

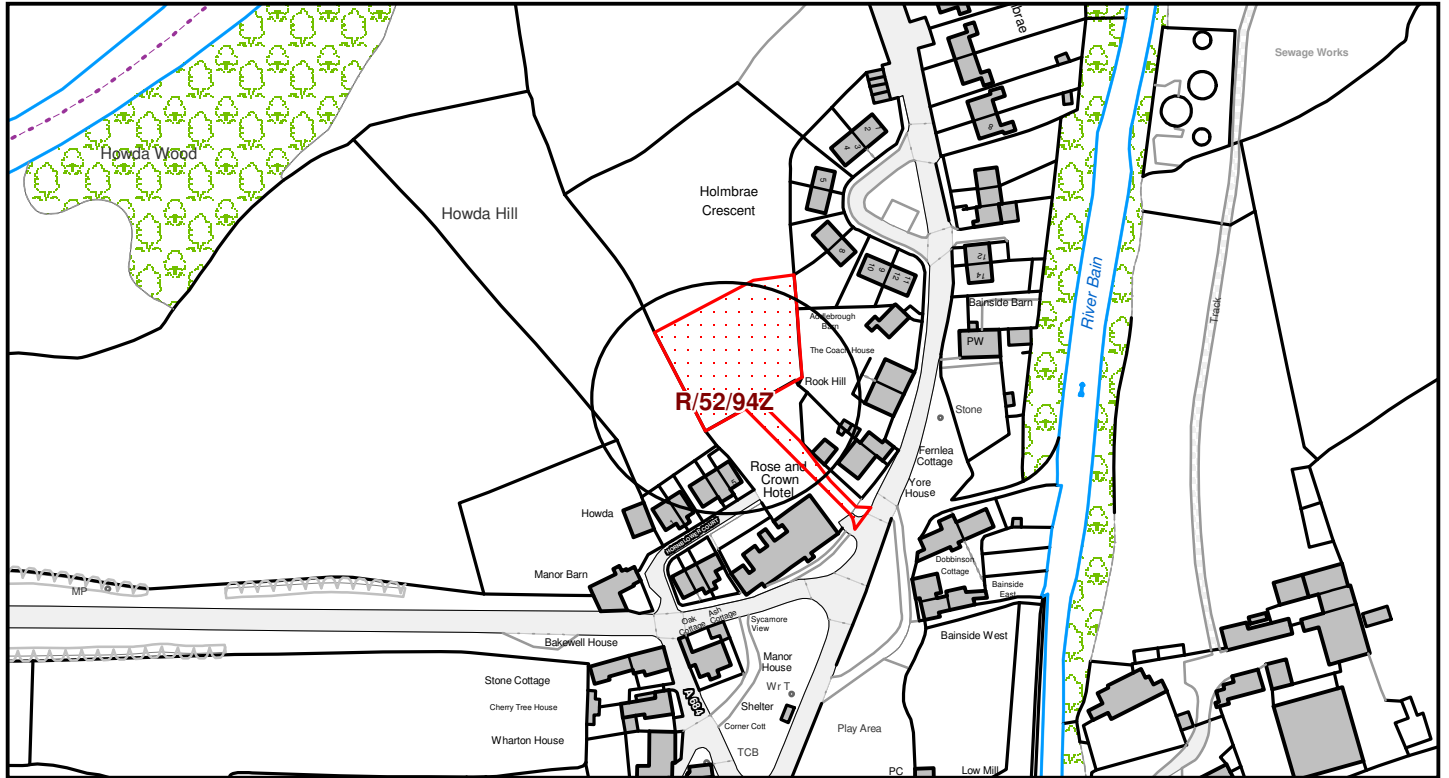
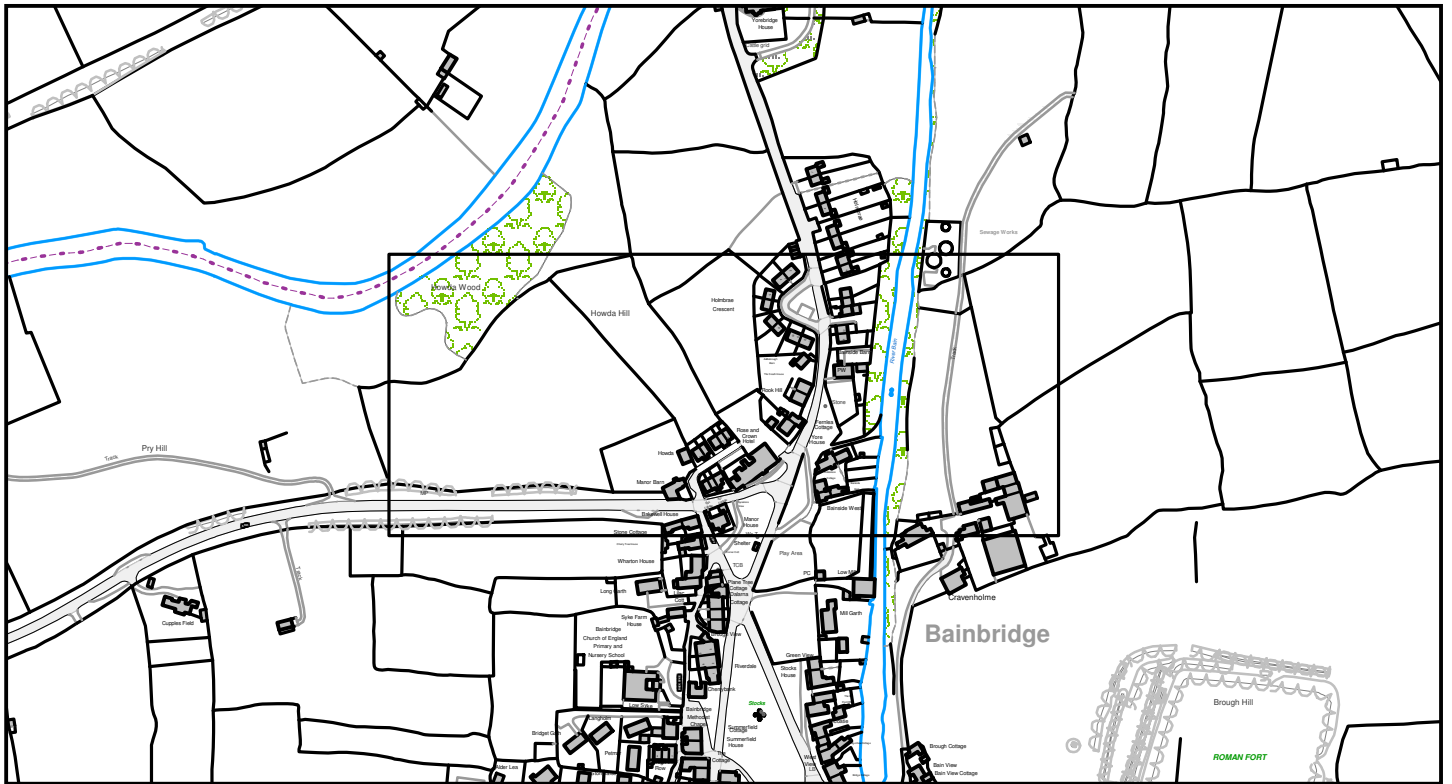
# Yorkshire Dales National Park Authority

