

SUPPORTING PLANNING STATEMENT

**APPLICATION FOR PLANNING PERMISSION FOR THE CONVERSION AND
EXTENSION OF A RESIDENTIAL OUTBUILDING INTO A DETACHED
DWELLING**

**24 CUCKOO LANE
WINTERBOURNE DOWN
SOUTH GLOUCESTERSHIRE BS36 1AG**



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1.0 INTRODUCTION AND BACKGROUND

Introduction

- 1.1 This statement follows an instruction from Mr Palmer in support of a planning application to convert and extend a workshop and storage building in domestic use into a dwelling. No. 24 Cuckoo Lane is a two storey semi-detached dwelling. Cuckoo Lane is a cul-de-sac off the A432 Badminton Road with a much closer relationship to Downend than Winterbourne Down. The house has a large single storey detached out building, built as a garage, that stands immediately to the south of the house.
- 1.2 The application site lies some 100 metres outside the development boundary of north Bristol as defined by the Proposals Map for the South Gloucestershire Local Plan, which has been replaced by the South Gloucestershire Interactive Map.
- 1.3 This Statement is accompanied by plans indicating how the extensions would be added, how conversion would be achieved and the new curtilage defined. The works would result in the creation of a one bedroom single storey dwelling. It would have its own garden area to the rear and would retain parking, along with No. 24 at the front of the plot, maintaining the present arrangement.

Conclusions

- 1.4 As will be examined in detail, the proposal fully complies with the revised National Planning Policy Framework (2023), the adopted Core Strategy and the adopted Policies, Sites and Places Plan both of which pre-date the most recent iteration of the NPPF. Furthermore, this statement will outline the additional benefits that the proposed development will bring, in adding to the local housing stock in a sustainable location, a very short distance from the edge of the built up area of Downend.

2.0 THE APPLICATION SITE AND ITS PLANNING HISTORY

The application site and surrounding area

- 2.1 The site has a building used mostly as a workshop in connection with No. 24. It stands on relatively flat ground, sloping down towards the valley to the east of the site. The site boundaries would be those established around the curtilage of No. 24, along with a new boundary enclosing the rear garden for the new dwelling. This would be defined by a fence which would not be visible from outside the site. The site lies within the Bristol/Bath Green Belt.

- 2.2 The impact of this proposal on the residential amenity of No. 22, to the East, would be neutral: The outbuilding is single storey, the only built form proposed would be modest, flat roofed front and rear extensions, approximately the height of a two metre boundary treatment that could be erected without planning permission. No windows are proposed in this elevation and the separation distance to next door would remain unchanged.
- 2.3 A search of the Historic Environment Record revealed no heritage assets within 100 metres of the site. The nearest for which archaeological records are held is West Wick Farm and Richmond Farm, which produced substantially negative results.

Relevant planning history

- 2.4 The recent planning history of the site relates to PK11/4051/F which approved a single storey extension to the dwelling. This has no direct relevance to the proposed conversion of the outbuilding. The garage building was erected following approval in 2000 of planning permission ref. no. PK00/0529/F.

3.0 THE PROPOSED DEVELOPMENT

- 3.1 This application seeks planning permission for the conversion and extension, to the front and rear, of an outbuilding associated with No. 24 to a detached dwelling with associated works. The dwelling formed would be self-contained with a garden to the rear and shared car parking at the front. The garden would be enclosed by the existing boundary treatments and a new fence.
- 3.2 The existing access from Cuckoo Lane, serving No. 24 would cater for the new dwelling as well. The increase in traffic on the cul-de-sac under this proposal would be minimal and would not compromise existing standards of highway safety for all users. Secure cycle parking and bin storage would be located conveniently for future users. Parking for No. 24 would be on the existing hardstanding in front of the house, as at present due to the outbuilding not being used as a garage for many years.

4.0 PLANNING POLICY

- 4.1 It is important to establish which policies apply to this proposal, as an assessment of the proposal against these policies is the correct process under which to make a decision, as required by Section 38 (6) of the Planning and Compulsory Purchase Act 2004. Such a decision also needs to balance material considerations such as Supplementary Planning Documents and the National Planning Policy Framework.

National Policy

- 4.2 The national planning policies that apply to this proposal are as follows:

The National Planning Policy Framework (2023), in respect of the need to achieve sustainable development. The test for sustainable development will be applied in the conclusion to this statement.

Local Policy

- 4.3 The adopted Local Plan is the South Gloucestershire Core Strategy, adopted in December 2013 and the Policies, Sites and Places Plan (PSP), adopted in November 2017. Both provide policies against which this proposal will be tested.

- 4.4 The site is not covered by any Neighbourhood Plan.

Conclusion

- 4.5 The Development Plan currently consists of the adopted Core Strategy and the PSP Plan. The Proposals Map to the former Local Plan defines the site as just outside the settlement boundary, effectively the M4.

5 THE MAIN ISSUES

- 5.1 This section examines the details of the proposal in relation to the Development Plan, the National Planning Policy Framework and other legislation as appropriate to the proposal, along with other material considerations.

