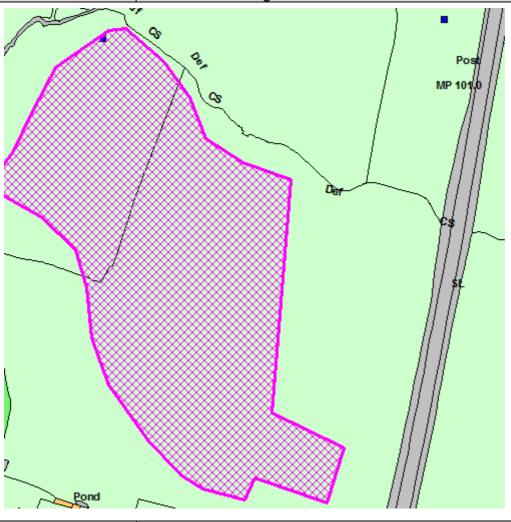


Item No:	02
Application No.	S.18/1219/REM
Site No.	PP-07021097
Site Address	Parcel H21 Land West Of Stonehouse, Grove Lane, Westend, Stonehouse
Town/Parish	Stonehouse Town Council
Grid Reference	379912,206557
Application Type	Reserved Matters Application
Proposal	Details of the layout, scale, external appearance and landscaping for development of H21.
Recommendation	Approval
Call in Request	Head of Planning





Applicant's Details	Redrow Homes South West Redrow House, West Point, Great Park Road, Bradley Stoke, Bristol, BS32 4QG
Agent's Details	None
Case Officer	John Longmuir
Application Validated	05.06.2018
	CONSULTEES
Comments Received	Eastington Parish Council
Constraints	Consult area Flood Zone 2 Flood Zone 3 Neighbourhood Plan Stonehouse Town Council Affecting a Public Right of Way SAC SPA 7700m buffer Village Design Statement
	OFFICER'S REPORT

THE SITE AND SURROUNDINGS

This is at the eastern end of the West of Stonehouse allocation, served by a new access off Oldends Lane, at the north east edge of the industrial estate.

The application site is the residential parcel H21 but does not include the adjacent open spaces to the west and north. Adjacent, to the east and north east, are two employment parcels.

The application site is wholly within Stonehouse Parish.

THE PROPOSAL

Details for 91 market houses 2 to 4 bedroom, 39 affordable 1 to 4 bedroom houses. Revised details received on 5 July.

PLANNING HISTORY

S.14/0810/OUT. Mixed use development for up to 1,350 dwellings and 9.3 hectares of employment land, open space, school and other infrastructure. Permitted 14-4-16.

This was supported by an Environmental Statement

Condition 4 of the outline permission states:



Submissions for the approval of the reserved matters for any phase shall be in accordance with parameter plans (H.0324_08-2F, H.0324_08-3F, H.0324_08-4F and H.0324_08-5F), and be in general accordance with the approved indicative masterplan, reference H.0324_08-1F, the Design and Access Statement (reference H.0324_27-1, dated March 2014) and Design Strategy Informative submitted to the Council in December 2015 and be supported by a design and landscape statement describing how the proposals for that phase contribute to the overall design vision as submitted as part of this outline application and objective for the development as described at paragraph 3.4 of the Design and Access Statement dated March 2014.

S.17/2093/DISCON Submission of Area Master Plan for this particular application site but also included adjacent open spaces, roads, SUDs pond and landscaping. Approved 14/02/18, following DCC the day before.

S.18/0982/FUL. Erection of B2, B8 building. This is just to the south east of the site, off the new Oldends Farm access. At the time of writing this is still under consideration.

S.17/2843/REM. Spine road, drainage and green infrastructure. Permitted 20-4-18, following the March DCC meeting.

S.18/1263/MINAM Change of tree species on eastern roundabout, oak to hornbeam.

RELEVANT POLICIES

2015 Local Plan was adopted in November 2015. The following are particular relevant policies.

CP1 "Presumption in favour of sustainable development"

CP2 "Strategic growth and development locations".

CP3 "Settlement hierarchy"...

CP4 "Place Making". This highlights the need for quality urban design and includes objectives.

CP5 "Environmental development principles for strategic sites". Emphasises townscape, accessibility, sustainability credentials.

SO1: "Accessible communities": requires affordable housing provision, healthcare, social /leisure/recreational opportunities and youth/adult learning.

