



Development Control Committee Schedule

Item No:	01
Application No.	S.18/1516/DISCON
Site No.	PP-07120969
Site Address	Land West Of Stonehouse, Grove Lane, Westend, Stonehouse
Town/Parish	Eastington Parish Council
Grid Reference	378607,206469
Application Type	Discharge of Condition
Proposal	Discharge of Condition 46 - Masterplan for Parcels H11 and H12 of permission S.14/0810/OUT
Recommendation	Approval
Call in Request	As agreed by DCC



Applicant's Details	Robert Hitchins C/o Agent, Pegasus Planning Group, , ,
Agent's Details	Pegasus Planning Group Ltd First Floor, South Wing, Equinox North, Great Park Road, Almondsbury, Bristol BS32 4QL
Case Officer	John Longmuir



Development Control Committee Schedule

Application Validated	12.07.2018
	CONSULTEES
Comments Received	Eastington Parish Council Policy Implementation Officer (E)
Constraints	Eastington Parish Council
	OFFICER'S REPORT

BACKGROUND

S.14/0810/OUT: 1,350 dwellings, 9.3 ha. employment land, community centre uses and a primary school.

The above outline application was considered at the DCC meeting on 12-1-16. Members resolved to grant subject to a Section 106 agreement which was signed on 18-4-16 and the decision notice was then duly issued.

This application seeks to discharge Condition 46 from that permission. It states:

"Prior to the submission of Reserved Matters on each particular phase, an Area Master Plan for that particular phase shall be submitted to and approved by the Local Planning Authority. Each Reserved Matters application shall broadly accord with the approved accompanying Area Master Plan. The Area Master Plans shall include details of strategic landscaping within that part of the site, the landscaping along the boundaries of the site, open spaces, building frontages, road hierarchy, public realm, pedestrian/cycling movements, identify key buildings and plot views in/out".

The reason given for the condition is:

"To provide a more detailed working of the Design Strategy December 2015 to allow a quality development, which is also sympathetic to the surrounding hamlets and landscape, in accordance with NPPF paragraphs 58-64 and Stroud District Local Plan (19th November 2015) Policy CP1".

This discharge submission, for housing parcels H11 and H12, effectively gives another layer of information. It bridges the gap between the outline permission and the future reserved matters applications.

The outline permission included an indicative master plan for the whole site. It also included a "Design Strategy", which set general objectives, highlighted key characteristics of the existing site, looked at potential pitfalls. It also defined the following character areas, with particular characteristics, aims and constraints and included parameter plans. It devised Western Severn Vale Gateway, Western Severn Vale (main), Northern Edge, Eastern Victorian quarter and this the Central Core.



Development Control Committee Schedule

This discharge submission, uses and is based on the site appraisal information and objectives from the Design Strategy in the outline permission. It also elaborates on the accompanying indicative overall master plan from the outline scheme, working up matters in more detail, to further illustrate "what the form of the reserved matters application could be" for this particular area.

This submission for consideration now is concerned with the central part of the development. This area is wholly within Eastington Parish.

REVISED DETAILS

Further details/amendments received on 14th August, following request by officers. This includes: parking strategy, affordable housing provision and greater characterisation. Officers also requested changes to the master plan: softening the western edges fronting the open space, clarification on the spaces dedicated to the trees on the spine road frontage, additional planting on the open spaces, density distribution, acknowledgement of the Nastend buffer, provision for cycling and footpath connectivity.

CONSULTATIONS

There is no statutory requirement to consult on discharge of condition applications such as this. However bearing in mind these details will influence the reserved matters it was felt to appropriate to consult with the Parish/ Town Councils.

Statutory Consultees:

Highway Authority. Not yet received.

Eastington Parish Council: Generally in support but comment: Buffer to Nastend should be annotated, question scale of plans, bridleway and footpath should not be hard surfaced but left natural, question density distribution, need to consider listed Nastend Farm.

Stonehouse Town Council: Not yet received

Public: None

RELEVANT NATIONAL AND LOCAL PLANNING POLICIES

Planning (Listed Buildings and Conservation Areas) Act 1990

Section 66(1). Impact on Listed Buildings.

Section 72(1). Impact on Conservation Area.

Stroud District Local Plan.

Local Plan policies considered as relevant for this application include:

CP2 allocates the site for development.

CP4 Place Making: Requires development to integrate into the neighbourhood, create/enhance sense of place. Create safe streets and homes.



Development Control Committee Schedule

CP5 Principles for strategic sites: Appropriate density, low impact, accessibility by bus, layout, parking, landscaping and community facilities, use of a design code/framework, sustainability.

SA2. Site allocation: Accessible green space, structural landscaping buffer around Nastend and to the east of Nupend incorporating existing hedgerows and trees, management of open space for biodiversity, use of SUDs, connectivity to adjacent areas, primary access off Chipmans Platt, traffic calming, bus provision.

CP7 Lifetime Communities: Promotion of accessibility. Lifetime accommodation.

CP8 New Housing Development: Range of house types. Appropriate density, layouts to promote cycling/walking, parking appropriate, sustainable principles.

