

PLANNING, DESIGN AND ACCESS STATEMENT



PROPOSED MIXED USE DEVELOPMENT

**LAND BETWEEN GARBROOK AND LITTLE
TARRINGTON COMMON ROAD, LITTLE
TARRINGTON, HEREFORD, HR1 4JA**

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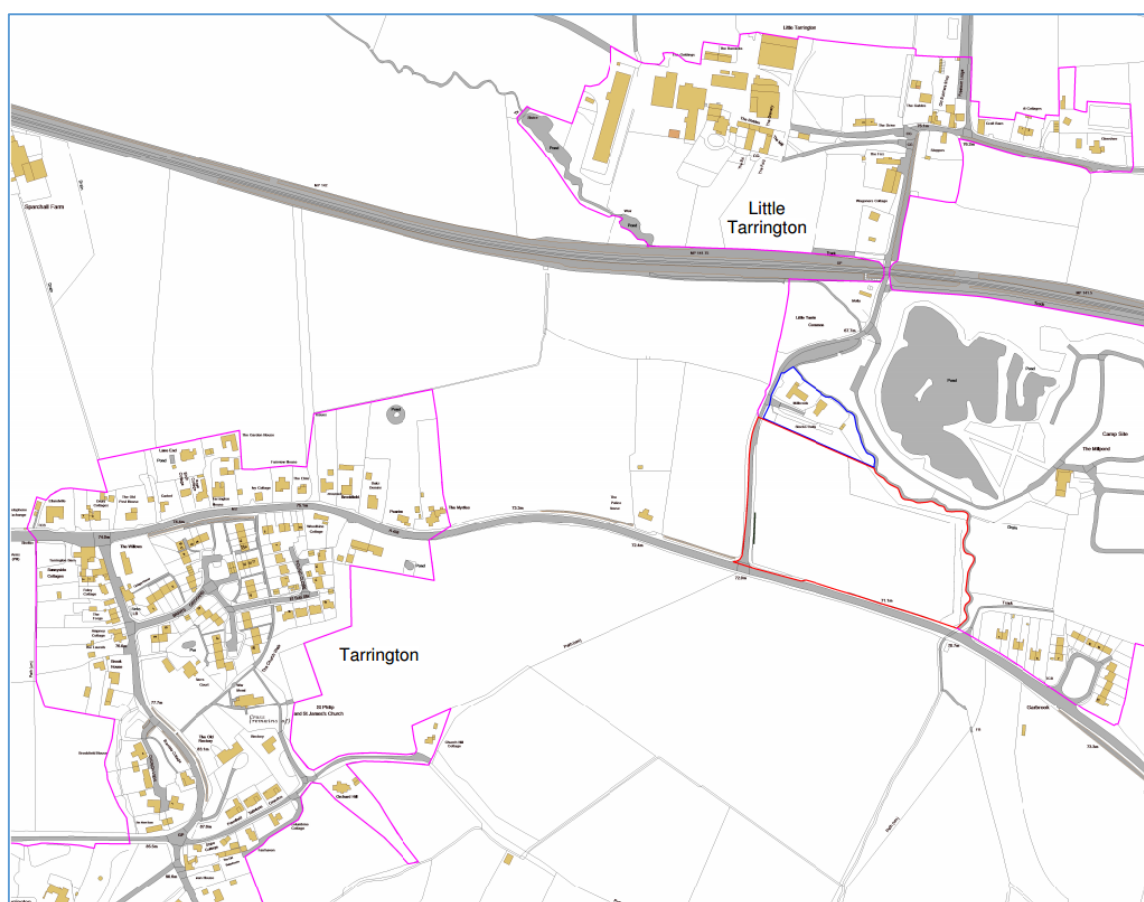
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1 Little Tarrington and Tarrington

- 1.1 Little Tarrington is a sub hamlet of the Parish of Tarrington and is located north of the A438, around 6 miles north west of Ledbury and 5 miles east of Hereford.
- 1.2 Little Tarrington and Tarrington, located 300 metres west of the site, make up the two primary settlements in the Parish. The settlement stretches from Garbrook to the south east extending northwards and eastwards alongside Little Tarrington Common Road and north of the railway line. Based on the 2011 census, there are 241 households in the Parish as a whole.
- 1.3 In terms of facilities, the former school now known as Lady Emily Community Hall provides a venue for community activities and Tarrington also includes a public house, play area and church. In Little Tarrington, The Millpond Caravan and Camping Park operates a seasonal shop, which is open for most of the year. As Tarrington and Little Tarrington are so close to one another, the facilities in both villages are jointly used by residents in both settlements. A short distance (2 KM) south east of the site along the A438 is also Alexander Leisure Park, which includes a gym, spa and well-being centre, café and restaurant, shop, hotel and golf course.
- 1.4 The settlement is also served by hourly bus services, which run directly to the rail stations and facilities in Ledbury and Hereford. Bus stops are located just 120 metres south east of the site and in Tarrington. Additional services also operate during school term time. The same bus service also stops at Alexander Park. This level of connectivity to local services and the principal settlements of Hereford and Ledbury is exceptionally good for a rural settlement.
- 1.5 There are no formal industrial or business parks within the Parish but Little Tarrington Farm houses six small business including a carpenters, mechanic and stone mason's workshop, which all secured planning permission in 2016.

2 Site Location and Description

- 2.1 The site is located in a sustainable location on the edge of Little Tarrington, 300 metres east of Tarrington. The A438 adjoins the southern boundary and Little Tarrington Common Road (unclassified road U66205) the western boundary. Adjacent the eastern and northern boundaries are areas of native trees and woodland. Immediately east is the housing estate known as Garbrook which is a mixture of semi-detached and detached former Council houses and bungalows. North is The Millpond Caravan and Camping Park, beyond which is the railway line and north west are two detached bungalows.
- 2.2 The site is outlined in red on the map below and the settlements of Little Tarrington and Tarrington outlined in pink.



- 2.3 The site is a rectangular shaped area of agricultural pasture totaling 2.99 hectares (including part of the adjacent highway). Levels fall by 2.5 metres from the south east corner to the north west – AOD 70.50 – 68.00. The roadside boundaries are enclosed with native species poor hedging and a band of

ornamental and native trees have been planted along the watercourse approximately ten years ago. Centrally within the site is a small group of fir trees.



VP1 The site, which comprises a flat meadow, is really only fully revealed to westbound traffic on the busy A438, from this point in its south east corner. Prior to that, it is largely hidden by a belt of woodland which separates it from the 1960s development of Garbrook. Visually it is well contained on its northern and eastern boundaries by a well established belt of riparian woodland. This woodland together with the proposed new woodland planting will help assimilate the proposed development into the surrounding countryside.



VP2. This viewpoint is at the junction of the A438 and the lane leading to Little Tarrington. The proposed entrance to the site is just beyond the tree on the lane. Most of the site is visible through the gap in the roadside hedge and comprises a flat meadow with a small group of young trees in the middle. A small part of the settlement at Garbrook is just visible beyond the riparian woodland which forms an effective visual backdrop to the site on both its eastern and northern boundaries. This woodland, together with the belts of new woodland planting will help to assimilate the proposed development into the surrounding countryside.

- 2.4 The site does not have any national or local landscape designation, is not at risk of flooding and there are no designated or non-designated heritage assets on site or within the wider setting of the site.

3. The Proposal

- 3.1 Detailed planning permission is sought for the following:

Proposed mixed use development comprising 21 dwellings including 3 self-build plots and 7 affordable, 4 live work units and associated roads and footpaths, junction improvements, sustainable drainage, informal public open space, hedgerow and tree planting.

- 3.2 The development is to comprise of the following housing mix:

Tenure	Number	Size	Type
Market	2	3 bed	Detached
Market	6	4 bed	Detached
Market	2	3 bed	Semi-detached bungalow
Market	1	3 bed	Detached bungalow
Market	3	4 bed	Detached Self –Build
Affordable	4	2 bed	Terrace
Affordable	3	3 bed	Terrace
Live/Work	2	1 bed + 71 sq. M B1	Live/work apartment
Live/Work	2	3 bed + 103 sq. M B1	Live/work attached dwelling

- 3.3 This a low density landscape led proposal that has been informed by and responds to the characteristics of the site, its landscape setting and the prevailing character of the landscape.
- 3.4 The development will be accessed off Little Tarrington Common Road, which will be widened up to the access into the site to accommodate two clear lanes and a new footpath link. From here, a new rural lane will meander through the site to serve the different areas of development. A new footpath is proposed broadly parallel with the A438 to provide a safer and more attractive link from and through the development to the bus stops and Tarrington.



- 3.5 The concept of the layout and distribution of the housing is modelled on examples of rural farmsteads found in the Parish. A formal residential courtyard of dwellings is the focal part of the development at the eastern end of the site and a cluster of live work units and houses surrounding a pond at the western end. Besides the more formal courtyard arrangement of buildings, the siting and orientation of the houses is varied elsewhere to reflect the informal and irregular pattern of development that is evident on traditional farms and to some extent in Little Tarrington and Tarrington. All properties and live/work units benefit from ample parking and spacious gardens.
- 3.6 The scale and proportions of the buildings are distinctly rural and are based on a combination of individual farmhouses, traditional and more modern Herefordshire barns. The properties have subtle contemporary detailing in terms of the composition of materials and fenestration. The materials are to comprise a mixture of natural stone, textured red brick, timber cladding and a mixture of slate and standing seam roofs.

- 3.7 The development is set within a strong landscape framework comprising of extensive new native trees, orchard and hedgerow planting, wildflower meadow and informal grassed common land within and around the site to integrate the development into the landscape. Within this planting are areas of informal public open space and recreation.
- 3.8 Surface water will be managed sustainably within the site through an attenuation basin and foul drainage will connect to the public sewer.

4. Planning Policy

The Development Plan

- 4.1 In accordance with Section 38(6) of the Planning and Compulsory Act 2010, this proposal must be determined in accordance with the development plan unless material planning considerations indicate otherwise
- 4.2 In Herefordshire, the Development Plan consists of the Herefordshire Local Plan Core Strategy (HLP) which was adopted in October 2015 and runs from the period 2011 to 2031.
- 4.3 The HLP vision makes clear that a sustainable future for the County will need to be based equally on addressing social challenges, economic prosperity and environmental quality.
- 4.4 In terms of environment, in addition to more obvious considerations relating to landscape and biodiversity, the HLP also places a strong expectation that developments will help mitigate climate change through energy and water efficiency and the use of renewable energy.
- 4.5 The key policies of relevance are as follows:
 - **SS1 Presumption in favour of sustainable development** - This largely echoes the 'golden thread' of the NPPF and confirms that the Council will work proactively to find solutions which mean that proposals can be approved, wherever possible.
 - **SS2 Delivering New Homes** - A minimum delivery requirement of 16,500 new homes across the County up to 2031. A minimum of 5,300 of which are to be within/adjoining 216 identified rural settlements including Little Tarrington.
 - **SS3 Ensuring sufficient housing land delivery** – This commits the Council to annually maintain sufficient supply of housing land to meet the delivery requirement set out in policy SS2. Where delivery falls below targets, a strategy will be identified to prioritise increasing housing supply.

In September 2016 the Council approved an 'Interim Position Statement on Housing Delivery' which encourages landowners and developers to progress sites with low or minor constraints for housing as soon as possible.

- **SS4 Movement and transportation** - Where practicable, development should be accessible by a genuine choice of transport modes. Development which generates high journey numbers should be in a sustainable location or made sustainable by promoting travel by walking, cycling and public transport.

This policy also recognises that locating developments where they have good access to non-car based travel modes is not always possible in Herefordshire.

- **SS6 Environmental quality and local distinctiveness** - Requires developments to conserve, enhance and be informed by the landscape, biodiversity, heritage and other environmental assets that contribute to the County's distinctiveness.
- **SS7 Addressing Climate Change** - Development will be expected to include measures to mitigate their impact on climate change such as focusing development to sustainable locations and ensuring design approaches are resilient to climate change including the use of passive solar design for heating and cooling.
- **RA1 Rural Housing Distribution** - Herefordshire's rural area has been split into seven Housing Market Areas (HMA's). This policy apportions the required 5,300 new homes across the seven rural HMA's based on their different characteristics, housing needs and requirements.

This site falls within Hereford HMA where 1870 new dwellings are required over the plan period, which equates to an indicative 18% growth target for each identified settlement with this HMA.

RA1 also identifies the rural settlements where appropriate housing growth can take place and Tarrington and Little Tarrington are named settlements in Figure 4.14 and Figure 4.15

- **RA2 Housing in Settlements outside Hereford and the market towns** This sets out the criteria to be satisfied for development within and adjoining the identified settlements referenced in Figures 4.14 and 4.15. The growth target for each settlement, calculated on basis of the number of households in the Parish, is a minimum to be delivered. The principal criteria being:
 - a) The design and layout reflect the size, role and function of each settlement and be located within or adjacent to the main built up area
 - b) Maximise the use of brownfield land wherever possible

- c) Achieve high quality, sustainable developments which are appropriate to their context, and contribute positively to the environment and landscape setting
 - d) Deliver the appropriate housing type and mix to meet local demand
- **H1 Affordable Housing thresholds and targets** – This requires all development of more than ten dwellings to contribute towards meeting affordable housing needs. The indicative target for the Hereford area is 35%.
 - **H3 Ensuring an appropriate range and mix of housing** – This encourages residential developments to provide for a range and mix of housing units informed by the Local Housing Market Assessment.
 - **SC1 Social and Community Facilities** - Provides support for developments that protect, retain, and enhance existing community facilities and requires that any increased demand placed on community facilities is mitigated through enhancing existing facilities or through developer contributions.
 - **E1 - Employment provision** - Development proposals which enhance employment provision will be encouraged where the proposal is appropriate in terms of its connectivity, scale, design and size and; provides for opportunities for new offices development in appropriate locations.
 - **E3 Home Working** – Supports the development of live work units where they are compatible with the neighbourhood in terms of amenity, noise, working hours, traffic and emissions.
 - **RA6 - Rural Economy** - This supports economic activities in rural areas including proposals which:
 - support local food and drink production;
 - involve the small scale extension of existing businesses; and
 - support the retention and/ or diversification of existing agricultural businesses;

The criteria to be satisfied within this policy are as follows:

- a) To ensure that the development is of a scale which would be commensurate with its location and setting;
- b) does not cause unacceptable adverse impacts to the amenity of nearby residents by virtue of design and mass, noise and dust, lighting and smell;

- c) does not generate traffic movements that cannot safely be accommodated within the local road network; and
 - d) does not undermine the achievement of water quality targets in accordance with Policies SD3 and SD4.
- **OS1 – Requirement for open space, sports and recreation facilities** - This requires all residential developments to provide for appropriate open space, sport and recreation facilities.
 - **OS2 – Meeting open space, sports and recreation facilities** – Requires such facilities be provided on site or by way of an off-site contribution to enhance an existing facility in accordance with applicable quantity, quality and accessibility standards.
 - **MT1 Traffic management, highway safety and promoting active travel** – The criteria of relevance to this development are:
 - a) the traffic impacts of development can be absorbed on the local highway network, and;
 - b) to achieve safe access, appropriate manoeuvring space and have regard to the Councils highway design guide and associated parking standards
 - **LD1 Landscape and townscape** - All development should demonstrate that the character of the landscape has positively influenced the design, incorporate new landscape schemes to ensure development integrates into its surroundings and maintain tree cover.
 - **LD2 Biodiversity and geodiversity** – Developments should conserve, restore and enhance Herefordshire’s biodiversity of assets
 - **LD3 Green Infrastructure** – Supports the development of new on site green infrastructure corridors particularly where it integrates with and enhances the existing network
 - **SD1 Sustainable design and energy efficiency** – developments must make efficient use of land, maintain local distinctiveness, safeguard amenity, minimise pollution, utilise physical sustainability measures in the design and construction including the incorporation of on-site renewables, safe access and ensuring developments can be easily adapted in the future

- **SD3 Sustainable water management and water resources** – Sustainable water management measures need to be an integral part of developments in order to minimise flood risk, avoid adverse impacts on water quantity, protect groundwater and create opportunities to enhance biodiversity. This includes achieving a more stringent water efficiency target than is set out in national policy.
- **SD4 Wastewater treatment and river water quality** – Development should not undermine the achievement of water quality targets for rivers.
- **ID1 Infrastructure Delivery** – Where necessary, this requires the provision of new or enhancement of existing infrastructure, services and facilities to support sustainable communities.

