

SCHEDULE A: Applications with Recommendation

17/1104

Item No: 02

Date of Committee: 09/02/2018

Appn Ref No:
17/1104

Applicant:
Paton House Ltd

Parish:
Wetheral

Agent:
Hyde Harrington

Ward:
Wetheral

Location: Land North of Thornedge, Station Road, Cumwhinton, Carlisle

Proposal: Erection Of 4no. Single Storey Dwellings (Outline) (Revised Application)

Date of Receipt:
21/12/2017 16:03:00

Statutory Expiry Date
15/02/2018 16:03:00

26 Week Determination

REPORT

Case Officer: Stephen Daniel

Summary

This is a revised application which seeks outline planning permission for the erection of four single-storey dwellings. An earlier application (with the same description) was refused by committee on 24th November 2017. This revised application increases the level of planting along the eastern site boundary and removes this from the gardens of the properties. The applicant has confirmed that they would enter into a S106 Agreement to retain and maintain this planting in perpetuity. A new Planning Statement has also been submitted with this application and this is summarised in the committee report.

1. Recommendation

- 1.1 It is recommended that this application is refused.

2. Main Issues

- 2.1 Whether The Proposal Would Be Acceptable In Principle
- 2.2 Whether The Siting Of The Proposed Dwellings Would Be Acceptable
- 2.3 Whether The Scale And Design Would Be Acceptable
- 2.4 Affordable Housing
- 2.5 Highway Matters
- 2.6 Drainage Issues
- 2.7 Impact Of The Proposal On Biodiversity

- 2.8 Whether There Are Any Other Material Considerations
- 2.9 Planning Balance

3. Application Details

The Site

- 3.1 The application site, which covers an area of 0.41ha, forms part of a field which is currently being used as a site compound whilst the approved dwellings at High Croft are under construction. The site has a high point near to its north-west corner and generally falls evenly to the east. Hedgerows are located on the eastern, western and southern site boundaries, with a dwelling also adjoining part of the southern site boundary. Existing mature trees are located along the northern site boundary and these form a backdrop to the site.
- 3.2 The site lies immediately to the north and slightly uphill of the approved High Croft residential development. Fields adjoin the site to the north, east and west with stables being sited in the field to the east.

Background

- 3.3 In March 2015, planning permission was granted for the demolition of an existing house and stables and for the erection of 22no. dwellings at Thornedge (14/0816). Thornedge comprised a two-storey detached house and equestrian centre to the rear which comprised two stable blocks, an open air riding arena, a relatively large barn, two equipment stores, horsewalker, areas of hardstanding, and a midden.
- 3.4 In July 2015, planning permission was granted for the erection of 5 bungalows based around a shared private drive directly to the west of the Thornedge development (15/0494). Access to this site was via the neighbouring Thornedge development.
- 3.5 In October 2016, outline planning permission was granted for the erection of 8 dwellings at High Croft which lies directly to the east of the Thornedge development (16/0493). In February 2017, a Reserved Matters application for the erection of the 8 dwellings was approved (16/1087). Two of these dwellings are detached two-storey properties, two are detached bungalows and four are semi-detached bungalows. Access to this site was via the neighbouring Thornedge development, with a footpath link being provided from the southern end of the site to the B6263. These dwellings are currently under construction.
- 3.6 In November 2017, outline planning permission for the erection of four bungalows, engineering works and landscaping (17/1104) was refused at committee for the following reason:

The current proposal is seeking to extend development further to the north of the previously approved dwellings at High Croft. The site is not well

related to the previously approved dwellings and would not relate well to the form of the existing settlement. It would form an intrusion into the open countryside which would be clearly visible in long distance views from the east. Whilst it is acknowledged that the proposed planting would help to screen the development in views from the east in the long-term, the proposal would not be well contained by existing landscape features. The proposal would, therefore, be contrary to criterion 3 of Policy HO2 of the adopted Local Plan.