EI12. Promoting transport choice and accessibility. Connectivity for walking, cycling and access to public transport.

CP14. High quality sustainable development: Sustainable design, no increase to flooding, appropriate design respecting surroundings, including topography, built environment and heritage, protection of amenity, sense of place, crime prevention, use of street scenes, master plans, development briefs design concept/codes.

ES1 Sustainable Construction and Design: Promotes energy efficiency.

ES7. Landscape Character: Protection of distinct landscape types, respect setting of the AONB, location, materials and scale are sympathetic. Natural features retained. This also dovetails with Stroud District Landscape Assessment SPG (2000).

ES8 Trees, hedgerows and woodlands: Retention or adequate replacement of trees.

ES10 Valuing our historic environment and assets is considered more fully in the main section. It needs to be considered with the IHCA Conservation Area Management Proposals SPD (2008).

ES12 Better Design of Places: Social integration, high quality places, well planned legible routes, integrated uses, safe spaces, secure private areas. Need for thorough site appraisal, use of design statements/code.

ES14 Public Art: Promotes publically accessible features.

SDC Residential Design Guide: This covers many design aspects, from form, style, detailing, materials to landscaping and amenity.

SDC Landscape Assessment: Defines and highlights the various landscapes in the District. It highlights settlement character as well as vegetation.



Development Control Committee Schedule

Stonehouse Design Guide: Whilst this tends to concentrate on the town itself it does highlight the landscape setting including the AONB and the canal, and the importance of the various outward views.

Stonehouse Neighbourhood Development Plan, in accordance with recent changes to statute, is now a part of the Development Plan.

Eastington Neighbourhood Development Plan: Does not have any specific policies for these sites but there are some general policies. EP1 Sustainable development, EP2 Protect and enhance biodiversity and the natural environment, EP7 Siting and Design of new development, EP10 Traffic and Transport, EP11 Public Rights of Way and Wildlife corridors.

NPPF (July 2018):

Para 124 creation of high quality buildings and places is fundamental to planning.

Para 126 use of plans and codes to create a framework to create distinctive places

Para 127 safe and accessible environments, reflect local context, effective landscaping, function over the lifetime of the development.

Para 128 Design quality should be considered at the outset.

LAYOUT AND LANDSCAPING

Background Guidance/Policy

- Local Plan policies as set out above, in particular those contained in Policy SA2
- Parameter plans and overall and indicative master plan as revealed by S14/0810/OUT
- Eastington Neighbourhood plan as set out above.
- NPPF as set out above.

The submission includes an area master plan. It is considered that this does accord with that approved under the outline permission.

The western edges of both parcels face an open space which extends from the periphery of Nastend into the heart of the new development. The bordering dwellings and their curtilages have been softened in the characterisation to evoke a rural appearance. The submitted area materplan document notes:

“Boundary treatments will need to be carefully considered to reinforce this character, along with some specimen trees to draw the rural character into the development”.

It continues: “The ‘open space edge’ character area should include a fragmented building line, with different set backs and juxtapositions used to create a soft, rural ambiance”.

The northern edge follows the spine road along which there is an established theme for the creation of a formal tree avenue. This is continued here with good space for the trees to flourish. A detailed sample sketch shows the planting, house and the road. This is also captured in the chapter titled landscape character areas: “Dwellings set back to create verdant character along Main Street”.



Development Control Committee Schedule

The development is bisected by a road and officers have been keen to create a sense of place here to break up an otherwise large expanse of development.

The revised document does offer some scope. The primary roads (north-south and east-west) are envisaged as having particular character. The document states: "A subtle change in architectural style along key movement corridors will help reinforce legibility across these parcels, whilst core areas will reflect the architectural style of phases H1-H10, these routes may include more of a heritage character".

Whilst the document is helpful, dealing with such an extensive area of building will be challenging. There is scope for the parcels to offer a slight contrast, (and relief), by for example differing elevations. Similarly some tree planting within the streetscene will be helpful. This will need to be addressed in the reserved matters, and an informative is suggested to this effect.

Two storey dwellings are proposed throughout both parcels, which avoids any potential design issues of scale and elevational treatment.

The document also advocates some good design principles, for example: "Frontages should have elements of consistency to avoid a disparate unrelated assembly of buildings, linking elements could include common walling materials, gables and/or door colours.

It continues: "Blank façades to any street frontage undermine this principle, especially the most prominent primary elevations and blank gables should be avoided".

Local Plan ES1 promotes sustainable design. The submission of a checklist is required by large new developments which will be dealt with by the subsequent reserved matters application(s).

The document acknowledges the importance of the open spaces for Nastend and the need to "provide key buffer planting". There is an intervening open space between Nastend and the new houses. Nonetheless Officers have asked that the area masterplan graphics show the annotated buffer area for Nastend.

This part of the overall scheme includes extensive open spaces, which collectively extend for over a kilometre. Informal landscaping is envisaged in an informal arrangement. The details will follow at the reserved matters stage but specimen planting should create focal points thereby accentuating the sense of expanse and openness. Another informative is suggested to highlight this need.

