



Planning Statement

Full planning application for the redevelopment of the site to include a replacement dwelling, an associated annex building and a double garage.

Sunny Croft, Main Road, Minsterworth, GL28 8JH

On behalf of:
Marshall Gorman
July 2021

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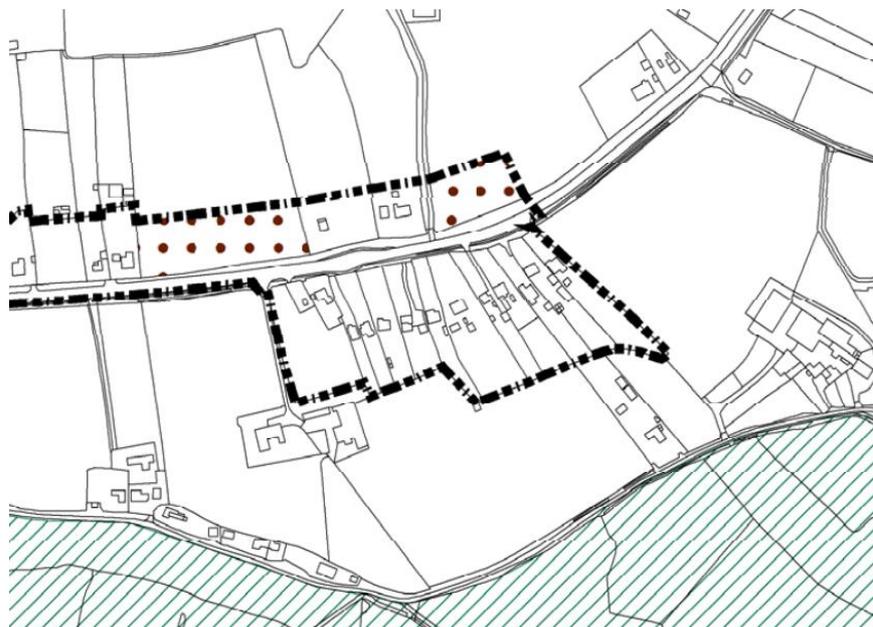
1.0. Introduction

- 1.1. Zesta Planning has been appointed by Marshall Gorman via RRA Architects to produce a Planning Statement to submit a full planning application for the redevelopment of the site to include a replacement dwelling, an associated detached annex building and a detached double garage at Sunny Croft, Main Road, Minsterworth.
- 1.2. The applicant seeks a larger property to accommodate his current family, and proposes a replacement dwelling in keeping with the adjoining recently built development for eight dwellings at Part Parcel 1228, Main Road under reference 17/00855/FUL. Notwithstanding the increase in size of the new dwelling, the proposal is brought forward in accordance with the application sites location within an emerging settlement boundary where new housing is supported.
- 1.3. The proposal also seeks the erection of a single storey ancillary annex building within the residential garden of Sunny Croft to accommodate the applicant's elderly parents, who requires an increase level of care an assistance. The additional accommodation will ensure enough space for all occupants.
- 1.4. The proposed ancillary accommodation will be incidental to the main house and does not involve the creation of a separate or self-continued unit of accommodation. The use is clearly ancillary by virtue of its shared garden, access, curtilage, parking, services, utilities, and postal address with the main house. It is clear that the accommodation is intrinsically associated with the main house and could only be used for that purpose.
- 1.5. This Planning Statement sets out a comprehensive assessment of the proposal. It sets out the proposed development, the planning policies relevant to this case, and finally assesses the scheme against each layer of planning policy. It makes the clear case as to why the proposed development should be approved.
- 1.6. This Statement should be read as part of a package of material that makes up the application. Where relevant, this document will cross-refer to other material as necessary, including the package of application drawings.