The Proposal

- 3.7 The application is seeking outline planning permission for the erection of four bungalows, engineering works and landscaping. The application is seeking approval for the access, landscaping and scale, with the layout and appearance of the dwellings being reserved for subsequent approval. The applicant has confirmed that one of the semi-detached two-bedroom bungalows would be an affordable unit which would be sold at a 30% discount below the market value.
- 3.8 The indicative layout plan that has been submitted with the application shows four bungalows (two semi-detached and two detached) clustered together to create a small-scale courtyard. The dwellings are shown positioned away from the eastern site boundary. The pair of semi-detached bungalows would be located on the western part of the site. These would 'book end' similar properties at the southern end of the approved High Croft development, facing each other at the opposite ends of the access road. To the east of these would be a pair of detached properties mirroring each other and sitting perpendicular to the semi-detached properties. All four dwellings would be accessed from a road extending at a right angle from the access road that serves the High Croft development.
- 3.9 Hedgerows and domestic scale trees are proposed to help reinforce the courtyard feeling and to soften the appearance of the new dwellings and provide privacy. It is proposed to plant a beech tree to match the consented beech tree on the opposite side of the proposed access to form a gateway to the new development and to help frame the site. A band of hedgerow trees and domestic scale specimens would be planted along the eastern site boundary to screen and contain the proposed housing and to provide successor trees to ultimately replace other older trees in the local landscape. Ten years after planting it is likely that the proposed planting along the eastern site boundary would largely screen the proposed dwellings and add to the number and age range of trees in the local landscape. The applicant has confirmed that the planting along the eastern boundary of the site would not lie within the gardens of any dwellings and that a S106 would ensure its retention in perpetuity. The S106 would also cover the future management and maintenance of this area of landscaping. New planting is also proposed along the existing western and southern site boundaries to further contain the proposed development. The existing mature trees on the northern boundary of the site, which would help to contain the proposed development, would be retained.

3.10 The application is accompanied by a Planning Statement which makes the following points:

- the Housing White Paper (Fixing our broken housing market - February 2017) sets out a broad range of reforms that the government plans to introduce to increase the supply of new homes;
- the White Paper supports the release of more small and medium sized sites and suggests a specific requirement for LPAs to have a minimum percentage of their housing need to be from small windfall sites;
- the government's focus is clearly on the delivery and not just the supply of housing land and support for small and medium sized house builders;
- it is important that LPAs do not just plan for the right number of homes, but also the different size, type, tenure and range of housing that is required in the area (para 88 of 'Planning for the right homes in the right places: consultation proposals' - DCLG - Sept 2017);
- the Federation of Master Builders Survey 2017 highlighted the lack of available and viable land as being the most commonly cited barrier (for the third year running) facing small and medium sized house builders in England;
- Wetheral Parish has confirmed its support for the proposal;
- Local Plan Policy HO2 recognises that development on the edge of a settlement will lead to some intrusion - the judgement to be made is whether the impact can be considered to be unacceptable;
- the extent of additional planting has been increased and carefully considered so that within 8 to 10 years the bungalows will be largely screened/ contained and not clearly visible in long distance views;
- the additional planting complements the existing wooded backdrop;
- the Landscape Statement concludes that the proposed development would be appropriate to the character of Cumwhinton and the wider landscape;
- contrary to the reason for refusal, any impact would be limited to the short-term
- the proposal is considered to be consistent with Policy HO2 of the CDLP 2015-30 and the NPPF;
- Cumwhinton has been the subject of residential development on its edges that has been considered to be acceptable, the most recent being the Story development of 22 dwellings at Eden Gate;
- in terms of visual intrusion into the open countryside and the judgement on whether it's acceptable the LPA needs to be consistent;
- in order to safeguard the additional copse planting in the long-term this area if not included within any gardens but would be subject to a maintenance agreement which would be the subject of a S106 Agreement;
- whilst there is currently a five-year supply of housing, the delivery of the number of new dwellings is less than the annualised average number of required units (565) over the plan period, and there is a recognised general need to accelerate delivery of housing;
- the existence of a five-year housing supply should not be regarded as a restraint on further windfall development;
- of the 41 allocated housing sites only 5 relate to sites with an indicative yield of 15 or less dwellings, and these 5 sites only have a yield of 59 dwellings - the size of the allocated sites favours the larger volume house

builders as opposed to the small/ medium house builders;

- the reliance on large, volume house builders leads to the provision of a more standardised product, which is at odds with the need to deliver a wide choice of quality homes;
- the Cumbria LEP (March 2014) pointed out that "the current housing mix (was) unable to meet the needs to retain and attract staff, expertise and investment" - and no subsequent study has been done on this issue;
- the small/ medium sized house builders are increasingly dependent on the less straight forward route of seeking development compliant with Policy HO2 (Windfall Housing);
- the Strategic Housing Market Assessment identifies a total net need for older persons accommodation of 1,231 units up to 2030 of which around 15% would be affordable;
- there is a recognised need for bungalows in the POPPI data and the SHMA;
- one of the 2 bed semi-detached bungalows would be an affordable unit (sold at a 30% discount) although Policy HO4 only requires affordable housing on sites of 6 dwellings or more;
- the delivery of high quality bungalows (including an affordable unit) would help meet the needs of present and future generations within the district;
- there are 3 dimensions to sustainable development: environmental, social and economic and these are mutually dependent;
- the proposal would fulfil the economic role of sustainable development due to the creation of construction jobs and the potential for future residents to financially support local facilities and services;
- weight should be attached to the ability of the site to fulfil the social role of sustainable development;
- the proposal would result in an improvement to ecology through the provision of additional planting.

