Proposed Residential Units

Within a barn that forms part of the Boomerang Equestrian Centre, Crooked Soley

Accessibility Statement

784-B026427

Revision 02

May 2022

Document prepared on behalf of Stonegate Farmers Ltd

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1.0 Introduction

1.1 Preamble

1.1.1 Tetra Tech has been appointed by Stonegate Farmers Ltd to produce an Accessibility Statement in relation to the proposed creation of two residential units in a barn in that forms part of the Boomerang Equestrian Centre which formerly occupied the premises.

1.1.2 The site is located approximately 5.5km northeast of Ramsbury. The location of the site is shown in **Plan 1**.

1.1.3 The local highway network plan included as **Plan 2** shows that the site is accessed from Soley Road and a lane off that.

1.1.4 The proposal is clearly not going to have a significant impact on the highway network in capacity, road safety or impact terms.

1.2 Document Structure

1.2.1 This document sets out the findings in relation to:

- Overview of the term Sustainable (i.e. economic, environmental and social strands)
- A review of Social sustainability in terms of transport
- A review of the Environmental sustainability in terms of transport, including changes in travel behaviour and access to services and facilities via cycle, e-bikes and ultra low or zero emission vehicles.

2.0 Overview of the Term Sustainable

2.1 The Three Strands of Sustainability

2.1.1 The National Planning Policy Framework (2021) indicates that there are three strands of sustainability:

- Economic;
    - although this is not a transport issue and is for other consultants to quantify, experience with similar developments indicates that the creation of dwellings has economic benefit.
- Social;
    - this relates to isolation and social connectivity.
    - It has been previously accepted by the Council and a Planning Inspector that this site is not isolated.
    - section 3 of this document demonstrates how residents will have access to facilities. More residents is good for the community socially.
- Environmental;
    - this is the strand which is more usually associated with CO2 emissions, travel distances and modes of travel.
    - the key issues are discussed in Section 4 of this report which are that:
        - overall travel generated by the proposals is entirely immaterial and de-minimis.
        - sustainable modes of travel are available.

2.1.2 Although there is overlap between these three strands, they offer a convenient format in which to consider the various aspects of sustainability. When considering whether the proposals constitute sustainable development, all three strands should be taken into the balance. When that is done it is the case that the proposed dwellings can be said to be sustainable and accessible.

3.0 Social Sustainability

3.1 Introduction

3.1.1 Social sustainability is linked to deprivation, isolation and social connectivity.

3.2 Consideration of Isolation

3.2.1 The accompanying Planning Statement by Steven Abbott Associates refers to national policy towards isolated dwellings. As noted above, the Council and a Planning Inspector have acknowledged that the site is not isolated in national policy terms. For completeness, Technical Note 1 (TN1) **Appendix A,** provides findings in the form of appeal decisions which illustrate why the Council and the Inspector accord with appeal inspectors.

3.2.2 The appeals described are locationally similar to the current site and address their sustainability. The notable element is the relationship between the sites and facilities/services i.e., what is reasonable in a rural area, in terms of accessibility.

3.2.3 It is notable that the appeal decisions are all pre-March 2020, i.e. pre-covid lock down restrictions. The Covid pandemic has accelerated the trends towards home working and IT based connectivity for social and key facility access.

3.2.4 This review reconfirms that the site is not isolated.

3.3 Consideration of Social Connectivity

3.3.1 In terms of connectivity from a travel perspective, the proposed site is not in a cut off, or unconnected rural location, it is among and within relatively short travel distances of towns and villages. Furthermore, the site is within easy commuting distance of multiple employment opportunities. The location, together with current trends for home working, internet shopping, video conferencing and multiple convenient IT platforms for social contact and professional services, including health services, make it unthinkable that anyone moving into the proposed dwellings would regard their situation as *“remote”*.

3.3.2 The NPPF para 105 recognises that opportunities for sustainable travel will be more limited in rural areas than in urban situations as well as acknowledging that facilities will be further afield.

3.3.3 Considering the range of sites which could fall under the designation of rural and the different types and extents of rural areas in England, the site is comparatively well located to facilitate travel to employment opportunities and other facilities.

3.3.4 In comparison to even 20 years ago, present day life is significantly more connected. From a social perspective the public now enjoy high levels of smart device use, internet connectivity, multiple video meeting platforms, online shopping, home delivery and a range of travel, banking, correspondence, and medical services which were previously only available face to face and often in larger centres.

3.3.5 On the basis of this review of social connectivity, future residents at the proposed dwellings will be socially connected through the combination of local facilities being accessible and the shift to more connected lifestyles through digital platforms.

3.4 Social Sustainability Summary

3.4.1 Clearly the proposed dwellings will not be isolated, and they will be well connected from a social and key facilities perspective. The proposed development will be sustainable in relation to the social strand of sustainability.

4.0 Environmental Sustainability

4.1 Introduction

4.1.1 This section will set out the traditional criteria of considering travel distances of different modes of transport. However, it should be recognised from the outset that:

1. National policy (NPPF Para 105) recognises that opportunities for sustainable travel in rural areas are more limited.
2. An increasing percentage of travel by private car (ULEVs) is recognised as constituting sustainable travel and is experiencing rapid growth.
3. The overall need to travel is reducing.

4.1.2 The sustainable travel aspects described in points 2 and 3 above are significantly improved over what they were when local policy was drafted. Moreover the trends described in Points 2 and 3 are increasing rapidly. These increasing trends are described more fully in section 4.3 and key statistics are presented in **Appendix B.**

4.1.3 For over 20 years it has been widely accepted that Travel Plans would promote sustainable development if they sought a 10% mode shift away from the private car. The trends in points 2 and 3 above together with the added impetus caused by the Covid-19 pandemic, towards online services and working from home have and will continue to achieve an even greater level of reduction to unsustainable car trips. Typically, the overall trip generation of a two dwelling proposal even without such trends would amount to just 5 outbound and 5 inbound car trips per day. The impact of those compared to the same residents living elsewhere and undertaking their daily journeys will be entirely immaterial.