CP7 "Lifetime communities": Highlights the needs of an ageing population, as well as children and families as those with special needs.

CP8 "New housing development". This requires appropriate density, accessibility by bus, cycling and walking, layout including access and parking appropriate to the site and the surroundings.

CP9 "Affordable housing", requires 30% where viable. The Policy states the Council will negotiate the tenure, size and type of affordable units on a site by site basis having regard to housing needs, site specifics and other factors.

El 16 "Provision of public transport facilities". Layouts should promote bus use and provision of associated facilities.

SO5 "Climate change and environmental limits". This promotes sustainability.

CP14 "High Quality Sustainable Development". This promotes SUDS, use of site opportunities, protection of biodiversity and avoidance of pollution.



- ES1 "Sustainable Construction and Design". This encourages energy efficiency, waste minimisation and conserving water resources.
- ES3 "Maintaining quality of life within our Environmental Limits". Development should not impair health and amenity, create flooding, jeopardise highway safety.
- ES4 "Water resources, quality and flood risk". This provides ecological flood storage, respect for watercourse corridors and use of SUDS.
- ES5 "Air Quality". This protects amenity through highway management, site layout and tree planting.
- ES6 "Providing for biodiversity and geodiversity". This highlights the needs of protected species and their habitat, SSSI and key wildlife sites. It also promotes biodiversity.
- ES7 "Landscape Character". This highlights the AONB and its setting, as well as other landscape types. Materials, scale and use need to be sympathetic. Natural features such as trees, hedgerows, water courses should be retained.
- ES8 "Trees, hedgerows and woodlands". Development should not jeopardise protected trees or hedgerows.
- ES10 "Valuing our historic environment and assets". This protects heritage assets including archaeology as well as their settings.
- ES12. "Better Design of Places". This looks at the various components of quality design.
- ES14 "Provision of semi-natural and natural green space within new residential development". Development should provide at least 2ha of accessible natural green space per 1,000 population. No person should be more than 300m away from a natural green space.
- ES15 "Provision of outdoor play space". 2.4ha is required per 1000 population.

NPPF

Whilst much of the document is relevant, the following paragraphs are particularly so:

- 14. Presumption in favour of sustainable development.
- 17. Plan led system. Support economic development, high quality design, flood risk, ecology landscape, promotion of walking, cycling and health.
- 29-38. Promotion of sustainable transport. Reduce the need to travel. Promotion of walking, cycling. Use of Travel Plans. Consider location of homes/jobs/facilities. Layout to avoid conflict with non car users.
- 47 Promotion of supply of housing. 5 year supply of deliverable sites +5% buffer.
- 49 Housing policies are out of date in absence of 5 year supply.
- 50 Wide choice of quality homes by size, tenure, type, including affordable, mixed communities.
- 52 Large sites, new settlements, can effectively deliver the supply of houses.
- 56-64. Design: Great importance, key aspect of sustainable development, inclusive design, need for a sense of place, respond to local character, accessible and safe environments, good architecture required and appropriate landscaping, use of design codes, reinforce local distinctiveness, integration with natural environment. There is scope for innovation.
- 69-75 Promotion of health and social well being, inclusive communities, create opportunities for social contact, need for safe and accessible environments, high quality public space, pedestrian environments, active street frontages, provision of shared space, provision of local shops, sports facilities, pubs, local schools, need for choice of school places, integration between location of housing, economic uses and community facilities/services. "High quality



open spaces...... can make an important contribution to the health and well being of the community".

93-96 Planning can reduce CO2, promotion of energy efficiency, locate development to reduce travel.

99-104 New development should respect risks of climate change, avoidance of areas of flooding, use of sequential flood risk, seek opportunities to do preventive flood works, development should avoid causing problems elsewhere, locate development in low risk areas, use of risk assessments to analyse potential problems.

109-118. Protection for valued landscape and soil, wide benefits of ecosystems, promote biodiversity, avoid noise, water or air pollution, consider the quality of agricultural land, respect for wildlife designations, creation of green infrastructure, great weight given to the AONB, biodiversity planning at large scale, use of wildlife corridor and stepping stones, priority habitat protections, consider mitigation of wildlife impact, consider impact on nearby SSSIs, consider importance of ancient woodland or other important habitat.

126-132 Highlight the importance of heritage assets.