3.11 A Landscape Statement has also been submitted with the application. This concludes that:

- the proposed four-dwelling extension to High Croft is very modest in scale in context of recent development in the area and even more so in context of the whole of Cumwhinton. The site is already well contained by existing hedgerows, existing housing to the south and existing mature trees to the north. The development would be further contained by a significant amount of new planting, designed to screen and contain the site in the short and long term. This planting would also add to the capital of trees in the local landscape, and would support and benefit local landscape character;

- few people would have a change in view as a result of this development, and their change in view could be regarded as beneficial, because they would see more trees in the landscape, to replace older specimens;

- existing views out of the village towards countryside would not be affected. There would be small, fleeting changes of view into the village from a very limited number of viewpoints – the change mostly being an

increase in tree cover in the village setting. This small change may be regarded as beneficial, because it would prolong the woodland setting for the village;

- the proposed extension to High Croft would be appropriate to the character of Cumwhinton and the local and wider landscape

4. Summary of Representations

- 4.1 This application has been advertised by means of a site notice and notification letters sent to seven neighbouring properties. No verbal or written representations have been made during the consultation period.

5. Summary of Consultation Responses

Local Environment, Waste Services: - no objections in principle to the indicative layout;

Cumbria County Council - (Highways & Lead Local Flood Authority): - no objections, subject to conditions (details of access and turning provision; construction details of road/ footway; provision of footways; details of surface water drainage scheme);

Wetheral Parish Council: - no comments received.

6. Officer's Report

Assessment

- 6.1 The relevant planning policies against which the application is required to be assessed are Policies SP1, SP2, SP6, SP9, HO2, HO4, IP2, IP3, IP5, IP6, CC4, CC5, CM4, GI3 and GI6 of the Carlisle District Local Plan 2015-2030.

- 6.2 The proposal raises the following planning issues:

1. Whether The Proposal Is Acceptable In Principle

- 6.3 Cumwhinton is a village that contains a range of services, including a school, shop and public house. Planning permission has already been granted for the erection of 35 dwellings on the adjacent Thornedge and High Croft developments and 22 dwellings on land at Peter Gate to the south of Cumwhinton Primary School. The adopted Local Plan allocates two further sites for housing in Cumwhinton (R8 - land adjacent to Beech Cottage, which has an indicative yield of 15 dwellings and R9 - land to west of How Croft, which has an indicative yield of 20 dwellings). Given the level of service provision in Cumwhinton, the proposal to erect four additional dwellings on this site would, therefore, be acceptable in principle.

2. Whether The Siting Of The Proposed Dwellings Would Be Acceptable

- 6.4 Policy HO2 (Windfall Housing Development) of the Carlisle District Local Plan 2015-2030 states that new housing development on sites other than

those allocated will be acceptable within or on the edge of villages within the rural area provided that:

1. the scale and design of the proposed development is appropriate to the scale, form, function and character of the existing settlement;
2. the scale and nature of the development will enhance or maintain the vitality of the rural community within the settlement where the housing is proposed;
3. on the edge of settlements the site is well contained within existing landscape features, is physically connected, and integrates with, the settlement, and does not lead to an unacceptable intrusion into the open countryside;
4. in the rural area there are either services in the village where the housing is being proposed, or there is good access to one or more other villages with services, or to the larger settlements of Carlisle, Brampton and Longtown; and
5. the proposal is compatible with adjacent land users.