# 04

Application Code: R/52/94Z

Committee Date: 12/12/2017

Location: Land to the rear of The Rose & Crown Hotel, Bainbridge



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## Schedule No:4

<b>Application No:</b>	R/52/94Z	
<b>District:</b>	Richmondshire	
<b>Parish:</b>	Bainbridge	
<b>Applicant's Name:</b>	Mr G Newton, Horn Blower Developments Ltd	
<b>Grid Ref:</b>	SD93369040	
<b>Received by YDNP:</b>	11/07/2017	<b>Officer:</b> Paul Martinson

**PROPOSAL:** full planning permission for erection of 2 No. two bedroom and 3 No. three bedroom affordable dwellings

**LOCATION:** Land to the rear of The Rose & Crown Hotel, Bainbridge

### CONSULTEES

#### **Bainbridge PC**

Support the application subject to a full flood report being carried out.

The material considerations in favour of the application are considered to be:

An Established need for low cost housing

Bainbridge housing stock has changed significantly in the last 45 years. 45 years ago there were 17 holiday/second homes in the village. Now there are 37 holiday/second homes. The need for affordable/low cost housing has been established by letters and personal contact direct with Parish Councillors. Personal representation stating the need for affordable/low cost housing was made at the meeting held on the 7th August by both young and old. The need has arisen due to open market prices being extremely high meaning that the existing housing stock has become unaffordable for local people on local average incomes. Councillors wish to see a sustainable community with local people who have lived here for years (in some cases families have been in Bainbridge for hundreds of years) being able to remain living here in their own home. Providing affordable homes goes some way towards this. The real incomes of farmers and those in employed in agriculture has substantially declined in the last few years to a point that open market housing is no longer affordable. Above all councillors felt that they wanted to be able to keep local people in the place where they want to be.