4.2 Travel Distances and Accessibility

4.2.1 The typical traffic distances for different modes of travel are set out in **Appendix C.** A fuller description of how these have been calculated, facilities within those distances and information on alternative sustainable travel modes and facilities is set out in the following sections.

Travel Distances by Cycle

4.2.2 It is commonly accepted that cycling has the potential to be a substitute for short car trips, particularly those under 5km, and to form part of a longer journey by public transport. A 5km cycle catchment is shown on **Plan 3.**

4.2.3 The site is located approximately 3km from the nearest village listed by the Council in its Local Plan (Wiltshire Core Strategy), Chilton Foliat.

4.2.4 Chilton Foliat is located 3km to the southeast. This village includes a MOT Garage, a Church, a primary school, and a public house.

4.2.5 The village of Ramsbury is c.6km from the site and features a convenience store, a post office, a public house and a hairdressers. Although just beyond the typical 5km cycle catchment, a confident cyclist would not be put off from visiting these facilities by cycle due to the extra 1km travel distance.

4.2.6 Aerial Business Park is an employment destination where there is a cluster of employment uses just to the south of Membury Services which is an employment location itself. There is also an airfield, and these various destinations are accessible by a 3km cycle journey.

4.2.7 In conclusion, there are services, facilities and employment destinations accessible from the site by cycle.

Travel Distances by e-bike

4.2.8 Battery life is continually improving and at the time of compiling this report, the typical range of an e-bike currently varies between 75-100km. E-bikes are powerful enough to carry pannier bags with shopping in them without significantly affecting performance or balance.

4.2.9 The legislation governing e-bikes sets out that the motors shall not assist the cyclist if they are travelling at over 15.5mph. The average commuting journey time in the UK is 31 minutes and the average shopping journey time is 16 minutes. At 15.5mph those journey times equate to journey distances of 12.5km and 6.25km respectively. Each of those catchments is shown on **Plan 3,** although clearly, an e-bike rider could travel far greater distances.

4.2.10 Within the 6.25km catchment for shopping trips by e-bike, lie the facilities and services located within Chilton Foliat and Ramsbury. As previously mentioned, those include schools, business park uses, recreational facilities, a convenience store and a public house.

4.2.11 Within the 12.5km catchment for commuting trips the villages of Chilton Foliat and Ramsbury are supplemented by the town of Hungerford. Each of these towns/villages features employment destinations, in particular the town of Hungerford. Furthermore, the employment destination of Aerial Business Park is accessible by e-bike. At just 3km to the north of the site, an e-bike journey to Aerial Business Park industrial area would take c. 8 mins. It is perhaps worth noting that the adjacent and other equestrian businesses are employers.

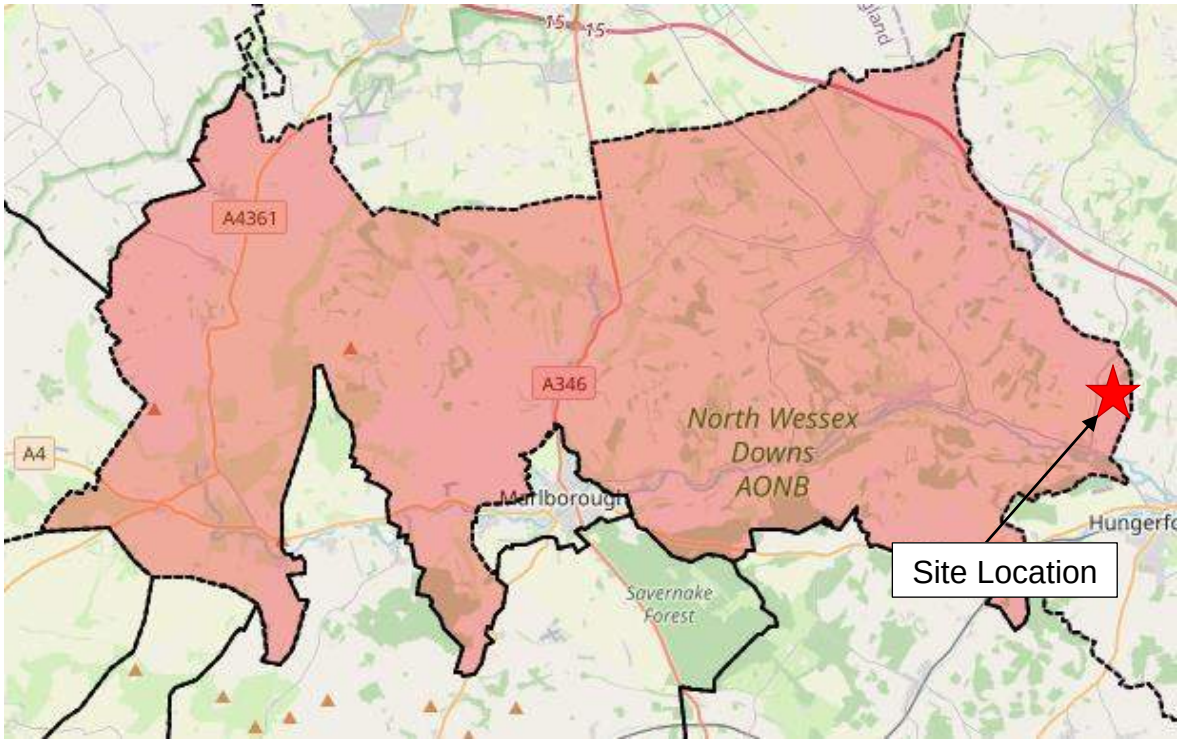
4.2.12 In conclusion, there are shopping facilities, services and employment destinations accessible from the site by e-bike. As with EVs the growth in the ownership and use of E-bikes has grown quickly in the past few years and is an increasing trend.

Travel Distances by Car

4.2.13 It should be recognised that Ultra Low Emission Vehicles including private cars are a sustainable form of travel as defined in the NPPF.