National Planning Policy Framework (NPPF)

4.6 This is a material planning consideration and introduced a national policy framework centered on achieving a presumption in favour of sustainable development and a requirement that the planning system is geared towards ‘making this happen’. The relevant sections and paragraphs are as follows:

- Paragraph 7 defines sustainable development as encompassing three dimensions, economic, environmental and social:
 - An economic role** – contributing towards building a strong and competitive economy by ensuring that sufficient land of the right type is available in the right places at the right time to support growth and innovation, and by identifying and coordinating development requirements, including the provision of infrastructure.
 - A social role** – supporting strong, vibrant and healthy communities, by supplying housing to meet the needs of the present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community’s needs and support its health, social and cultural well-being.
 - An environmental role** – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resourced prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

- Paragraph 8 explains that achieving sustainable development requires the social, economic and environmental gains to be sought jointly and simultaneously.
- Paragraph 10 requires decisions to take account of local circumstances so that different opportunities for achieving sustainable development can be accommodated.
- Paragraph 14 sets out how the presumption in favor of sustainable development should be applied in decision making. Where relevant policies of the adopted plan are absent, silent or out of date (*as is currently the case in Herefordshire in respect of housing land supply*) the NPPF requires that permission be granted unless:
 - a) any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole; or
 - b) specific policies in the NPPF indicate development should be restricted.
- Paragraph 17 contains twelve **core land use planning principles** that should underpin decisions. These stipulate that planning should:
 - a) be plan led including empowering local people to shape their surroundings through neighbourhood plans (core principle 1);
 - b) not simply be about scrutiny (core principle 2);
 - c) objectively identify and deliver the homes that an area needs also taking account of market signals and the needs of differing residential communities (core principle 3);
 - d) secure high quality design (core principle 4);
 - e) recognising the intrinsic beauty of the countryside and supporting thriving rural communities (core principle 5);
 - f) support the transition towards a low carbon future (core principle 6);
 - g) conserve and enhance the natural environment and reduce pollution (core principle 7);
 - h) promote mixed use developments (core principle 9);
 - i) conserve heritage assets in a manner appropriate to their significance (core principle 10);
 - j) manage patterns of growth to make the fullest use of public transport, walking and cycling (core principle 11); and
 - k) support strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs (core principle 12).

Section 1 – Building a Strong Competitive Economy

- Paragraph 19- *‘The Government is committed to ensuring that the planning system does everything it can to support sustainable economic development. Planning should operate to encourage and not act as an impediment to sustainable growth.’*

Section 3 – Supporting a prosperous rural economy

- Paragraph 28 - To promote a strong rural economy, local plans should:-
 1. support the sustainable growth and expansion of all types of business and enterprise in rural areas, both through conversion of existing buildings and well-designed new buildings; and
 2. promote the development and diversification of agricultural and other land-based rural businesses

Section 4 - Promoting sustainable transport

- Paragraph 29 – *‘The transport system needs to be balanced in favour of sustainable transport modes [...] However, the Government recognises that different policies and measures will be required in different communities and opportunities to maximise sustainable transport solutions will vary from urban to rural areas.’*

Section 6 - Delivering a wide choice of high quality homes

- This section aims to boost significantly the supply of all types of housing by requiring locals plans to meet the full objectively assessed housing needs and authorities to maintain a rolling 5 year supply of deliverable housing sites with an additional buffer to ensure choice and competition in the market.
- Paragraph 49 – Housing applications should be considered in the context of the presumption in favor of sustainable development.
- Paragraph 50 - Requires local authorities to plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups, such older people. This must include identifying the size, type, tenure and range of housing required in particular locations, reflecting local demand.

- Paragraph 55 - *‘To promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. For example, where there are groups of smaller villages, housing in one village may support services in a nearby village’.*

Section 7 - Requiring Good Design

- This section reinforces that good design is a key aspect of sustainable development.
- Paragraph 58 sets out key design requirements to be met including ensuring the design responds to local character and reflect the identity of local surroundings and materials and are visually attractive as a result of good architecture and appropriate landscaping.
- Paragraph 59-60 - The prescription of particular architectural styles should not occur but local distinctiveness should be promoted or reinforced.
- Paragraph 65 – *‘Permission should not be refused for buildings which promote high levels of sustainability because of concerns about incompatibility with an existing townscape’.*

Section - 8 Promoting Healthy Communities

- Paragraph 69 – *‘The planning system can play an important role in facilitating social interaction and certain healthy, inclusive communities. [...]’.* Planning decisions should aim to achieve places which promote:
 - a. opportunities for meetings between members of the community who might not otherwise come into contact with each other;
 - b. safe and accessible environments where crime or fear of crime does not undermine quality of life or community cohesion; and
 - c. developments containing clear and legible routes and high quality public space
- Paragraph 72 – Explains the importance of making sure adequate school places are available.
- Paragraph 74 – Access to quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities.

Section - 10 Meeting the challenge of climate change, flooding and coastal change.

- This section highlights that planning plays a key role in securing radical reductions in greenhouse gas emissions and providing resilience to the impacts of climate change. This being central to the three dimensions of sustainability. This is to be achieved through measures such as
 - a) promoting energy from renewable and low carbon sources;
 - b) supporting the Governments move towards zero carbon buildings;
 - c) taking account of landform, layout, orientation, massing and landscaping to minimise energy consumption; and
 - d) avoiding locating development in areas at risk of flooding, managing surface water sustainably and considering water conservation.

Section 11 - Conserving and enhancing the natural environment

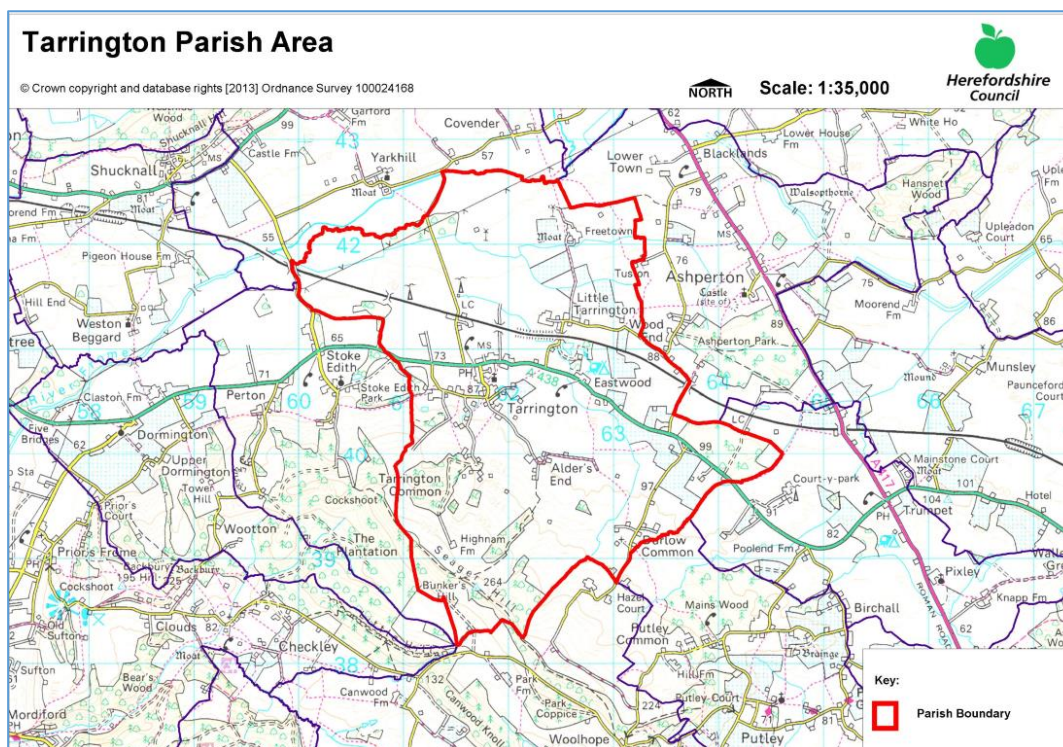
- Paragraph 109 - *'The planning system should contribute to and enhance the natural and local environment by:*
 - a) protecting and enhancing valued landscapes;
 - b) minimising impacts on biodiversity and provide net gains where possible; and
 - c) ensuring new developments are not put at unacceptable risk from, or adversely affected by unacceptable levels of soil, air, water or noise pollution.
- Paragraph 113 explains the level of protection afforded to landscapes and biodiversity features should be commensurate with their hierarchical status and designation – international, national, local.
- Paragraph 122 – The potential sensitivity of the development to adverse effects from pollution should be taken into account.
- Paragraph 125 encourages light pollution impacts to be minimised through good design.
- Paragraphs 188-191 encourages early pre-application engagement with local planning authorities, stakeholders and the public.

National Planning Practice Guidance (NPPG)

- 4.7 This policy document underpins the NPPF providing further detailed guidance on how the policies should be interpreted. It is regularly updated to ensure national policy keeps abreast with changing ministerial priorities, national trends and case law. There are many sections that are relevant to this proposal but for brevity, it is not proposed to repeat or summarise them within this statement.

5.0 Neighbourhood Development Plan

- 5.1 Little Tarrington falls within Tarrington Parish and a Neighbourhood Development Plan Area was designated on 7th January 2014. The designation follows the Parish boundary as the ¹plan below illustrates.



- 5.2 Work on the plan commenced with a survey of local residents in September/October 2014 followed by two open days in February 2015 where resident's views on the location of new development and policy themes to be included within the NDP were canvased.
- 5.3 This questionnaire and public consultation pre-dates the material changes to the rural policies in the HLP that were introduced to address the local plan Inspectors concerns regarding the certainty over the deliverability of rural housing growth. In particular, the changes increased the number of settlements where the principle of new housing is acceptable from 122 to 216. This meant that within Tarrington Parish, Little Tarrington was now an acceptable location in planning policy terms for housing. This is a major weakness in the public engagement process that has informed the preparation of the draft NDP to date as Parishioners views have not been obtained on the option of allocating some of the Parish housing requirements on a site in Little Tarrington.

¹ Tarrington Neighbourhood Area Boundary Map, Nov 2013 - HC

- 5.4 Following the public consultation in February 2015, discussions commenced with landowners and a 'call for sites' process took place in October 2015, the results of which were then analysed in a ²Housing Site Assessment Report summarising the findings. The application site was one of four shortlisted sites that were assessed in terms of its suitability, availability and deliverability.
- 5.5 A summary of the site assessment process and NDP housing allocation proposal was then presented to the community in early 2016. This promoted only one site allocation in Tarrington for 20 houses (known as site 6, Foley Field).
- 5.6 Further technical evidence was then commissioned by the NDP and local residents regarding the proposed allocation and public views obtained on the detail of the allocation. Primarily for landscape and heritage reasons, this resulted in the housing allocation in Tarrington being reduced down to only 6 dwellings.
- 5.7 A draft plan has been prepared (although is not in the public domain) on this basis but following a preliminary review by Herefordshire Council in summer 2016, it is understood that the proposed housing strategy was not considered to be in general conformity with the HLP in that it did not demonstrate the delivery of sufficient housing to meet the requirements of HLP Policy RA1.
- 5.8 The NDP has not progressed beyond this stage. Therefore, the NDP has not advanced sufficiently to be given any material weight in the determination of this application.

² Tarrington NDP Housing Site Assessment – December 2015

6. Housing Need

- 6.1 The adopted HLP informed by the ³Local Housing Requirements Study identifies a minimum requirement for 16,500 new homes across the County over the period 2011 to 2031, a minimum of 5300 of which need to be in Herefordshire's rural settlements.
- 6.2 ⁴Appendix 4 of the HLP identifies a housing delivery trajectory to illustrate how the required housing numbers will be delivered across the plan period. The required annualised housing delivery trajectory for the next five years necessary to deliver the minimum HLP housing requirement of 16,500 homes is summarised in the table below:

Delivery period (1 st April to 31 st March)	2017/18	2018/19	2019/20	2020/21	2021/22
Housing numbers required	1177	1102	844	751	820

- 6.3 Notably, the ⁵table below confirms that the Council only met its housing delivery target in one of the first five years of the HLP period and post 2015/2016, the Core Strategy delivery requirements ratchet up significantly as the above table illustrates. The Council have been reliant on delivery on strategic sites to meet this shift in requirement. However, more than six years into the plan period, not a single dwelling has been delivered on any strategic site across Herefordshire.