135 Respect for non designated heritage assets.

In March 2018 the Government published draft changes to the NPPF. These place particular emphasis on housing delivery.

The Eastington Parish NDP was adopted on 27th October. This highlights the character of the distinctive hamlets and their landscape setting. It also mentions the importance of footpaths/bridleways. There are general policies: EP1 Sustainable development, EP2 Protect and enhance biodiversity, EP7 Siting and design of new development, EP10 Traffic and Transport, EP11 Public rights of way and wildlife corridors.

Stonehouse Design Statement, was adopted as Supplementary Planning Guidance on 10-11-05. This could not have foreseen the West of Stonehouse development. It does however highlight views to/from Doverow Hill and notes the Local Plan policies.

Stonehouse Neighbourhood Development Plan, covers part of H21.

It acknowledges West of Stonehouse: "the development will have a significant impact on the town and the transport infrastructure in the area".

General policies also seek to "improve links to the town centre and opportunities for all to make use of pleasant and safe green links on foot or cycle."

It advocates "a mix of housing for a wide range of occupants".

One of the general aims is to move towards a "greener Stonehouse".

CONSULTATIONS:

1 Public objection: Need for landscape screening.

Stonehouse Town Council: Expected on 24 July, following their meeting on 23 July. Reconsulted on 5th July.



Eastington Parish Council: "Seek diverted footpaths to be left in situ or diverted along green corridors. Whilst it is understood that FPEST6A is diverted a little it is clear that good links are made generally to the surrounding 'promoted pedestrian walking route' as designated in the Green Infrastructure plan. However EPC is disappointed to see that FPMST2 is not diverted north alongside the bund between H21 and employment site E4 to keep it off estate roads and join the 'promoted pedestrian path' set out in the Green Infrastructure Plan. Instead it appears to be diverted straight to estate roads contrary to made/adopted policy EP9 of the Eastington Neighbourhood Plan. A path link through the employment area could be facilitated to the railway crossing point easily in addition to this route using the estate roads but this should not be the only route.

Disappointed to see field boundaries within the site are not retained as set out in the Environmental Statement to S.14/0810/OUT". Re-consulted on 5th July.

County Highways: Concern about length of straight .internal road. Re-consulted on 5th July.

SDC affordable housing officer: No objection to this particular application but would expect to see better distribution of affordable housing in future phases.

THE PRINCIPLE OF DEVELOPMENT

The site was granted outline approval in 2016 and remains extant.

This reserved matters proposal tallies with that outline permission. It also mirrors the accompanying master plan which showed residential here.

The West of Stonehouse site is by far the largest allocation in the Local Plan (Policy CP2). Its speedy build rate is critical to the Council's 5 year housing supply. Implementation of this and the other accompanying reserved matters are important to achieve projected build rates.

DESIGN

The master plan associated with the outline consent shows a curving main road with open spaces to the north and west. The area master plan approved in February, featured an almost continuous frontage of housing, close to the main road.

This detailed scheme is similar to the Master Plan. Housing is close to the road, in an assertive manner to accentuate the adjacent open space. This will be particularly appreciated by ever changing viewpoints along the curving road. Frontage drives and car parking have been minimised to try to emphasise the continuity of the building line to reinforce this formality. Frontage railings are similarly proposed.

The layout, elevation and boundary treatment empathise with the intended character of the open space, whereby regular spaced lime trees would be used to form a curving avenue, with the space to flourish.

Three storey houses are proposed at the start of this frontage to make a statement to create a sense of arrival and then lead the eye towards and along the open space. The frontage



houses are formal design, with simple repetitive styles and detailing, all of which are reflective of Stonehouse.

Behind this frontage there is a need to provide rear access and the displaced car parking. Home zones are proposed, which will appear discernibly different, thereby giving a varied character, as well as breaking up the expanse of development. This is further varied in the northern edge of give a more informal rural style, which tallies with the shape and planting of the open spaces. Materials, style, siting, juxtaposition and detailing are different to reflect these different contexts.

Elevationally the design behind the frontage follows the vernacular. This works particularly well with the open space to the north.

Two very similarly but slightly different multi stock red bricks would be used to give a subtle and appropriate variation in character. Grey and brown tiles would also mark the change from the more formal frontage to the home zone cul de sacs behind.

Fences have been avoided where publically visible. The frontage uses railings to assert formality and elsewhere brick boundary walls are used in visible locations.