4.2.14 Data from the 2011 Census has been interrogated to establish Journey to Work trends for the Wiltshire 012 Middle Super Output Area (MSOA) in which the site is located. The extent of the MSOA is shown in **Figure 4.1**.

Figure 4.1: Wiltshire 012 MSOA



4.2.15 **Table 4.1** shows the percentage split of distance travelled to work and average distance travelled.

Table 4.1: 2011 Census Distance Travelled to Work – Wiltshire 012

Distance Travelled	Split
Less than 2km	9%
2km to less than 5km	9%
5km to less than 10km	15%
10km to less than 20km	27%
20km to less than 30km	13%
30km to less than 40km	7%
40km to less than 60km	7%
60km and over	12%
Average Distance	27.4km

4.2.16 Census dataset: 'QS702EW-Distance travelled to work' has been interrogated to obtain the average commuting distance for the current population residing within the Census Middle Super Output Area (MSOA) in which the site is located (Wiltshire 012). The Census reports that the average commuting distance is 27.4km. The nearest towns to the Site (i.e., where the highest concentrations of jobs are likely to

be) are Hungerford (7km), Marlborough (16km), Newbury (22km), and Swindon (25km). These towns all lie within the average existing commuting distance. Even greater employment opportunities are available just beyond that average travel distance.

4.2.17 A group of businesses are located approximately 7km southeast of the site, in Hungerford, at the junction of the B4192 / Stongrove Hill. Those include The Bear Public House, car dealerships, a Pharmacy, other units and a Post office.

4.2.18 Marlborough is located 16km southeast of the site. The market town includes a college, public houses, primary school, high school, a group of industrial units, a veterinary practice and an ambulance station.

4.2.19 The market town of Newbury located 22km from the site features a wide range of facilities and amenities including a train station, museum, outdoor shopping mall, racecourse, industrial units/park and public houses.

4.2.20 Swindon is 25km away by road. Swindon as a large town with a population of c.155,000 with a full range of facilities and amenities.

4.2.21 In addition to the identified accessible towns the employment area of Aerial Business Park which is situated just 3km to the north of the site.

4.2.22 The site is located within an average commuting distance of many centres of employment, shopping and leisure. It is also the case that for a significant and an increasing percentage of the workforce, home is the workplace.

4.2.23 The traffic volumes associated with the proposals are de-minimis. When planning decisions rail against the use of the private car, it should not be overlooked that private cars can be the most efficient mode of travel, particularly when linked trips or multi occupancy trips are being made, i.e. work linked to school drop off, shopping, leisure etc. In rural areas they are certainly far less impactful than a frequent empty bus service. Low emission and zero emission vehicles are sustainable forms of travel and are increasingly common.

4.3 Changes in travel behaviour

4.3.1 In recent years changes to travel behaviour have stemmed from changes in technologies and also as a consequence of the Covid-19 pandemic. **Appendix B** presents indicator data on such trends.

4.3.2 In terms of technology, the uptake of electric bikes (E-bikes), electric vehicles, hybrid vehicles and ultra-low emission vehicles has significantly increased. Journey planning using real time information has likewise increased and continues to evolve.

4.3.3 The impact of the Covid-19 pandemic has accelerated a change in working patterns (hybrid working), which has not only seen a shift to more people working from home, but also a spreading of the times at which journeys are made, as flexible working patterns now allow many workers to travel outside of the peak hours.

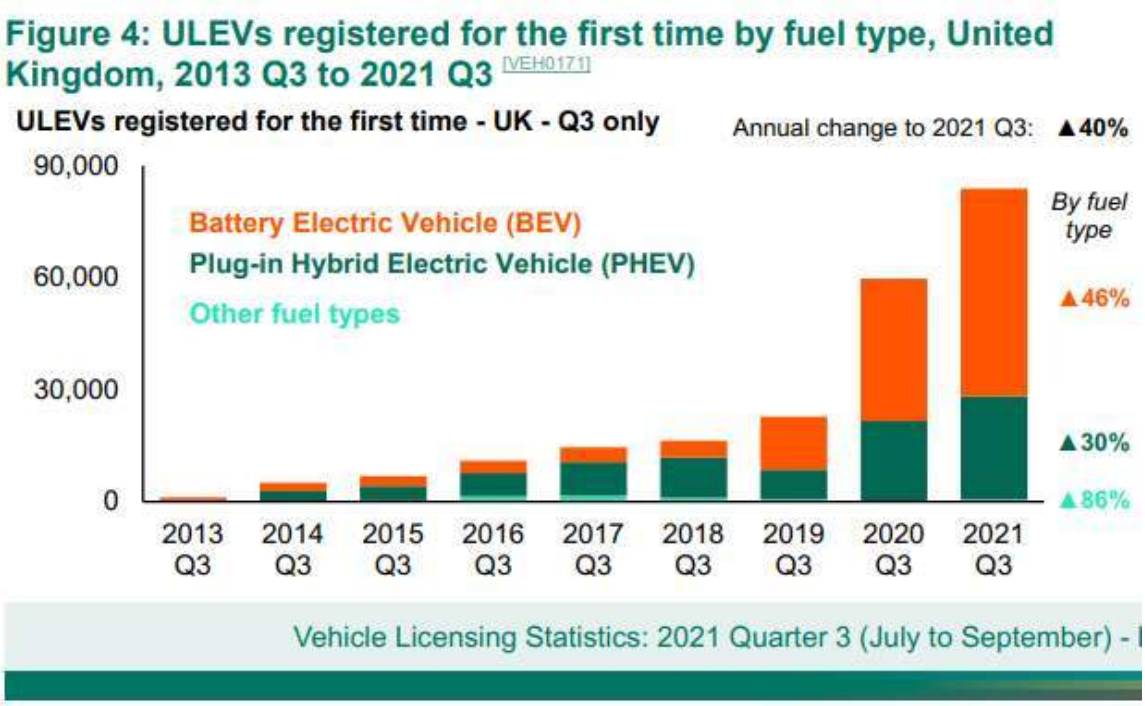
4.3.4 Trip making for work and shopping has decreased significantly since 2002, but trip making for leisure has increased. The proposed sites are surrounded by leisure walking and cycling opportunities. Overall trip making reduced by 9% between 2002 and 2017 as set out in the TRICS Guidance Note on Changes in Travel Behaviour August 2019, an excerpt of which is attached as **Appendix D.**