Year	Core Strategy year	Net requirements with stepped trajectory	Net Completions	Difference
1	2011/2012	600	341	-259
2	2012/2013	600	201	-399
3	2013/2014	600	331	-269
4	2014/2015	600	774	174
5	2015/2016	600	327	-273
	Total	3000	1974	-1026

³ Local Housing Requirements Study Update September 2014 - HC

⁴ Appendix 4, Herefordshire Local Plan Core Strategy - Detailed annualised Housing Trajectory

⁵ Completions Compared with Core Strategy Trajectory – HC 5 year Land supply Position Statement 2016-2021 (July 2016)

- 6.4 Additionally, paragraph 47 of the NPPF requires local planning authorities to provide a rolling five year supply of deliverable housing sites with an additional buffer to ensure choice and competition in the market. In Herefordshire, the buffer is currently 20%. With including this buffer, the Council's annualised housing requirement over the next five years jumps to 1266 dwellings per annum.
- 6.5 The Council housing land position has been confirmed in a recent appeal decision⁶ to be 4.29 years which equates to a shortfall of 893 dwellings.
- 6.6 Paragraph 8 of the Inspectors decision from this appeal concerning a site in Peterchurch describes this shortfall as "*significant*".
- 6.7 Consequently, relevant policies in the HLP that control the supply and distribution of housing can no longer be considered up to date.
- 6.8 Little Tarrington falls within Hereford Housing Market Area where a minimum growth target of 18% is set out in HLP Policy RA1. Figure 4.15 of the policy RA2 also identifies the sustainable settlements within each Parish that are considered capable of accommodating proportionate growth and Little Tarrington is one such named settlement.
- 6.9 In terms of housing numbers, the minimum growth target for the Parish is 43 new dwellings. After deducting existing commitments (extant planning permissions) and completions (new dwellings constructed/created) since 2011, the residual requirement is land for another 35 dwellings. This is explained further in the table below. As such, the principle of housing in the location of Little Tarrington is supported by adopted policy as significant unmet housing need exists both within the Parish and the County.

Number of households in parish	% growth in Local Plan Core Strategy	Number of new houses required to 2031	Housing completions 2011- 2015	Housing commitments as at 1 April 2015	Housing remaining to be delivered
241	18%	43	2	6	35

⁶ APP/W1850/W/16/3162316 – Land adjacent Dorefield House, Peterchurch

7. Deliverable Sites to meet the Parish minimum Housing Requirement?

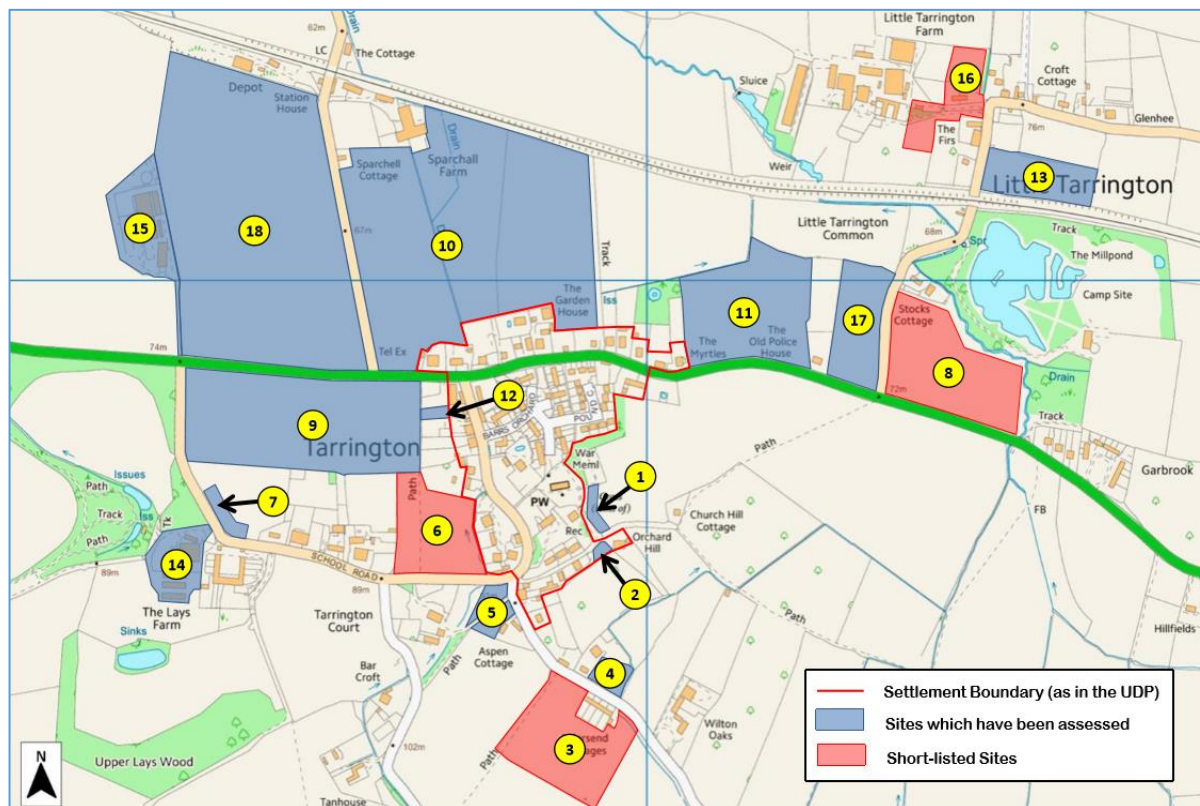
- 7.1 Firstly, it must be clarified that there is no planning policy requirement to consider alternative sites before this site can be considered. Notwithstanding this, it is considered a useful exercise to better understand housing site options and how the Parish minimum growth target can be met.
- 7.2 The current residual shortfall in housing numbers to meet the proportional housing growth target for the Parish is 35 dwellings. Paragraph 4.8.21 of the HLP explains that this is the minimum figure that the NDP or Parish should seek to establish in order to deliver the required housing growth for that Parish, the Housing Market Area and County.
- ‘The proportional growth target within policy RA1 will provide the basis for the minimum level of new housing that will be accommodated in each Neighbourhood Development Plan. The target represents a level of growth for parishes, as a percentage, that is proportionate to existing HMA characteristics’.*
- 7.3 Of course, this minimum target is not to be achieved regardless of normal planning considerations and Policy RA1 clarifies that *‘Local evidence and environmental factors will determine the appropriate scale of development’*. However, examples given of such environmental factors in the policy and background evidence⁷ are designated landscapes such as AONB or areas at risk of flooding. Therefore, it is clear that policy expects each NDP to deliver its minimum housing quota to meet the objectively assessed housing needs in the rural areas unless there are significant in principle planning constraints and local evidence that prevent this from occurring.
- 7.4 In fact, the Planning Inspector considering the HLP had major concerns regarding the ambiguity over how the objectively assessed housing needs in the rural areas was to be met. This led the Council to completely review the rural housing policies and the associated housing quotas for each settlement and Parish. The policy therefore is reliant on each NDP / Parish delivering their required minimum quota unless significant and demonstrable environmental factors dictate otherwise.

⁷ Herefordshire Local Plan Core Strategy Rural Background Paper March 2013

- 7.5 Paragraph 4.8.21 goes on to explain that:
‘The main focus for development will be within or adjacent to existing settlements indicated within fig 4.14 and 4.15. In parishes which have more than one settlement listed in Figure 4.14 and 4.15 the relevant Neighbourhood Development Plan will have appropriate flexibility to apportion the minimum housing requirement between the settlements concerned. This will allow for a locally flexible approach that will respect settlement characteristics, the distribution of local facilities and other local factors.’
- 7.6 The policy therefore also introduces sufficient flexibility to allow Parishes and NDP’s (or the decision maker) to distribute the minimum housing requirements across figure 4.14 and figure 4.15 settlements – Tarrington and Little Tarrington in this instance.
- 7.7 This policy backdrop is relevant to the consideration of alternative sites and the grounds for including or dismissing them as sustainable, acceptable and deliverable options.
- 7.8 Work on Tarrington NDP has included a comprehensive *calls for sites* to local landowners. This resulted in 18 sites being reviewed, which were reduced down to a shortlist of four based on availability and a site size of 0.25 hectares or larger, which equates to sites with capacity to deliver 5 or more units and replicates the thresholds used for SHLAA.
- 7.9 Furthermore, not every allocation, commitment and windfall opportunity is likely to come forward over the plan period and therefore it is entirely appropriate to plan for a higher number than the minimum requirement of the strategic plan. Indeed, this approach would be entirely consistent with both local and national policy which requires all local planning authorities to ‘significantly boost the supply of housing’ (para 47, NPPF)
- 7.10 To ensure consistency with the Tarrington NDP work to date, the three shortlisted sites considered as part of the NDP site selection process, which are sites 3, 6 and 16 have been appraised - the fourth (site 8) being the application site. These are identified in red on the plan⁸ on the following page.
- 7.11 Firstly, applying the definition in the NPPF, none of the shortlisted sites qualify as previously developed land meaning that most/all the new housing

⁸ Extract from NDP Housing Site Assessment Report identifying the sites considered.

requirements for the Parish will have to be met on greenfield sites with the resultant landscape impact. In this respect they are comparable.



Site 3 – Land off Alder End Lane

- 7.12 This is a large site extending to 2.27 hectares. The development pattern travelling south along the lane is increasingly dispersed with predominantly wayside dwellings. The site is elevated above the lane by approximately 1 metre and levels continue to rise southwards meaning any development would not only be prominent relative to the lane but would also be elevated in landscape terms. Safe access could not be achieved without removing the frontage hedgerow. The site is also visually detached from the core of the village due to the sizable green gaps either side of the lane immediately north of the site.
- 7.13 Alders End Lane is also a narrow single width highway with no passing places or pavement and limited forward visibility and no scope for improvement. The lane therefore does not have the capacity for any material increase in vehicle movements.
- 7.14 Development on the entire field would be particularly intrusive in landscape terms and discordant with the prevailing pattern of development along the lane. There may be scope for a small number of individual detached wayside dwellings

fronting the lane but even these would be tantamount to dwellings in the countryside due to the limited built form within the immediate setting of the site. The site is therefore considered unsuitable.

Site 6 – Land west of Church View

- 7.15 The site extends to 1.7 hectares located in Tarrington and is largely surrounded by existing residential development.
- 7.16 The site nevertheless has a number of technical constraints. There are several listed buildings adjacent the site and clear views from the site of other important heritage assets in the village. Consequently the relationship with and impact of any development on the significance of these heritage assets in terms of their setting and intervisibility will need to be carefully considered to avoid any harm.
- 7.17 The topography of the site is challenging and the site sits in an elevated position relative to adjacent properties and the village. The landscape character of the site is also sensitive to change and the visibility and impact of the development from the footpath running through the site will require careful assessment.
- 7.18 The highway running through the village is constrained, limited in width and has no pavement. It is not therefore suitable for any significant intensification in use. A safe access into the site would appear to be achievable.
- 7.19 The siting, scale and orientation of properties along the boundaries could also impact negatively on the amenity of surrounding properties due to the difference in levels.
- 7.20 As the site sits at a higher level than surrounding properties and in view of the generally impermeable soil conditions in the area, surface water drainage will also need to be carefully managed within the site to ensure no flood risk arises for nearby properties.
- 7.21 None of these issues are likely to prevent the site from being development but will undoubtedly limit the capacity of the site.
- 7.22 Technical work and a resident's survey has been commissioned by the NDP to review the constraints and capacity of this site and evaluate the most suitable development option for the site. The results⁹ identified that a development of six dwellings would be appropriate.

⁹ Tarrington NDP Landscape Assessment for Land off School Lane – July 2016

- 7.23 A planning application has now been submitted for up to 15 dwellings on the eastern half of the site. In light of the various technical constraints that affect the site and the background technical work carried out to inform the NDP, the appropriate capacity (based on the current planning application site area) may be between 6 and 15.

Site 16 – Little Tarrington Farm

- 7.24 This site extends to 1.07 hectares located in Little Tarrington and comprises a mixture of paddock and traditional orchard. The site has a partial built context with existing dwellings to the east and west and former agricultural buildings to the west. A safe access via the existing farm driveway would appear achievable.
- 7.25 The pattern of development within Little Tarrington is generally wayside houses and converted barns fronting or addressing the lane but there is no backland development. Both development plots would essentially comprise of a cul-de-sac backland format of development which would not accord with the prevailing development pattern. This is also likely to adversely affect the amenity of adjacent properties.
- 7.26 The southern half of the site is also a traditional orchard, which is a protected biodiversity habitat at a local and national level and therefore not available for development. The nearest farm buildings to the site are used and have a recent planning approval for B2 general industrial purposes and therefore the site may be affected by unacceptable noise conditions. The southern half of the site also falls within the setting of three listed buildings and therefore developing this area could result in a harmful impact on their impact on their setting and significance.
- 7.27 There may be scope for one or two new dwellings as infill development fronting the farm access track but beyond this, the site is considered unsuitable.

Summary

- 7.28 This exercise illustrates that the available, suitable and achievable site options in Tarrington and Little Tarrington are limited. It also demonstrates that two sites will be required to deliver the housing growth target for the Parish. There may be smaller windfall opportunities that can contribute to boosting housing numbers beyond the minimum target set in the HLP. However, all infill plots within the previous UDP settlement boundary appear to have been developed

over the last 20 years and so even windfall will be reliant upon a material enlargement in the proposed settlement boundaries for Tarrington and Little Tarrington, which is likely to give rise to the same or similar issues as apply to the shortlisted sites.

- 7.29 All the shortlisted sites have some technical and/or locational constraints and consequently, if developed, a degree of conflict with the development plan policies is inevitable. This report demonstrates that this application site (potentially along with site 6) provides the most suitable and deliverable options to enable the Parish in meeting the objectively assessed future housing needs over the plan period.

8. The Principle

- 8.1 Ordinarily the gateway planning policy test for a development such as this in rural areas is set out in HLP policies SS2, RA1 and RA2 and the NPPF.
- 8.2 As per the NPPF, the delivery of sustainable housing development to meet objectively assessed need is a central theme of the Core Strategy. Policy SS2 'Delivering new homes' confirms that in the rural areas, new housing development will be acceptable *"where it helps to meet housing needs and requirements, supports the rural economy and local services and facilities and is responsive to the needs of its community."*
- 8.3 HLP policy RA2 states that in order:
'To maintain and strengthen locally sustainable communities across the rural parts of Herefordshire, sustainable housing growth will be supported in or adjacent to those settlements identified in Figures 4.14 and 4.15. This will enable development that has the ability to bolster existing service provision, improve facilities and infrastructure and meet the needs of the communities concerned'.
- 8.4 The settlement of Little Tarrington is listed in Figure 4.15. The first part of criteria 1 of this policy is positively worded and states that housing proposals will be permitted where:
- 1) *'Their design and layout reflects the size, role and function of each settlement and be located within or adjacent to the main built up area....'*
- 8.5 The first gateway policy test is therefore whether the site is located within or adjacent the main built up area. Firstly, the challenge of identifying where the 'built up' area of the settlement exists within a dispersed settlement pattern such as Little Tarrington in recognised in Paragraph 4.8.12 of the HLP:
'...By virtue of their [Figure 4.15 settlements] size and character many of these settlements do not have a traditional village or nuclear centre and in many cases have a dispersed settlement pattern which would need to be respected in the design of new housing proposals. This will ensure the delivery of schemes that are locally distinctive.