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Exceptions site

Councillors felt that although the site is an exception site, it cannot be seen from the highway travelling from either direction, the plans have been substantially improved since the previous consultation and that the current proposals are more sympathetic to the neighbouring properties.

**Addleborough Ward  
NYCC - Area 1  
Richmond Highway  
Depot**

No response received.

Recommends refusal due to sub-standard visibility at the existing access.

**CEHO Richmondshire  
DC**

Recommend contaminated land conditions on any grant of approval.

**Rural Housing Enabler**

The Council supports the development of five discounted sale in perpetuity dwellings in Bainbridge. The dwellings are affordable in perpetuity and therefore satisfy the requirements of the definition in NPPF. In addition, it supports the injection of intermediate tenures into the housing supply which is heavily dominated by rented dwellings.

**North Yorkshire County  
Council**

No comments to make with respect to surface water management.

### PUBLIC RESPONSES

10 letters of objection and 2 letters of comment have been received in relation to this application, the content of which are summarised below:

- 1) Concern as to whether the proposal is affordable housing;
- 2) Concern in relation to the potential for flooding;
- 3) Concern about loss of parking at the pub;
- 4) Concern that the development of this site would set a precedent;
- 5) This would lead to development outside of the settlement boundary;
- 6) Concern that these dwellings would be bought up as investment properties;
- 7) Dwellings should be solely for local residents;
- 8) This would alter the character of the village forever.

### RELEVANT PLANNING POLICIES

C2(15) - Rural exception sites

L1(15) - Heritage assets

W1(15) - Wildlife sites, species and networks

SP1(15) - Presumption in favour of Sustainable Development

SP3(15) - Spatial Strategy

SP4(15) - Development Quality

### OFFICER OBSERVATIONS

#### REASON FOR COMMITTEE CONSIDERATION

In the opinion of the Head of Development Management it is in the best interests of the

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National Park Authority that the application is considered by the Committee.

### **APPLICATION SITE**

The application site is an agricultural field to the rear of the Grade II Listed Rose and Crown public house and to the east of the recently completed housing development at Hornblower Court. Although the land is initially flat where it joins the existing car park, it rises steeply to the north. A number of mature trees exist along the field boundaries which consist predominantly of traditional drystone walls. The site adjoins the garden boundaries of residential properties at Holmbræe Crescent and Addleborough Barn, The Coach House, and Rook Hill.

### **PROPOSAL**

The application seeks planning permission for the erection of 5 affordable dwellings arranged as a pair of semi detached dwellings to the north and a terrace of 3 to the south. The dwellings would be orientated on a similar line to that of the dwellings at Hornblower Court, although plots 1 and 2 would be shifted slightly towards the east. Parking and a hardsurfaced turning area would be sited to the front of the site which would be accessed from the car park serving the Rose and Crown. The dwellings are proposed to be of stone construction with Bradstone Old Quarried artificial stone slate roofs.

### **RELEVANT PLANNING HISTORY**

R/52/94V - full planning permission for demolition of existing outbuildings, erection of 5 No two bedroomed dwellinghouses and 3 No three bedroomed dwellinghouses and creation of new access and parking areas (Hornblower Court). Approved January 2013.

R/52/94W/LB - listed building consent for demolition of existing outbuildings. Approved June 2014.

R/52/94S Full planning permission for erection of 6 two bedroomed dwellings and 2 three bedroomed dwellings with associated access road. Refused December 2010

### **KEY ISSUES:**

- principle
- impact on designated heritage assets
- landscape impact
- impact on residential amenity
- highway safety
- biodiversity enhancement

### **PRINCIPLE**

The application site is located outside of the housing development boundary of Bainbridge and as such is within the open countryside for the purposes of planning policy. New housing in this location would therefore conflict with policy C1 of the Yorkshire Dales Local Plan (2015-2030) which seeks to limit new housing to the housing development boundaries of identified settlements. Policy C2 (rural exception sites) permits, as an exception to other policies, the small-scale development of sites that are adjacent to the development boundaries where this housing would be for 100% affordable housing and would meet an otherwise unmet local need. In order to be considered affordable, the occupation of the dwellings would be limited through a s.106 agreement to those in housing need meeting the local connection criteria defined in Appendix 6 of the Local Plan.

Whilst the application was initially submitted as an application for local occupancy

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dwellings, the applicant has now confirmed that what is proposed is 100% affordable housing.

