, lounge, study,

games room, utility w.c. and cloakroom with 1no. ensuite bedroom, 3no. bedrooms and bathroom above with a further bedroom in the roof space.

- Garages all of the garage would be 6.8 metres wide and 8.1 metres in length with a ridge height of 4.8 metres.
- 3.6 The proposed walls would be finished in render with either slate or 'terracotta style' roofs. Windows and doors would either be uPVC or timber. All the materials and finishes would reflect other properties within the immediate vicinity.

## 4. Summary of Representations

- 4.1 This application has been advertised by the direct notification of ten neighbouring properties and the posting of a Site Notice. In response, eight letters/e-mails of objection has been received and 4 letters/e-mails of support.
- 4.2 The letters/e-mails of objections identifies the following issues:
  - 1. questions availability and contents of original copy of Will of Thomas Graham and Trust.
  - 2. majority of residents in Wetheral Pastures opposed to development.
  - 3. loss of privacy.
  - 4. capability of existing sewage system to deal with additional development.
  - 5. prior notification of adjacent occupiers of the development by the applicant.
  - 6. development would exacerbate existing flooding of the B6263 road.
  - 7. impact on highway safety.
  - 8. development out of keeping with surroundings.
  - 9. present Government policy is for one-bedroom dwellings not four or five bedroom dwellings.
  - 10. loss of view.
  - 11. construction of access and building over existing water pipes and stop taps.
  - 12. assume minimum distance between opposing windows is adhered to by the applicant.
  - 13. the buildings should be relocated further down the field to reduce impact.

- 14. proposed driveway surfaces (chippings) would lead to noise disturbance.
- 15. ownership and impact on hedgerows.
- 16.stability of land for development.
- 17. proposal contrary to National Planning Policy Framework (NPPF).
- 18. impact on biodiversity.
- 19. accuracy of submitted documents and drawings.
- 20. consultation procedural methods.
- 21. artists impression drawing should be submitted illustrating outlook northwards from existing dwellings.
- 22. questions the impartiality of the Planning Officer.
- 4.3 The letters/e-mails of support identifies the following issues:
  - 1. occupiers of additional dwellings will help to support local amenities and businesses.
  - 2. dwellings would connect Inglenook and Quarry House to the Wetheral Pastures, therefore, providing more continuity
  - 3. attractive development will increase other house prices in close proximity.
  - 4. development in accordance with the NPPF and Local Plan.
  - 5. the development would support services in Wetheral and Cumwhinton.
  - 6. development would make a significant contribution towards the provision of affordable housing, the lack of which was highlighted in the 2005 Parish Plan.

## 5. Summary of Consultation Responses

Health and Safety Executive/ PADHI+ online consultation: - does not advise, on safety grounds, against the granting of planning permission;

Cumbria County Council - (Econ. Dir. Highways & Transportation): - the proposal seeks to use the existing field access off the Armathwaite road, this will need to be upgraded to serve as the private shared driveway to the dwellings, therefore, recommend the imposition of three conditions. The plans have no dimensions, but assuming the double garage doors is of: 2 metres height, 4 metres width, then using this benchmark the various drawings detailing the access, internal parking/layout are sufficient;

Clerk to Wetheral PC: - Whilst the Parish Council (PC) has no objections to the development of this land, they have concerns regarding the lack of privacy to the existing properties from the proposed overlooking windows in the new development. The Parish Council would prefer to see the proposed new homes set farther back on the site from the existing properties. They feel that the distance should be greater, or the windows to the upper floors overlooking the B6263 only, to avoid overlooking the existing properties.

In respect to the revised proposal, the PC has no objections to this application, but would still prefer to see the new development situated closer to the B6263, further back than proposed, without overlooking windows;

Local Environment - Environmental Protection: - no objections;

Cumbria County Council - Drainage: - no response received;

National Grid UK Transmission - Plant Protection: - no objection;

British Gypsum: - no response received;

Northern Gas Networks: - no objections to the proposals, however, there may be apparatus in the area that may be at risk during construction works and should the planning application be approved, then it is required that the promoter of these works to contact United Utilities directly to discuss their requirements in detail. Should diversionary works be required these will be fully chargeable;

Community Engagement - Housing Strategy: - this scheme is located within the rural east housing market of Carlisle. The Carlisle Housing Need and Demand Study 2011 identified an affordable housing need of 101 units a year in the rural east housing market area. Within the ward of Wetheral, there are only 91 affordable homes, which, according to our records, is only 4.2% of the total homes of the Ward. In consideration of this application, Policy H5 of the Carlisle Local Plan highlights that rural housing schemes between 3-9 units in size must provide an affordable housing contribution of 10% (0.1). The policy also states that affordable properties must be discounted by between 25-30% from their full market value. Given that the application of Policy H5 to this scheme results in an affordable housing contribution of 0.1 units, it would be detrimental to the viability of the scheme if the developer had to provide one unit of affordable housing. The provision of a commuted sum, in lieu of an affordable housing unit, is therefore more rational.

United Utilities: - no objection to the proposed development subject to the imposition of a condition and informative.

## 6. Officer's Report

## Assessment

6.1 The relevant planning policies against which the application is required to be assessed are Policies DP1, CP1, CP2, CP3, CP4, CP5, CP12, H1, H5 and

T1 of the Carlisle District Local Plan 2001-2016. The proposals raise the following planning issues:

- 1. Whether The Principle of Development Is Acceptable
- 6.2 The main issue for Members to establish in the consideration of this application is the principle of development. Since the adoption of the Local Plan, the National Planning Policy Framework (NPPF) has been published by the Government and is a material consideration in the determination of this application.
- 6.3 Paragraph 14 of the NPPF outlines that "at the heart of the NPPF is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking". For decision-taking the NPPF highlights that this 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 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 this Framework indicate development should be restricted".
- 6.4 This is further reiterated in paragraph 215 of the NPPF which highlights that due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF (the closer the policies in the plan to the policies in the NPPF, the greater the weight that may be given). Accordingly, in respect of this application whilst the development should be considered against Local Plan policies, the Council's Local Plan (in respect of the issue of housing) cannot be considered up to date under the NPPF.
- 6.5 When assessing the application against the foregoing policy advice it is evident that the application site is well related to the settlement of Wetheral Pastures. Wetheral Pastures itself is in close proximity to both Wetheral and Cumwhinton, both of which provide a high level of service including a school, public houses, village hall, church and shops. Accordingly, the site is considered to be a sustainable location, therefore, the principle for the development of the site for housing is consistent with the objectives of the NPPF.
  - 2. Impact Of The Development On The Character Of The Area
- 6.6 The Cumbria Landscape Character Guidance and Toolkit (March 2001) identifies that the site falls within the Cumbria Landscape Character Sub-Type 5c 'Rolling Landscape'. The toolkit advises that key characteristics of this landscape are: open undulating and rolling topography; lowland agricultural landscape dominated by pasture; hedges and hedgerows trees are common on lower ground and sparse of higher ground; and some scrub woodland.
- 6.7 The application site is a field which slopes down towards the B6263 Wetheral to Cumwhinton road. Although there are no trees or landscape features of

note within the development site itself, the site is delineated on all four sides by hedgerows and sporadic trees, all of which would be retained. A revised block plan also illustrates the planting of an additional two trees within the rear gardens of Plots 1 and 2, a Sweet Chestnut and Sycamore, approximately 3 metres in height with a 130mm girth. An additional hedge would be planted immediately adjacent to the 900mm boundary wall delineating Plots 1 and 2 along the southern boundary of the site. Furthermore, conditions are suggested, should the application be approved, which would ensure the retention of the existing hedgerows together with the planting of the additional hedgerow.

- 6.8 In summary, it is inevitable that there will be some impact on the character of the area given that the application site is currently an open field. In mitigation however; the existing hedgerows around the site would be retained with further planting proposed. Although the development would be visible from public viewpoints, it is well related to the built form of Wetheral Pastures and would not result in a discordant feature in the landscape to such an extent to warrant refusal of the application.
  - 3. Whether the Proposal Would Lead To The Loss Of The Best And Most Versatile Agricultural Land
- 6.9 It is accepted that the proposal would lead to the loss of agricultural land. The Agricultural Land Classification identifies this land as Grade 3, Grades 1 and 2 being of the highest quality. Grade 3 land is common both within the immediate vicinity of the application site and within the District as a whole. As such, it is not considered that the loss of this small area of agricultural land would provide grounds for refusal of the application.
  - 4. Whether The Scale And Design Of The Dwellings Are Acceptable
- 6.10 Policies seek to ensure the development is appropriate in terms of quality to that of the surrounding area and that development proposals incorporate high standards of design including siting, scale, use of materials and landscaping which respect and, where possible, enhance the distinctive character of townscape and landscape. This theme is identified in Policy CP5 of the Local Plan which requires that development proposals should also harmonise with the surrounding buildings respecting their form in relation to height, scale and massing and make use of appropriate materials and detailing.
- 6.11 In respect of the layout of the development, Wetheral Pastures is predominantly linear in form with the exception of numbers 5, 6, and 7 Wetheral Pastures. The site layout is dictated by the need to maintain an easement of the mains sewer that cross the site together with the requirement to achieve adequate separation distances between properties and private amenity space. Notwithstanding this, the form of the development follows that of numbers 5, 6 and 7 Wetheral Pastures and would not be obtrusive or detract from the character of the area.
- 6.12 Objections have been raised in respect of the scale, design and massing of the proposed dwellings. When assessing the character of the area, it is evident that there are a variety of properties of differing ages and styles within Wetheral Pastures. The properties within the immediate vicinity consist of

two storey properties to the west, single storey properties along its southern boundary whilst along the eastern boundary there is a mix of single storey cottages and two storey properties with rooms in the roof space.