The siting and elevations, should provide good natural surveillance of public spaces, whilst providing defensible space. The layout also conveys a clear distinction between private and public spaces.

A sustainability statement has been submitted. This shows a commitment to higher insulation standards and water efficiency.

HIGHWAYS

The main access is the spine road which was set out and approved in the original master plan. The pattern of roads into the development follows those shown in the area master plan, and reserved matters approval for the spine road.

On the site itself, the roads would be discernibly within an enclosed residential area, which together with traffic calming and several junctions, should convey low traffic speed. However County Highways are concerned about the length of the straight internal road. This could give the opportunity for speeds to increase. Traffic calming and/or some deflection in alignment are required. This is likely to need a change to the layout and it is requested that officers are given delegated authority to agree such a change.

A parking schedule has been submitted showing 290 spaces, in excess of the policy requirement of 193. Provision is either on plot or clearly identified, typically at 2/dwelling. There is reasonable turning on site. Tracking needs to be confirmed around the junctions.

FOOTPATHS

A movement and access plan has been submitted. This shows an existing public right of way running north-south through this land parcel. The proposal shows a secondary road (with footpaths) leading across the development broadly on its alignment. This route would still be



available to pedestrians, as there is provision for the continuation of the footpath at the end of the road. There is also a second, shorter north–south cul de sac, which leads to a footpath into the open space.

An alternative new route will be provided through both the adjacent open spaces, which would be more appealing for recreation. This also links to other paths spreading across the open spaces elsewhere on the wider site. In particular a new west-east "green" route is being created.

Whilst the footpath could be relocated along the eastern side of the application site, it would be sandwiched between back gardens and the bund for the employment area. This would contravene secure by design principles. It would also impair planting for the bund. Such public access would also impair wildlife potential.

The proposed design allows connectivity through this development area, which is all this reserved matters can achieve. Considerations are also limited to the application site. There are significant wider links which do need to be dedicated to ensure their future. The NDP highlights the constraints on Oldends Lane, but this too is beyond the scope of this application

LANDSCAPE IMPACT

The AONB is approximately two miles away, including Standish Woods, Doverow Hill, and the Cotswold Way. The NDP and the earlier design guide acknowledge the importance of such views. However the intervisibility will be limited. The Master Plan shows future large industrial buildings, intervening to the west, which will be more conspicuous. The open spaces envisaged in the area master plan will also soften the expanse of development. The roofscape of the proposed houses too will be broken both by the pattern of development and two different, subdued (grey and brown) roofing materials.

Short range views are more impacted. However this is inevitable from any development. Such views are also outside the AONB. The external boundaries of the development are softened by open spaces and landscaping.

Generic planting has been shown in the submitted landscaping strategy and the precise planting specification needs to be conditioned.

In terms of Green Infrastructure, the open spaces shown on the area master plan compliment those in the wider development, forming networks breaking up an otherwise expansive development. This includes the eastern boundary, which features an earth bund. S.17/2843/REM shows intensive planting on the western slope and more dispersed informal grouping on the eastern side, with both having indigenous field trees.

S.17/2843/REM also shows the adjacent open space planted with a formal roadside avenue of lime trees, behind which is more individual specimen tree planting. This reverts to a more informal, naturalised character to the North West which flows into the other open space bordering the countryside.



TREES

The proposal does not result in the loss of any protected or notable trees. There is some tree/shrub planting within the development particularly towards the countryside.

ECOLOGY

The outline scheme looked at the ecology on site and proposed mitigation. The open spaces were designed and landscaped to promote ecology to compensate for the built development. This is the case with this parcel. There is a loss of scrub/hedgerow but there will be compensation through better planting and management of the open spaces. Indeed the open space to the north links with the wider countryside and therefore offers much benefit, particularly as it encompasses a stream.

HYDROLOGY

There is an adjacent watercourse which is shown in open space. This allows for appropriate planting and management which should improve water quality.

The area master plan and S.17/2843/REM show a SUDS pond in the adjacent open space. This would cater for excessive run off. The storage and engineered of this SUDS were considered in the earlier reserved matters approval.

The dwellings are in a low flood risk zone.

AMENITY

The nearest dwellings are Oldends Farm and Stagholt Farm. Given the separation distances they would not be significantly affected by the proposal. Whilst the occupant of the later has concerns, it is approximately 200m away from this part of the development.