National Policy

- 5.2 The starting point must be analysis of the development proposal against the NPPF. The proposed dwelling is covered by paragraphs 123 and 124(d) which specifically encourages the effective use of land and buildings. This proposal in general terms is for the site's intensification, resulting in an additional dwelling and thereby the site's more efficient use.

- 5.3 The NPPF encourages high quality design, at paragraphs 131-141. A further concern is the need set out in paragraphs 180-188 to conserve and enhance the natural environment. This proposal has minimal design implications, only in terms of modest extensions to the front and rear elevations elevation, where matching materials are proposed and clear subservience by the use of flat roofs for the extensions. This would fit the existing appearance of the building and the locality in an appropriate manner. The building is already there and the changes viewed from the public realm would enhance its appearance. The proposal overall would not have any harmful impact on the natural environment.
- 5.4 Flooding issues stem from 165-175. The site falls within Flood Zone 1, causing no concerns. Drainage measures for the site are intended to be sustainable and can be secured by condition. Sewerage measures for the site will also be to as sustainable a degree as can be achieved.
- 5.5 Green Belt issues are dealt with in NPPF paragraphs 152-156 inclusive. This proposal does not contradict the five purposes of the Green Belt. There would also be no resultant impact on the openness of the Green Belt. The existing site boundary screening for No. 24 would be retained. Paragraph 155(d) makes clear that the re-use of buildings that are of permanent and substantial construction is not inappropriate development in the Green Belt. The building in question meets this criterion and this proposal is not inappropriate development in the Green Belt. The proposed extensions meet the requirements of Paragraph 154c in that the extensions would not be disproportionate to the original building (the garage).

Core Strategy Policy

- 5.6 The Core Strategy sets the local policy context. The proposed dwelling would provide a windfall contribution towards housing targets, in a sustainable location in accordance with the provisions of the NPPF. This proposal would therefore be beneficial in maintaining the Council's five year land supply.
- 5.7 The policies in the Core Strategy that apply to this proposal are as follows:
CS4a Sustainable Development
CS5 Location of development
CS15 Distribution of housing
CS16 Housing Density
CS34 Rural Areas
- 5.8 Policy CS4a, together with the relevant tests in the NPPF are covered in the conclusion to this statement. Policy CS5 defers to the NPPF in regard to development in the Green Belt. Policy CS15 has been addressed above: The site is in a sustainable location close to the edge of Downend. Policy CS16 seeks to maximise the amount of housing supplied, particularly in sustainable locations. With regard to Policy CS34, this sets out 13 aims for

development in rural areas, which either do not apply to this proposal or have been satisfactorily addressed through the design process.

Local Plan policy

5.9 The Policies, Sites and Places Plan (PSP), as discussed above, is also relevant to the determination of this application. The PSP Plan is the policy document which offers precise policies to control development in South Gloucestershire and therefore the development proposal has been designed to respect these detailed policies as follows:

PSP7	Green Belt
PSP8	Residential Amenity
PSP11	Transport Impact Management
PSP16	Parking Standards
PSP19	Biodiversity
PSP20	Drainage
PSP40	Residential Development in the Countryside
PSP43	Amenity Space Standards

5.10 In regard to policy PSP7, as with the Core Strategy, this defers to the NPPF in regard to Green Belt policy. In respect of potential impact on the openness of the Green Belt, the design has ensured that parking to serve the new dwelling would be limited to the existing parking area in use for No. 24. This provides adequate parking and manoeuvring for three vehicles – the two required for No. 24, plus one for the new dwelling. There is no need for this gravelled area to be demarcated and separated for each dwelling, as that would entail providing a different surface. Any further impact on openness would be contained within the enclosed rear garden, of which there is no public view. As such, the proposal would result in no detrimental impact on the openness of the Green Belt.

5.11 In regard to the size of the proposed extensions, these would result in a 49% increase in the size of the building. As specified in policy PSP7 the proposed increase in volume in this case is less than 50% of the volume of the original building and therefore this proposed development is compliant with the policy for extensions in the Green Belt. There are two separate extensions proposed, at opposite ends of the building, which makes it difficult to appreciate both at the same time from the public realm. As the proposal does not contravene Green Belt policy, there is no need for the applicant to make a case for Very Special Circumstances. Should the LPA disagree, then the appellant is ready to make a case for Very Special Circumstances. In this respect it should be noted that the bungalow has been designed with full wheelchair access.

5.12 The effect upon the amenities of adjoining occupiers, assessment of which is required by PSP8, would be neutral. The conversion, as proposed, would avoid inter-visibility and overbearing impact between the proposed dwelling and those adjacent to it, Nos. 24 and 22, while ensuring all

amenity areas would enjoy/ continue to enjoy privacy. The minor changes proposed and their reduced scale would ensure that there would be no overbearing impact on No. 22.