- 8.6 Little Tarrington is a dispersed settlement that straddles the railway. Indeed, before the construction of the railway, Little Tarrington encompassed land both north and south of the railway – Little Tarrington Common is evidence of this.
- 8.7 The older properties lie to the north of the railway and nearly all more recent development over the last 60 years or so has been south of the railway line, notably, Garbrook estate and bungalows off Little Tarrington Lane in the 50's, 60's and 70's and The Millpond Caravan Park in the 90's. In household number terms there are as many properties south of the railway line as there are north and all have a Little Tarrington postal address.
- 8.8 In essence, Little Tarrington now comprises three distinct character areas - Garbrook Estate, Millpond Caravan Park and adjoining common land and wayside dwellings that front Little Tarrington Common Road. They now collectively make up the settlement of Little Tarrington.
- 8.9 The site adjoins the existing settlement, whether this is taken to be Garbrook to the east or the caravan park and detached properties to the north west. Aerially, the site bridges the gap between Garbrook and properties fronting Little Tarrington Common Road and represents a logical expansion of the settlement, broadly following and contained by the existing roads.
- 8.10 However, the view taken on the developments compliance with the particular policy requirement to be within or adjacent the built up area of the settlement is to a large extent immaterial because of the Council's shortfall in the five year supply of deliverable housing land.
- 8.11 Paragraph 49 of the NPPF dictates that
'Housing applications should be considered in the context of a presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five year supply of deliverable housing sites'.
- 8.12 Policies SS2, RA1 and RA2 of the HLP form part of the Council's strategic approach to the distribution and location of housing and seek to restrict development in the countryside. They are, therefore, relevant policies for the supply of housing and given there is no 5 year housing supply they cannot be

regarded as being up to date. This has been confirmed in appeal¹⁰ decisions over the last 12 months.

- 8.13 The relevant planning test for this application is therefore whether the development can be considered sustainable having regard to the NPPF as a whole.
- 8.14 Although limited weight can be given to policies RA1 and RA2 because they are out of date in the context of paragraph 49 of the NPPF, it is acknowledged that the design criteria within policy RA2 still has some relevance albeit it attracts reduced weight. This follows a Court of Appeal¹¹ determination in Suffolk Coastal DC where the judges advised that “It is a matter of judgement for the decision maker to attribute the appropriate weight dependent on the facts of the case.”
- 8.15 Firstly, policy RA2 requires that the *‘...design and layout reflects the size, role and function of each settlement..... In relation to smaller settlements identified in fig 4.15 proposals will be expected to demonstrate particular attention to the form, layout, character and setting of the site and its location in that settlement and/or they result in development that contributes to or is essential to the social well-being of the settlement concerned’*.
- 8.16 Section 7 demonstrates that adopted policy provides NDP’s with flexibility to distribute housing within settlements that are listed within Figure 4.14 and 4.15 and that there are few suitable and available alternative sites that individually or in combination can deliver the Parish minimum housing requirement.
- 8.17 Garbrook was developed in the post war period when there was a significant programme of house building to address the housing crisis that existed following the Second World War. Approximately fifty years ago, Little Tarrington therefore had a role and function of meeting the Parish housing needs. This development will have the same effect as in combination with site 6 it can fulfill the future housing requirements for the Parish over the next ten years or so.
- 8.18 The design of the development is considered in detail in Section 9. However, the design and layout has been entirely led and informed by the location, character and setting of the site. This is a low density landscape led design that

¹⁰ APP/W1850/W/16/3157869 – Land east of Brook Lane, Bosbury

¹¹ Suffolk Coast Vs Hopkins Homes Ltd 2016 EW2016 EWCA Civ 168

responds to the semi-rural setting of the site and the prevailing agricultural land use and associated farmsteads.

- 8.19 Notably also, policy RA2 is also an either/or requirement in so much as even if it were determined that the development did not respect the form, layout, character and setting of the site, the development can still be considered acceptable if it *'contributes to the social well-being of the settlement'*. In this respect, this is the only realistic opportunity that Little Tarrington will see any affordable housing or bespoke live work units being delivered let alone the range of house types, sizes and affordability levels that a development of this size can achieve. There is no question that the development will contribute to the social well-being of the settlement thus meeting the first part of policy RA2.

2) The location make best and full use of suitable brownfield sites wherever possible.

- 8.20 The Council does not hold a schedule of brownfield sites within smaller settlements such as this and in any event, there would appear to be no obvious vacant or suitable brownfield land opportunities in the settlement. It is therefore inevitable that, in order to meet the housing needs requirements, most housing will have to be accommodated on greenfield sites in order to meet the Core Strategy requirements. Furthermore, the policy does not preclude the development of greenfield land and there is no requirement to provide evidence that brownfield sites have first been considered when the housing requirements of the HMA have not been met and there is a shortfall in housing land supply as is the case here.

3) They result in the development of high quality, sustainable schemes which are appropriate to their context and make a positive contribution to the surrounding environment and its landscape setting;

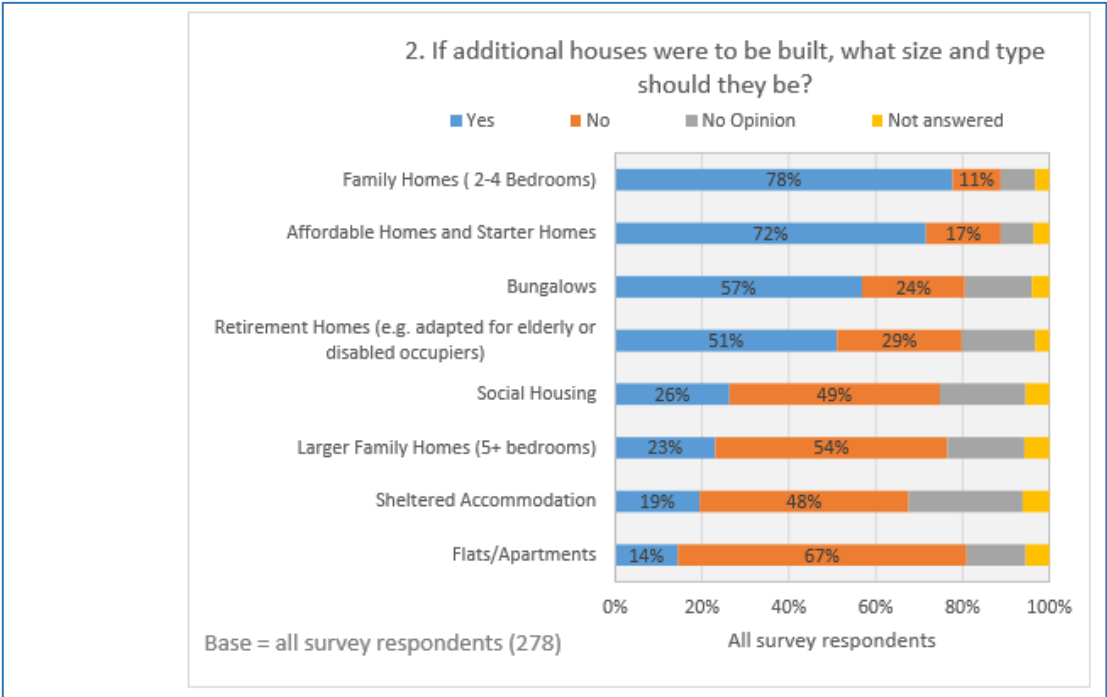
- 8.21 Achieving a sustainable scheme that is locally distinctive and respects the landscape setting of the site has been at the heart of the design process. Agriculture remains the principal land use and employment within the Parish and there are local examples of formal courtyard farmsteads in Tarrington and Little Tarrington. The development has been informed by and reinforces this agricultural heritage.

- 8.22 The designs seek to utilise the predominant palette of materials in the villages but in a contemporary manner in order to make a positive contribution to the architectural diversity of the settlement. The mass and scale of each house has also been carefully considered to introduce visual interest and variation. The density and landscape framework has also been informed by and is compatible with the character of the area.
- 8.23 The dwellings have been orientated to maximise passive solar gain wherever possible whilst the simple forms enables a super insulated sub-structure thus assisting with minimising energy demands for future occupiers and the associated carbon footprint of the development. For a rural village location, the site is also extremely well connected to sustainable transport modes and local facilities. The sustainability of the development is considered further in Sections 11 and 12.
- 8.24 A high quality sustainable scheme is proposed that is appropriate to the site and its landscape context.
- 4) They result in the delivery of schemes that generate the size, type, tenure and range of housing that is required in particular settlements, reflecting local demand.*
- 8.25 The Local Housing Market Assessment¹² identifies that within the Hereford Housing Market Area (which the site falls within) the greatest need within the market housing sector is for three and four bed properties (cumulatively 79%). Within the affordable housing sector, the greater need is for two and three bed properties (cumulatively 66%). In the rural parts of Hereford HMA, the overriding need is for houses rather than apartments within both the market and affordable sector.
- 8.26 The development proposes a broad mix of market and affordable property sizes and types including, terrace, semi-detached and detached from one to four bedroom in size and self-build plots
- 8.27 The proposed housing mix also tallies with the housing mix Parish residents consider is needed and is appropriate for the Parish as the bar chart¹³ on the

¹² HHerefordshire Local Housing Market Assessment – 2012 Update: GL Hearn on behalf of HC

¹³ Tarrington NDP Residents Survey Report, November 2014 (Data Orchard)

following page illustrates. This survey also identified a need for bungalows and consequently, the development mix includes include 3 bungalows.

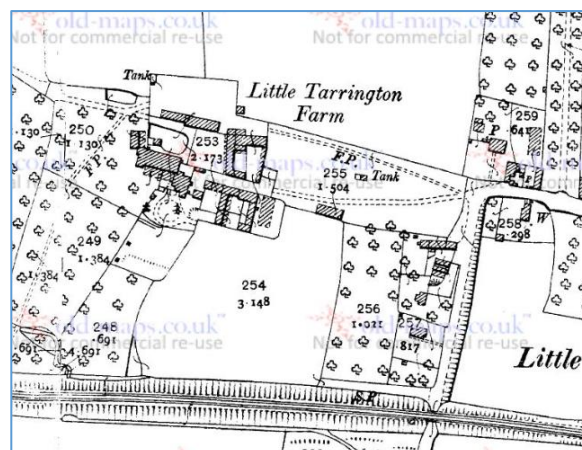
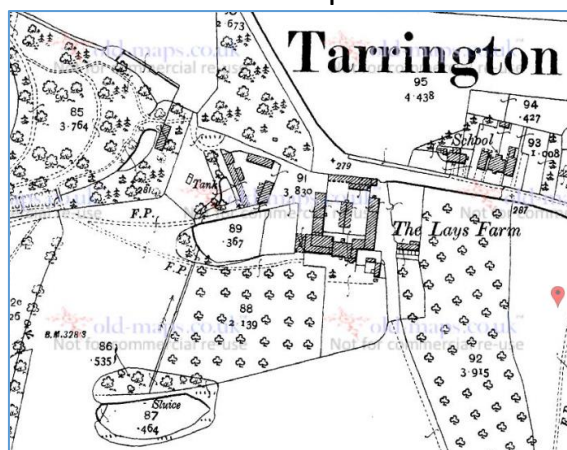


8.28 The proposal therefore meets the local evidence based need in terms of dwelling type, size and tenure.

9. Design

Layout and Landscaping

- 9.1 The site sits within a predominantly agricultural landscape and both Tarrington and Little Tarrington have clear references to current and former agricultural buildings. In particular, there are two notable converted farm building complexes at Leys Farm, Tarrington and Little Tarrington Farm and both appear in first edition OS maps.



First Edition OS Map

- 9.2 On both sites, barns are formally arranged in a courtyard or 'U' shape and sitting within or adjacent is the farmhouse. Buildings are varied in terms of height and presence within the courtyard group and they are accessed off informal tracks. Until the 1960's, a large pond also existed immediately west of Leys Farm.



Leys Farm, Tarrington



Little Tarrington Farm

- 9.3 As driving around the network of lanes beyond both villages, occasional but distinct farmsteads such as Alders End Farm are also characteristic of the rural landscape. Nucleated clusters of houses and converted barns can also be found

in the Durlow Common and Little Tarrington Common areas. These farms and pockets of houses are connected by winding narrow lanes with narrow grass verges enclosed with native hedges.

- 9.4 Alders End Farm is an historic farmstead that includes a farmhouse, traditional and modern agricultural barns served by tracks and in the foreground is a large pond. Although now more scarce, such an arrangement of buildings, tracks and ponds would have been commonplace across Herefordshire 50 years ago.

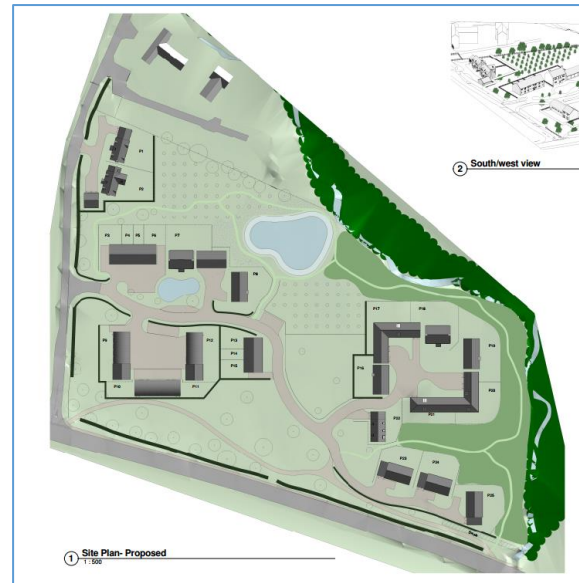


Alders End Farm

- 9.5 Also relevant to the design approach is the character of the landscape. The site falls within the 'Principal Settled Farmlands' landscape type as identified in the Council's Landscape Character Assessment¹⁴ (HCLA). This being a rolling agricultural landscape with dispersed scattered farms and hamlets, a network of small winding lanes and a matrix of hedged fields. Tree cover is largely restricted to thinly scattered hedgerow trees, groups of trees around dwellings, trees along stream sides and other watercourses and orchards. This landscape type is described as having a 'notably domestic character' in terms of the scale of the field pattern and nature and density of settlements.
- 9.6 Protection of the field pattern and associated hedgerows is encouraged as is new tree planting including orchards on the edge of settlements, but not larger woodland planting.
- 9.7 The site and surroundings display some of the characteristics of the Principal Settled Farmlands landscape type such as tree cover along the stream and a relatively regular field pattern. The network of winding lanes, scattered farms and hamlets is however a clear feature of the wider area.