All these new dwellings have gardens which meet the Council's Design Guide standards of 20sqm, and follows the aims of the Stonehouse NDP.

Shadowing and overbearing problems have been avoided. The layout uses siting, garages and juxtaposition to create reasonable privacy.

The master plan shows two employment areas to the east and north east. The outline permission allows for B2 and B8 uses which could have implications for amenity. However an earth bund is being created to the east. This could be further improved by the addition of acoustic fencing. The nearest houses have approximately 10m rear gardens to help separation. The employment development to the north east is separated by an open space. Inevitably the employment development will have to respect these houses, in terms of noise and disturbance. The details of the development will be important including the siting of buildings, the position of doors/windows, the location of vehicular accesses and loading/turning.

Any fumes or flues would need to be looked at specifically and may well need detailed mitigation measures.



HERITAGE

The Planning (Listed Buildings and Conservation) Act 1990 is very significant. Section 66 requires: "special regard to the desirability of preserving the building or its setting or any special architectural Section 72 of the 1990 Planning (Listed Buildings and Conservation Areas) Act requires that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of a Conservation Area or historic interest which it posses".

Paragraph 134 of the NPPF states:" Where a development will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighted against the public benefits of the proposal, including its optimum use".

This needs to be read in conjunction with sections 66 and 72, which have a stronger emphasis.

Various High Court case law points to a special emphasis of heritage consideration which overrides the normal development presumption.

The need to give "special regard" was highlighted in the Barnwell Manor Court of Appeal case in 2014. The Inspector failed to give special regard to the setting of a listed building and the decision was consequently quashed.

Local Plan Policy ES10 Valuing our historic environment and assets: Proposals involving a historic asserts need to describe the assets, its significance, its setting and asses the impact. Proposals will be "supported which conserve and where appropriate enhance the heritage significance and setting of the Districts heritage assets especially those elements which contribute and to the distinct identity of the District". Listed Buildings and archaeological sites are highlighted for their heritage significance including their setting. Key views especially of spires and towers are highlighted. Any harm or loss would require "clear and convincing justification".

The October 2011 publication by English Heritage on the "Setting of Historic Assets", was very influential and helpful in explaining what constituted setting. This has now been updated by the Historic Environment Good Practice Note 3 by Historic England which provides guidance on setting. Both explain that whilst a visual connection may be important, there can be other aspects that form the basis of setting, for example historical connection, landscape, or even perception. These different aspects may overlap or even be distinctly different. They will not only vary in terms of geographical area but may also vary in terms of sensitivity to change. Different assets which may even be beside each other may well have different settings and different sensitivities to change.

Even a visual connection can be underestimation—as sometimes a sequence of views is more telling rather than specific viewpoints. Some assets may also be below ground archaeological remains. There is no fixed permanent boundary to the setting of heritage assets. Sometimes a setting can be close or more distant.



The recommended approach is to analyse the significance of the asset and its setting, consider the capacity for change, and consider the various impacts (positive and negative) of the specific proposal, whether the impacts can be mitigated and the permanence of the impacts.

Oldends Farmhouse is grade 2 listed. It is stone walled and roofed, dating back to late 16th/17th century. The listing description notes the detailing, including the windows and chimneys. There are large outbuildings especially to the north, towards the application site. These outbuildings are not notable.

The immediate setting particularly to the south and west is dominated by new industrial units. Whilst there would have been a historic relationship between this site and the farm, this has been eroded by the industrial estate. This application site is slightly distanced and the master plans show intervening open space. Consequently this application would not cause any significant harm to its setting and character.

Nastend Farmhouse, is a grade 2 listed, late 18th century farmhouse. This too was historically another farm group, which cultivated parts of the West of Stonehouse development. However such a relationship with the surroundings has been changed by the growth of Stroudwater and the outline permission. The master plan shows some open space around it. Moreover it is distanced from this application site and will be segregated by the neighbourhood centre and employment buildings. Consequently this proposal would not impair the setting of the farmhouse.

The Industrial Heritage Conservation Area (IHCA) is based around the canal corridor. This is well over a mile to the south and is segregated by the extensive Stroudwater Industrial Estate and similarly employment development at Bonds Mill, with the A419 forming another barrier. There is no significant historic or cultural relationship with the site.

Consequently the proposal would not affect the IHCA.

There are no non designated historic assets affected.