- 6.13 In terms of the proposed dwellings, subject of the application, there are a range of differing dwelling types, which, aesthetically, will add variety to the development and create its own identity. The dwellings incorporate reasonably sized garden areas, both front and rear, that are comparable to the size of the units that they serve, thereby ensuring that the development does not appear cramped or overdeveloped. Furthermore, the size of the gardens and the way that the properties are laid out will help create a sense of space within the development.
- 6.14 The topography of the area is such that there is a already a mix of styles and ages of dwellings at differing levels within the immediate vicinity, the resultant impact of the development on the streetscene would not be obtrusive or be detrimental to the character of the area. In summary, the scale and massing of the proposed dwellings are comparable to the existing properties within the vicinity. Accordingly, the development would not form a discordant feature within the street scene.
  - 5. Impact Of The Proposal On The Living Conditions Of Neighbouring Residents
- 6.15 Objections have been raised by the occupiers of neighbouring properties in respect of the impact of the development on their living conditions citing over-dominance, over-looking, loss of view and intensification of use. Similar concerns have also been raised by Wetheral Parish Council.
- 6.16 The originally submitted drawings illustrated that the southern (front) elevations of the proposed dwellings would be located between 38.2 metres and 39.2 metres from the single storey properties along its southern boundary, numbers 5 (Trefmawr), 6 (Sangria) and 7 (Ramsland) Wetheral Pastures whilst the garages would come closer. The garage serving Plot 1 would be 27.2 metres from the gable elevation of 5 Wetheral Pastures and 17.5 metres from the front elevation of 1 Fernbank Cottage, a two storey property located to the west of application site. The garage serving Unit 2 would be off-set from the front elevation of 6 Wetheral Pastures whilst the garage of Unit 3 would be 17.2 metres from the front elevation of number 7 Wetheral Pastures.
- 6.17 In light of the objections raised by both the third parties and the Parish Council, the applicant has subsequently submitted revised drawings which now illustrate the relocation of the dwellings further to the north which has resulted in the properties being more centrally located with the application site and the shared access drive surfaced in clay pavers as opposed to tarmacadam and chippings.
- 6.18 In terms of the revised drawings the distances between the proposed dwellings and the existing properties are:
  - southern elevation of Unit 1 to the gable elevation of 5 Wetheral Pastures

is now 39 metres. The garage would be 27.1 metres to 5 Wetheral Pastures and 17.5 metres from the front elevation of 1 Fernbank Cottages;

- southern elevation of Unit 2 to the northern elevation of 6 Wetheral Pastures is now 43.2 metres. The garage would remain off-set from 6 Wetheral Pastures; and
- main southern elevation of Unit 3 to the northern elevation of 7 Wetheral Pastures is now 44.4 metres. The garage would remain 17.2 metres from 7 Wetheral Pastures.
- 6.19 In light of the foregoing, the relocation of the proposed dwellings not only meets but are well in excess of the distances outlined in the City Council's Supplementary Planning Document 'Achieving Well Designed Housing' i.e. 12 metres between primary windows and blank gables and 21 metres between primary windows. Furthermore, any perceived potential impact due to scale and massing would also be reduced. The loss of a view is not a material planning consideration. In respect of intensification of use, it is inevitable that any development proposals in an otherwise undeveloped area would lead to increased levels of traffic and noise; however, given that the proposal is for three dwellings the level of usage would not warrant refusal of the application on this basis.
  - 6. Provision Of Affordable Housing
- 6.20 When considering the issue of affordable housing, Policy H5 of the Local Plan sets thresholds for the provision of affordable housing. Given the nature of the proposal to provide 3 units and the size of the site, there is a policy requirement to provide 10% contribution towards the provision of affordable housing. The applicant is willing to provide this contribution and subject to the completion of a S106 Agreement, there is no policy conflict.
  - 7. Impact Of The Proposal On Highway Safety
- 6.21 The proposal involves the utilisation of an existing field access to serve the proposed development. Objections have been raised in respect of highway safety citing the potential impact that the additional traffic from the proposed development would have on the highway junction of the B6263 road.
- 6.22 Cumbria County Council, as Highways Authority, has been consulted and raise no objections to the proposal subject to the imposition of three conditions and an informative. The concerns of the objectors have been noted; however, given that the Highways Authority do not share these concerns it would be difficult to substantiate a refusal of the application on highway grounds.
  - 8. Whether The Method of Disposal of Foul And Surface Water Are Appropriate
- 6.23 In order to protect against pollution, Policy CP12 seeks to ensure that development proposals have adequate provision for the disposal of foul and surface water. The application form, submitted as part of the application,

outlines that foul sewage would be to the mains whilst surface water would be to a soakaway. Objectors questioned the capability of the existing sewage system to deal with the proposed development together with the impact of the proposal on existing flooding of the B6263 road from surface water run-off. United Utilities has been consulted and have raised no objections subject to the imposition of a condition and informative which requires the submission of a scheme for surface and foul water drainage prior to commencement.

- 9. Impact Of The Proposal On Biodiversity
- 6.24 The Councils GIS Layer has identified that there is the potential for several key species to be present within the vicinity. Using the guidance issued by Natural England, the development would not harm protected species or their habitat; however, an Informative has been included within the decision notice ensuring that if a protected species is found all work must cease immediately and the Local Planning Authority informed.

10. Impact Of The Proposal On Existing Trees And Hedgerows

6.25 The site is bounded by hedgerows with sporadic trees all of which would be retained with further planting proposed along the southern boundary. The imposition of a condition would also ensure that the hedgerows are retained.

## 11. Other Matters

- 6.26 There are discrepancies within the Design and Access Statement, submitted as part of the application. Since the 25th June 2013 the requirement for the submission of a Design and Access Statement has been relaxed. Accordingly, in light of the foregoing the Design and Access Statement will not form part of the approved documents should the application be approved.
- 6.27 Objectors have raised concerns in respect of the availability and contents of the Will of Thomas Graham, impact of the development on existing water pipes and stop taps and the stability of the land. These issues are noted; however, these are covered by other legislation and not planning legislation.
- 6.28 Several objectors have highlighted that representations have been received from people who do not reside in Wetheral Pastures. As Members are aware all representations have to be taken into consideration when assessing planning applications, irrespective of where people reside.
- 6.29 The occupiers of a property in Wetheral Pastures questions the impartially of the Case Officer due to the format of a letter of Supporting Information received from a Planning Consultant acting on behalf of the applicant. Members should be assured that the application has been dealt with in accordance with the provisions of the Development Plan taking into consideration any material planning considerations.

## Conclusion

- 6.30 The principle of development of the site is acceptable under the provisions of the NPPF. The scale and design of the dwelling are acceptable and would not have a significant detrimental impact on the character of the area or the living conditions of the occupiers of neighbouring properties. Adequate parking and access provision can be achieved whilst the method of disposal for foul and surface water is acceptable subject to the imposition of relevant conditions. The proposal would also retain existing hedgerows and would not have a detrimental impact on biodiversity.
- 6.31 In overall terms, the proposal is considered to be compliant under the provisions of the NPPF and the objectives of the relevant Local Plan policies. Accordingly, the application is recommended for approval subject to the completion of a Section 106 Agreement.

## 7. Planning History

7.1 There is no relevant planning history.

## 8. Recommendation: Grant Subject to S106 Agreement

1. The development shall be begun not later than the expiration of 3 years beginning with the date of the grant of this permission.

**Reason:** In accordance with the provisions of Section 91 of the Town and Country Planning Act 1990 ( as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

- 2. The approved documents for this Planning Permission comprise:
  - 1. the submitted planning application form received 4th June 2013;
  - the Assessment of Likelihood of Contamination received 7th June 2013;
  - 3. the Tree Survey received 22nd July 2013;
  - 4. the location plan received 4th June 2013 (Drawing No. 2080/1);
  - 5. the block plan received 13th September 2013 (Drawing No. 2080/2A);
  - 6. the block plan received 22 July 2013 (Drawing No. 2080/2B);
  - 7. the site plan received 22nd July 2013 (Drawing No. 2080/3A);
  - 8. site elevations north and south received 4th June 2013 (Drawing No. 2080/4);
  - 9. site elevation west received 22nd July 2013 (Drawing No. 2080/5B);
  - 10. unit 1 floor plans received 4th June 2013 (Drawing No. 2080/6);
  - 11. unit 1 elevations received 4th June 2013 (Drawing No. 2080/7);
  - 12. units 1 & 2 garage received 9th July 2013 (Drawing No. 2080/9A);
  - 13. unit 2 floor plans received 4th June 2013 (Drawing No. 2080/10);
  - 14. unit 2 elevations received 4th June 2013 ((Drawing No. 2080/11);
  - 15. unit 3 floor plans received 7th August 2013 (Drawing No. 2080/13A);
  - 16. unit 3 elevations received 4th June 2013 (Drawing No. 2080/14);
  - 17. unit 3 garage received 4th June 2013 (Drawing No. 2080/16);
  - 18. the Notice of Decision; and

19. any such variation as may subsequently be approved in writing by the Local Planning Authority.

Reason: To define the permission.

- 3. Notwithstanding any description of materials in the application no development shall be commenced until samples or full details of materials to be used externally on the dwellings have been submitted to and approved by the Local Planning Authority. Such details shall include the type, colour and texture of the materials.
  - **Reason:** To ensure that materials to be used are acceptable and in accord with Policy CP5 of the Carlisle District Local Plan 2001-2016.
- 4. No development shall take place until full details of hard and soft landscape works have been submitted to and approved in writing by the Local Planning Authority and these works shall be carried out as approved prior to the occupation of the dwellings. Any trees or other plants which die or are removed within the first five years following the implementation of the landscaping scheme shall be replaced during the next planting season.
  - **Reason:** To ensure that a satisfactory landscaping scheme is prepared and to ensure compliance with Policy CP5 of the Carlisle District Local Plan 2001-2016.
- 5. The existing hedgerows to the northern and eastern boundaries of the site as indicated on Drawing Number 2080/3A shall be retained at a height of not less than 1.8 metres as measured from the base of the hedge.
  - **Reason:** In the interests of privacy and amenity in accordance with Policies CP5 of the Carlisle District Local Plan.
- 6. Before any development is commenced on the site, including site works of any description, a protective fence in accordance with Fig. 2 in B.S. 5837: 2005 shall be erected around the trees and hedges to be retained at the extent of the Root Protection Area as calculated using the formula set out in B.S. 5837. Within the areas fenced off no fires should be lit, no equipment, machinery or structure shall be attached to or supported by a retained tree or hedge, no mixing of cement or use of other contaminating materials or substances shall take place within, or close enough to, a roof protection area that seepage or displacement could cause them to enter a root protection area, the existing ground level shall be neither raised nor lowered, and no materials, temporary buildings or surplus soil of any kind shall be placed or stored thereon. The fence shall thereafter be retained at all times during construction works on the site.
  - **Reason:** In order to ensure that adequate protection is afforded to all trees/hedges to be retained on site in support of Policies CP3 and CP5 of the Carlisle District Local Plan 2001-2016.

7. Notwithstanding any description of boundary treatments in the application no development shall be commenced until particulars of the height and materials of any new screen walls and boundary fences to be erected has been submitted to and approved in writing by the Local Planning Authority and the development thereafter carried out in accordance therewith.

**Reason:** In the interests of privacy and visual amenity in accordance with Policy H2 of the Carlisle District Local Plan 2001-2016.