4.3.5 This section sets out findings in relation to each of the changes in travel behaviour.

Uptake of ultra-low emission vehicles

4.3.6 The Department for Transport Statistical Release: Vehicle Licensing Statistics: 2021 Quarter 3 (Jul to Sep), dated 13th January 2022 has been reviewed. That document states that in 2021 Q3, 84,000 ULEVs were registered for the first time in the United Kingdom, an increase of 268% on 2019 Q3. An extract from that report showing the increasing trend of Ultra low vehicle registrations is shown in **Figure 4.2.**

Figure 4.2: Extract from DfT Transport Stats Release 13.01.2022



4.3.7 The UK government aspiration is for the sale of new petrol and diesel cars to cease by 2035. With less availability of petrol and diesel cars will come a greater uptake of low and zero emission vehicles, ensuring that the private car will have less of an environmental impact in the future.

e-bikes

4.3.8 Typically e-bikes with 400-500W batteries can ride up to 75-100km per battery charge.

4.3.9 The advantages of e-bikes are:

- People can cycle further
- People can cycle up hills easily
- People can cycle more efficiently (arriving at destination having used less energy and therefore less likely to be uncomfortable)
- People can cycle quicker
- Cycle becomes accessible to a significantly wider audience
- Carrying shopping is easier because of the power assistance available

Real time information in Satellite Navigation Systems

4.3.10 Real time information built into satellite navigation systems such as Waze provides drivers with details of when the best time to travel to avoid congestion is. The benefit of this is that peak spreading will be encouraged. Increases in peak spreading will lead to fewer, shorter and shorter duration queues which will have environmental benefits.

Shift to hybrid working

4.3.11 Hybrid working enables employees to have more flexibility in relation to how often they travel to and from their workplaces, ultimately reducing travel.

4.3.12 Hybrid working was already a growing phenomenon prior to 2020 but then the Covid-19 pandemic accelerated a significant shift to hybrid working and working from home. The UK Government guidelines, that employees should work from home where possible will have long term travel reducing implications. Many companies have implemented long term and permanent hybrid working policies and all of this together will delivery environmental benefits.

Flexible working hours

4.3.13 Flexible working hours are also becoming more common and enable commuters to vary the time of their journey to avoid peak times and thus reduce congestion. They therefore achieve environmental benefits.

4.4 Summary

4.4.1 In environmental sustainability terms, future residents at the proposed dwellings will have:

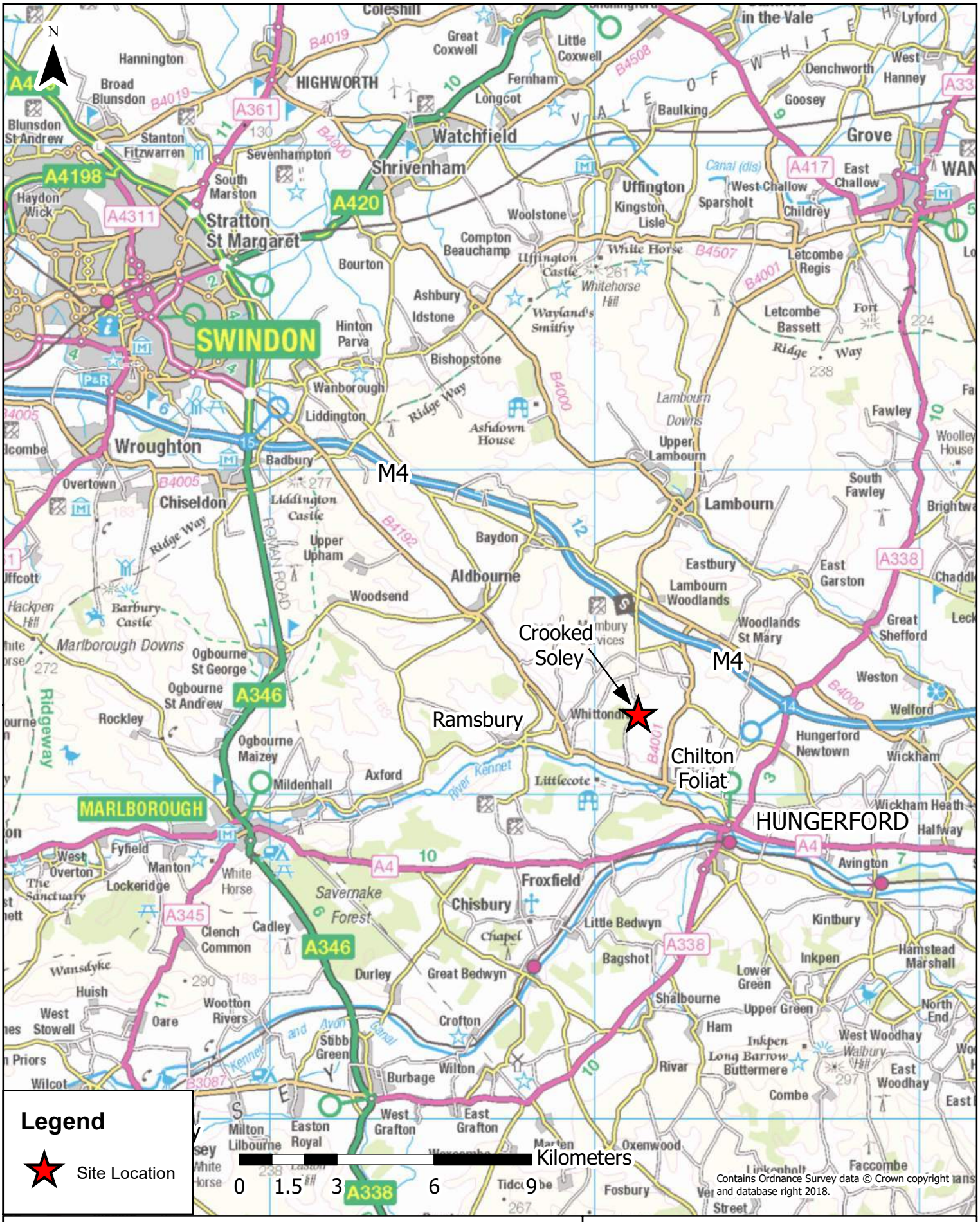
- A wide choice of sustainable travel modes including low emission vehicles.
- A high level of digital and physical access to facilities for work, leisure, commerce and social connectivity.
- Direct access to leisure walking and leisure cycling opportunities.
- Overall, a lesser need to travel than would have been envisaged at the time local policy was drafted (years before the plan was eventually adopted)