Richmondshire District Council, as the Housing Authority, have advised that the Gross Annual Affordable Housing Need for the part of the Yorkshire Dales National Park which lies in Richmondshire is 50 dwellings, of which 32 are needed in Upper Wensleydale. There is therefore a need for affordable housing in the locality and a particular need for intermediate affordable housing as this currently represents only 3-5% of the affordable housing stock.

In the past most affordable housing that has been delivered in the National Park has been houses available for an affordable rent involving a Registered Provider of social housing. The current application proposes only 'discount for sale' dwellings which are owner occupied dwellings where the sale price is restricted at an affordable rate in perpetuity. This is considered to be consistent with the definition of affordable housing in the National Planning Policy Framework (NPPF) and is termed 'intermediate affordable housing'.

The Housing Authority advises that intermediate affordable housing can play a vital role in assisting households into home-ownership. The Housing Authority's recent experience, outside of the Park, demonstrates a high demand for affordable home-ownership models, which may be a clear market signal of an under-supply of these tenures. Home-ownership remains the aspiration of the majority of households.

The key issue of determining what is an affordable discount in a particular area is based on assessment of local incomes and the property values in the locality. To this end, the applicant submitted initial valuations of the open market values of individual plots, with and without a 30% discount. The initial figures were considered by the Housing Authority to be over inflated and could not be considered to be affordable.

Given that the issue whether the dwellings were affordable to those in housing need was critical to the success of the application, an Independent Valuation was sought. This provided an analysis of transactions in the immediate vicinity with sale values broken down to a price per square metre. This was then applied to the gross internal area (GIA) of the proposed dwellings to establish a market value. A discount of 30% was then applied to that market value to produce an affordable house value. The resulting figures were considered to be better reflective of property values in the locality and, once discounted by 30% of this value, were considered to be affordable by the Housing Authority and the National Park Authority.

On this basis the applicant has agreed to enter into a s.106 agreement to secure the sale price at no greater than 70% of the open market value.

As the application is now for the erection of 5 affordable dwellings on an exceptions site adjacent to an existing settlement, the proposal is considered to be acceptable in principle and would comply with policy C2 of the Yorkshire Dales Local Plan (2015-2030).

### **IMPACT ON DESIGNATED HERITAGE ASSETS**

The application site is located within the Bainbridge Conservation Area and is located to the rear of the Rose and Crown public house, a Grade II Listed building.

The application site, whilst outside of the settlement boundary, is immediately adjacent to the built form of the village, being located between the rear of dwellings on the recently

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completed Hornblower Court development and the rear of the dwellings at Holmbrae Crescent with access through the pub car park. The dwellings would all be located on the existing flat area of the site with the rear gardens of the dwellings abutting the edge of the steeply rising land to the north west which would help to minimise their visual impact. The field at present makes a minimal contribution to the significance of the Conservation Area due to the steep backdrop, the site is 'contained' and does not form a prominent part of the landscape of the village. Its development for housing, providing this was of an appropriate scale and reflective of the character of the area, would therefore not be harmful to its significance.

The proposed dwellings would be broadly reflective of the character and appearance of the existing dwellings at Hornblower Court which in turn reflect the wider conservation area, with the use of natural stone for the exterior walls, artificial stone slates, and stone boundary walls. The details of hardsurfacing could be controlled through a planning condition.

Although the site falls within the wider setting of the Rose and Crown, it is considered that the development of this site would appear to be more related to the Hornblower Court development and would not have an adverse impact on the listed building.

### **LANDSCAPE IMPACT**

The proposed development would extend into the open countryside for the purposes of planning policy however the development of this site as an exceptions site would not have a significant impact on landscape character of the area as it would work with the natural boundaries of the site and would be well-related to the existing development site at Hornblower Court. The site would not be prominent in the wider landscape or from nearby roads due to the screening provided by the existing topography and built form.

The application proposes tree planting on the edge of the site and the provision of a native species hedgerow which would form the rear boundary of the gardens of the site.

### **RESIDENTIAL AMENITY**

The proposed dwellings would face away from the rear windows of the closest dwellings on Holmbrae Crescent and Addlebrough Barn and therefore the proposal would not significantly impact on the privacy of the occupiers of these dwellings. These dwellings would face towards the blank gable of Plot 1 and 3 which are considered to be at sufficient distance (a minimum of 23m in the case of no.8 Holmbrae Crescent, the closest dwelling) so as to avoid any overbearing impact. The pair of semis at plot 1 and 2 are orientated such that the windows in the front elevations would not face directly towards the rear windows in the existing pair of semis Rook Hill and Fernlea Cottage and Addleborough Barn. The windows of the pair of semis at plot 1 and 2 would be angled so that they would not face directly towards the rear windows of Yore House, the rear elevation of which is bounded in part, by a relatively high leylandii hedge. As this dwelling would be located at least 40m from the front elevations of the proposed dwellings, it is considered that the proposal would not result in unacceptable levels of overlooking of the windows in the rear elevation of this property.