8. The whole of the vehicular access area bounded by the carriageway edge and the highway boundary shall be constructed and drained to the specification of the Local Highways Authority.

**Reason:** In the interests of highway safety. To support Local Transport Plan Policies: LD5, LD7, LD8.

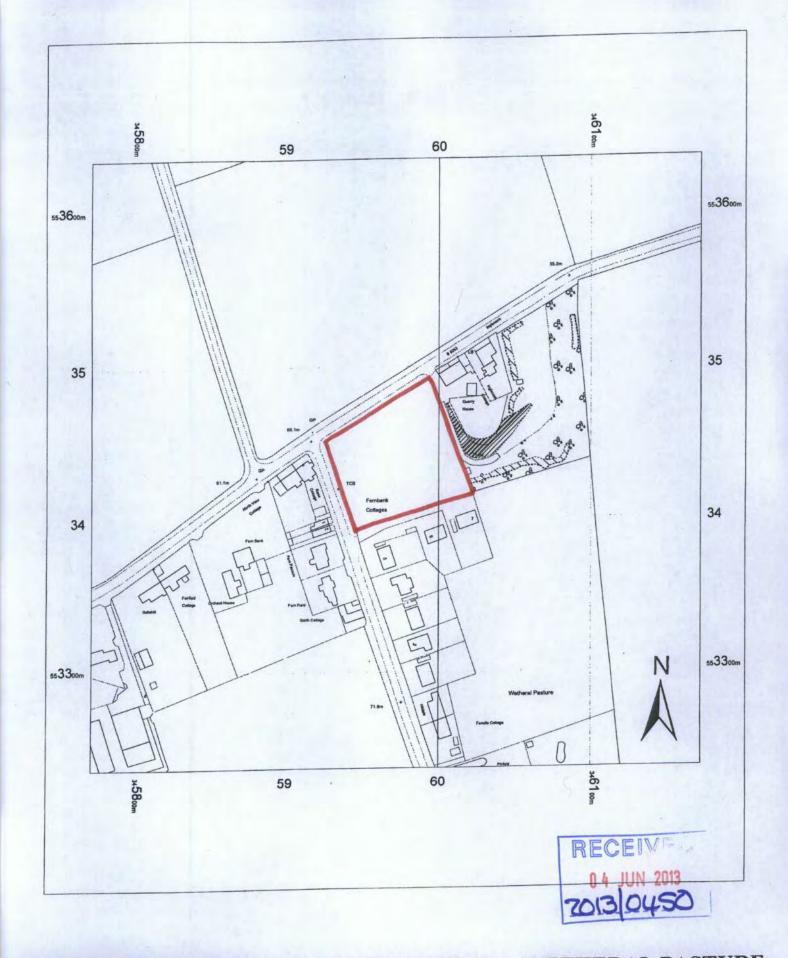
- 9. The access and parking/turning requirements, shown on Drawing Number 2080/03A, shall be substantially met before any building work commences on site so that constructional materials can be delivered and stored within the site, and traffic/plant can be accommodated clear of the highway.
  - **Reason:** The carrying out of this development without the provision of these facilities is likely to lead to inconvenience and danger to road users. Retention of these facilities ensures an appropriate standard of parking and access for as long as the use continues. To support Local Transport Plan Policies: LD5, LD7 and LD8.
- 10. No dwelling shall be occupied until the vehicular access and parking requirements have been constructed in accordance with the approved plan and brought into use. These facilities shall be retained and capable of use at all times thereafter and shall not be removed or altered without the prior consent of the Local Planning Authority.
  - **Reason:** To ensure a minimum standard of access provision when the development is brought into use. To support Local Transport Plan Policies: LD5, LD7, LD8.
- 11. Prior to the commencement of development, a scheme for foul and surface water drainage (inclusive of how the scheme shall be maintained and managed after completion) shall be submitted to and approved in writing by the Local Planning Authority. The drainage scheme submitted for approval shall be in accordance with the principles set out in the planning application proposing surface water from the site discharging into the SUDs. No part of the development shall be occupied until the drainage scheme has been constructed in accordance with the approved details. For the avoidance of doubt, neither surface water, land drainage, nor highway drainage shall connect into the public sewerage system (directly or indirectly). The development shall be completed, maintained and managed in accordance with the approved details.

- **Reason:** To ensure a satisfactory means of foul and surface water disposal, in accordance with Policy CP12 of the Carlisle District Local Plan 2001-2016.
- 12. No work associated with the construction of the residential units hereby approved shall be carried out before 07.30 hours on weekdays and Saturdays nor after 18.00 hours on weekdays and 13.00 hours on Saturdays (nor at any times on Sundays or statutory holidays).
  - **Reason:** To prevent disturbance to nearby occupants in accordance with Policy H2 of the Carlisle District Local Plan 2001-2016.
- 13. In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken and where remediation is necessary a remediation scheme must be prepared, which is subject to the approval in writing of the Local Planning Authority.

Site investigations should follow the guidance in BS10175.

Following completion of measures identified in the approved remediation scheme a verification report must be prepared, which is subject to the approval in writing of the Local Planning Authority.

**Reason** To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with Policy CP13 of the Carlisle District Local Plan 2001-2016.