- National policy recognises that development in rural areas will bring some positive benefits and that opportunities for comprehensive sustainable travel will be more limited in rural areas (e.g. mass public transport modes).

5.0 Conclusions

5.1.1 It has been demonstrated that there are a range of key facilities and services accessible from the site via sustainable travel modes of cycling, e-biking and ultra-low emission/zero emission vehicles. The Council and Planning Inspector have acknowledged that dwellings in this location are not isolated in national planning policy terms Increasing improvements in digital accessibility for shopping, work, social interaction and key services will ensure that residents are not remote from such facilities and will reduce travel and the need the need to travel. The development therefore complies in respect of the social and environmental strands of sustainable development. In terms of the economic strand it is a fact that additional dwellings provide economic benefits to communities – both directly and indirectly.

Plans



Proposed Residential Development, Crooked Soley
Wiltshire

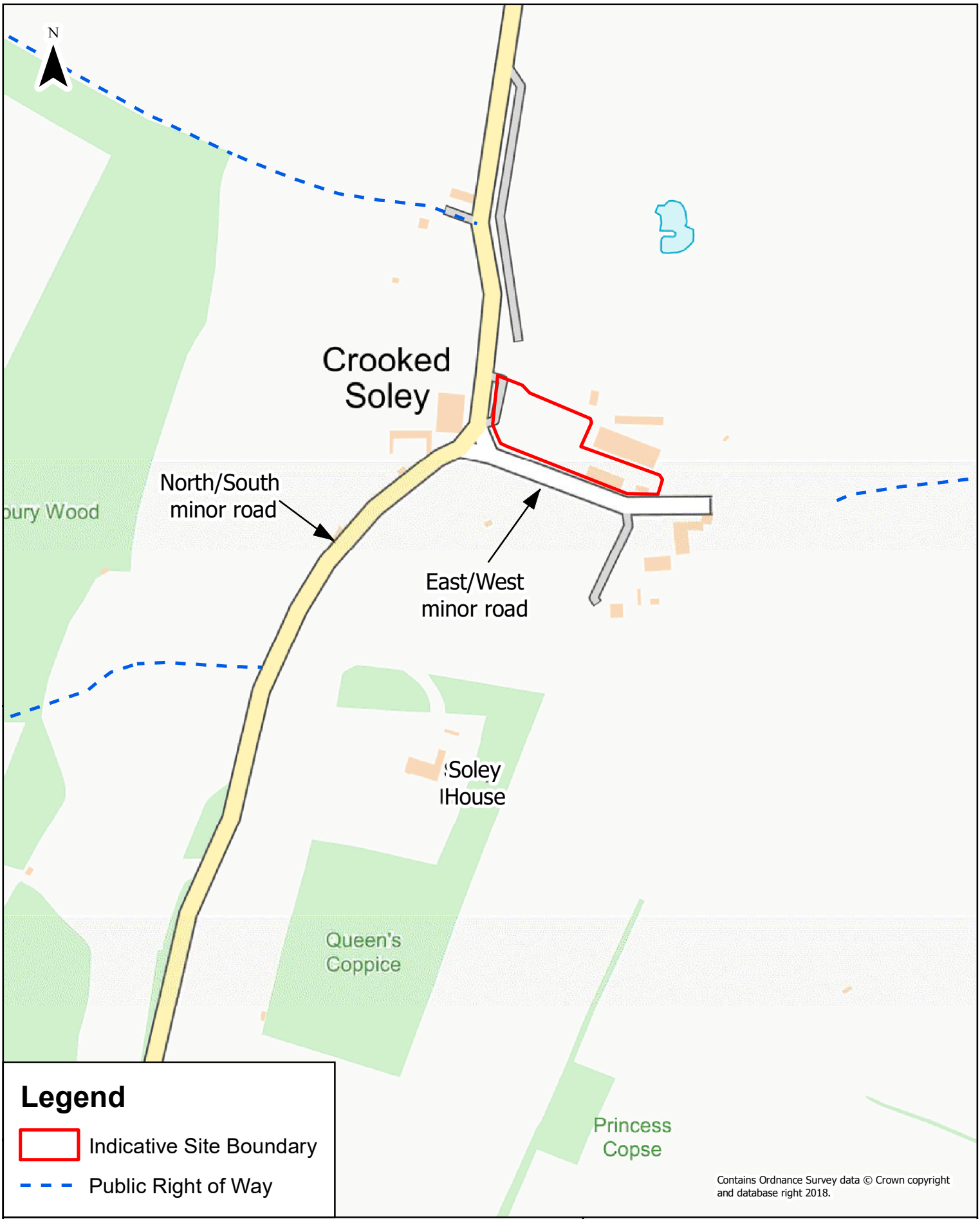
Plan 1: Site Location

Scale @ A4 1:150,000 | Project No: A113030

QUAY WEST AT MEDIACITY UK
TRAFFORD WHARF ROAD
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M17 1HH

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Proposed Residential Development, Crooked Soley, Wiltshire