¹⁴ HC Landscape Character Assessment: 2009

9.8 Taking forward these site and landscape attributes, the layout is therefore built upon a winding lane running through the site, which will be single shared surface with grass verges and native hedges. Off the lane are two nucleated pockets of development.



9.9 On entering the site, the first area of development comprises two character areas. On the south side of the road is a 'U' shaped cluster of four live work units which overlook the proposed footpath. On the north side of the road are several dwellings set around a new pond. The dwellings comprise a mixture of a *barn* style terrace and detached *barn and farmhouse* typology dwellings replicating an historic farmstead. The siting and orientation is varied reflecting the often ad hoc siting of buildings within such farmsteads.



Western cluster of housing and live work units

9.10 The eastern development area primarily comprises of a residential courtyard replicating a traditional farmstead. This is based upon a distinctive farmhouse and collection of barns creating a formal courtyard of development, within which is communal parking and landscape areas. The lane then continues from

here to serve a cluster of self-build properties. These address and provide surveillance of the footpath running through the site and create a visual connection with Garbrook estate to the east.



① **Eastern cluster of buildings**

- 9.11 Another typical feature of the settlement pattern in Little Tarrington is wayside dwellings commencing with the property north west of the site. Two wayside dwellings are therefore proposed in the north west corner of the site to hook the development into this part of the settlement. With this, the development bridges the gap between Garbrook and main part of the settlement.
- 9.12 An integral part of the layout is also the landscape framework. This has been informed by and will restore the typical HCLA landscape features for this character type in terms of new hedgerow, tree and orchard planting.
- 9.13 At the heart of the development and extending into the area around the sustainable drainage attenuation basin is a large heritage orchard that will be publicly accessible as an area of informal public open space. Amongst the orchard and SUDS pond will be areas of wildflower meadow. Native trees will be planted along the southern and south western boundary to soften views of the development from the village and local footpaths. Along the stream corridor and extending into the site further native planting is proposed which will build on what already exists on the fringes of the site.

- 9.14 This planting strategy will aid in breaking up the mass of development and set the development within a sylvan context.
- 9.15 Various alternative layouts have been considered within different parts of the field, however, the current proposals safeguard and address the landscape sensitivities of the site. Therefore, using clear local precedent as a guide, the combination of the design approach and landscape framework will achieve a layout that harmonises with the agricultural character and landscape setting of the site.

Amount/Density

- 9.16 The number of dwellings has been informed by a combination of the character of the site and landscape and the housing needs of the Parish. The achievement of the loose knit agricultural design approach is partly reliant on the built development being set within a strong and extensive landscape framework which ultimately limits the development area and unit numbers.
- 9.17 This does result in a very low density scheme at 16 dwellings per hectare (net) which is considered an appropriate response to the site. This also compares favorably with average density across Little Tarrington of 14dph.
- 9.18 This density of development allows appropriate spacing between properties and good size gardens and importantly, space for meaningful planting around and within the development.
- 9.19 The number of proposed dwellings is also informed by the minimum housing requirements for the village. Excluding the live work units which have a different planning guise class (explained further in Section 11), this development proposes 21 market and affordable dwellings. The residual minimum housing requirement for the Parish is 35 dwellings. This site along with the application now submitted on the site in Tarrington (currently proposing up to 15 dwellings) would deliver up to 36 dwellings. Thus, the Parish housing need would be met with a combination of the two sites.

Design, Appearance and Scale – Existing Village Vernacular

- 9.20 Little Tarrington and Tarrington are made up of a diverse mix of house styles, sizes and materials.

9.21 In Little Tarrington, properties are predominantly two storey detached or semi-detached and constructed from red brick or render elevations with pitched or hipped slate or tile roofs. There are occasional timber frame properties and at Little Tarrington Farm is a range of converted red brick barns.



9.22 In Tarrington, there is even greater architectural diversity. Larger two and half storey detached brick properties with larger chimneys and hipped roofs are more prevalent. Timber cladding and natural stone can also be found particularly on converted barns and boundary walls however, red brick remains the principal elevation material.





9.23 Red brick has been more commonly used on recent estate and infill developments and the most recent completed dwelling adopts a slightly more contemporary design approach.



9.24 Garden and roadside boundaries are generally defined by a mixture of native hedging, brick and stone walls with occasional metal railings. Dwellings are sited in a relatively structured manner and generally address or lie adjacent to the roads.



Design, Appearance and Scale – Proposed Development

9.25 The fact there is no locally distinctive vernacular offers some design flexibility. However, being an edge of village site, it has a distinctly rural character and therefore the form and appearance of the dwellings needs to reflect and respond to this.

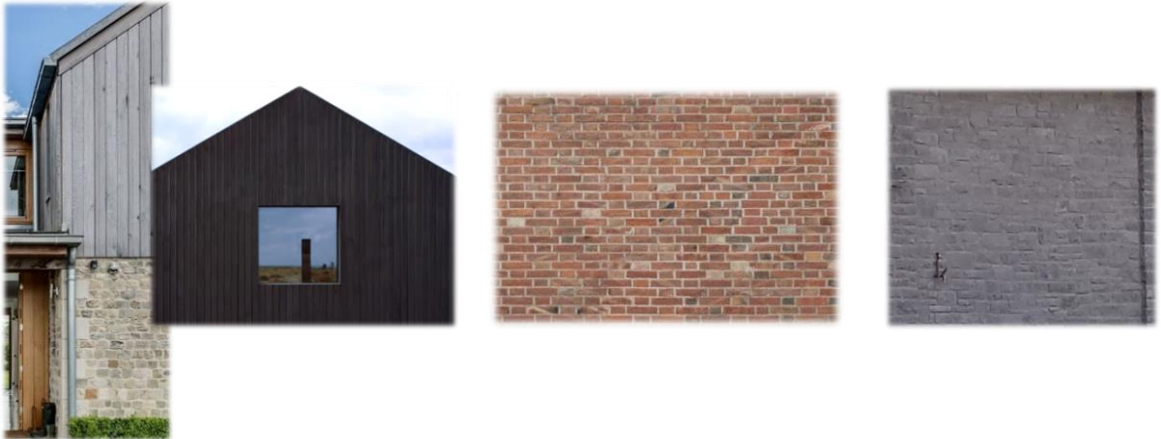
- 9.26 The design approach therefore continues with the agricultural theme that the layout embraces and is based on a combination of traditional barns, agricultural buildings and rural farmhouses as currently exists in the villages and across the Parish. This being simple rectangular forms and relatively wide in plan, unbroken eaves lines on the principal elevation with crisp unfussy articulation of the elevations in terms of the distribution of the materials and fenestration. The designs seek to utilise the prevailing palette of materials but in a subtle contemporary manner.



- 9.27 The farm courtyard is built around a principal *farmhouse* (plot 16) with secondary *barns* around overlooking an internal communal parking and landscaped area. To replicate a traditional courtyard of house and barns, the scale of these properties vary considerably from bungalows to large detached dwellings. This variation and often abrupt change in scale is repeated across the development to reflect the diverse composition of properties that exists within the villages and commonly found on farms.
- 9.28 The live work units have a more commercial appearance and incorporate barrel roofs and metal cladding to the walls to distinguish these from the remainder of the development and continue the agricultural design theme, taking design cues from dutch barns.



- 9.29 The use of a mixture of red multi brick, matt black and natural timber cladding with some natural stone will continue the predominant materials that exists in the area and will vary and soften the appearance of the dwellings. Orientating the cladding vertically as well as horizontally also creates a more contemporary appearance to some of the dwellings.



- 9.30 Pitched and hipped roofs are included utilising a mixture of slate and metal standing seam cladding and will create a complimentary but muted roof scape

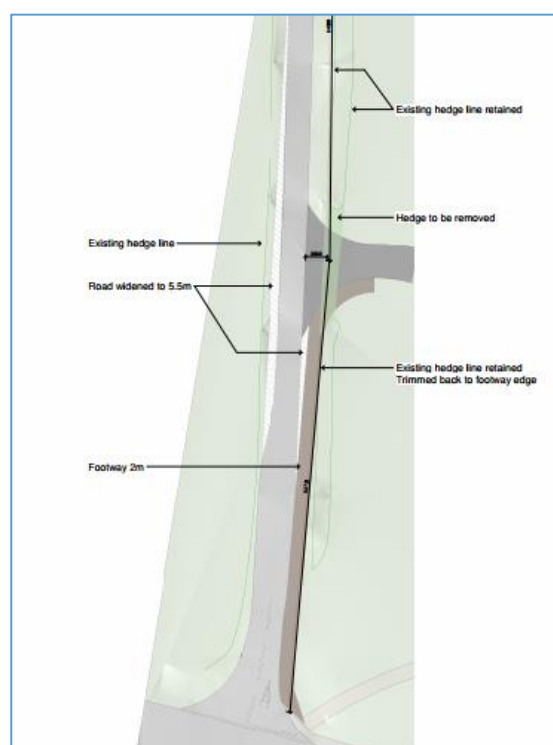


- 9.31 A mixture of timber and proposed powder coated aluminium windows recessed within the walls generally without cills or lintels will achieve simple crisp detail that allied with the arrangement of the fenestration breaks up the elevations.

- 9.32 The building designs have a quality and subtle contemporary appearance but based on typically rural building forms and palette of materials that are in keeping with the character and landscape setting of the site.
- 9.33 The designs have also been informed by the characteristics of the site and landscape context and accords with the requirements of HLP policies SD1 and LD1 and section 7 of the NPPF.

10. Access and Accessibility

- 10.1 As recommended by Herefordshire Council, the development is to be served by a new access off Little Tarrington Common Road.
- 10.2 A 7 day speed and volume traffic survey has been carried out and the visibility identified on the plans meets the 85th percentile speed in each direction (based on applying the latest national policy standards contained within Manual for Streets)¹⁵.
- 10.3 An accident search request submitted to the Council revealed that there has been no recorded traffic accidents in the previous five years for the section of the A438 from Tarrington to Garbrook estate and along Little Tarrington Common Road to the application site.
- 10.4 This access strategy accords with Para 1.5 of *Herefordshire Council Highway Design Guide*¹⁶ which stipulates that in rural areas where a site abuts two existing roads, access should be obtained from the lower category road.
- 10.5 As part of the proposals, Little Tarrington Common Road is also to be widened to 5.5 metres up to the site access to achieve two clear highway lanes and a new footpath link into the application site. This will improve the safety of the junction for all traffic and the capacity of Little Tarrington Common Road to accommodate the development traffic. There are no highway capacity issues on the A438. A secondary minor access to serve two wayside dwellings is also proposed further north along Little Tarrington Common Road.



¹⁵ Manual for Streets (2007) and Manual for Streets 2: Wider Application of the Principles, September 2010 (CIHT)

¹⁶ HC Highway Design Guide for New Developments (2006)

- 10.6 The estate road within the development has been designed to replicate a rural lane and is a shared surface. This means that there is no delineated pavement and pedestrians and vehicles have equal priority. The design effectively limits vehicle speeds to 15 mph through a combination of a more organic road alignment, reduced width, different surface treatment and traffic calming measures such as occasional on street parking bays.
- 10.7 All internal access roads, shared private drives, driveways, parking areas and footpaths will be shallow gradients and compliant with the Councils Highway Design Guide and Part M of the Building Regulations 2004 (2010 amendment) – *Access to and Use of Buildings*.
- 10.8 The front (principal) entrances are set as close to the parking spaces as possible and are reached via level / step-free approaches. The thresholds will be hazard-free and level in accordance with the Approved Document to Part M. The entrance will be formed by a single-leaf door (clear opening c.900mm) and will have adequate illumination and weather protection.
- 10.9 Ample on plot parking of at least two spaces per dwelling is proposed throughout with occasional visitor spaces provided within the roads. Each property will also have an integral or detached garage and/or store for the storage of bicycles. 14 parking spaces are also proposed to serve the work space which accords with the Highway Design Guide requirements.
- 10.10 Footpath connections into the village already exist along the A438 and via public footpath number TR6 running south west of the site. New footpaths are proposed through the site to the bus stops at Garbrook, which will provide a safer and more attractive route than the current narrow footpath along the site frontage with the A438.
- 10.11 There are regular east and west bound bus stops within 150 metres of the eastern site boundary. These provide an hourly service into Hereford and Ledbury including to the rail stations in both towns. Additional services to local primary and secondary schools and colleges are operated during term time. The site is also only 300 metres from the edge of the village and 650 metres from the public house in the centre of the village. Visitors to the caravan park

regularly make this journey. The seasonal shop on the caravan park to north is also a 250 metre walk or cycle.

10.12 Locationally, these distances are well within recognised acceptable walking and cycling distances to access facilities. Paragraph 3.10.3 of the study titled 'Policy, Planning and Design for Walking and Cycling'¹⁷ identified that:

'The mean average length for walking journeys is approximately 1 km (0.6 miles) and for cycling, it is 4 km (2.4 miles), although journeys of up to three times these distances are not uncommon for regular commuters. The distances people are prepared to walk or cycle depend on their fitness and physical ability, journey purpose, settlement size, and walking/cycling conditions'.

10.13 A safe access and a range of sustainable transport options linking with the settlements and existing facilities and employment further afield in Hereford and Ledbury along with appropriate parking and maneuvering space can be achieved in accordance with CS policy MT1.

¹⁷ Policy, Planning and Design for Walking and Cycling – LTN 1/04 (Department for Transport)

11. Other Considerations

Sustainable Construction: Energy and Water Efficiency

- 11.1 The outcome of the Housing Standards Review carried out by the government is that Building Regulations is the most appropriate mechanism to achieve sustainable and energy efficient buildings.
- 11.2 More stringent targets for the U-values of walls, floors, roofs, windows and doors, along with thermal bridging and air tightness are now specified in order that the energy demands of new dwellings are minimised.
- 11.3 This entails adopting a 'fabric first' approach to the design and construction to achieve super insulated air tight houses that minimise heat loss. To aid with achieving this, building forms should be relatively simple. The proposed designs embrace these principles.
- 11.4 Houses are orientated north/south where possible in order to maximise passive solar gain and create the opportunity for solar PV panels and solar thermal on the south facing roof slopes.

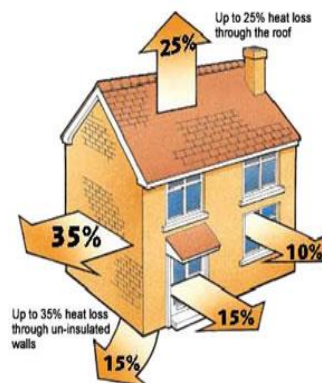


Image of Solar PV slates on a grade I listed church in Devon



Thermoslate Solar PV heating system fitted under slates

- 11.5 Materials will be sourced that are 'A' rated in the BRE green materials guide whilst the timber used in construction will be sustainability sourced and Forest Stewardship Certified.