AFFORDABLE HOUSING

The proposal delivers 39 affordable houses, in line with the Section 106 on the outline permission. The distribution of these units is fairly even across the site. However there is a slight bunching on the southern site entrance. The three storey houses are all shown as shared equity, and may be harder for market sale. Their scale is needed for a design device.

Accordingly Officers feel on balance this is acceptable, but only because of the unique circumstances of this particular location. It should not therefore be regarded as setting a precedent for elsewhere on the development.

Plots 82-98 do show 9 units grouped together, however these are a mix of flats and houses which can be considered to accord with the Council's SPG.



The Stonehouse NDP advocates a mix of dwellings for a variety of occupants. The 39 affordable dwellings houses are 4 one bedroom apartments, 16 two bedroom houses, 18 three bedroom houses and 1 four bedroom house. The 91 private houses are 8 two bedroom, 62 three bedroom and 21 four bedroom.

The proposal across this application site does wide show a mix of dwelling sizes and house types, terraced, semi detached and detached to at 2, 2 and a half and 3 storey. This is partly due to having several distinct character areas.

CONCLUSION

The design is reflective of Stonehouse in contrast to earlier phases which have emulated a Severn Vale layout and style. The design gives a sense of arrival and addresses a distinctively shaped open space to the west and the countryside edge to the north.

The layout does need a small change to break up the long straight internal road, to ensure low traffic speeds. Officers ask for delegate authority to oversee such a change.

Officer recommendation: Resolve to grant subject to measures to ensure low traffic speeds on the internal road layout.

Human rights

In compiling this recommendation we have given full consideration to all aspects of the Human Rights Act 1998 in relation to the applicant and/or the occupiers of any neighbouring or affected properties. In particular regard has been had to Article 8 of the ECHR (Right to Respect for private and family life) and the requirement to ensure that any interference with the right in this Article is both permissible and proportionate. On analysing the issues raised by the application no particular matters, other than those referred to in this report, warranted any different action to that recommended.

all

Subject to the following conditions:	The development hereby permitted shall be carried out in respects in strict accordance with the approved plans below:
	* Compliance and Design Statement Stonehouse H21 Rev A * Housetype booklet July 2018
	* RHSW 5499 - LP01 - Location Plan Rev A
	* RHSW 5499 - PL03 - Planning Layout Rev J
	* RHSW 5499 - EP04 - Enclosure Plan Rev A
	* RHSW 5499 - MP05 - Material Plan Rev A
	* RHSW 5499 - SHP06 - Storey Height Plan Rev A
	* RHSW 5499 – AHP07 – Affordable Housing Plan Rev A
	* RHSW 5499 - SMP08 - Surface Material Plan Rev A
	* RHSW.5499 - SS09 - Street Scenes Rev B
	* RHSW.5499 – CP10 – Composite Plan
	* Parking Schedule
	Engineer package:



- * 469-050 REV C General Engineering
- * 469-051-01 REV B Detailed Engineering Sheet 1
- * 469-051-02 REV B Detailed Engineering Sheet 2
- * 469-051-03 REV B Detailed Engineering Sheet 3
- * 469-052 REV A Road and Sewer Long sections
- * 469-054 REV C Highway Adoption
- * 469-055 REV B Vehicle Tracking
- * 469-056 REV B Drainage Strategy
- * 469-053 Highway Construction Details

Landscape package:

- * JPW1252_300_F_Landscape Strategy Plan_A1
- * JPW1252 B Landscape Strategy Document 05.07.08

Reason:

To ensure that the development is carried out in accordance with the approved plans and in the interests of good planning.

2. No dwelling shall be occupied until details of a scheme of hard and soft landscaping for the site have been submitted to and approved by the Local Planning Authority. The details shall be based on the landscape strategy plan and the landscape strategy document, submitted 5 July 2018. The landscaping shall then be carried out in strict accordance with the approved details.

Reason:

To help re-establish the character of the site and the surroundings.

3. All planting, seeding or turfing comprised in the approval details of landscaping shall be carried out in the first complete planting and seeding seasons following the occupation of the buildings, or the completion of the development to which it relates, whichever is sooner. Any trees or plants which, within a period of five years from the completion of the development, die, or are removed, or become seriously damaged or diseased, shall be replaced in the next planting season with others of similar size and species.

Reason:

To help re-establish the character of the site and the surroundings.