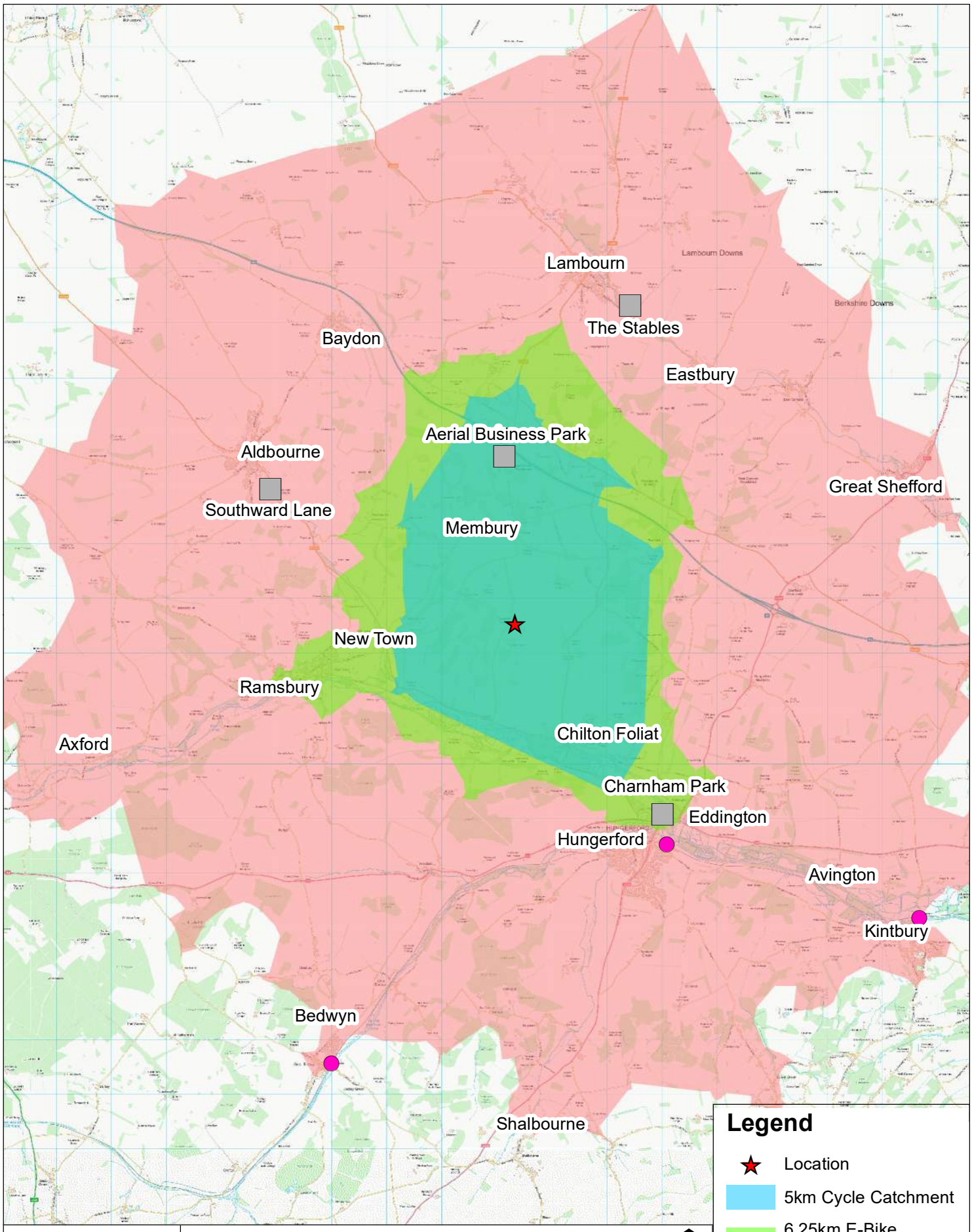
Plan 2: Local Highway Network

Scale @ A4 1:5,000	Project No: A113030

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Legend

- Location
- 5km Cycle Catchment
- 6.25km E-Bike Shopping Journey
- 12.5km E-Bike Commuting Journey
- Train Stations
- Employment

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Plan 3: Cycle and E-Bike Catchments
Proposal: Proposed Residential Units Crooked Soley
Location: Wiltshire
TT Job No.: 784-B026427

0 1,100 2,200 3,300 Meters

Scale: 1:90,000 @A4

19 April 2022

NGR: 430,816 E / 172,701 N

Appendices

Appendix A – Tech Note 1: NPPF Decisions

Technical Note 1 – NPPF Appeal Decisions

Project Name:	Proposed Residential Units, Crooked Solay, Wiltshire	Office:	Manchester
Project No.:	784-B026427	Prepared by:	Peter Blair
Date:	April 2022	Status:	For Information

1.0 Introduction

1.1 There are several Inquiry decisions which assist in understanding how the Secretary of State (SoS) and Inspectors have viewed 'isolated' development in light of the NPPF. Two decisions have specifically been referred to and the SoS decisions and Inspectors reports are contained in **Attachment 1**.

- Chilla, Beaworthy (APP/W1145/W/17/3168734)
- Trevenna Cross, Newquay (APP/D0840/W/19/3237217)

1.2 For Comparative purposes, **Attachment 2** shows illustrations of 10km Catchments for the proposed sites and each of the above listed appeal sites.

2.0 Review of SoS Decisions and Inspectors Reports

2.1 In the Chilla appeal, for a single storey dwelling, the Inspector noted that the site was *'within a group of buildings'* and that *'The site and these neighbouring dwellings are around 2km …from the nearest settlement...That settlement includes a good range services.'*. This is comparable to the current site. Taking into account the Chilla site's location and the guidance set out in the NPPF, the Inspector concludes *'Although residents of a dwelling on the appeal site would rely upon vehicle use, a single dwelling is unlikely to create a significant number of traffic movements and many of the day to day facilities will be a short drive away. Taking this paragraph together with*

paragraph 55 of the Framework, I do not consider that the site is isolated from other dwellings or that this location would be significantly isolated from day to day services given the rural nature of the community.'.