- 6.5 The supporting text to the policy notes that development is likely to be acceptable on sites that are physically contained by existing landscape features such as hedges, trees, woodland or topography, physically and visibly connected to the village, and do not adversely impact on wider views into or out of the village.
- 6.6 Members will be aware that two applications have been approved to extend the original permission for 22 dwellings at Thornedge. One of these was for five bungalows directly to the west of Thornedge, with the other being for four dwellings and four bungalows directly to the east. These were considered to be acceptable as they were well related to the Thornedge development.
- 6.7 The current proposal is seeking to extend development further to the north of the previously approved dwellings at High Croft. The site is not well related to the previously approved dwellings and would not relate well to the form of the existing settlement. It would form an intrusion into the open countryside which would be clearly visible in long distance views from the east. Whilst it is acknowledged that the proposed planting would help to screen the development in views from the east in the long-term and that a S106 Legal Agreement would ensure that the planting would be retained and managed in perpetuity, the proposal would not be well contained by existing landscape features. The proposal would, therefore, be contrary to criterion 3 of Policy HO2 of the adopted Local Plan.

3. Whether The Scale And Design Would Be Acceptable

- 6.8 The proposal is seeking planning permission for erection of four bungalows on the site, with layout and appearance being reserved for subsequent

approval. The indicative layout plan which has been submitted with the application shows two semi-detached and two detached bungalows clustered together to create a small-scale courtyard. The dwellings are shown positioned away from the eastern site boundary.

- 6.9 The scale of the proposed dwellings would be acceptable and the layout and appearance would be determined through a Reserved Matters application.

4. Affordable Housing

- 6.10 The Housing Development Officer has been consulted on the proposal and has noted that this application is an extension of the earlier Thornedge and High Croft developments, which consist of 35 dwellings. It is, therefore, considered that a 30% affordable housing contribution should apply, in accordance with requirements of Policy HO4 of the adopted Local Plan. The applicant has offered one of the semi-detached bungalows as an affordable unit for discounted sale and this is acceptable to the Housing Development Officer.

5. Highway Matters

- 6.11 All four dwellings would be accessed from a road extending at a right angle from the access road that serves the High Croft development. The Lead Local Authority has been consulted on the application and has confirmed that the slight increase in vehicular use is unlikely to have a significant material effect on existing highway conditions. It has, therefore, confirmed that it has no objections to the proposal.

6. Drainage Issues

- 6.12 Foul drainage would connect to the existing mains sewer. A L Daines and Partners has confirmed that there is capacity to deal with foul and surface water from the proposed development. The Lead Local Flood Authority (LLFA) has been consulted on the application and note that there is no flooding and/ or surface water issue in the area. The risk of surface water flooding would not be increased and the LLFA, therefore, has no objections to the proposal.

7. Impact Of The Proposal On Biodiversity

- 6.13 The application site, which was formerly used for grazing and is currently being used as a construction depot, is of low ecological value. The proposal would lead to the planting a new hedges and a number of new trees. The additional planting, together with the creation of gardens for each of the dwellings, would have a positive impact on biodiversity.

8. Whether There Are Any Other Material Considerations

- 6.14 The proposal would provide four bungalows, one of which would be affordable. The SHMA identifies that there is a need for bungalows to meet

the needs of the ageing population and there is also a need for affordable housing. The additional housing would provide employment during the construction phase, the New Homes Bonus, Council Tax income, and the occupiers would support local services in Cumwhinton. The proposal would also help to support a small builder. All of the above are material considerations which should be taken into account in the determination of the application.

9. Planning Balance

- 6.15 Whilst the above material considerations would weigh in favour of the granting of permission, it is not considered that they would outweigh the harm that the proposal would create, which is outlined in Paragraph 6.7 above.
- 6.16 The site is not well related to the previously approved dwellings and would not relate well to the form of the existing settlement. It would form an intrusion into the open countryside which would be clearly visible in long distance views from the east. Whilst it is acknowledged that the proposed planting would help to screen the development in views from the east in the long-term, the proposal would not be well contained by existing landscape features. The proposal would, therefore, be contrary to criterion 3 of Policy HO2 of the adopted Local Plan.

Conclusion

- 6.17 Whilst the proposal would provide some benefits, which are outlined in paragraphs 6.10, 6.13 and 6.14 above, these would be outweighed by the harm that the proposal would create. The application is therefore recommended for refusal.

7. Planning History

- 7.1 In March 2015, planning permission was granted for the demolition of existing house and stables and erection of 22no. dwellings (14/0816). Six applications have been submitted to make variations to this approved scheme.
- 7.2 In July 2015, planning permission was granted for the erection of 5 no. dwellings (15/0494).
- 7.3 In October 2016, outline planning permission was granted for the erection of 8no. dwellings (16/0493). In February 2017, a Reserved Matters application for the erection of the 8 dwellings was approved (16/1087).
- 7.4 In November 2017, outline planning permission was refused for the erection of four bungalows, engineering works and landscaping (17/1104).