2.0. The Application Site and Planning History

The Application Site

- 2.1. The application site relates to Sunny Croft, which is a large rectangular residential plot that sits within the wider context of linear development along the A48 and is surrounded by existing residential development to either side.
- 2.2. The site includes a two bedroom bungalow with a detached two bay garage building and single storey garden building. The rest of the site is domestic garden area. The site benefits from an existing vehicle access off the A48.
- 2.3. The application site is not subject to any land-use designations or constraints which would restrict its use for housing. The site is not within an area of Green Belt, Area of Outstanding Natural Beauty and does not fall within a Conservation Area.
- 2.4. There are no nearby listed buildings, and the site is not affected by any ecological designations. The site is located within Flood Zone 1 (low risk) as shown on the Environment Agency's Flood Maps for Planning.
- 2.5. The site is included within the proposed new Settlement Boundary for Minsterworth as set out in the Emerging Tewkesbury Borough Plan, which indicates that the site is within the accepted 'built up area' of the village.
- 2.6. The following extract from the Proposals Map for the Minsterworth Service Village shows the context of the application site. The hashed black line denotes the proposed Minsterworth Settlement Boundary.



Planning history

2.7. The Council's online records reveal no planning history for the application site. However, there have been many other permitted residential developments of varying sizes in Minsterworth in recent years, including, in reverse chronological order:

- **20/00081/PIP** - Land to the west of the A48 Minsterworth Village Minsterworth - Permission in principle for residential development of between 4 to 8 dwelling houses - Permitted.
- **20/00046/OUT** - Rosemary Cottage, Calcotts Green, Minsterworth - erection of a dwelling with vehicular access and parking with all matters reserved. (renewal of 16/01404/OUT outline permission for the erection of an infill dwelling) – Permitted.
- **19/00718/OUT** - Land to the north east of Sunnybank A48, Main Road Minsterworth - erection of a single storey dwelling with detached garage & vehicle access - Permitted
- **19/00693/FUL** - Parcel 0020, Between Merville And Enderley, Main Road Minsterworth - Erection of 3 infill dwellings with associated vehicular access (revised scheme to permitted application reference: 18/01024/FUL & 19/00345/FUL) - Permitted
- **19/00550/PIP** - Land to the west of the A48, Hygrove Lane, Minsterworth - Permission in principle for 4 to 6 dwelling houses - refused but allowed on appeal (PINS ref **APP/G1630/W/19/3238070**).
- **18/01141/PIP** - Field adjacent to Hawthorn House Minsterworth - Permission in principle for 3 to 5 dwelling houses - refused but allowed on appeal. (PINS ref **APP/G1630/W/19/3233022**).
- **17/00983/FUL** - Land at Apple Tree Inn, Main Road Minsterworth - Erection of 5 new dwellings – Permitted.
- **17/00889/OUT** - Land at Appithorne Main Road Minsterworth - erection of up to 5 dwellings and new vehicular access – Permitted. (reserved matters approved 20/00257/APP)
- **17/00855/FUL** – Part Parcel 1228 Main Road, Minsterworth – erection of eight dwellings (Revised Scheme to approved development under application reference: 16/00822/OUT) - Permitted.
- **17/00448/OUT** - Deepfallow House, Main Road, Minsterworth - New dwelling adjacent Deepfallow House - Permitted
- **17/00111/OUT** - Part Parcel 3512 Main Road, Minsterworth - erection of up to 10 dwellings - Permitted

- **17/00104/OUT** - Land adjacent to Rosedale House, Main Road, Minsterworth - Outline planning permission for the erection of 5 dwellings – Permitted.
- **16/01293/OUT** – Pound Cottage, Main Road, Minsterworth – Outline application for up to seven detached dwellings (all matters reserved) – Permitted.
- **16/00670/OUT** – Land at Hectors Farm, Hygrove Lane, Minsterworth – Outline application for the erection of 9 dwellings and new vehicular access (all matters reserved except access) – Permitted. (Reserved matters ref: 20/002525/APP)
- **16/00823/OUT & 16/00822/OUT** – Part parcel 3947 Main Road, Minsterworth - Residential development of ten dwellings (four and six) – Permitted.
- **15/00197/FUL** – Land adjacent to Minsterworth Village Hall – Proposed erection of 14. no affordable dwellings – Permitted.
- **15/00876/OUT** – Rosemary Cottage, Calcotts Green, Minsterworth – Outline application for the erection of a new dwelling - Permitted.
- **14/00225/FUL** – Charlton, Main Road, Minsterworth - erection of a detached dwelling – Permitted.