- 11.6 Internal comfort will be maintained through a whole house ventilation system which eliminates stale air and circulates fresh air throughout the property. This will also incorporate a heat recovery system to capture residual heat. This system alone can half the energy demands of a new house.



- 11.7 Water efficiency measures will also be employed. The residential and live work courtyards will each have communal rainwater harvesting systems, which can reduce daily per person water usage by 40%. Furthermore, all buildings will incorporate dual flush toilets, flow restrictors on taps, smart water metering and leak detection systems and installation of water butts directly connected to the rainwater system for the houses for irrigation of gardens. All appliances will also be 'A++' rated and low energy lighting system will also be installed.
- 11.8 This will enable a water efficiency standard set out in policy SD3 of 110 litres per person, per day to be exceeded and in combination with the sustainable construction and use of renewables, will minimise the carbon impact of the development both in terms of construction and occupation in accordance with the sustainable design requirement of HLP policies SD1 and SD3 and Sections 7 and 10 of the NPPF.

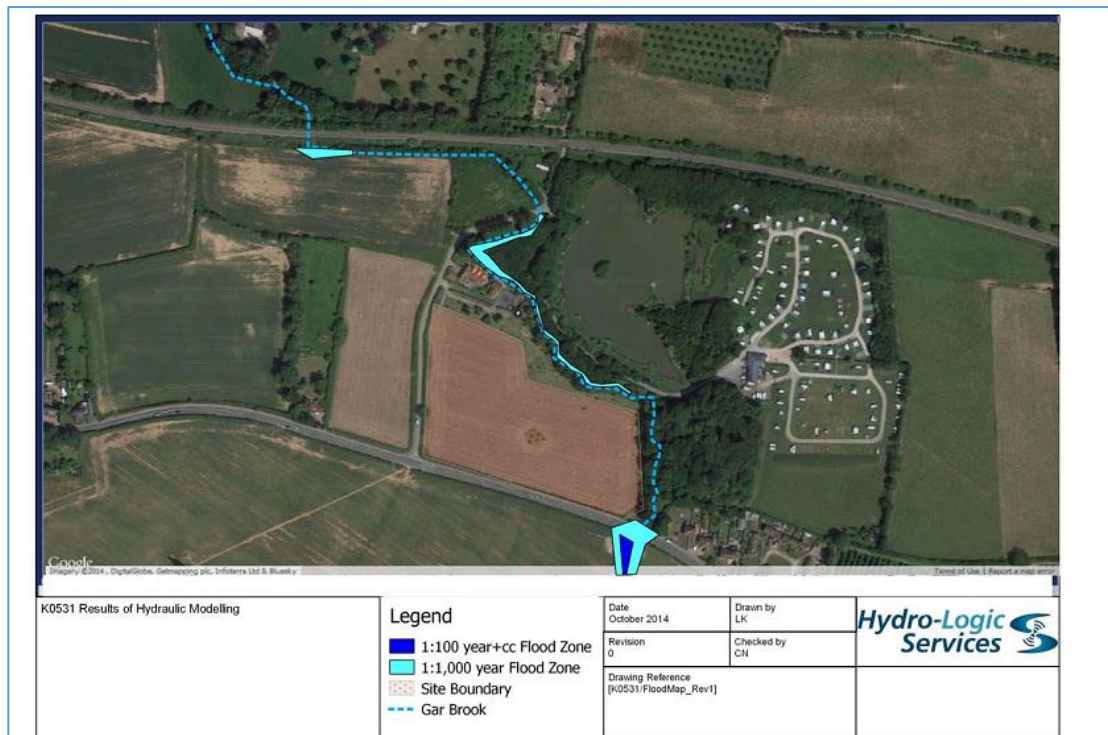
Biodiversity

- 11.9 The application is supported by an ecology survey which examines the existing habitats and species within and adjoining the site and how the proposal impacts on the ecological value of the site.
- 11.10 The application site is poor quality grassland with no significant herb element and is of low ecological value. The roadside boundary hedges are species poor being dominated by hawthorn.
- 11.11 No evidence of protected species were found on the development site and the ecology survey confirms that the site itself has little ecological interest.

- 11.12 The ecology survey also confirms that there are also no other ecological habitats or species nearby that will be impacted upon by the development.
- 11.13 The development offers the opportunity to both safeguard and enhance the ecological value of the site through the new native hedgerow, tree and orchard planting and drainage ponds achieving a significant net gain in biodiversity. In addition bird nesting sites and bat roosting sites will be incorporated into the new buildings. Bee boxes and hedgehog boxes have also been incorporated into the site masterplan. These extensive ecological enhancements would make a contribution toward fulfilling Biodiversity Action Plan targets for various species and habitats.
- 11.14 The development meets the requirements of HLP policy LD2 and Section 11 of the NPPF.

Flood Risk and Drainage

- 11.15 The application is supported by a Flood Risk Assessment (FRA) as the Environment Agency flood mapping indicates that a small part of the eastern and northern boundary of the site alongside Garr Brook falls within floodzone 2 and 3.
- 11.16 The first stage of the FRA was a hydrological modelling assessment of Garr Brook to better understand the flows and capacity of this watercourse. The results have then been tested against different flood risk and rainfall scenarios. This has included factoring in a predicted 70% increase in rainfall over the next 100 years as a result of climate change and exploring the effect of the A438 and Tarrington Lane road culverts becoming partly or fully blocked.
- 11.17 The results of this modelling is illustrated in the image below, which shows that peak flows in the brook do not exceed the bank in either a 1 in a 100 year + 70%CC and 1 in a 1000 year flood event.



11.18 The blockage of the downstream culverts also do not cause any part of the site to flood but the modelling highlights that blockage of the A438 culvert could cause flooding within the south east corner of the site. To mitigate this, a short swale (ditch) is proposed parallel with the A438 to channel flood waters that overtop the road as a result of a blockage back into the watercourse.



11.19 Consequently, the site is not within a flood zone and is suitable for residential development.

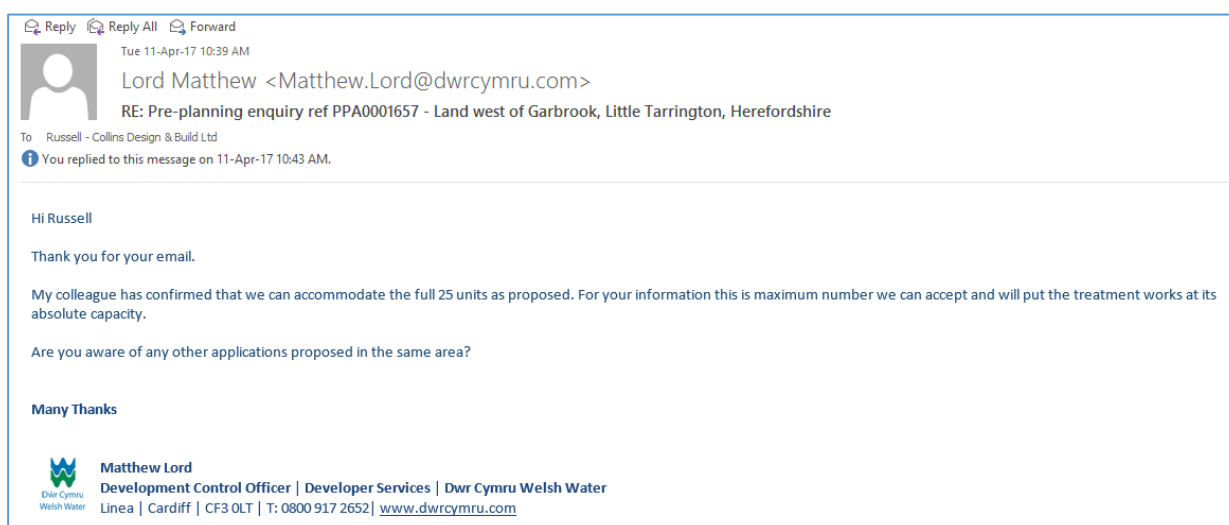
11.20 A sustainable drainage system is proposed to manage surface water. Soakaway tests have been completed which have revealed that ground conditions will not support infiltration drainage. Surface water from all impermeable areas is therefore to be conveyed to an attenuation basin located in the north west corner of the site. This will have capacity to accommodate a peak 1 in a 100 year

+40% CC rainfall event. Discharge from the pond into Garr Brook will be controlled via a Hydrobrake to below greenfield runoff rates thus ensuring there is no increased flood risk to third parties.

11.21 A secondary pond is also proposed near the entrance into the site. Some roof water will pass through this pond to regulate water levels and quality but this pond is an amenity feature and has no SUDS attenuation function.



11.22 Foul drainage will be discharged to the mains sewer that crosses Little Tarrington Common road north west of the site. Welsh Water confirmed during pre-planning discussions that the sewer network and treatment works have capacity to accommodate the proposed development – written confirmation is provided below. There will be no surface water discharges to the public sewer network.



11.23 The development satisfies flood risk and drainage requirements of HLP policies SD3 and SD4 and section 10 of the NPPF.

Affordable Housing

- 11.24 HLP Policy H1 requires that developments of more than 10 dwellings contribute toward meeting affordable housing needs. The indicative target for the Hereford market and value area, which Tarrington Parish falls within, is 35% of the total number of dwellings.
- 11.25 The Herefordshire Local Housing Market Assessment identifies a need for 418 affordable units per annum across Hereford Housing Market Area over the first five years of the plan period. The number of affordable units delivered across the entire county in the 2014/15 period, which the most up to date available data, was 159 units. No affordable housing units have been delivered in Tarrington Parish for at least 20 years. Therefore the gap between need and delivery is significant.
- 11.26 This development will deliver 4 two and 3 three bed affordable dwellings. This ties the evidence in the Herefordshire Local Housing Market Assessment which identifies that the greatest need in the affordable housing sector within Hereford Housing Market Area is for two bed units (34%) followed by three beds (32%).
- 11.27 The Parish has a high proportion of social rented units (20.3% of homes compared with 13.9% within the wider County). To redress this imbalance, the affordable is therefore all to be low cost market housing tenure. The housing will be sold at a discounted rate to local people in housing need. The discount is determined by the Council based on an affordability calculator and is passed on to successive purchasers and secured in perpetuity through a Section 106 legal agreement. The affordable is located in two areas amongst the market units and are a tenure neutral design so that they are indistinguishable from the market units.
- 11.28 The affordable housing provision fully accords with HLP policy H1 and Section 6 of the NPPF.

Live Work

11.29 Live/work (L/W) units are units of living accommodation, which are specifically designed to accommodate work facilities for those residing therein. The London Borough of Hackney¹⁸ is considered to be a leading authority on L/W developments and it uses the following definition:

“Live/work development is the provision of integrated living and working accommodation within a single self-contained unit”,

11.30 The workspace element is usually alongside and attached to the dwelling or located at ground floor with accommodation above. To qualify as genuine live work units, the floorspace devoted to the work element should exceed that available for the dwelling.

11.31 The Use Classes Order does not define L/W units but as they include a broadly equal amount of work and live floorspace, they can be categorised as a sui-generis use, i.e. a use that does not neatly fit within identifiable use class. This was clarified in a Circular¹⁹ that accompanied changes in the Use Classes Order. This is now superseded by the NPPG but in a section of the Circular on ‘Working from home and live-work units’ (para’s 78-79), it states:

“Live/work units are often purpose-built premises, or purposely converted into such units. They are clearly a mix of residential and business uses which cannot be classified under a single use within the Use Classes Order and would therefore be sui generis.”

11.32 The proposal includes four L/W units comprising two one bed dwellings each with 71 sq. metres of workspace and two three bed dwellings each with 103 sq. metres of workspace. A distinct L/W cluster is proposed near the entrance into the site to minimise intensified commercial vehicle movements throughout the development. Locating all the L/W units together will also enable the sharing of common facilities between the businesses and greater tolerance of the business activities, although mixing commercial and residential uses has been a format of development that planning policy has promoted for many years. One of the Core Principles of the NPPF is to ‘promote mixed use developments and encourage multiple benefits of the use of land in urban and rural areas...’ (Paragraph 17).

¹⁸ Review of Live/Work Policy in Hackney – London Residential Research, April 2005

¹⁹ Circular 03/2005: Changes of Use of Buildings and Land – The Town and Country Planning (Use Classes) Order 1987

11.33 L/W units facilitate flexible working practices and offer a highly sustainable model of living that is becoming ever more popular. However, in most instances this comprises of an office in one room in the house. There is a lack of bespoke L/W space in the County.

11.34 Tarrington Parish also has a higher proportion of self-employed than the County average - 20.7% of economically active residents compared with 15.6% at a County level. There is also strong evidence of local level support with 92% of respondents to the NDP open day supporting proposals for new small scale employment opportunities in the Parish.

11.35 The evidence of local need was confirmed in the NDP resident's survey where 100 respondents identified that they would be seeking to set up a business from home or needing space to work from near their home over the next five years.

12. Are you likely to be seeking to work in the parish in the next five years?

Please tick one box per row

12. Numbers	Yes	No	Don't know	Res-pondents	Not answered
Working for local business	21	210	37	268	10
Setting up your own business, in your home	30	196	38	264	14
Setting up your own business, and needing work space near your home	23	208	33	264	14
Working from home, for business outside the parish	47	178	36	261	17

11.36 Locationally, the site is also well served for transport links east to Ledbury and the M50 and west to Hereford with added benefit of a local and regular bus service and high speed broadband.

11.37 The sustainability value of L/W was also recognised in the HLP through policy E3. Para 5.2.19 states that '*Herefordshire Council encourages [author emphasis] the development of live work units.*' This is echoed in the NPPF which states that local planning authorities should '*facilitate flexible working practices such as the integration of residential and commercial uses within the same unit*' (Paragraph 21) and '*Planning policies should support economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development*' (Paragraph 28).

11.39 The NDP and development specific community consultation demonstrates strong support for the creation of new employment opportunities and the design of the units will complement the remainder of the development.

11.40 The economic benefits of the site delivering live work units can also be quantified in job terms. The units are likely to comprise a mix of B1 use class in the office and light industrial sectors with ancillary storage. Applying a conservative average employment density figure²⁰ of 30 to the proposed net internal commercial floorspace (by comparison, a professional services office has an employment density of 12), the live work units will generate 10 full time equivalent jobs.