8. Recommendation: Refuse Permission

1. **Reason:** The current proposal is seeking to extend development further to the north of the previously approved dwellings at High Croft. The site is not well related to the previously approved dwellings and would not relate well to the form of the existing settlement. It would form an intrusion into the open countryside which would be clearly visible in long distance views from the east. Whilst it is acknowledged that the proposed planting would help to screen the development in views from the east in the long-term, the proposal would not be well contained by existing landscape features. The proposal would, therefore, be contrary to criterion 3 of Policy HO2 of the adopted Local Plan.
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Note

Planting species chosen to match those of the consented High Croft Scheme.
See drawings 08 and 09 for full planting details.


revision	date	notes
R05	18.12.2017	additional planting and plot D adjustment
R 04	08.08.2017	additional planting included
R 03	02.08.2017	layout modified
R 02	08.04.2017	title block corrected
R 01	08.04.2017	annotations added
R 00	02.04.2017	original drawing


Thornedge development


High Croft development

Key

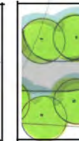
drawing number	06
drawing name	Illustrative layout
project	Proposed extension to High Croft
client	Paton Homes Ltd
	Eden Environment Ltd www.edenenvironment.com


 Site boundary

 Existing and consented dwellings

 Proposed dwellings
(reference number indicates proposed status)

 Existing vegetation and planting to be undertaken in consented scheme

 Proposed planting

 Existing and proposed road layout

Existing mature trees on rising land: a landscape feature which would contain the proposed extension to High Croft

Proposed Beech tree to match consented tree on opposite side of drive, to form a "gateway" and help frame the site with new statuesque trees.

Proposed new planting along existing hedgerow to further contain proposed extension

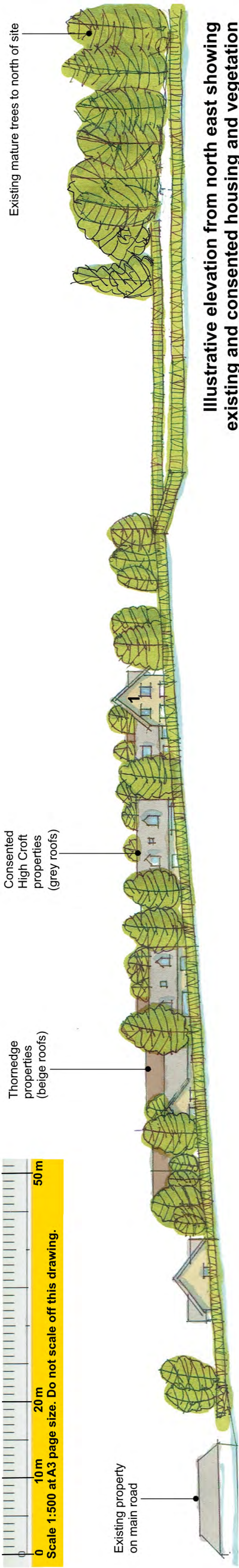
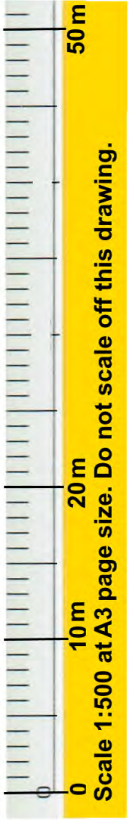
Hedges and domestic-scale trees in corner positions help to reinforce the courtyard feeling, soften the appearance of the new houses and provide privacy.

Proposed dwellings clustered together to create an informal, small - scale courtyard, with built form aligning with adjacent field boundaries, and positioned away from eastern edge of site boundary.