- 5.13 Biodiversity (policy PSP19) can be enhanced through conditions, as specified in that policy. With regard to drainage and policy PSP20, sustainable drainage is proposed and roof water can be diverted to an adequate garden soakaway.
- 5.14 Policy PSP40 requires that the re-use of existing buildings in the countryside should utilise buildings that are of permanent and substantial construction. This is the case with the building in question, which was built over 20 years ago. Further, the subdivision of the existing residential curtilage, amounting to no more physical change than the erection of a new fence, would not have a harmful effect on the character of the countryside or the amenities of the surrounding area. The site is part of a row of houses on this side of Cuckoo Lane.
- 5.15 In accordance with the policies setting standards, PSP16 and 43, the overall parking requirement of three parking spaces would be met and the amenity area for the proposed dwelling would meet the relevant threshold as would be the case for both the retained private amenity areas.

Transportation/ Means of Access

- 5.16 In regard to policy PSP11, in terms of traffic generation, the use of the access road by motor vehicles on this lightly trafficked cul-de-sac would not increase by an appreciable level. The existing turning facilities allow vehicles to be able to leave the site in forward gear. Parking provision for the original dwelling would be retained, with suitable turning. The proposal would not result in any compromise of current standards of highway safety.
- 5.17 Cycle parking for two spaces would be provided to serve the proposed dwelling, along with bin storage.

Sustainability of Location

- 5.18 The nearby flat terrain and the site's proximity to the extensive employment areas between the ring road and M4 makes cycling or walking to local employment sites and convenience shopping a more realistic day to day option than the use of the motor car. The sustainability of the site's location is borne out by its proximity to public transport with the Yate to Bristol service stopping on Badminton Road close to the end of Cuckoo Lane. This links the site via a long-established bus corridor between Yate and Bristol city centre. It is acknowledged that the Badminton Road bridge is currently closed and a diversion in operation. However the issues with the bridge are likely to be resolved around the time the new dwelling is first brought into use and in the interim there is a free bus service that runs between Yate and the stop at the end of Cuckoo Lane, under 200 metres

from the site, along a footway. In addition, operating currently at the other end of the Badminton Road bridge, the M3 Metrobus service stops on its way between Bristol city centre and Emerson's Green, via UWE. This service benefits from long stretches of bus lane priority.

- 5.19 Cuckoo Lane has a range of facilities in very close proximity to the site. Across the M4, via the Badminton Road bridge, there is the Willy Wicket public house, a shop at the Shell petrol filling station and new facilities such as a coffee shop just off the ring road. Further shopping opportunities are available in Emerson's Green retail centre. The nearest NHS medical facility is at Emerson's Green, about 500 metres from the site, while there is a day nursery closer still off the ring road. There are primary schools nearby at Blackhorse and Hambrook, secondary schools at Downend and Winterbourne and tertiary education at SGS Filton and UWE, all easily accessible from near to the site by bus.

6 SUMMARY AND CONCLUSIONS

- 6.1 The elements of planning policy which apply to this proposal have been identified and examined above. The proposal is an exception defined in Paragraph 155 of the Framework and is therefore not inappropriate development in the Green Belt. The remaining relevant test set by the NPPF is whether the proposed development can be regarded as sustainable development. If it can, then the proposal should benefit from the presumption in favour of sustainable development at the heart of the NPPF, echoed in Core Strategy policy CS4a. In that regard, there are three elements to sustainability that are required to be satisfied, namely economic, social and environmental.
- 6.2 The economic elements of this proposal stem primarily from the provision of housing, which in itself, is an economic driver, with additional benefits in the supply chain. This proposal provides an inherent economic benefit which contributes towards the development being sustainable.
- 6.3 The second factor in assessing sustainability is social. In this regard, the provision of a dwelling contributes towards continuing a five year residential land supply in South Gloucestershire Council and it would not have any adverse impact on the living conditions of adjoining occupiers.
- 6.4 The final factor to be considered is the environmental impact of the proposal and that impact on sustainability. The environmental impact of the proposal is inherently beneficial. It involves the re-use and recycling of an existing building, redundant as a garage due to its limited size and for a long time used as a workshop and store ancillary to No. 24. Additional measures to enhance biodiversity can be required by condition if appropriate. The impact of the proposal in landscape terms is neutral. The

resources required in order to implement the conversion and extensions would be minimal. The conclusion is therefore that in environmental terms, the development proposal is sustainable.

Conclusion

- 6.5 As explained above, this proposal is sustainable in all respects and accords with the presumption in the National Planning Policy Framework in the benefit of sustainable development. The proposal is beneficial in providing an additional dwelling in a sustainable location, towards the plan area's 5 year housing supply. The proposal, including the extensions, is not inappropriate development in the Green Belt. It would have minimal visual impact and that which would occur would be an appropriate enhancement of the building resulting in a visual benefit.
- 6.6 The NPPF cautions decision makers to weigh any adverse impacts against the benefits in interpreting the policies in the Framework. No adverse impacts of the proposed development have been identified but any issues that may be identified would be controllable through the use of planning conditions, where applicable. It is put forward that such adverse impacts, if they could be proved, would not outweigh the benefits identified here arising from this sustainable development proposal and therefore the presumption in favour of sustainable development should prevail, in accordance with adopted policy CS4a.

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