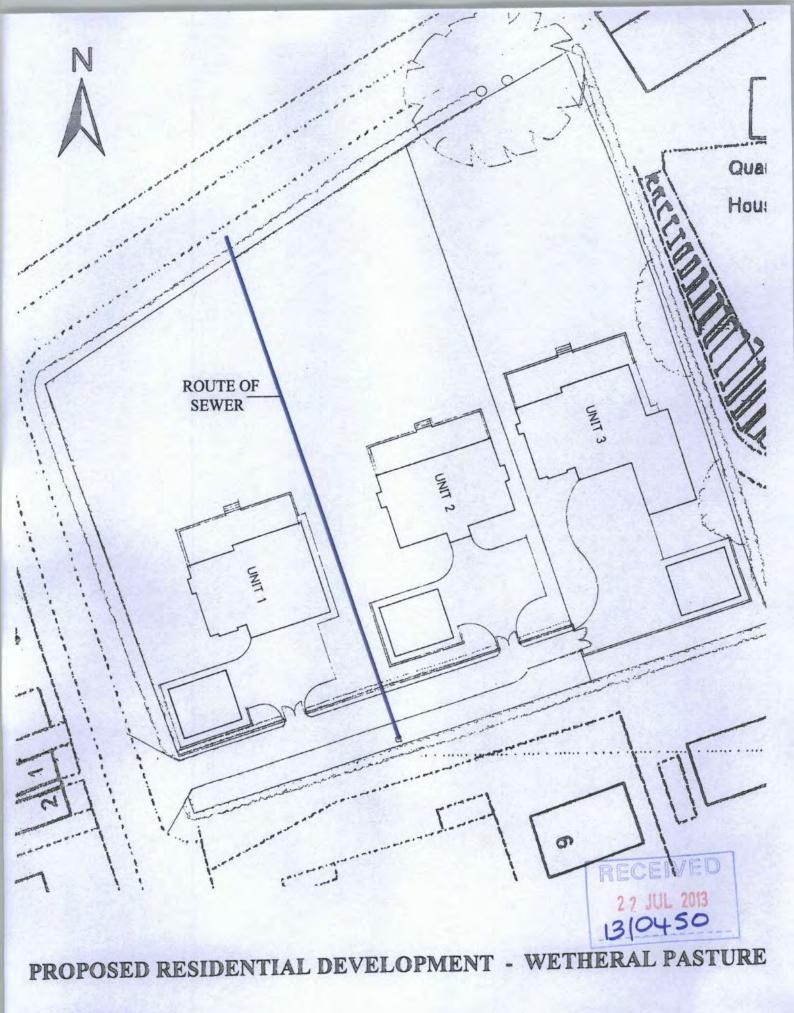


**PROPOSED RESIDENTIAL DEVELOPMENT - WETHERAL PASTURE** 

LOCATION PLAN

DRG. NO. 2080/1

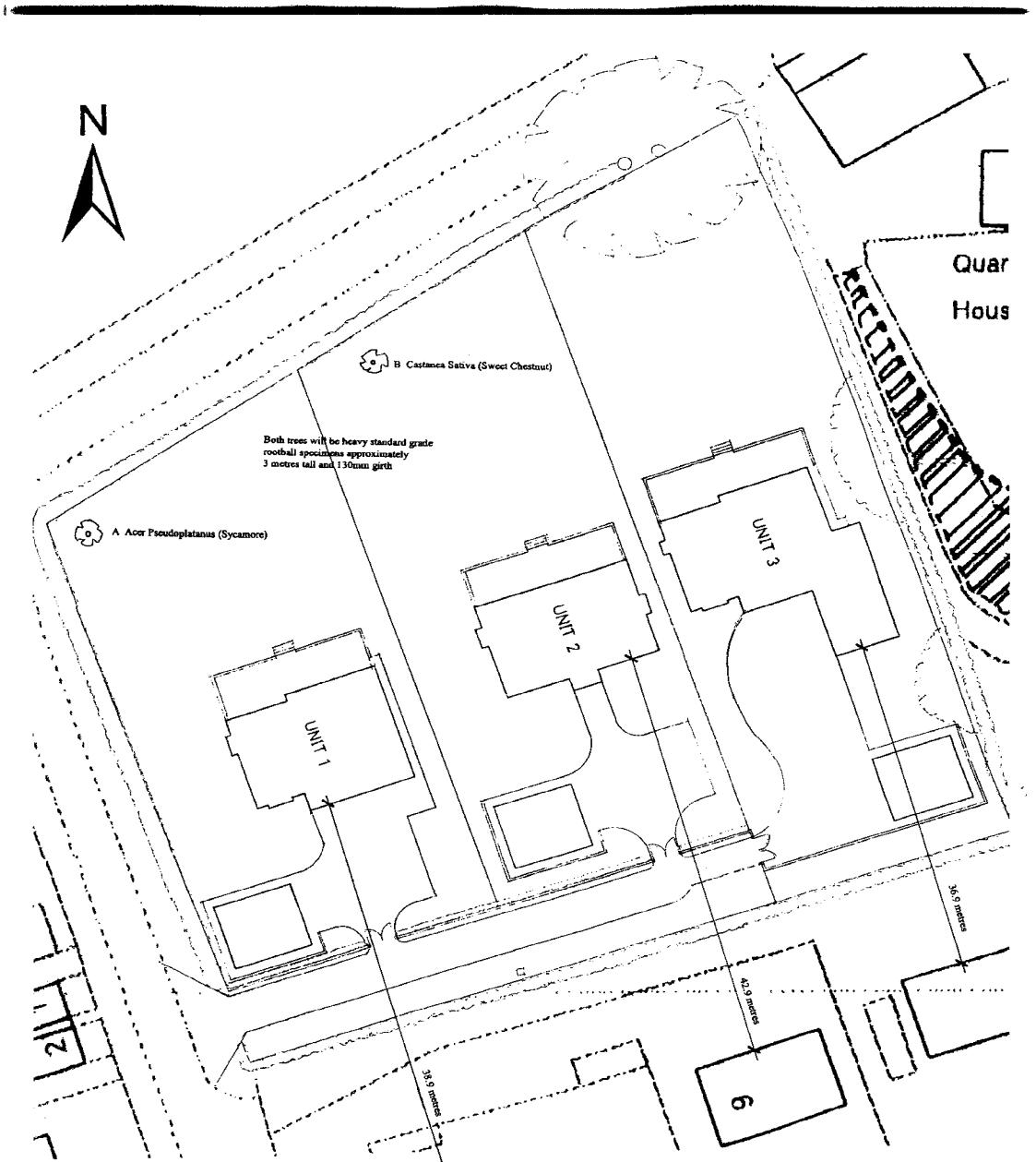
SCALE : 1-2500



BLOCK PLAN

DRG. NO. 2080/2B

SCALE : 1-500



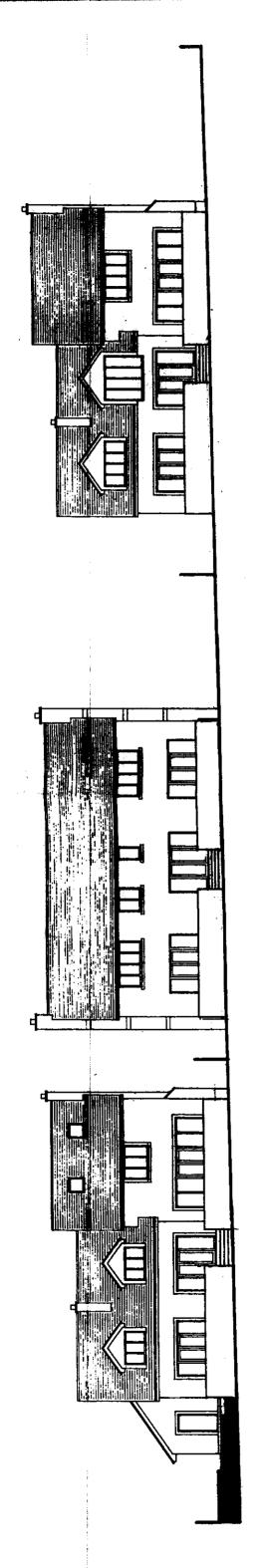
## PROPOSED RESIDENTIAL DEVELOPMENT - WETHERAL PASTURE

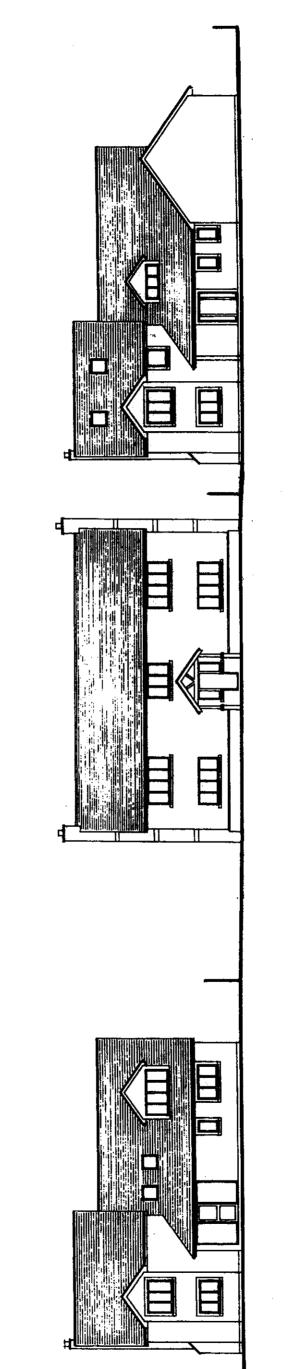
**BLOCK PLAN** 

DRG. NO. 2080/2B

RECEIVED 19 SEP 2013 2013/0450

SCALE : 1-500





RECEIVED



## SITE ELEVATIONS - NORTH & SOUTH

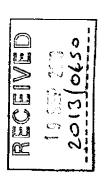
## PROPOSED RESIDENTIAL DEVELOPMENT - WETHERAL PASTURE

**DRG. NO. 2080/4** 

**SCALE: 1-200** 

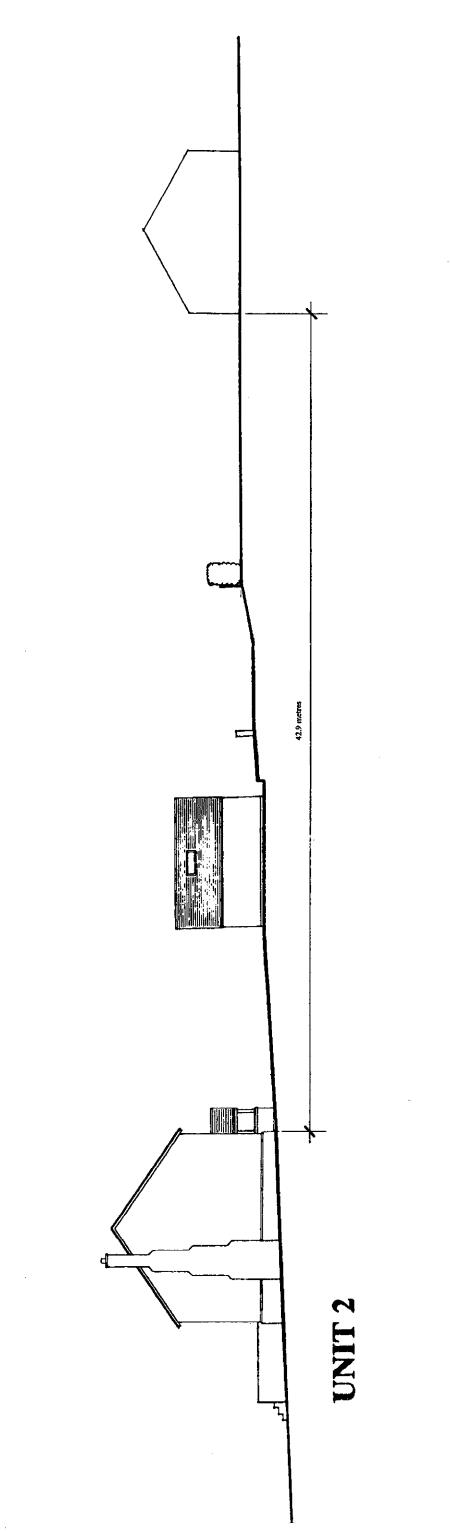
## SOUTH ELEVATION

## NORTH ELEVATION



## **SCALE: 1-200**

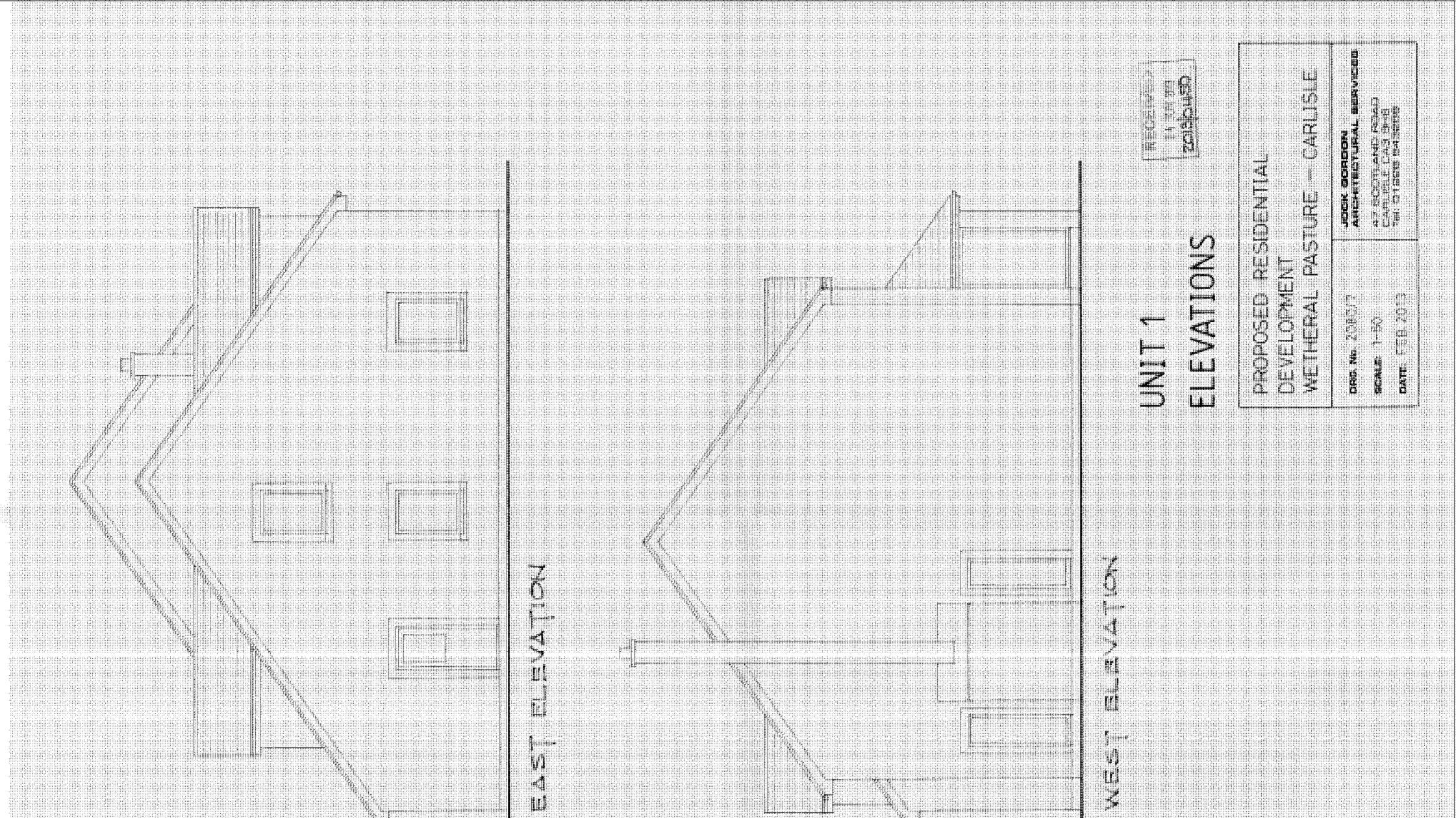
# **PROPOSED RESIDENTIAL DEVELOPMENT - WETHERAL PASTURE**

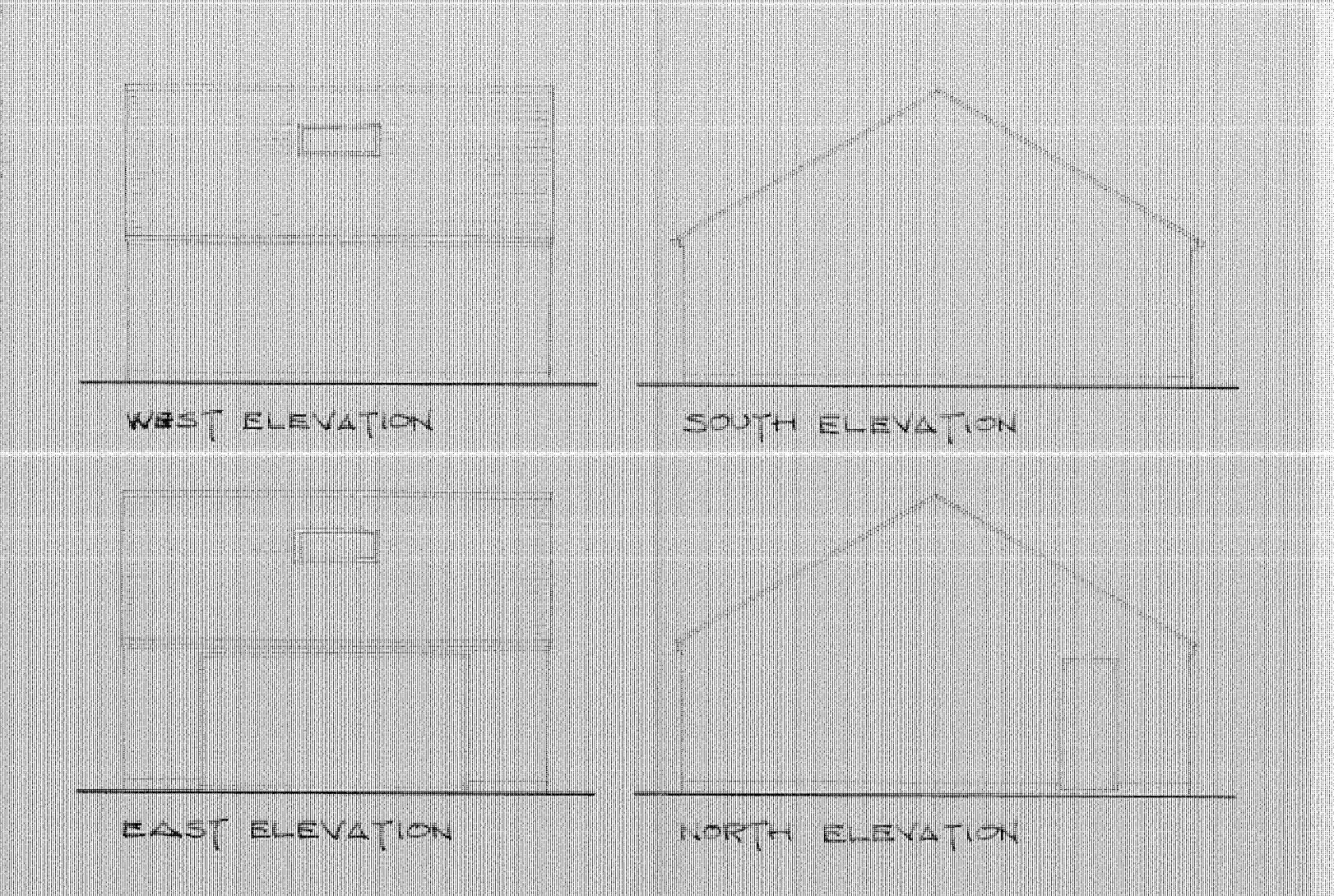


## **DRG. NO. 2080/5C**

## SITE ELEVATION - WEST







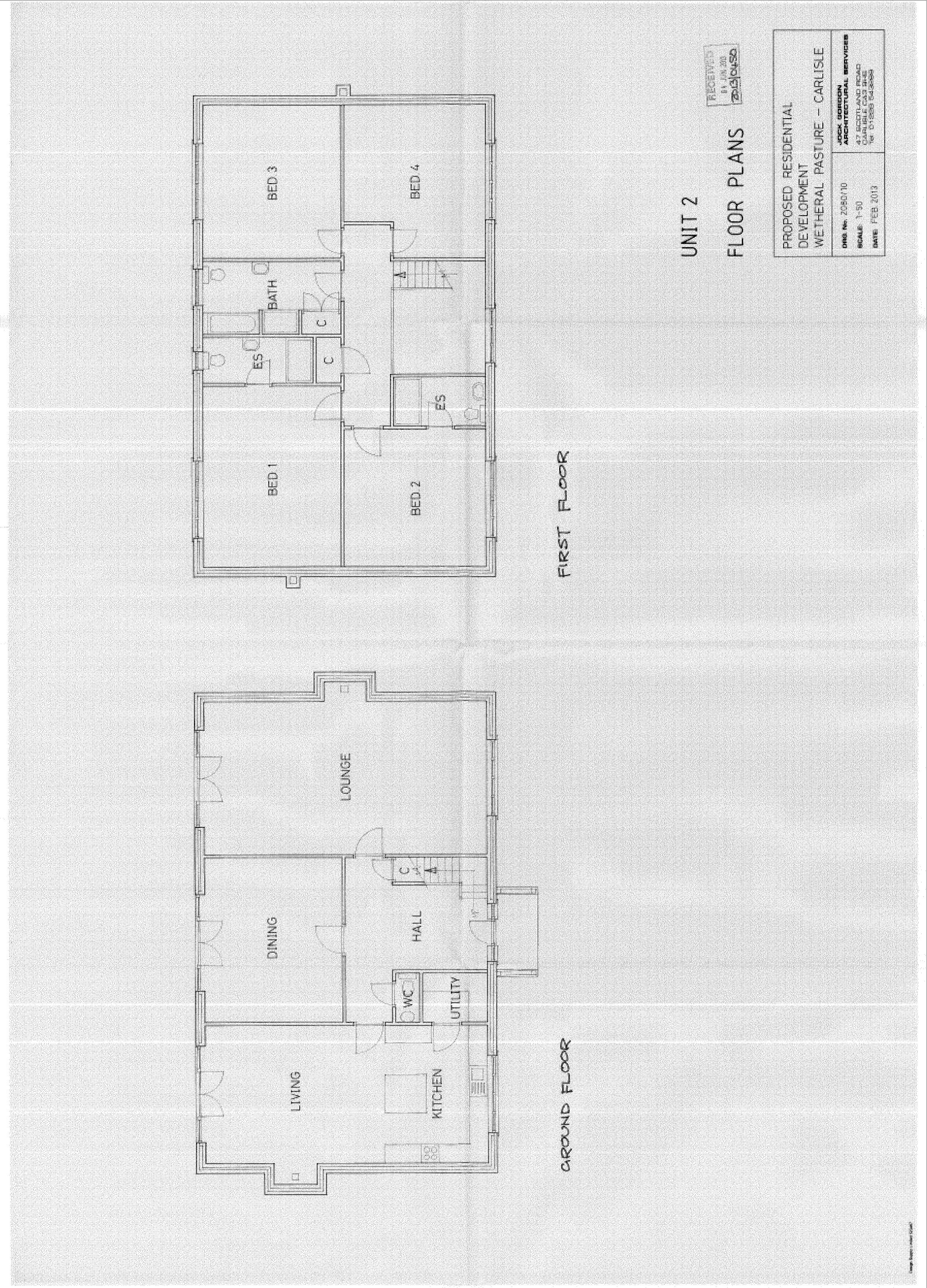


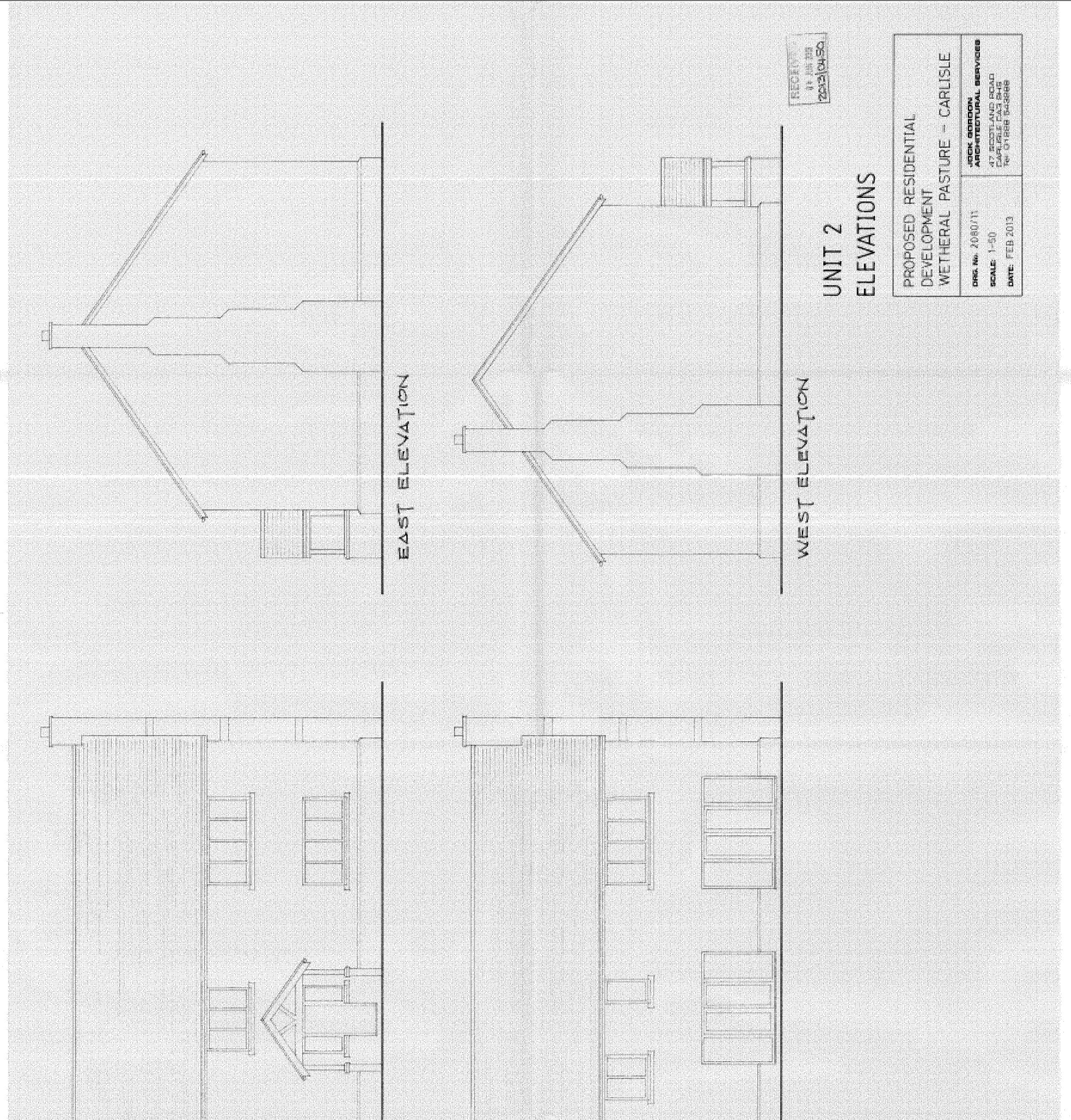


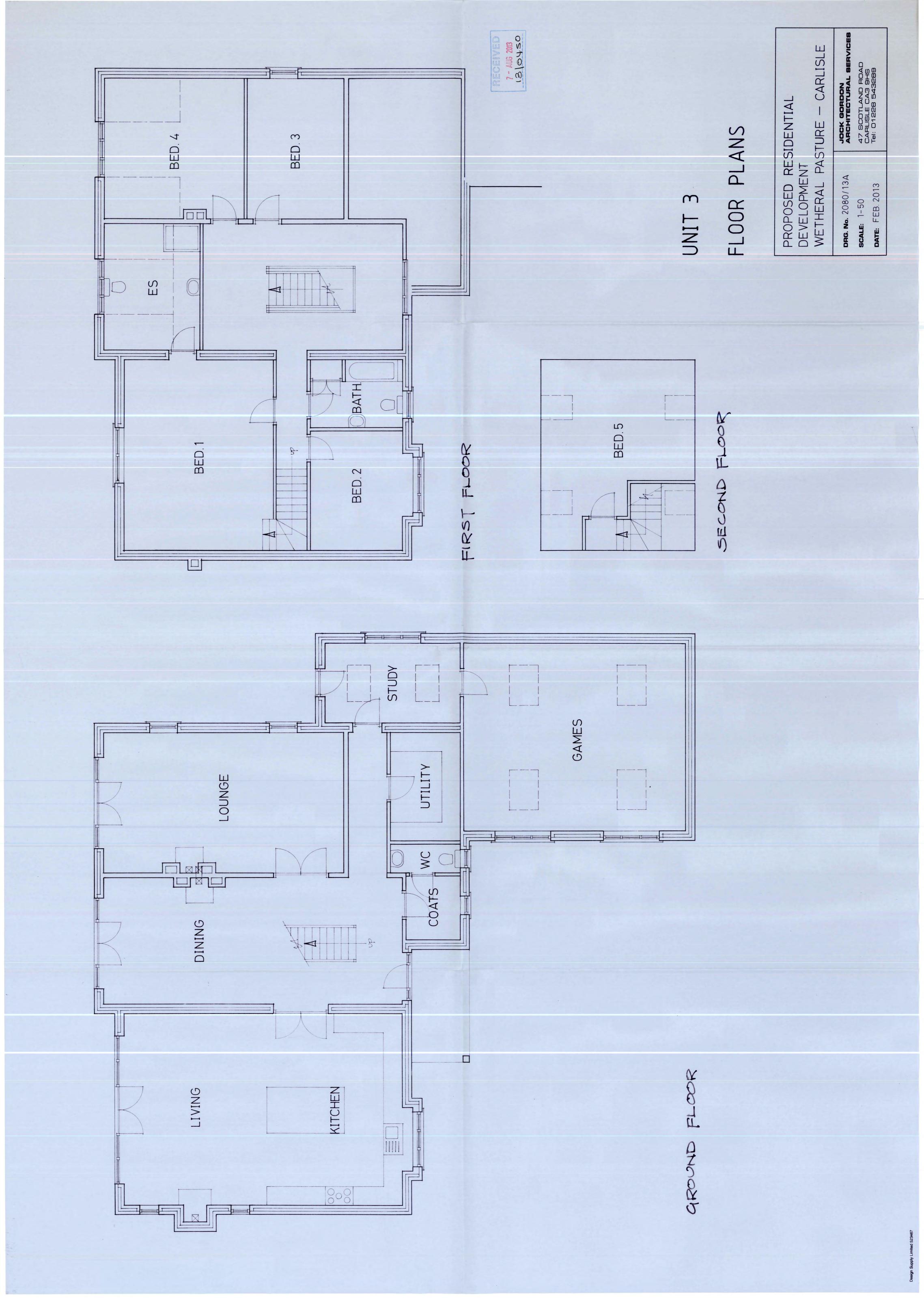


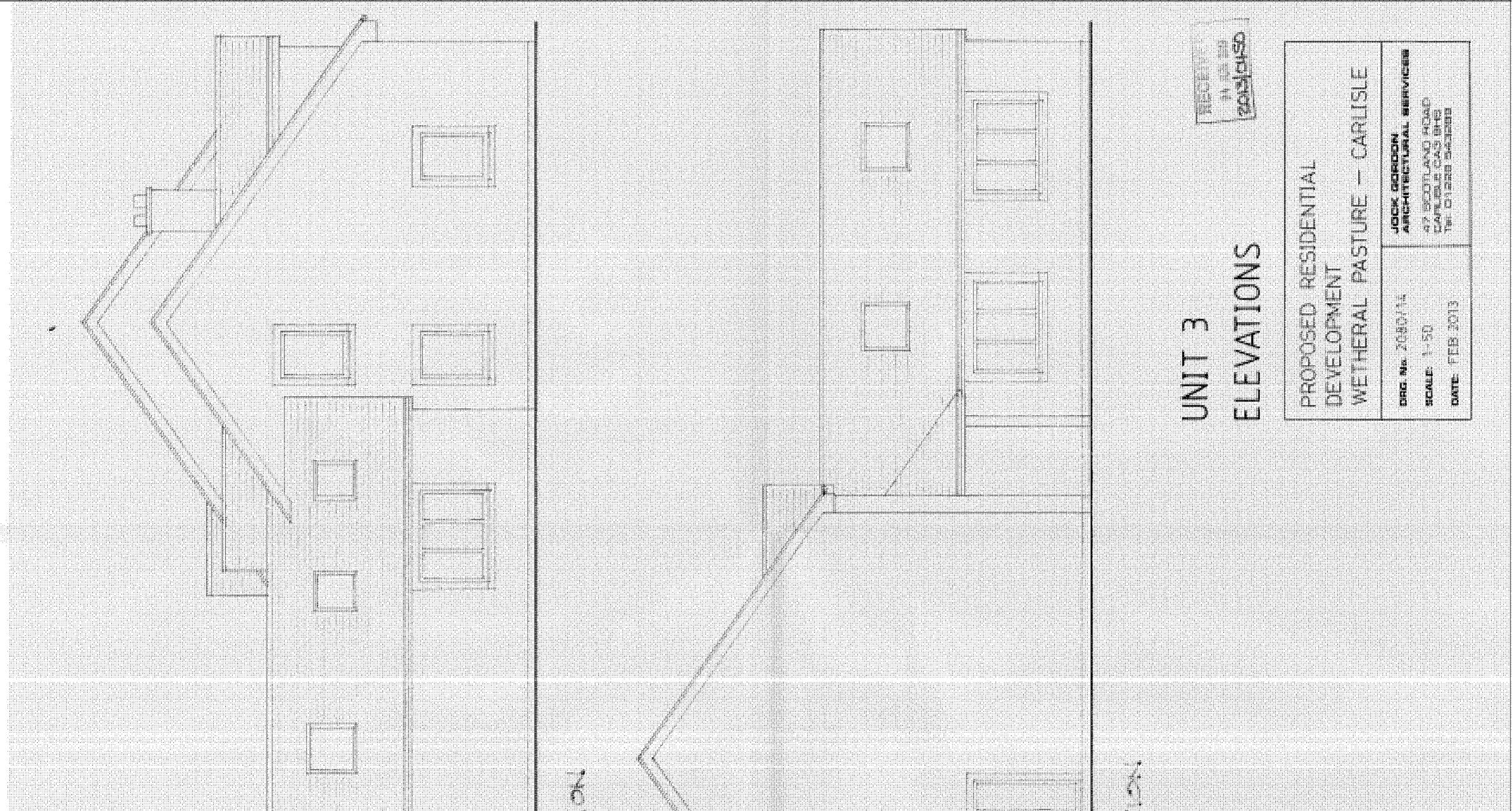
**UNITS 182** 

GARAGE

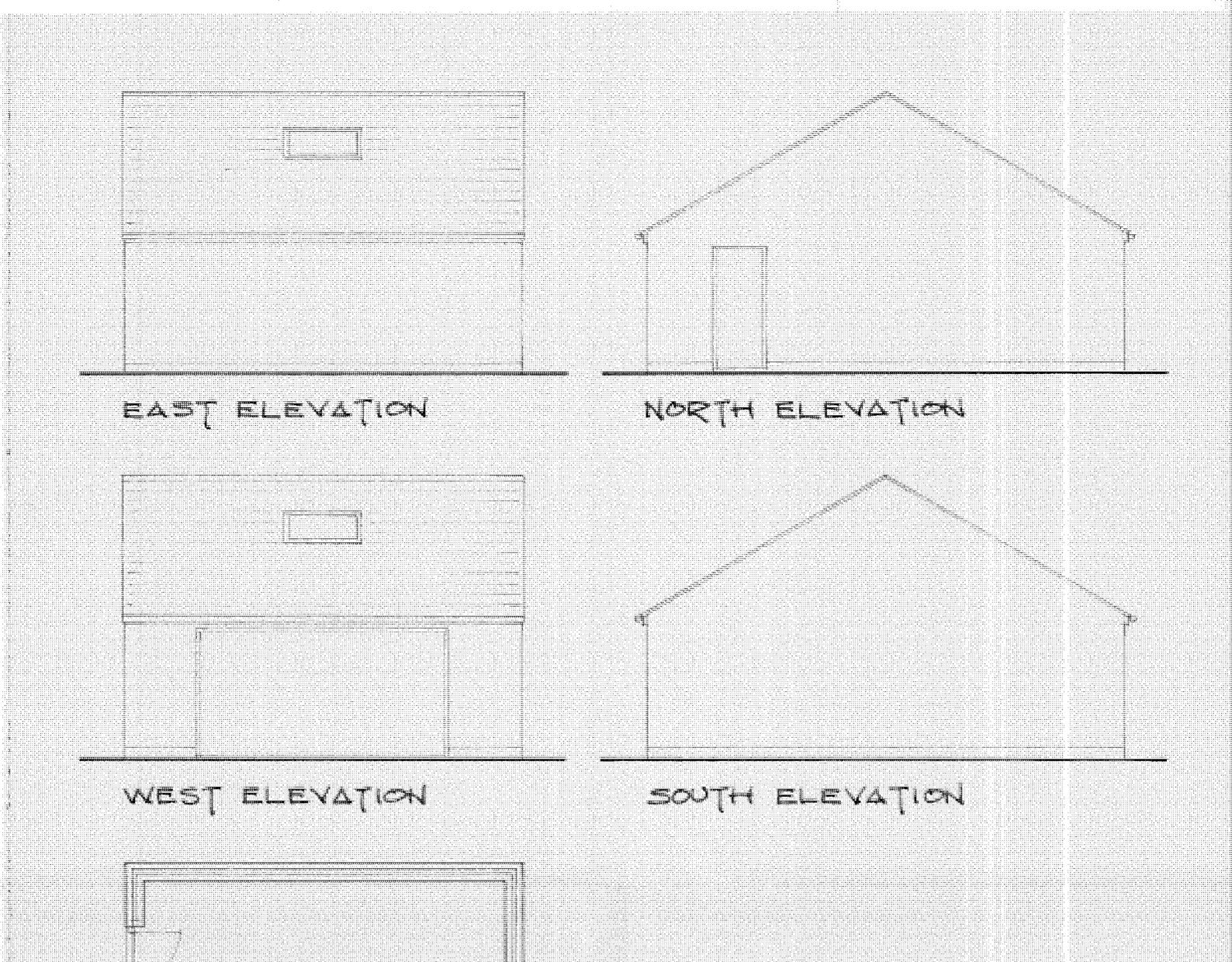


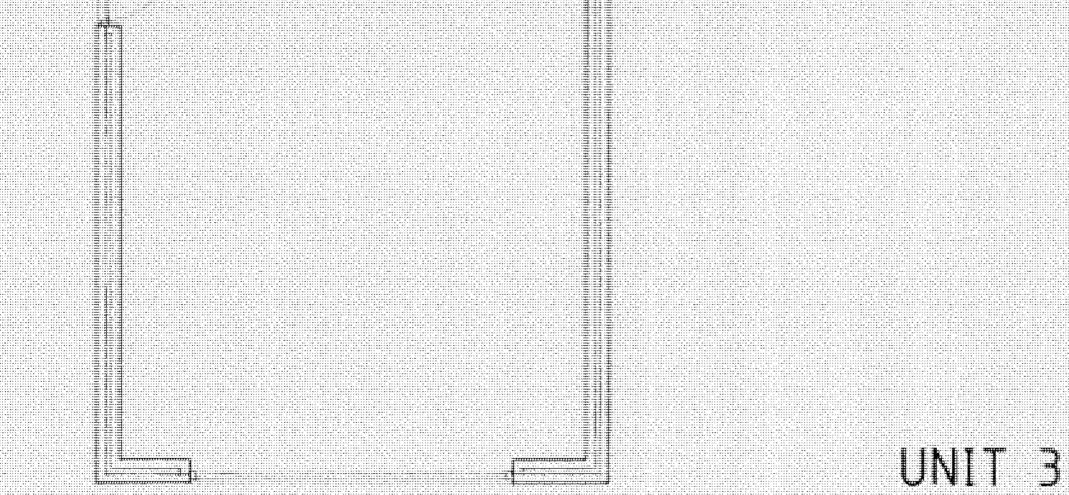






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PROPOSED RESIDENTIAL DEVELOPMENT WETHERAL PASTURE - CARLISLE

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Ms B Percival Development Services Planning and Housing Services Carlisle City Council Civic Centre Carlisle CA3 8QG

12 August 2013

## Dear Barbara

## Erection of Three Detached Dwellings & Garages on Land to the West of Quarry House, Wetheral Pasture, Carlisle (Planning Application Reference: 13/0450)

The following comments are made on behalf of Andy Mckeown (the 'applicant') in support of a full planning application to erect three detached dwellings (4+ bedrooms) and garages on land at the above address.

## Background

A full planning application (ref: 13/0450) to erect three detached dwellings on land at Wetheral Pasture was validated by Carlisle City Council on 7 June 2013. A target date for a decision was set for 2 August 2013 (8 weeks).

During the consultation period the following consultees raised no objections to the proposal: Housing Strategy; Highways & Transportation; Environmental Health (EH); Health and Safety Executive (HSE); Northern Gas Networks; United Utilities (UU); and Wetheral Parish Council. Four letters of support have also been received from the local community.