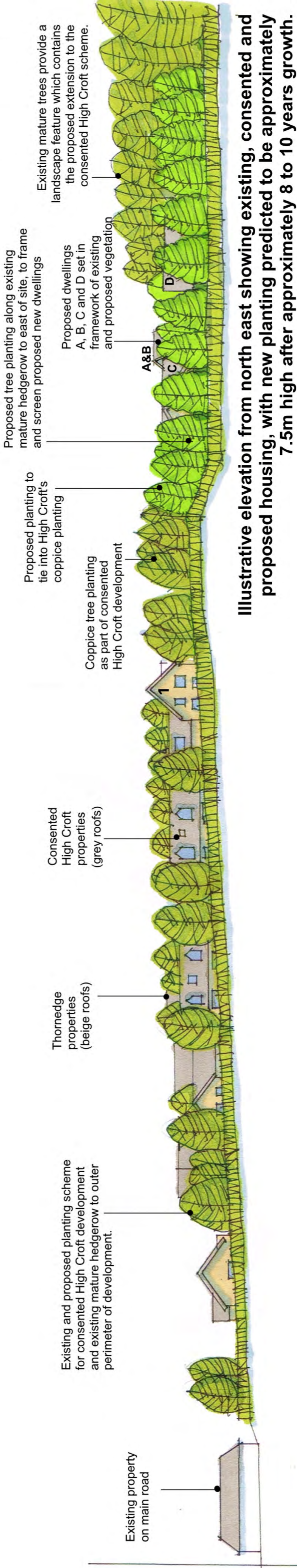
Band of hedgerow trees and domestic-scale specimens along eastern boundary of site screen and contain proposed housing and provide successor trees to ultimately replace other older trees in the local landscape.

Proposed extension to High Croft: 4 bungalows



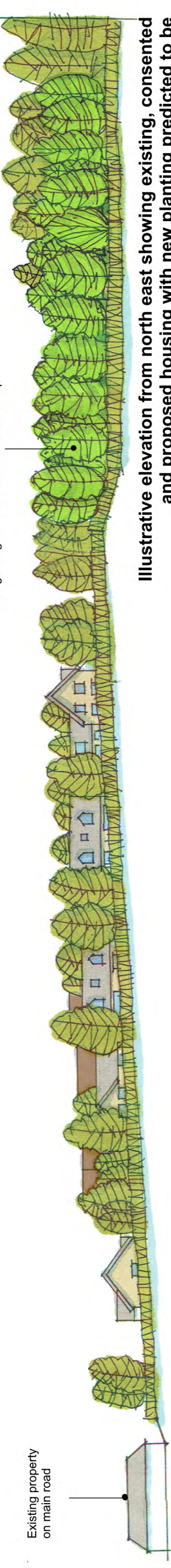


Illustrative elevation from north east showing existing and consented housing and vegetation



Illustrative elevation from north east showing existing, consented and proposed housing, with new planting predicted to be approximately 7.5m high after approximately 8 to 10 years growth.

Ten years after planting, it is likely that the proposed planting along the eastern boundary would largely screen the proposed dwellings A, B, C and D and add to the number, and age range of trees in the local landscape



Illustrative elevation from north east showing existing, consented and proposed housing with new planting predicted to be approximately 10m high after 10 years + growth.

Key



Existing and consented vegetation



Proposed vegetation



Notes

Roof colours are for indicative purposes only, to differentiate between Thornedge and High Croft properties.

At 1:500 at A3 page size, levels are approximate only, for illustrative purposes.

The predicted tree growth shown here is based on typical heights used by Landscape Institute and IEMA members for illustrative purposes, but growth may be greater or less depending on factors such as soil and climate.

R 06	18.12.2017	position of dwelling D altered slightly
R 05	15.08.2017	notes re. expected tree growth added
R 04	12.08.2017	additional elevation
R 03	08.08.2017	revisions to layout and planting
R 02	11.04.2017	amendment to annotation
R 01	08.04.2017	annotations added
R 00	02.04.2017	original drawing
revision date		notes

drawing number

07

drawing name

Illustrative elevations

project

Proposed extension to High Croft

client

Paton Homes Ltd

Eden Environment Ltd
www.edenenvironment.com

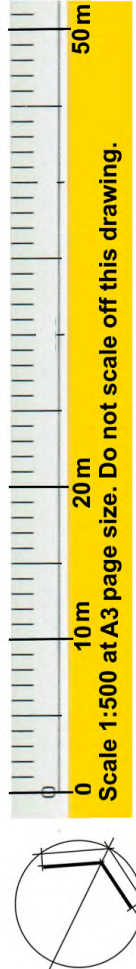


Planting species chosen to match those of the consented High Croft Scheme

drawing numberproject

client

Eden Environment Ltd
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Scale 1:500 at A3 page size. Do not scale off this drawing.

R 00	18.12.2017	original drawing
revision	date	notes

Thornedge development

High Croft development



drawing number

14

drawing name

Extent of proposed Section 106 Area

project

Proposed extension to High Croft

client

Paton Homes Ltd

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Key

Site boundary

Extent of proposed Section 106 managed woodland block

Paton Homes Ltd

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