2.2 In the second cited appeal at Trevenna Cross, the proposals were for the construction of two dwellings. The site is locationally similar to the Boomerang Stable site and adjacent to existing housing. The Inspector stated at paragraph 16 of the report '*given that the site would be located adjacent to existing housing, it follows that the land could not be regarded as being in the countryside for planning purposes, nor would development at this site constitute isolated homes in the countryside.'*. The Inspector acknowledged that local services and access to public transport are limited, in addition to there being no footways connecting to the nearest settlement. However, the Inspector states *'…that is often the case in rural areas and, in this respect, I conclude that the services and facilities within St Mawgan would be within reasonable walking or cycling distance from the site and that whilst the bus service may be somewhat limited, the site would nonetheless provide some opportunities for transport other than by private motor vehicle.'*.

3.0 Conclusions

3.1 The appeals described are locationally similar to the current site and confirm the suitability of their sustainability and locational acceptability. A trend through the appeals is that the NPPF acknowledges the acceptability of rural development, recognising limited opportunities for sustainable development. Opportunities for sustainable travel are acknowledged to be more limited in rural areas than urban ones in line with the NPPF as well as facilities being further afield.

3.2 It should also be noted that all those appeals were determined before the Covid Pandemic and lockdown restrictions, which have accelerated the existing trends towards online shopping, working from home, accessing key news, health and social facilities online. When judged against the precedent Inquiry Decisions, residents of

the proposed development will clearly not be isolated or away from key facilities and due to improved and improving connectivity, will be even less so in future.

Attachments

Attachment 1 – Excerpts from Appeal Decisions

The Planning Inspectorate

Appeal Decision

Site visit made on 10 May 2017

by Andy Harwood CMS MSc MRTPI

an Inspector appointed by the Secretary of State for Communities and Local Government

Decision date: 21 June 2017

Appeal Ref: APP/W1145/W/17/3168734
Chestnut, Road from Graddon Cross to Chilla Methodist Church, Chilla, EX21 5XE

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant outline planning permission.
- The appeal is made by Mr and Mrs Tony and Christine Madge against the decision of Torridge District Council.
- The application Ref 1/1110/2016/OUT, dated 4 November 2016, was refused by notice dated 10 January 2017.
- The development proposed is a single storey dwelling.

Decision

1. The appeal is allowed and planning permission is granted for a single storey dwelling at Chestnut, Road from Graddon Cross to Chilla Methodist Church, Chilla, EX21 5XE in accordance with the terms of the application, Ref 1/1110/2016/OUT, dated 4 November 2016, subject to the conditions set out in the attached schedule.

Preliminary Matters

2. The proposal is made in outline form with all matters reserved for future consideration. The submitted plans show a possible position for the proposed dwelling and that the existing driveway will be utilised although these are illustrative of one particular way of developing the site. I will however consider the proposal on the basis that a single storey dwelling is proposed as that is explicitly set out within the description of development.

3. Following my site visit, the *Supreme Court Judgment of Suffolk Coastal District Council V Hopkins Homes Ltd and SSCLG, Richborough Estates Partnership LLP and SSCLG v Cheshire East Borough Council* was issued. The Council and the appellant have been given an opportunity to comment upon any implications for the present appeal.

Main Issues

4. The first is the suitability of the site for residential development with particular regard to the accessibility of the location. The second is the effect of the proposal upon the character and appearance of the area. The third is, taking account of local housing needs, whether any adverse impacts would significantly and demonstrably outweigh any benefits (the planning balance).

Reasons

Accessibility

5. There is no disagreement between the main parties that the appeal site is outside of a recognised settlement as defined within the Torridge Local Plan[1] (LP). LP Policy DVT2C refers to the countryside as being away from villages and sets out the types of development allowed there. The appeal site is within a group of buildings. It has The Chestnuts on one side and a field on the other. The opposite side of the road includes a line of bungalows.

6. The site and these neighbouring dwellings are around 2km according to the Council and 1.2 miles according to the appellant, from the nearest settlement, Halwill Junction. That settlement includes a good range services. Closer than that to the site is a Methodist Chapel, as recognised in the address of the site and that is the only facility that I could see that is within a reasonable walking distance from the site.

7. There may be times when it is a pleasant walk to the chapel and possibly even further into Halwill Junction. I have no information about the regularity of any bus or coach services. However given the nature of the roads which are rural, without street-lighting or any significant stretches of footpaths, during the hours of darkness and within poor weather conditions, prospective residents would rely upon the use of private vehicles to reach most everyday services and facilities such as schools, pubs, shops or places of employment.

8. I have been referred to 2 other appeals by the appellant. One of those relates to a site in Essex (Appeal 1: APP/X1545/W/15/3038219) which although not close to the appeal site, is in a rural location. The other relates to a site within Torridge District at Woodacott Cross (Appeal 2: APP/W1145/W/16/3147166) which is also in the countryside for the purposes of the LP and where the proposal was contrary to LP Policy DVT2C.

9. In appeal 1, the Inspector states that a realistic approach is necessary where sites are in rural areas where residents are generally more likely to be reliant upon private transport to travel to work, shops or services. I agree with this as a matter of principle as it echoes what is said within paragraph 29 of the National Planning Policy Framework (the Framework). This states 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. I have little additional information about that appeal but take it into account as far as it sets out this principle.

10. In relation to Appeal 2, again, I do not have much information about that proposal but it includes the consideration of a site in a rural hamlet within the same district. The Inspector in that case considered that the site was within a 10 minute or so drive away from a substantial range of facilities. I agree with the Inspector and his consideration of paragraph 34 of the Framework in particular. This states that decisions should ensure developments that generate significant movement should be located where the need to travel will be minimised and the use of sustainable transport modes can be maximised. The same paragraph also says that this needs to take account of other policies in the Framework particularly in rural areas.