2.8. The above analysis shows that permissions totaling in the order of 90 dwellings have been granted on sites at Minsterworth. These housing schemes have all been granted planning permission on the basis that Minsterworth is an acceptable location for new housing development given its status as a 'Service Village' in the JCS and due to its proximity to employment opportunities and the availability of services and public transport facilities making it a sustainable location for housing growth.

2.9. Furthermore, the proposal is now within the emerging settlement boundary for Minsterworth where the principle of new housing is accepted.

2.10. These conditions leading to the above permissions continue to apply equally to the current application and on this basis consent should be forthcoming.

3.0. The Proposed Development

- 3.1. The current application seeks full planning permission for the redevelopment of Sunny Croft, Minsterworth, through the erection of a replacement dwelling, an associated detached annex building and a detached double garage, with vehicle access continuing off the A48, Main Road.
- 3.2. The proposed replacement dwelling would be positioned immediately adjacent to existing residential development, which would reflect the linear form of development in the vicinity and would be contained within the existing residential curtilage.
- 3.3. The replacement dwelling is proposed to be a two storey detached red brick dwelling, which is the prevalent building material in the Severn Vale. The new dwelling will be similar in scale to neighbouring developments, including the recently built development at Part Parcel 1228, Main Road under reference 17/00855/FUL, reflecting their design, character and building materials.
- 3.4. The dwelling will comprise of a sitting room, living room, internal lift, utility room, WC, and an open plan kitchen/dining room area on the ground floor, with french doors leading to the rear garden, with a bathroom, four double bedrooms and one with en-suite facilities for disabled use at first floor.
- 3.5. The proposed annex, which will provide ancillary accommodation for the applicant's elderly parents. Whilst detached from the main house, the accommodation would be clearly functionally and inextricably linked to the main house. The accommodation would share a garden, curtilage, parking, services, utilities and postal address with the main house. The plans show that the accommodation could not be occupied independently as a result of its close relationship and shared access. If necessary, the Council is able to impose a planning condition to ensure it is used ancillary to the main house.
- 3.6. The building is of a low key form, constructed of timber cladding materials. The single storey nature would ensure it reads as a subservient building to its host. The contemporary form also allows the building's height to be kept to a minimum, thus ensuring that neighbouring amenity is protected.
- 3.7. The building includes an open plan living /dining /kitchen area, with a bathroom, cloakroom, and two bedrooms, both with en-suite facilities.
- 3.8. Finally, a single storey detached garage is proposed to the front of the site, replacing the existing garage. The garage is similar in design, scale and positioning to that of the adjoining development.
- 3.9. The annex would share a site access and internal driveway with the neighbouring development. The access is provided off the A48 Main Road.

4.0. Planning Policy Context

4.1. Planning law sets out that applications should be determined in accordance with the Development Plan, unless other material considerations indicate otherwise. The Development Plan in this case comprises of the Adopted Cheltenham, Gloucester and Tewkesbury Joint Core Strategy (JCS) and the saved policies of the Tewkesbury Borough Local Plan to 2011, albeit that there are no saved policies from the 2011 Local Plan that are directly applicable to this case. For that reason, the 2011 Plan is not referred to in any further detail within this Statement.

4.2. Other relevant material considerations including the Government's National Planning Policy Framework (NPPF, 2021). The emerging Tewkesbury Borough Plan (TBP) will also form part of the Development Plan in the future and currently carries moderate weight following examination.

The Joint Core Strategy (JCS) – Adopted December 2017

4.3. The JCS for Cheltenham, Gloucester and Tewkesbury was adopted in December 2017 and now forms part of the Development Plan for the area. The JCS covers the plan period for 2011-2031 and will act as an overarching spatial strategy for the three districts. The following policies of the JCS are broadly relevant to this application:

4.4. **Policy SP1** sets out the need to provide 35,175 new homes up to 2031 across the JCS, for which Tewkesbury Borough Council's administrative areas is required to deliver at least 9,899 new homes.

4.5. **Policy SP2** relates to the distribution of new development. Of the 9,899 new homes to be delivered in Tewkesbury Borough, at least 7,445 are to be provided through existing commitments; development at Tewkesbury Town and smaller-scale development meeting local needs at Rural Service Centres and Service Villages.