Public Open Space

11.41 The layout includes an area of informal public open space and recreation extending to around 1200 square metres. This considerably exceeds that which is required by the relevant guidance contained within Herefordshire Open Space Study and Fields in Trust Standards. An equipped play area is not considered necessary or appropriate as the size of play area required by guidance would offer little in terms of play value and there is already an equipped play area in Tarrington. The open space could include naturalised play if this was considered necessary. The remainder of the new planting areas will also be publicly accessible and these areas extend to almost 14,000 square metres.

11.42 This approach reflects the requirements of HLP Policy OS1 which states that open space provision will be considered on a site by site basis having regard to quantity, quality and accessibility.

Self-Build

11.43 Self-build housing is where a builder is contracted by a home owner to create a 'custom built' home or where a private individual builds their home as a DIY 'self-build' project usually through buying a serviced building plot.

²⁰ Homes and Communities Agency Employment Densities Guide 3rd Edition - November 2015

- 11.44 Recent Government research²¹ has shown that more than half the UK population would like to build their own home. Building your own home can be a more affordable route to home ownership and an opportunity to own a bespoke and sustainably designed, high quality home. It can also create local jobs and contribute to local economies. The self-build industry is also important for the national economy and housing supply - turning over about £4 billion and currently providing around 10,000 homes per year.
- 11.45 However, expansion of the sector is being held back by the lack of appropriate land on a suitable scale. To address this, the government in 2011 prepared 'An Action Plan to promote the growth of self-build housing'. This in tandem with the NPPF and new Housing Act requires Councils to identify land for self-build housing developments in urban and rural areas to meet the demand identified in the self-build register.
- 11.46 Unlike many other authorities, Herefordshire Council has to date not been proactive in identifying land for self-build plots. Based on the latest self-build register data over the period 1/4/16 to 8-5-17²², there are 224 individuals or groups who are seeking a self-build plot in the County and 177 of these are seeking a plot in Herefordshire's rural village locations.
- 11.47 The proposal in delivering three serviced self-build plots which will contribute to an identified and currently unmet housing need for rural village self-build plots. The design and scale parameters of the dwellings on the self-build plots will be defined as part of any permission.

Consultation

- 11.48 The site has been subject to various forms of consultation over the last two years. The landowner's agent was firstly invited by meet with the NDP Steering group in April 2015 and to present emerging ideas for the site and answer questions.
- 11.49 Following the promotion of the land through the NDP process including making submission as part of the '*call for sites*' process, a decision was made to undertake a public consultation in the form of an exhibition. An event was held

²¹ 2010-2015 Government Policy: House building - DCLG & HCA, May 2016 update

²² HC Self Build register (May 2017)

in the village hall on the 2nd December 2016 between 14:00 and 20:30. Letters were sent out to all households and businesses within the Parish and articles published in the Hereford Times and Tarrington Tatler.

11.50 Seventy seven people attended the event which for a relatively small rural village, is an excellent turn out. The comments made on the day and in the consultation response questionnaires were extremely encouraging with 96% of those responding in support of both the location of the site and the proposals. The full results are presented in the accompanying Statement of Community Involvement.



11.51 A further article was published in the Feb/March 2017 edition of the Tarrington Tatler updating Parishioners on the outcome of the public consultation.

11.52 The application has also been the subject of pre-application discussion with Herefordshire the Council during 2016/17. The Council raised concerns relating to planning policy and technical matters that need to be addressed in respect of the site's location, landscape sensitivity, layout and access location/ design. The Council recommended a more rural layout and design approach to that which was consulted upon.

11.53 The amended design of the development and supporting application documents addresses the matters raised by the Council in pre-application discussions. Pre-application discussions have also been held with Welsh Water and the Environment Agency to consider flood risk and drainage considerations. Their recommendation have been taken into account fully in the final design.

11.54 The emerging proposals were presented to the Parish Council, Neighbourhood Development Plan Steering Group members and Councilor Hardwick on the 13th March 2017 at an open public meeting.

11.55 The level and form of community and stakeholder engagement accords with the expectations set out in paragraphs 188-191 of the NPPF and Herefordshire's adopted community involvement strategy.

Landscape and Visual Appraisal

- 11.56 The application is supported by a Landscape and Visual Appraisal. This evaluates the character of the landscape and predicts the effect of the development. To inform the appraisal, a visual assessment of the site and surroundings from all publicly accessible viewpoints within 2KM of the site has taken place as well as desktop surveys.
- 11.57 The appraisal firstly considers the landscape value of the site and its susceptibility to change and also considers the visual receptors (people and public views) that could be affected by the development.
- 11.58 An assessment of overall landscape and visual effects and their magnitude is then described and categorised over the short term (during construction), medium term (immediately post completion) and long term (once the mitigation such as landscaping is established). The long term landscape and visual impact is described as *residual effects*. These are effects that would remain with both primary mitigation (i.e. layout, design, materials etc) and secondary mitigation (i.e. hard and soft landscaping) in place.
- 11.59 In term of the landscape mitigation, the application is accompanied by a landscape masterplan, which sets out the proposed planting strategy. This has been informed by the analysis of both the landscape character and visual effects of the development. The key components are:
- Extensive new native hedgerow planting within the development
 - Native tree planting along the stream corridor to build on the existing planting east and north of the site
 - Further native tree planting along part of the southern and western boundaries to soften and mitigate the visual impact of the development from long range views to the south
 - A new heritage orchard at the heart of the development extending into the north west corner interspersed with wildflower meadow.
 - Aquatic and marginal plating around the SUDS basin and pond to create a semi natural wetland environment.
- 11.60 The landscape appraisal firstly evaluates that sites overall sensitivity and ability to accommodate development of the scale nature and extent proposed

categorising it as having *Medium* sensitivity. The explanation for this conclusion in the table at paragraph 3.16 of the report is as follows:

‘The site is set within the existing dispersed settlement of Tarrington/Little Tarrington. It is not an area of rural tranquility and development would be in the context of the A438, the Garbrook estate, the railway corridor and Millpond Caravan site. The location respects the overall dispersed form of the settlement and the proposed housing could be comfortably assimilated within a landscape setting of retained existing trees, woodland, hedgerows and new planting’

11.61 In terms of landscape character, the site falls within the Natural England National Character Area 100 – Herefordshire Lowlands. Aspects of this landscape character type can be applied to the site context but the characteristics of this landscape type are very broad brush as it covers large areas of Herefordshire.

11.62 The Council’s Landscape Character Assessment (HLCA)²³ provides a more detailed character assessment. Whilst this is no longer adopted policy, it remains a useful landscape characterisation tool. Within the HLCA, the site falls within ‘Principal Settled Farmlands’ landscape character type.

11.63 The characteristics of this landscape type are a rolling agricultural landscape with dispersed scattered farms, relic commons, and small villages and hamlets set within a network of small winding lanes and a matrix of hedged fields. Tree cover is largely restricted to thinly scattered hedgerow trees, groups of trees around dwellings and trees along stream sides and other watercourses. This landscape type is described as having a ‘*notably domestic character*’ in terms of the scale of the field pattern and nature and density of settlements.

11.64 The landscape appraisal assesses the site’s landscape character summarising as follows:

‘The site area is relatively characteristic of this landscape type as a settled agricultural landscape of dispersed, scattered farms, relic common and small villages and hamlets. Tree cover is thin except along the watercourse to the north of the site. However, it is not a particularly distinguished part of this

²³ Herefordshire Council Landscape Character Assessment Supplementary Planning Guidance (2009 update)

landscape type with the detractors of the A428, the railway and the Garbrook estate housing’ (paragraph 3.14).

11.65 In terms of the impact of the development on landscape character, the layout and composition of the development respects the dispersed and clustered agricultural settlement pattern. The scale, form and design is in harmony with the local vernacular whilst the proposed landscaping will be in keeping with and enrich the local character and assist in assimilating the development with the immediate landscape context. Paragraph 5.11 describes the effects on landscape character as:

‘The site area is comparatively small and would be well assimilated by existing and proposed planting in the wider landscape. Taking account of the loss of the Site as an open field, and balancing this against the potential improvements the development can bring in terms of appropriately designed rural housing set within a structure of new native planting, we believe that the overall effect of the housing on the landscape character within the LVA study area around Tarrington/Little Tarrington/Garbrook, would be minor adverse at all stages of the development. This would result in a residual level of effect of minor adverse on this medium sensitivity landscape. The development would have a residual negligible adverse level of effect on the landscape character of the wider Natural England National Character Area 100. Herefordshire Lowlands and the Herefordshire Principal Settled Farmlands LCA’.

11.66 In terms of the effects on sensitive receptors (views from properties and non-residential vantage points such as public buildings, roads, footpaths) the appraisal records that there will generally be *negligible residual adverse visual effect* on local properties that have views of the site when the mitigation planting has established.

11.67 Similarly, the appraisal concludes that due to the combination of the wooded backdrop to the site and the proposed planting, the residual impact of the development on the footpath that connects the site with Tarrington will be *minor adverse* whilst the impact on footpaths further afield such as by Alders End Farm will be *negligible adverse*.

11.68 In considering the overall landscape and visual effects of the development, paragraphs 7.3-7.9 of the appraisal concludes as follows:

‘The design approach for the development has evolved out of a proper understanding of landscape character. The application scheme respects and enhances the landscape character of the Herefordshire Principal Settled Farmlands Landscape Classification Area within which the site is located. The dispersed nature of the settlement is retained and hedgerow and tree planting will enhance the local landscape character.

There will be minimal changes to the topography of this flat site.

The protection, retention and enhancement of existing mature landscape features is an important feature of the landscape and visual mitigation. A mature landscape framework of tree cover along the stream to the north, coupled with new tree and shrub planting and orchards, will visually contain the development within the local and the wider landscape, as well as providing attractive well-functioning external spaces for the residents of the new properties.

Residential receptors are amongst the most sensitive to visual effects. Generally these effects will be negligible when mitigation planting has become established with the exception of the two bungalows immediately north of the site.

Likewise, there would be only minor residual visual effects on road users when mitigation planting has become established.

There are only minor residual visual effects on the amenity of the users of the existing local footpath network when mitigation planting is established. However, there will be significant public benefits from the new access proposed in the development as well as the community orchards.

The overall conclusion is that this development proposal, complies with the raft of applicable national, regional and local planning policies related to the landscape. The proposed development at Little Tarrington would respond sensitively to the unique characteristics of the site, providing attractive housing which positively contributes to the settlement and wider landscape setting’.

11.69 In terms of the key requirements of HLP policies SS6 and LD1, which are complemented by HLP SD1, this appraisal demonstrates that the design and scale of the development has been positively influenced by the character of the landscape, the proposed landscaping will integrate the development into the surroundings and existing tree cover will be maintained and enhanced. Furthermore, the significant new on site green infrastructure linking in with existing footpaths fully embraces the requirements of HLP policy LD3. Finally, the appraisal confirms the site is not a '*valued*' landscape in terms of paragraph 109 of the NPPF.

11.70 The landscape and visual effects of the development are therefore consistent with the expectations and requirements of the relevant development and national policies when applied to a greenfield housing development.

Section 106 Planning Obligation

11.71 The application is accompanied by a draft Section 106 Heads of Terms, which details where necessary, the developments impact on community infrastructure can be reasonably mitigated.

11.72 Based on the latest roll number, the catchment area primary school has capacity to accommodate the development and therefore no contribution towards education facilities at the catchment primary school is required. It is understood that contributions for the catchment secondary school have already exceeded the pooling limit imposed by the CIL Regulations and therefore no secondary school contribution is required.

11.73 The development proposes a new adoptable 250 metre footpath link through the site and significant improvements to the A438 Little Tarrington Common Road junction which fully mitigate the transport impacts of the development. This includes road widening and a new footpath. No contribution is therefore required to mitigate traffic impacts.

11.74 In order to further improve the safety of the pedestrian and cycle connections between the site and nearest bus stops at Garbrook and facilities in Tarrington, a contribution is proposed towards measures to reduce the speed limit along the A438.

- 11.75 A contribution is also proposed towards waste minimisation in the form of waste and recycling facilities for each dwelling and live/work unit.
- 11.76 Informal public open space and recreation opportunities are available on site in the extensive landscaped areas which will be adopted and maintained by a management company. No contribution payable to the Council is therefore required for on or off-site open space or play provision.
- 11.77 The Section 106 obligation will also secure the delivery of the affordable housing to ensure it remains affordable in perpetuity.
- 11.78 The terms of the planning obligation are consistent with HLS Policy ID1, the Councils Planning Obligation Supplementary Planning Document and the legal tests set out in Regulation 122 of the CIL Regulations 2010 (as amended).

12. A Sustainable Development

12.1 The Council is unable to demonstrate the required five year supply of deliverable housing sufficient to meet the objectively assessed need. In such circumstances, the relevant policy test for consideration of this application is set out in paragraphs 49 and 14 of the NPPF, which require:

- 1) housing applications to be considered the context of a presumption in favour of sustainable development and;
- 2) where relevant policies for the supply of housing are not up to date as in this instance, planning permission should be granted unless the adverse impacts of doing so would demonstrably and significantly outweigh the benefits, when assessed against the policies in the NPPF as a whole.

Social Sustainability

'Supporting strong, vibrant and healthy communities, by supplying housing to meet the needs of the present and future generations; and by creating a high quality built environment, with accessible local services that reflect the communities needs and support its health, social and cultural well-being' (Para 7, NPPF)

Housing to meet the needs of present and future generations.

12.2 Herefordshire has not and is not delivering the quantity of housing to meet the demographic needs of its present and future generations.

12.3 The facts of the matter are compelling:

- ✚ Failing to meet the annual housing delivery requirement in four of the first five years of the Core Strategy.
- ✚ Current shortfall of 893 dwellings; and
- ✚ County wide delivery of affordable housing in 2014/15 was 159 units, annual required supply in Hereford Housing Market area alone is 417 units and no affordable housing delivered in the Parish for at least 20 years

12.4 In Tarrington Parish, the delivery of housing to meet the Parish minimum housing target of 43 units has also been slow and in the first 6 years of the HLP period, only two houses have been delivered in the Parish compared with an annualised requirement for the first 6 years of 13 dwellings.

12.5 In short, at a County level, the Council is not meeting its objectively assessed housing needs and at a Parish level, delivery is also well below the required minimum target.