This part of the site will be visible from elevated points in the AONB, but there are intervening buildings. In any event the open spaces and juxtapositions of houses will create an acceptable form of development from such viewpoints.

ACCESSIBILITY/CONNECTIVITY

The existing bridleway from Nastend is being retained and within an open space. There are two other north-south connecting routes, which could have been potentially hindered by the



Development Control Committee Schedule

new housing. However a footpath/roadside pavement link is proposed. There is also a new footpath through the open space and pedestrian access along the western side of the development.

East-west pedestrian access is also being improved with new routes through the open space.

The area master plan shows 2 footpath connections and a road link with the adjoining (and permitted) development parcels. This allows further access to the open space, the subject of this application.

Cycling provision is envisaged along the spine road.

Movement across these parcels should be possible for a wide range of users including those with particular mobility and other challenges.

HIGHWAYS and PARKING

The document makes reference to the potential use of shared surfaces.

The recent central government statement has been noted by these house builders. The implications will need to be reassessed over time and there is some flexibility in the detailed design at the reserved matters stage.

The spine road and secondary road follow the master plan from the outline consent.

Importantly the document notes: "Building lines should reinforce character and seek to mitigate a road dominated layout in places using changes in frontage to create pinch points, deflections and/or to introduce proposed trees into an integrated street scene"

A parking strategy has been provided in the revised plans. These promote good provision. Typically 2 spaces for a 2 bedroom dwelling, and 2-4 for a 4 bed, with 20% additional for visitors.

Comments are awaited from County Highways.

ECOLOGY

The outline permission looked at the ecological constraints and opportunities across the whole West of Stonehouse site. Mitigation and enhancement strategies included the use of open spaces and new planting. Therefore the reserved matters applications will only warrant very localised mitigation and protection which can be dealt with by condition. Moreover, the reserved matters for this site provide an opportunity, with open space provision and planting as well as permanently wet SUDS ponds to produce an enhanced mitigation offer.

HYDROLOGY

The outline approval and conditions imposed provide an overall drainage solution for West of Stonehouse as a whole. As part of this strategy, this area master plan shows 2 SUDS ponds in the open spaces. These will be detailed in the reserved matters application.



Development Control Committee Schedule

RESIDENTIAL AMENITY

This site is distanced from the proposed new employment site, to the east, and segregated by open space. Similarly there is also reasonable separation between it and the existing employment at Stroudwater.

HERITAGE

The Planning (Listed Buildings and Conservation) Act 1990 is very significant because of the location of Listed Buildings. 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 possesses”.

Paragraph 196 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 asset need to describe the asset, its significance, its setting and assess 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.



Development Control Committee Schedule

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.

Nastend Farmhouse, is a grade 2 listed, This was historically a farm group, which cultivated parts of the West of Stonehouse development. However its relationship with its surroundings has been changed by the growth of Stroudwater and the outline permission. The master plan shows some open space around it. Consequently this proposal would not harm the setting of the buildings.

Nastend House is particularly notable, being an elegant grade 2* stone house, with partial timber frame. This dates back to 16/17th century. The listed building description notes the various distinctive windows. It was built by a renowned clothier.

Adjacent is Somerlea, a grade 2 listed small house, which was originally several cottages, used by hand loom weavers. Much of it dates back to late 16th century.

Also adjacent is the grade 2 listed Barn at Nastend End Court, so named for its historic association. This is stone built, mid 18th century.

All these three listed buildings are segregated from the new housing by open space and landscaping. There is also no overriding historic association with the land. They are effectively read as part of Nastend hamlet rather than the new development and are therefore protected by the proposed buffer.

Oldbury House, the Georgian grade 2 listed building, with distinctive sash windows and ionic columned porch is to the west. This is well away from the new housing and it's not considered to be harmed by the proposal.

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 overly significant historic or cultural relationship with the site and consequently the proposal would not have a harmful affect on the IHCA.

There are non designated historic assets in Nastend. The 1839 tithe map shows 10 houses recorded. However these are similarly distanced to the houses above so as not to be impaired by the new development.

Archaeological matters were considered at the outline stage and not found to be particularly significant.



Development Control Committee Schedule

In conclusion and in light of the above the proposal causes less than substantial harm to the various heritage assets and this is considered to be outweighed by the benefits of the development to provide housing and associated amenities.

AFFORDABLE HOUSING

This was resolved at the outline stage and confirmed in the section 106. This document acknowledges that need as well as a good distribution.

OTHER MATTERS

Security/safety issues have been considered and the document advocates secure by design principles.

RECOMMENDATION

Subject to comments from the County Highways Officer, approval of the document is recommended. This will then form the basis for the reserved matters consideration.

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.

Subject to the following conditions:

Informatives:

1. The reserved matters submission will need to ensure that this large expanse of development is broken up by different characterisation and landscaping. Elevational design, proportion, detailing, boundary treatments, siting and materials will all be important.
2. The reserved matters submission will need to show new tree planting on the open space to accentuate the perception of the expanse and provide distinctive landmarks, in an informal arrangement. The size, species and location will be important details.