4.6. It is noted that Minsterworth is one of the twelve designated 'Rural Services Villages', which are expected to play a significant role in the delivery of the wider housing needs of Tewkesbury Borough over the plan period. These twelve service Villages have been designated given their size, accessibility and proximity to services and facilities.

4.7. **Policy SD4** relates to 'design requirements' and requires development to be of good quality design and take in to account all aspects of urban design.

4.8. **Policy SD6** states that development will seek to protect landscape character for its own intrinsic beauty and for its benefit to economic, environmental and social well-being. It also states that proposals will have regard to the local distinctiveness and historic character of the different landscapes in the JCS area, and that applications for development will consider the landscape and visual sensitivities of the areas in which they are to be located or which they may affect.

- 4.9. **Policy SD10** sets out the criteria for delivering the housing required by policies SP1 and SP2. Criterion 3 of this policy sets out that on sites not allocated for housing, new dwellings will be permitted on previously-developed land in existing service villages, such as Minsterworth.
- 4.10. The JCS does not define settlement boundaries, however, the application site is located within the settlement boundary for Minsterworth as set out in the emerging Tewkesbury Borough Plan to 2031. Given the plans formulation which has now been through examination, the settlement boundary can be given moderate weight and clearly represents the Council's view on what is deemed to represent the settlement of Minsterworth.
- 4.11. It is clear that there is an expectation that new housing will take place at Service Villages like Minsterworth, and it is considered the development would comply with policy SD10.

Emerging Tewkesbury Borough Plan to 2031 (TBP)

- 4.12. Once adopted, the Emerging Tewkesbury Borough Plan (TBP) will complement the JCS as a lower-level development plan document, replacing the saved policies of the Tewkesbury Borough Local Plan to 2011.
- 4.13. Given the stage of the plan and guidance at paragraph 48(a) of the NPPF, the policies within the emerging TBP can now be given moderate weight given the stage of plan preparation.
- 4.14. A defined settlement boundary is proposed for Minsterworth within **Policy RES2** of the Emerging Tewkesbury Borough Plan (TBP). The proposal site is located within the settlement boundary, where the principle of residential development is acceptable.

The National Planning Policy Framework (NPPF)

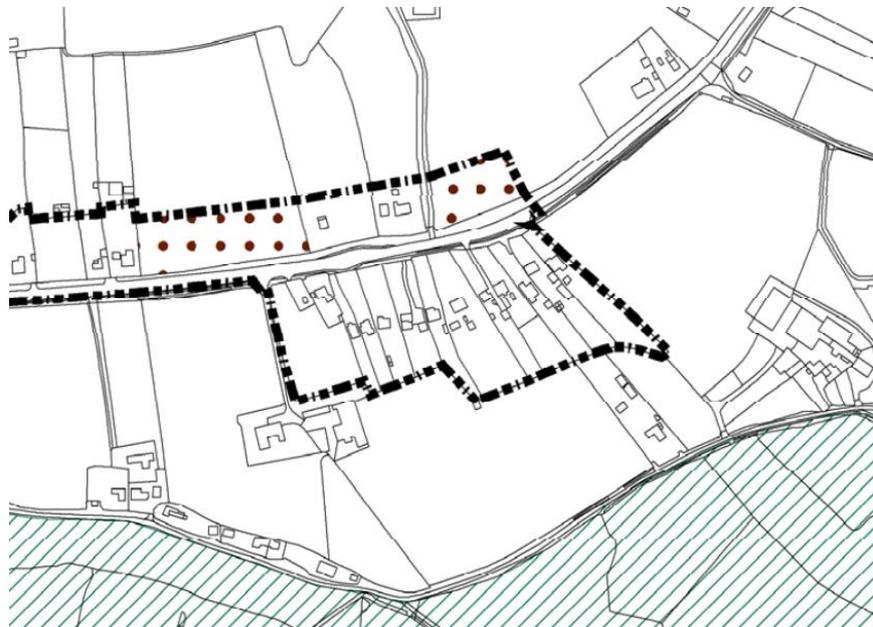
- 4.15. The NPPF 2021 sets out the Governments overarching planning policies and how it intends them to be applied at the local level. The NPPF provides guidance for local planning authorities in determining applications. As national guidance it is capable of outweighing the provisions of the development plan.
- 4.16. **Paragraph 11** continues to provide a presumption in favour of sustainable development as per the previous version. This means approving development proposals that accord with the development plan without delay; and where the development plan is out-of-date granting planning permission, unless the adverse impacts of development significantly and demonstrably outweigh the benefits.
- 4.17. **Paragraph 111** requires safe and suitable access to be provided. It states that development should only be refused on transport grounds where the cumulative impacts of development.