Notwithstanding the wider support, eight letters of objections have been received from surrounding local residents. As a result the planning application will be considered by Members of Carlisle City Council's Development Control Committee on 30 August 2013, with an officer recommendation to approve the planning application, subject to a Section 106 Agreement (relating to affordable housing).

This additional letter of support considers those neighbour objections received during the formal consultation period and responds to their key concerns below.

## **Neighbour Comments**

Neighbours have raised concerns that the height, scale, massing and design of the proposed dwellings, alongside proximity to nearby properties, results in an adverse impact on visual amenities.

Neighbours indicate that that the dwellings should be single storey in height (bungalows) to better reflect the type and size of housing in the immediate area and re-orientated fronting the main access road (south to north) to reflect the linear form of development.

## Height, Scale and Massing

The proposed dwellings will be sited centrally within a 0.58 hectare site, sloping downwards towards the sites northern boundary with Steele's Bank Road (B6263).

Due to the topography of the land and generous plot sizes, the site is able to accommodate larger family sized dwellings, without causing a visual intrusion.

The proposed dwellings will be set back within the site, within generous, well landscaped plots, behind a new access road, boundary fence, single storey garage and open parking area. The careful siting of the dwellings alongside high quality boundary treatments and planting allows the proposed development to blend into the surroundings, without creating over-dominant, incongruous features in the landscape.

Although the nearest dwellings are single storey (bungalows), Wetheral Pasture includes a range of house types and sizes in the immediate area, including the 2/3 storey property at the sites eastern boundary and the large Quarry House at the sites north western boundary. As such, the height and scale of the proposed dwellings reflects the range of building heights and sizes in the immediate area, ultimately adding to the mix and variety of dwellings in the wider area.