The proposed dwellings would be well related to the existing development at Hornblower Court and would not result in unacceptable levels of overlooking.

### **HIGHWAY SAFETY**

The proposal would use an existing access to the public house car park that also serves

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vehicles exiting the Hornblower Court development. The Highway Authority objected to the application due to the sub-standard visibility from the junction of the access with the highway. Given the 30mph speed restriction at the site, a visibility splay of 2m x 45m would be the standard requirement. The applicant therefore commissioned a speed survey due to the comparatively lower speeds in this location. However, whilst this reduced the requirement to 2m x 39m, the visibility at the site is only 30m to the north and therefore the Highway Authority have maintained their objection.

Notwithstanding the concerns of the Highway Authority, this is an existing access that already serves the 20+ parking spaces at the pub and the existing 9 dwellings at Hornblower Court. As such, the addition of a further 5 dwellings would not represent a significant intensification of the access and therefore it is considered that the proposal would not lead to a harmful impact on highway safety.

In order to provide the access road, the proposal would result in the loss of some car parking spaces. Despite this, the application demonstrates that 25 car parking spaces could still be accommodated at the site to serve the pub which are considered to be adequate for its size.

### **ECOLOGY**

Policy W2 of the Yorkshire Dales Local Plan (2015-2030) requires development of this type and scale to provide a biodiversity enhancement equivocal to multiple nesting boxes or bat roosts, boundary and landscaping enhancements. The application proposes biodiversity enhancement measures in the form of bird nesting boxes and owl boxes which would be installed in the trees at the site.

It is recommended that further details of the location and number of boxes are provided in the form of a planning condition.

### **FLOODING**

Some of the neighbour objections and the Parish Council have raised the issue of flooding as a concern. The Environment Agency and the Lead Local Flood Authority have both been consulted on the application and neither has raised any concern in this respect. The site is not in flood zone 2 or 3 and falls within flood zone 1 (1 in 100 years). It would be in the interests of good surface water management of this site to ensure that the hardsurfacing materials were appropriately permeable. This could be secured alongside details of surface water management as part of a planning condition.

### **ANALYSIS OF MATERIAL CONSIDERATIONS**

The proposal would involve the development of a suitably located rural exceptions site for 100% affordable housing. The proposal would provide discount for sale intermediate affordable housing controlled in perpetuity at 70% of the open market value, available for those in housing need meeting the local connection criteria. The proposal is considered to meet a local need for 5 affordable dwellings that would otherwise be unmet and would therefore comply with policy C2 of the Yorkshire Dales Local Plan (2015-2030).

The proposed dwellings would be reflective of the character and appearance of the Bainbridge Conservation Area and would not be detrimental to the setting of the Grade II Listed Rose and Crown public house. The proposal would have an acceptable landscape impact and would not have a significantly harmful impact on residential amenity.

The proposal would not result in a significant intensification of the existing well-used

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access and whilst this is below highway standards for visibility it is considered that the proposal would not have a harmful impact on highway safety.

It is therefore considered that the proposal is acceptable and would accord with policies SP1, SP3, C2, SP4, L1, and W2 of the Yorkshire Dales Local Plan (2015-2030).

### **RECOMMENDATION**

It is recommended that planning permission is granted subject to a section 106 agreement to cover the following matters;

- affordable housing based around a discount for sale restricting sale prices in perpetuity to 70% of an agreed open market value;
- local connection criteria;
- the affordable housing would be made available on a 'cascade' basis – to the Bainbridge parish first, then to adjoining parishes within the National Park (including split parishes), to the entire National Park, and finally the whole District Housing Authority area.

and conditions based on the following;

- standard time limit
- in accordance with approved plans
- approval of materials and details (external walls, roofing slates, windows, doors, lintels and cills, rainwater goods, chimneys)
- landscaping including surfacing - access, parking, paths and patios
- specific details of biodiversity enhancement measures
- boundary treatments
- external lighting to be approved
- bin storage areas provided
- withdraw permitted development rights
- surface water management
- construction times
- tree protection