5.0. Analysis of Planning Considerations

The Principle of Development

Replacement Dwelling

- 5.1. In considering the principle of a replacement dwelling on the site, it is important to firstly set out whether the proposal is within a defined settlement boundary. If the existing dwelling is situated outside the defined settlement boundaries, then the development would be required to be considered in accordance with the Council's replacement dwelling policies. However, if the replacement dwelling falls inside a settlement boundary, then the dwelling would be considered in the context of the development plan policies for new housing.
- 5.2. The emerging Tewkesbury Borough Plan (TBP), that will complement the JCS as a lower-level development plan document, and replace the saved policies of the Tewkesbury Borough Local Plan to 2011, defines the settlement boundaries of the Tewkesbury Town Area, the Rural Service Centres, the Service Villages and the Urban Fringe Settlements on the associated Proposals Map.
- 5.3. Minsterworth is one of the Service Villages and the following extract from the Proposals Map for Minsterworth shows that the application site falls within the settlement boundary. The hashed black line denotes the proposed Minsterworth Settlement Boundary.



- 5.4. Given the stage of the plan, which has now been through examination, and guidance at paragraph 48(a) of the NPPF, the settlement boundaries policies can now be given moderate weight and shows the direction of travel for the Council. This establishes that the replacement dwelling can be considered in the context of new dwelling within a settlement boundary.

- 5.5. Policy RES2 of the Emerging TBP, which relates to settlement boundaries, establishes therefore that the principle of residential development in this location is acceptable.
- 5.6. Similarly, JCS policy SD10 sets out under criterion 3 that new dwellings will be permitted on previously-developed land, such as the proposal site, in existing service villages, such as Minsterworth.
- 5.7. It is therefore concluded that the replacement dwelling would be acceptable in principle and complies with JCS policy SD10 and emerging TBP policy RES2

Proposed Annex

- 5.8. In respect of the principle of development of the ancillary annex, it is noted that emerging Local Plan policy RES10 relates to annexes and although this policy is yet to be adopted, it provides an understanding of how the Council propose to determine such applications.
- 5.9. The emerging policy set out that the proposal would need to meet the following criteria:
 - 1. The detailed design reflects or complements the design and materials of the existing dwelling.
 - 2. The scale of the proposal is appropriate to the character and appearance of the existing dwelling and its surrounding area.
 - 3. The domestic curtilage of the existing property is capable of comfortably accommodating the extension or outbuilding without resulting in a cramped/overdeveloped site or creating a lack of suitable parking or manoeuvring space.
 - 4. The proposal does not have an unacceptable impact on the amenity of neighbouring properties.
 - 5. The proposal respects the character and appearance of surrounding development.
- 5.10. In the consideration of the above, the policy has clearly been designed to ensure the annex is ancillary to the main dwelling, and in the context of this application, the main dwelling is that of the replacement dwelling. It is considered reasonable that in the context of the emerging policy the 'existing dwelling' would be that of the replacement dwelling.
- 5.11. As set out elsewhere in this Statement, the additional accommodation would accommodate the applicant's elderly parents, who require an increased level of care and assistance. To still provide a level of independence it has been decided to provide separate ground floor living accommodation that is ancillary to the main house.
- 5.12. In achieving a genuine annex, the building has been designed to be ancillary by virtue of it sharing garden, curtilage, parking, access, services, utilities and postal address with the main house.
- 5.13. As a result, there is a functional link with the main dwelling, which ensures that the accommodation provided is ancillary and could not be sub-divided. The proposed building would be in the same

ownership as the main dwelling and there will be no boundary demarcation or sub-division of garden areas between the proposed annex and the main dwelling.