In view of the above, the proposal has responded to the local context and built form of surrounding buildings in terms of height, scale and massing, in line with Local Plan 'saved' Policies **H1**, **CP5** (Design), **CP6** (residential amenity) and **H9** (Backland Development) criteria and guidance contained in the Councils adopted Supplementary Planning Document 'Achieving Well Designed Housing' (SPD, 2011).

## Design, Layout and Orientation

The individually designed dwellings will be constructed of a mix of modern and traditional materials to reflect the design and appearance of a range of nearby dwellings in the wider area. Final details relating to material will be controlled and agreed via planning condition.

The proposed dwellings are laid out and orientated to reflect the existing form of development, thus responding to local context. The layout follows the form of the nearest properties, allowing the remaining areas of the site to remain open as garden areas and private amenity space. This approach makes best use of the site area while maintaining open views across the site.

The orientation of dwellings also takes into account site constraints such as topography and physical features such as the existing sewerage system.

The high quality design and layout principles applied at the site will result in a well-integrated, successful and attractive development, which responds to the local context in terms of design, layout and orientation, resulting in a positive impact on the character and quality of the local environment. On this basis, the proposal complies with Local Plan 'saved' Policies **H1**, **CP5** (Design), **CP6** (residential amenity) and **H9** (Backland Development) and the guidance contained in the Councils adopted Supplementary Planning Document 'Achieving Well Designed Housing' (SPD, 2011).

## Parking / Highway Safety

Neighbours have raised concerns that five parking spaces per dwelling is excessive. Neighbours consider that the increase in vehicle numbers at the site could result in a highway safety and capacity issues on the main road outside the site.

The spacious plots provide a substantial area for parking at the front of each dwelling, which could accommodate up to five vehicles. However, although family sized dwellings, it is anticipated that each property will accommodate between 2-3 vehicles, with sufficient space for occasional visitor parking.