- 12.6 This shortfall in market and affordable housing delivery is significant and has been described in this manner in recent Herefordshire appeal decisions.
- 12.7 Furthermore, the government places increasing importance and scrutiny of Council's housing delivery performance, as well as supply. This requirement is emphasised in HLP Policy SS3 which is couched in terms whereby performance is not only measured according to planning permissions granted, but housing completions. This underscores the importance of approving sustainable proposals without delay.
- 12.8 This development will deliver fourteen market homes, and seven affordable homes in addition to four live work units, which will make substantial contribution towards the Parish minimum housing target of 43 dwellings. The development will also deliver the mix, type and tenure of market and affordable housing that evidence indicates is required. This includes self-build plots, which are now a category of housing that Councils have a duty to meet.
- 12.9 The market and affordable housing delivery fully meets the requirements of Section 6 of the NPPF (and HLP Policy H3) and is a benefit that can be attributed significant weight by the decision maker.

A high quality built environment, with accessible local services that reflect the communities needs and support its health, social and cultural well-being.

'Good design is a key aspect of sustainable development'...and should contribute positively to making places better for people' (paragraph 56, NPPF).

- 12.10 The concept of the layout, the architectural quality of the buildings and the landscaped environment within which they are set are collectively, essential design ingredients of a successful and quality development.
- 12.11 This report and the accompanying plans illustrate that the end result will be a visually attractive development that is safe, accessible and has a strong sense of place. Importantly, a built environment will be created that enhances the quality of life for its residents (NPPF para 58).

12.12 The development will deliver significant areas of new informal public open space and publicly accessible green infrastructure whilst existing local services are a short walk or cycle away in Little Tarrington and Tarrington.

12.13 The development will also help support local services and facilities in nearby settlements through increased patronage and spending. This social and economic benefit is acknowledged in paragraph 55 of the NPPF:

‘To promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. For example, where there are groups of smaller settlements, development in one village may support services in a village nearby’.

12.14 Herefordshire’s rural housing strategy identifies 212 hamlets and settlements across the County where housing is permissible and many of these settlements have no or few daily facilities close by. In fact, it is rare in rural areas to have a full or even partial range of day to day facilities close by. Tarrington and Little Tarrington benefit from good range of facilities and an excellent public transport service which contributes to the social sustainability of the development. Furthermore, the growth in internet shopping for food and general goods, improving internet speeds (up to 40 Meg at the application site) and flexible working practices will all assist with supporting the social and environmental sustainability of the development.

12.15 Creating a vibrant mixed use development will make a significant contribution to the social sustainability of the community and the composition of the development including market and affordable housing and employment units will aid with achieving this.

Accessibility

12.16 Another factor to the environmental and social sustainability of the development is the accessibility of the site, particularly by sustainable transport modes.

12.17 Bus stops are available within 150 metres of the site providing an hourly service to access employment, services and amenities, schools and colleges in Hereford and Ledbury. The proposed new footpath will also ensure that people can move safely through the site to access local facilities and the bus stops.

12.18 The NPPF also recognises that the expectations regarding access to sustainable transport modes will differ in urban and rural areas. Paragraph 29 of the NPPF explains that:

‘The transport system needs to be balanced in favour of sustainable transport modes, giving people a real choice about how they travel. However, the Government recognises that different policies and measures will be required in different communities and opportunities to maximise sustainable transport solutions will vary from urban to rural areas’.

12.19 The development can also be accommodated without detriment to the safety or operation of the local highway network. In fact, the development will result in improvements in the safety of the A438/Little Tarrington Common Road junction for the benefit of all road users and local businesses.

12.20 The development is accessible by sustainable transport modes and consequently, the proposal can be considered sustainable in accessibility and transportation terms. The requirements of HLP policy MT1 is met and it is not considered the development generates any ‘severe’ residual cumulative transportation impacts (paragraph 32, NPPF).

12.21 As an aside, through HLP Policy RA2, Little Tarrington has been determined to be a sustainable location for new housing and this site is more accessible and nearer to bus stops and other facilities in Tarrington than any development in the core of the village would be.

12.22 In summary, the development meets the pressing need for more housing, will achieve a high quality design and visually attractive development, new employment opportunities and sustainable transport options that individually and cumulatively will contribute to making a vibrant community.

12.23 The development is socially sustainable and will also enhance the social sustainability of the local community.

Environmental sustainability

‘Contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.’ (Par 7, NPPF)

Enhancing the natural environment, improve biodiversity and minimise waste and pollution

- 12.24 The site and surroundings do not fall within or adjoining a local, regional or national landscape designation. Of course, the absence of a landscape designation in itself does not mean the landscape is not ‘valued’ (in terms of paragraph 109 of the NPPF).
- 12.25 The site is relatively flat improved grassland that contains no notable landscape features and consequently is of limited landscape value and certainly is not a unique landscape nor could it be described as a beautiful landscape.
- 12.26 The quality and value of the landscape is also diminished by the fact it adjoins the busy A438 and Little Tarrington Common Road. The railway corridor is also a dominating landscape feature which has an urbanising effect. Views of the landscape panorama from Tarrington and higher land to the south are of a site with a semi developed context provided by Garbrook to the east, properties adjacent the lane to the north west, the railway corridor and the engineered fishing lakes and Millpond Caravan Park beyond.
- 12.27 In view of these considerations, the site and setting has no characteristics that would identify it as a valued landscape (paragraph 109 of the NPPF).
- 12.28 The landscaped areas forming part of the development proposals, to include extensive native tree, hedgerow and orchard planting and a network of sustainable drainage features, will significantly enhance the landscape value of the site.
- 12.29 Furthermore, taking account of the flat topography of the site, the sensitive design and proposed landscaping consistent with the ‘Principal Settled Farmlands’ LCA will ensure that the development would be viewed as a natural extension of Little Tarrington. As a result, this would to a large degree mitigate the limited harm in relation to the change of character and wider visual effects. With the proposed planting, the residual landscape and visual effects are negligible.
- 12.30 The site currently has limited biodiversity value and the ecology survey has not recorded the presence of any protected species. The extensive new tree and hedgerow planting, which includes orchard and wildflower meadows all interconnected with existing habitats will create new ecological corridors. Furthermore, the new SUDS basin and amenity pond will create new wetland

habitats that will be planted with aquatic and marginal planting to complement the other new habitats. Bat, bird, bee and hedgehog boxes will also be installed on buildings and within the landscaped areas.

- 12.31 The proposals will achieve a significant net gain in biodiversity, a key requirement of paragraph 118 of the NPPF.
- 12.32 The development will not be affected by any source of ground pollution and as the site is relatively flat, spoil arising from the construction can be minimised and retained on site.
- 12.33 Road noise can be mitigated in the design of the houses to *‘avoid noise from giving rise to significant adverse effects on health and quality of life as a result of new development’* (paragraph 123 NPPF).
- 12.34 Construction environmental impacts can be minimised as the site has excellent road links and there are no existing properties within or very close to the site.
- 12.35 The flood risk assessment demonstrates that the site is not at risk of flooding even when a 70% uplift in rainfall as a result of climate change is accounted for. A sustainable drainage system is also proposed to manage surface water to achieve better than existing greenfield rates thus ensuring no flood risk within the development and no increased flood risk for other people or property in the area, which is a specific requirement of the section 10 of the NPPF.

Use natural resources prudently and adapt to climate change

- 12.36 The development has been designed to mitigate the impact of climate change by adopting Passivhaus design principles. Passivhaus seeks to achieve the lowest possible energy consumption by optimising the design and construction.
- 12.37 Buildings have simple forms making it easier to achieve a super insulated air tight sub-structure and are orientated south wherever possible in order to maximise passive solar gain. This also then enables solar PV and solar thermal show installations on the south roof slopes. To control internal temperatures particularly during the summer, all properties will include a mechanical ventilation system with added heat recovery. This in itself can halve the heating energy demands of a new house.

12.38 Smart metering for water, gas and electric consumption and water leak detection systems will also be fitted within each property with water efficient fixtures and fittings installed throughout. A rainwater harvesting will be installed in each of the two communal courtyard areas. All materials will to be sustainably sourced. Electric car charging points will also be installed on each property with additional charge points on the live work units.

12.39 All these design and sustainability measures will mean the on-going living costs remain affordable whilst making significant carbon savings and thereby meeting the expectations of paragraph 93 of the NPPF which states:

‘Planning plays a key role insecuring reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impacts of climate change and supporting the delivery of renewable and low carbon energy....This is central to the economic, social and environmental dimensions of sustainable development’

12.40 The development can be regarded as environmentally sustainable. In terms of landscape, the residual adverse impact arising is negligible and this must be balanced against all the multiple other benefits of the development.

Economic Sustainability

‘Contributing towards building a strong and competitive economy by ensuring that sufficient land of the right type is available in the right places at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure’ (paragraph 7, NPPF).

12.41 It is widely acknowledged that the construction of new housing can make a significant contribution to the local and national economy.

12.42 Recent government research²⁴ identified that the construction industry accounts for 8% of GDP annually, (£90 billion worth of work) and 10% of total UK employment (2.93 million jobs).

12.43 The CBI²⁵ have calculated that initial spending on construction projects indirectly generates significant wider economic benefits (and jobs) through the impact on the supply chain e.g. manufacturing, real estate, transport, planning and linked services - known as the multiplier effect. In monetary terms, they calculate that

²⁴ UK Construction - An economic analysis of the sector - July 2013

²⁵ Construction in the UK Economy: The Benefits of Investment –2009

every £1 spent in construction generates a return of £2.84 into the wider economy.

12.44 A recent report²⁶ commissioned by the House Builders Federation examining the direct and indirect economic benefits specifically of the house building industry, and accounting for the multiplier effect identified that every new house constructed supports 2.4 full time jobs.

12.45 Therefore, the construction phase alone could create 60 full time jobs. Once complete, 25 dwellings will also generate a material increase in spending on local goods and services in Tarrington, Little Tarrington and other local settlements.

12.46 The live work units also will further create at least 10 full time jobs. Paragraph 28 of the NPPF states:

‘Planning policies should support economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development ...’

12.47 The economic outputs from the development are significantly positive and post construction, will be permanent. Furthermore, the scale of the development is more likely to be constructed by a small to medium size local or regional developer who is likely to have a local recruitment policy and use local trades and material suppliers thus further ensuring the economic benefits are retained within the county.

12.48 Allied with these positive economic outputs, the Council will benefit from additional new homes bonus payments. This is where the Government’s match fund the Council Tax receipts arising from new housing development for 6 years following completion of new dwellings. This money can be recycled in the Parish on community projects and infrastructure with the potential for further job creation.

12.49 The development can also be considered to be economically sustainable.

²⁶ The Economic Footprint of UK House Building - March 2015

13. Summary – The Planning Balance

- 13.1 The preceding section demonstrates that aside from landscape considerations, the proposal can be regarded as achieving a socially, environmentally and economically sustainable development.
- 13.2 The recent Supreme Court²⁷ decision clarified how paragraph 14 of the NPPF is to be interpreted. The judgement reaffirmed that policies concerning the supply of housing (HLP policies SS2, SS3, RA1 and RA2 in this instance) cannot be considered up to date where there is a shortfall in housing land supply. Consequently, these policies attract limited weight in the determination of the application.
- 13.3 Therefore, in locations where a local authority is unable to demonstrate adequate housing supply and delivery and where some minor conflict with sustainability objectives has been identified, paragraph 14 of the NPPF effectively requires an assessment of the benefits versus any adverse impacts arising. Permission should only be withheld where the harm is so significant and demonstrable that it outweighs the multiple benefits.

Benefits

- 13.4 The starting point is undoubtedly the significant and material contribution the development will make to the supply of market and affordable housing both within the Parish and County. This is within a context of a County that has significantly and persistently under delivered the required level of market and affordable housing to meet the objectively assessed need and at a Parish level, housing delivery being only 15% of the minimum target for the first six years of the HLP period. Allied with this is the range of house types and sizes, which includes self-build plots and the tenure of the affordable that all directly meets the identified housing needs in the Parish. These benefits can be attributed substantial weight particularly in the context of the Governments objective of significantly boosting the supply of housing.
- 13.5 Linked with the new house building will be the economic benefits that arise during the construction and subsequent occupation in the form of new jobs

²⁷ Richborough Estates v Cheshire East Council and Suffolk Coastal DC v Hopkins Homes.

created and increased spending on local goods and services. Linked with this is the additional New Homes Bonus that the Council will benefit from and can be recycled into new or enhancing existing community infrastructure and services.

- 13.6 Being a mixed use development, the employment provision of the live work units will also generate tangible economic benefits particularly in terms of new jobs (a conservative estimate is the creation of 10 full time jobs) but also indirectly through the multiplier effect on the supply chain, additional goods and services purchased etc. The economic benefits should be attributed significant weight.
- 13.7 The development will achieve considerable on site net environmental gains in terms of biodiversity; new planting that reinforces the characteristics of the Principal Settled Farmlands landscape character type; new publicly accessible green infrastructure and informal recreation space. A sustainable surface water drainage system will also improve existing runoff rates thus assisting with mitigating flood risk to third parties. The design approach is locally distinctive and responds to the sites landscape characteristic and the houses and work units will be sustainable in terms of their construction, provide quality comfortable accommodation and are energy and water efficient.
- 13.8 The site also forms part of (or is immediately adjacent to) the existing built development and the settlement of Little Tarrington and is highly accessible by public transport modes. In particular, the site is well connected to local facilities and the hourly bus service into Hereford and Ledbury will offer a sustainable and convenient alternative means of travel. With the ever increasing costs of parking in towns together with rising costs of fuel, this will also be an affordable transport option. Travel demands will also be reduced by virtue of it being a mixed use development and the new footpath links that will encourage walking and cycling.

Adverse Impacts

- 13.9 Weighing against the development is the *minor* adverse landscape and visual effect arising from the development in the short term reducing to negligible residual adverse effect once the planting establishes. However, the landscape does not benefit from any designation or specific policy protection and therefore by implication, less weight attaches to the harm arising.

- 13.10 This harm must also be considered in the context of the availability of suitable alternative sites within the Parish to deliver the HLP minimum housing requirements. If the Parish are to maintain and enhance the vibrancy and sustainability of the community, more housing and new employment opportunities will be required, which this reports demonstrates can only be achieved on greenfield land and regardless of which site(s) are pursued, will give rise to short term adverse landscape effects.
- 13.11 This site is also deliverable over the next five years in that it is a flat site with few constraints, in single ownership and all services are currently available adjacent or close to the site with sufficient capacity to accommodate the proposed development. This five year time horizon is of particular relevance to housing delivery requirements.
- 13.12 In summary, paragraphs 49 and 14 of the NPPF are engaged here. In that context and should the Council conclude that the proposal does not fully accord with all *up to date* and relevant development plan policies, the presumption in favour of sustainable development is a material consideration which warrants a decision other than in accordance with the development plan.
- 13.13 It is considered that the residual negligible adverse landscape and visual effects do not significantly and demonstrably outweigh the substantial package of benefits arising from the development, when assessed against the policies in the NPPF as a whole and therefore, planning permission should be approved.