- 5.14. The building has been subserviently designed and of a scale that ensures the annex building does not compete with the replacement dwelling. The building is single storey and finished in acceptable materials that complements the design and materials of the replacement dwelling, ensuring the annex is appropriate to the character and appearance of the replacement dwelling.
- 5.15. The large scale of the existing domestic curtilage ensures that the replacement dwelling and the annex building can be comfortably accommodated on the site without resulting in a cramped form of development. Similarly, the proposed layout would continue to provide enough space for parking and manoeuvring.
- 5.16. Furthermore, the single storey nature of the building ensures that neighbouring amenity is protected, whilst the buildings position to the rear boundary results in no impact to the character and appearance of surrounding development.
- 5.17. We conclude that the current proposal is genuine ancillary accommodation that would be used incidentally to the main dwelling, and the circumstances surrounding the need for the proposed accommodation demonstrate that this would be the case. Notwithstanding this, the annex is situated within the Minsterworth Settlement Boundary where the principle of new build residential development is supported.
- 5.18. It is therefore clear that this development is acceptable in principle. The applicant would fully expect the Council to impose planning conditions to ensure that the functional link is retained between the main house and new accommodation.

Design and Landscape Consideration

- 5.19. JCS Policy SD4 requires all new development to be of a high standard design that complements and respects neighbouring development and the local character. This is reflective in the NPPF.
- 5.20. The proposed replacement dwelling design will reflect the character of existing and recently permitted two storey housing in the area, especially that of the neighbouring development at Part Parcel 1228 for eight large two storey dwellings, which have recently been built following its approval under reference 17/00855/FUL. The proposed dwelling will be in keeping with the street scene and be read in the context of the neighbouring development.
- 5.21. The proposed replacement dwelling will be finished in red brick with a tile hung roof which is the prevalent building material and that of the existing property. The gables to the front of the building are characterful of the area, with large areas of glazing proposed to the rear elevation of the new dwelling to add a contemporary finish to the building.

- 5.22. The proposal is of a design and layout that respects the character and appearance of the surrounding area. The proposed dwelling is in-keeping with the street scene and is capable of being well integrated within it.
- 5.23. In respect of the ancillary annex building, the building has been subserviently designed to ensure the building does not compete with the main dwelling, with the size of the rear garden ensuring that the proposal would not result in a cramped form of development.
- 5.24. The building has a lightweight and simplistic design, that is small in scale and finished in timber cladding and aluminium door and window materials. It is in fully in keeping with the scale and character of the main dwelling. It would appear as a high-quality contemporary addition that would blend in sympathetically with its surroundings. Given that it is set to the rear boundary, there is no streetscene impact.
- 5.25. Finally, the proposed detached double garage building is single storey in height and replaces a similar sized building on site. The garage is located to the front of the site and reflects the size and position of the neighbouring garage building at the Part Parcel 1228 development.
- 5.26. There are no landscape designations affecting the site or its setting. The proposal is therefore subject to general landscape policy SD6 of the JCS. Minsterworth has seen considerable new residential development in recent times along the A48, which is characteristic of the general ribbon linear form of development in the village. The replacement of the existing property with a two storey dwelling with the inclusion of a single storey annex and garage building is not considered to result in an unacceptable impact to the landscape character of the area, in accordance with the conclusions of the adjoining development at Part Parcel 1228.
- 5.27. Therefore, it is concluded that the design and layout of the proposed development will be in-keeping with the varied character and predominantly ribbon development typical of Minsterworth village, with the development resulting in an acceptable impact to the landscape character of the area.

Residential Amenity

- 5.28. JCS policy SD14 advises that development should avoid causing unacceptable harm to residential amenity, including that of adjoining land users and in the locality.
- 5.29. The proposal has been carefully designed to ensure that there would be no overlooking, loss of light or overbearing impacts to neighbouring properties, with the proposed dwelling located within the existing build line of neighbouring properties. A first floor window is proposed on the west elevation, however, this will serve an en-suite and will be obscure glazed.
- 5.30. In respect of the annex building, the building is single storey, with the contemporary form allowing the building's height to be kept to a minimum, thus ensuring that neighbouring amenity is protected.

5.31. In terms of noise, the development is set back from the A48 on a similar building line to neighbouring properties. In addition, double glazed windows will assist in mitigating road noise. Notwithstanding this, the replacement dwelling would be further back from the road than the existing dwelling and therefore, there would be an improvement in noise terms.