The main access road to the site is also considered a minor road with occasional slow moving traffic, as vehicles approach or exit the T crossing. As such, a limited number of additional vehicle movements accessing and exiting the site at this location at varying times during the day will not result in an adverse impact on highway safety and capacity at this location. On this basis, the Councils Highways and Transportation team has raised no objections to the proposal. The applicant has also agreed to upgrade the proposed access point and access road, including provision of sufficient visibility splays, to ensure highway safety at this location.

As the proposed development does not result in adverse impact on the local highway network, in terms of safety and capacity, and as the proposal meets the Councils maximum parking standards for housing developments, the proposal complies with Local Plan Policy **T1**, **H1**, **H2** and **H9** criteria.

## Sewerage Capacity / Flood Risk

Neighbours have raised concern that the existing sewerage system is at full capacity and can not accommodate additional development. Neighbours have also raised concern that new development at the site could create on-site and off-site flooding issues.

The layout of the proposed dwellings takes into account the public sewer which crosses the site, allowing for an access strip of at least 6 metres (3 metres either side) for maintenance and replacement purposes.

In terms of system capacity, United Utilities have indicated no objections to the proposal provided that no surface water, land drainage or highway drainage from the site is disposed of into the public sewerage system (directly or indirectly). On this basis, the applicant will submit a scheme for surface water and foul water drainage, and how this will be drained on a separate system, as part of a planning condition(s).

In terms of flood risk, the site is less than 1 hectare in size and lies in Flood Zone 1 (as defined on the Environment Agency Flood Maps). On this basis, a Flood Risk Assessment was not required to accompany the planning application. Notwithstanding this, the dwellings are located at top of a sloping site. This allows surface water run-off to flow naturally downwards towards the ditch at the north edge of the site, preventing on-site flooding. The final design of dwellings will also include a surface water drainage scheme, to appropriately accommodate additional water flows from the site, in line with Local Plan Policies **H1**, **CP10** and **LE26**.