Highways Safety

5.32. The NPPF makes it clear that development should only be refused on highway safety grounds where the impacts of a proposed development would be 'cumulatively severe'. A point reflected in JCS policy INF1.

5.33. The replacement dwelling would continue to be served via the existing access onto the A48. The replacement dwelling would see the number of bedrooms increase from 2 bedrooms to 4, alongside the inclusion of a 2 bedroom annex. Notwithstanding this, the increase is considered acceptable, with the associated trip generation not considered to be an intensification of the access. In addition, the access visibility onto A48 is deemed acceptable.

5.34. The replacement dwelling will benefit from an area of off-road parking to the front of the site, including a garage with 2 parking spaces, which is more than adequate. In addition, there is enough space within the application site to accommodate parking for the annex, and turning and manoeuvring for the development as a whole, in order to allow vehicles to enter the highway in forward gear.

5.35. For this reason, we conclude that the replacement dwelling and ancillary annex would not cause cumulatively severe highway impacts that could lead to a refusal of permission.

5.36. We conclude that the proposal is safe in highway terms and that adequate car parking, turning and manoeuvring is available. The proposal accords with the NPPF and Development Plan in this regard.

Flood Risk and drainage

5.37. The NPPF and JCS policy INF2 seeks to direct new development to areas at the lowest risk of flooding (Flood Zone 1). The site lies in Flood Zone 1 as defined by the Environment Agency's most up-to-date flood risk maps, which comprises land assessed as having a less than 1 in 1000 annual probability of river or sea flooding (0.1%).

5.38. The site is therefore not considered to be at risk of flooding in itself, and its development would not increase the risk of flooding to third party property. The development is therefore acceptable in principle.

5.39. In regards to surface water drainage, this can be adequately secured by sustainable drainage systems such as soakaways. In terms of foul drainage, it is understood the existing property is served by a septic tank, however in improving this in line with the sequential order advocated by the PPG, it is

proposed to dispose of foul sewage through the use of a package treatment plant. The annex building will utilise the same drainage facilities. The details of both surface water and foul drainage could be secured through use of planning condition if necessary.

5.40. In conclusion, the development complies with the NPPF and policy INF2 of the JCS.

6.0. Summary and Conclusions

- 6.1. This Planning Statement provides the clear case for why the development complies with the relevant policies of the Development Plan and should be supported.
- 6.2. The Statement sets out that the application site falls within the Minsterworth Settlement Boundary as identified in the emerging TBP, and therefore the principle of new residential development is supported in the context of emerging TBP policy RES2 and the provision of JCS policy SD10 which supports new dwellings on previously-developed land within existing service villages, such as Minsterworth. Therefore, the principle of a replacement dwelling within this location is supported.
- 6.3. Furthermore, the proposed annex building has been designed to be intrinsically associated with the main house, by virtue of its shared garden, access, curtilage and parking area. It also shares services, utilities and postal address. The accommodation could therefore not be occupied as a separate unit of accommodation. Notwithstanding this, the annex is situated within the Minsterworth Settlement Boundary where the principle of new building residential development is supported.
- 6.4. The replacement dwelling will be in keeping with the surrounding development, including that of the adjoining Part Parcel 1228 development, reflecting their design, character and building materials. Whilst the annex building has been subserviently designed to ensure the building does not compete with the main dwelling or result in a cramped form of development. The annex building would appear as a high-quality contemporary addition that would blend in sympathetically with its surroundings.
- 6.5. The proposed detached double garage building would equality be in keeping with the surrounding development, reflecting the size and position of the neighbouring garage building.
- 6.6. Furthermore, the proposal would not result in undue impacts in respect of landscape harm, residential amenity, highway safety, flood risk and drainage. The proposal is therefore compliant with local planning policy and represent 'sustainable development' in the context of the NPPF.
- 6.7. The application accords with national and local planning policy and permission should be granted subject to appropriate Conditions.



ZESTA PLANNING LTD

Planning & Development Consultancy

t: 01684 772 397 t: 01242 33 55 67

a: The Site, Chosen View Rd, Cheltenham, GL51 9LT

Reg no: 11610233

www.zestaplanning.co.uk