## **Impact on Residential Amenity**

As well as providing a well-designed development that complements the site and immediate area, the proposed layout also takes into account possible impacts on surrounding residential amenities, in terms of over-looking, visual intrusion, privacy, noise and disturbance matters.

As set out, the topography of the site and careful siting of dwellings prevents any over-looking issues at the site. It is also demonstrated that the scale and massing of the proposed dwellings reflects the varying scales and heights of properties in the immediate area. On this basis, the proposed dwellings will not create visually intrusive, over-dominant features in the landscape, resulting in adverse visual impact on surrounding residential amenities.

Separation distances of 42 metres between the primary facing windows of nearby properties (nos 6 and 7 Wetheral Pasture) and the proposed dwellings have also been applied. This separation distance exceeds the 21 metre distance which should be applied to new developments in the Councils **SPD** (2011). Given the clear separation between existing and proposed dwellings, noise and disturbance issues will not occur and existing privacy will be maintained.

The use of single storey garaging at the front of each dwelling, alongside boundary treatments, fencing and landscaping will further separate the proposed dwellings from existing properties. This creates a clear separation between the dwellings and creates a sense of enclosure within the development site, thus protecting the privacy of nearby occupants. The provision of rear garden areas will also maintain the privacy of future occupants of the proposed development.

In view of the above, the proposed development will protect the amenities of existing and future residents, in compliance with Local Plan 'saved' Policies **H1**, **H2**, **H9**, **CP5**, **CP6** and guidance contained in the Councils **SPD** 'Achieving Well Designed Housing' (2011).

## The Need for New Homes in the Rural Areas

The National Planning Policy Framework (**NPPF**) (March 2012) seeks to significantly boost the supply of new homes across the Country. To achieve this, Local Planning Authorities (LPA's) are required to maintain an up-to-date, objectively assessed, evidence base of housing need.

Paragraph 49 of the **NPPF** indicates that the relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of 'deliverable' housing sites.

The now revoked Regional Spatial Strategy for the North West (RSS, 2008) set Carlisle City Council an annual housing target of 450 dwellings per annum for the period 2001 – 2016 (or 2,250 new dwellings over a five year period). Local Plan Policy DP1 indicates that 80% of this requirement (360 dwellings per annum) will be delivered in the urban areas and the remaining 20% (90 dwellings per annum) will be delivered in the rural areas.

In view of the above, Carlisle City Council has persistently under delivered in housing supply terms since 2006/07, resulting in an overall shortfall of 583 dwellings between the period 2006/07 – 2011/12 (as set out in the 'Five Year Housing Land Position Statement', September 2012). In this case, the **NPPF** requires local planning authorities to apply a 20% buffer to future supply targets. As such, Carlisle City Council is required to deliver 90 additional dwellings per annum (450 over five years)

above the five year Local Plan requirement of 2,250 dwelling, or 2,700 new dwellings over the five year oeriod 2012/13 – 2016/17.

The Councils 'Five Years Housing Land Supply Position Statement' (September 2012) indicates a total supply of 3,282 dwellings at September 2012, based on sites with planning permission, Local Plan allocations and windfall sites. This equates to an overall housing land supply position of 7.29 years, at September 2012. Where this total supply figure is split between urban and rural areas, the Position Statement indicates that 2,888 dwellings could come forward in the urban area alongside 394 dwellings in the rural areas (between the period 2012/13 – 2016/17). This equates to an 8.02 year supply in the urban area and a 4.47 year supply in the rural area at September 2012. On this basis, the Council falls short of its five year supply requirement in the rural area for the period 2012/13 – 2016/17.

Furthermore, when applying anticipated non-delivery, phasing and windfall allowance, the Position Statement (Appendix 1) indicates an actual 'deliverable' supply of 2,765 dwellings between the period 2012/13 – 2016/17. This revised figure takes into account 132 dwellings lost in Brisco (rural area) due to on-site contamination issues. On this basis, there are 262 new dwellings currently identified as 'deliverable' in the rural areas for the period 2012/13 – 2016/17. This total falls significantly short of the minimum 394 dwellings required to be built in the rural areas up to 2016/17, to meet population demands.

In view of the above, there is an insufficient supply of new homes in the rural areas to meet current housing supply needs.

Although the new Local Plan is currently in draft form (Preferred Options stage), emerging Local Plan **Policy 19** (Housing Strategy and Delivery) indicates an increase in the Councils annual housing supply requirement for the period 2015 - 2030, to 550 - 650 dwellings per annum (9,000 dwellings over the lifespan of the emerging plan period). This anticipated increase in the annual housing target will only increase development pressure in the urban and rural areas of the District over the next 10 - 15 years, further indicating the need to identify and release appropriate land in accessible locations in the rural areas, for new housing, to meet future needs.

## **The Sustainable Location**

As set out above, there is a clear need to provide new homes in the rural areas of the District.

In terms of suitable locations, Local Plan Policy **HP1** indicates that 20% of new housing will come forward in the rural areas, in the most sustainable locations.

Local Plan Policy **DP1** indicates that the sustainable locations include the urban area of Carlisle, the Key Service Centres of Brampton and Longtown and the Local Service Centres, including Wetheral and Cumwhinton.

Beyond these defined settlement limits, and in the remainder of the rural area, small-scale development will be permitted, providing 1) the site is well related to the landscape of the area and does not intrude into open countryside; 2) the scale of the proposed development is well related to the scale, form and character of the existing settlement; and 3) the layout of the site and the design of the buildings is well related to existing property in the village; and 4) the siting and design of the buildings is well related to and does not adversely affect the amenity of neighbouring property; and 5)

appropriate access and parking can be achieved; and **6)** the proposal will not lead to the loss of amenity open space within or at the edge of the settlement; and **7)** the proposal will not lead to the loss of the best and most versatile agricultural land.

It is demonstrated above that the application site can accommodate three new dwellings without adverse impact on the site, immediate area and surrounding amenities, thus satisfying Local Plan Policy **DP1** criteria (1 - 7) above.

In line with the above, and although the application site lies outside the existing settlement boundary limits of Wetheral and Cumwhinton (Local Service Centres), the site is considered highly accessible, being situated in the rural hamlet of Wetheral Pasture in close proximity to two Local Service Centres, which both provide a range of local shops, facilities and public transport services.

The **NPPF** indicates that new housing in the rural areas should enhance or maintain the vitality of rural communities. This may be achieved, for example, 'where there are groups of smaller settlements, development in one village may support services in a village nearby.' On this basis, new dwellings at the application site would help maintain the vitality of those rural communities within the nearby Local Service Centres, further supporting the local services, in line with National guidance and Local Plan Policy **EC13**. This view is further supported in the letter of support received from the owner of Wetheral Village Shop.

In view of the above, the application site constitutes a sustainable location for new housing, particularly given the established residential area that surrounds the site alongside its proximity to the Local Service Centres of Wetheral and Cumwhinton.

## The Need for Family Sized Dwellings

GL Hearn undertook a Housing Needs and Demand Study (HNDS) on behalf of Carlisle City Council in November 2011. The purpose of the HNDS is to provide a robust and up-to-date understanding of housing need and demand within the City and its three Housing Market Areas (HMAs) in order to inform and support planning policy and housing strategy.

The Study is structured to provide analysis for three broad Housing Market Areas (Rural West, Rural East and Carlisle Urban). The application site lies in the Rural East area of the District.

Paragraph 29 of the HNDS indicates that within the District, the highest proportions of households with children are found in the two rural HMAs and 'we would expect strong demand for family housing to arise in these areas'. On this basis, the HNDS recognises that there is a need for larger family sized homes in the rural areas of the District.

The application site will contribute to this rural housing need, through the provision of three family sized dwellings (4+beds), in a sustainable location. Although it is the applicant's intention to occupy two of the proposed dwellings (for family members), the remaining property will be sold on the open market, allowing a new family to occupy the property. The applicants' existing dwellings in Wetheral will also become available on the open market, providing further family sized dwellings for occupation in the rural area.

## Affordable Housing

The Housing Needs and Demand Study indicates that the stock of affordable housing in the District has declined by 22% over the last decade with a net reduction of 2,100 properties (2000-10). As a result there is a net shortfall of affordable housing of 708 affordable homes per annum, across the District. The HNDC further indicates a demand for 11 affordable homes in the Rural West Housing Market, 101 affordable homes in the Rural East Housing Market and 597 affordable homes in the Carlisle Urban Area.

In line with the above, there is a clear need to provide new affordable housing in the Rural East area of the District. The Housing Strategy team in their consultation response further confirm that within the ward of Wetheral, there are only 91 affordable homes, which equates to 4.2% of the total number of homes in the ward.

Local Plan 'saved' Policy **H5** indicates that rural housing schemes of between 3-9 units, must provide an affordable housing contribution of 10% (0.1). On this basis, the current planning application for three dwellings would require the provision of one of the three dwellings as an affordable unit. However, the Housing Strategy team accept that the provision of one affordable unit within the scheme would impact on overall viability. In this case, an applicant is able to make a financial contribution towards affordable housing provision elsewhere, in lieu of on-site provision.

In line with the above, the applicant has agreed to make a financial contribution of £18,000 to assist the delivery of affordable housing in the District. On this basis, the Housing Strategy team support the proposal.

## Summary

Having addressed those neighbour concerns, it is demonstrated above that the proposed development:

- Responds to the local context and built form of surrounding buildings in terms of height, scale and massing;
- Results in a well-integrated, successful and attractive development, which responds to the local context in terms of design, layout and orientation, resulting in a positive impact on the character and quality of the local environment, without resulting in an adverse impact on the amenities of existing and future residents;
- Does not result in adverse impact on the local highway network, in terms of safety and capacity;
- Can be accommodated at the site without impact on the local sewerage system and without leading to an increase in the risk of flooding on-site or elsewhere;
- Will assist the identified need for new market housing in the Rural East housing market area;
- Will assist the provision of larger family sized homes in the rural area, for which a need is identified; and

• Will contribute towards the provision of rural affordable housing, through a financial contribution of £18,000 (to be agreed through a Section 106 Agreement).

In line with the above, the proposed development complies with the criteria set out in the NPPF, Local Plan 'saved' Policies H1, H2, H5, H9, DP1, CP5, CP6, CP10, LE26 and EC13 criteria, guidance contained in the Councils adopted Supplementary Planning Document 'Achieving Well Designed Housing' (SPD, 2011) and guidance and draft planning policies contained in the emerging Local Plan (Preferred Options draft) (2012 – 2030).

I trust the above comments are helpful, but should you require any further information or clarification on any of the above points raised, please do not hesitate to contact me.

Yours sincerely

Matt Chalm

**Matt Claxton** 

MRTPI

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