[1] Torridge District Local Plan, adopted September 2004

11. Although residents of a dwelling on the appeal site would rely upon vehicle use, a single dwelling is unlikely to create a significant number of traffic movements and many of the day to day facilities will be a short drive away. Taking this paragraph together with paragraph 55 of the Framework, I do not consider that the site is isolated from other dwellings or that this location would be significantly isolated from day to day services given the rural nature of the community.

12. In relation to the first main issue, this is an accessible location by rural standards. Notwithstanding that conclusion, the proposal is within the countryside and is not a type of development complying with those that LP Policy DVT2C accepts. This policy also requires an assessment of the effect upon character and appearance to which I will now turn.

Character and appearance

13. The appeal site is part of the garden to the south-western side of The Chestnut. At the moment, the site is set behind a robust roadside hedge that leads along the frontage of the site. The surface of the site is laid to grass which is gently sloping, manicured and subtly landscaped. The site is close to the crest of the hillside which falls away to the south-east which therefore allows for panoramic views from the site towards the rural area beyond.

14. An opening close to the existing dwelling provides the access to the site although this is a detailed matter not being considered at this stage. The robust roadside hedge could however be largely retained whilst allowing for access. The site does currently form part of a substantial gap without buildings to the south-west of the side of The Chestnut and the nearest agricultural building on that side of the road. The roof of a dwelling even if limited to single storey would be noticeable over hedge and would therefore lead to an urbanising impact which would make a limited incursion into the rural surroundings of this small hamlet. Furthermore, the hedge downhill on the south-eastern boundary of the site would not screen views of the building from the open rural area beyond. I have not been advised to view from any particular points to the south east of the site. Whilst the development is likely to be noticeable from that direction it would be largely at a substantial distance and the impact upon the setting of the hamlet would be a minor one. This would be a greater impact than the development previously approved within the garden of the dwelling.

15. The effects would also depend upon the scale of the development proposed which is not a matter before me. However, in relation to this main issue, even a modest single storey dwelling would make a noticeable but minor harmful impact upon the character and appearance of the area which would not comply with LP Policy DVT2C.

Planning balance

16. The Council acknowledges that they cannot demonstrate a 5 year supply of deliverable housing sites. Paragraph 49 of the Framework states that policies for the supply of housing should not be considered up-to-date in these circumstances. I will apply the planning balance required by paragraph 14 of the Framework. That requires the balance to be tilted in favour of the granting of planning permission except where any adverse impacts of doing so would

significantly and demonstrably outweigh the benefits when assessed against the policies of the Framework taken as a whole.

17. The proposal would provide an additional dwelling which would be an advantage in terms of the social dimension of sustainability set out in the Framework given the housing supply position in the Council area. Furthermore although Chilla is small, it nevertheless is a community in itself as well as being a part of a wider community within the rural area. I am not provided with information to indicate a particular magnitude of the housing shortfall. I can therefore only give a moderate degree of weight to the social benefits.

18. The proposal would also provide some short term economic benefits from the construction process and also due to the added value to the appellants of the site. The services and facilities within the surrounding area would also enjoy additional patronage, helping to sustain them. The proposal would therefore provide benefits in these respects and I will give this limited additional weight.

19. Other matters to consider include the effect upon living conditions particularly those properties opposite the site. However, the site is a substantial distance away from Allserene and Pinecrest. A single storey dwelling in the proposed location would make little difference to the general outlook from the fronts of those properties. There are no local policies drawn to my attention that seek to resist the development due to its location within a residential garden. Whether or not this is previously development land is not of much significance in this case.

20. There would be some reliance upon the use of private vehicles but the site is not isolated in the terms set out within the Framework overall and the proposal would not be harmful in these respects to the environment. These and the other matters I have set out in the paragraph above are therefore neutral, not weighing in favour or against the proposal.

21. The proposal would not comply with LP Policy DVT2C due to the limited harm to the character and appearance of the area and also because the proposal does not fall into its allowable criteria. However, due to the housing supply position, I only give that policy limited weight. Set against the limited harm, the proposal would result in social benefits of moderate weight as well as economic benefits of limited additional weight. The adverse impacts are not sufficient to significantly and demonstrably outweigh the benefits of the proposal when assessed against the policies of the Framework taken as a whole.

Conditions

22. I have attached conditions limiting the life of the planning permission and setting out requirements for the reserved matters in accordance with the requirements of the act.

23. The Council has suggested a condition removing permitted development rights for alterations and additions to the dwelling and development within its garden. The Planning Practice Guidance makes it clear that such restrictions should only be used in exceptional circumstances. It has not been demonstrated that there are exceptional circumstances in this case and I have not imposed such a condition.

24. Landscaping details will be required as a part of the reserved matters and so will need to be submitted anyway at that stage. I have included a condition

requiring the implementation of the landscaping in accordance with an implementation programme. I have included a condition requiring the submission of drainage details which combines the effect of 2 of the suggested conditions. Furthermore, I have also included a condition relating to finished levels.

Conclusion

25. For the reasons given above and having regard to all other matters raised, I conclude that the appeal should be allowed.

A Harwood

INSPECTOR

Schedule of Conditions

1) Details of the layout, scale, appearance, access and landscaping (hereinafter called "the reserved matters") shall be submitted to and approved in writing by the local planning authority before any development takes place and the development shall be carried out as approved.

2) Application for approval of the reserved matters shall be made to the local planning authority not later than 3 years from the date of this permission.

3) The development hereby permitted shall take place not later than 2 years from the date of approval of the last of the reserved matters to be approved.

4) The development hereby permitted shall be carried out in accordance with the following approved plans: ASP001, ASP002 and ASP003; as well as those approved in relation to the reserved matters.

5) The landscaping works shall be carried out in accordance with the approved details in accordance with an implementation programme that shall have been submitted to and approved in writing by the Local Planning Authority prior to the commencement of development.

6) The dwelling hereby permitted shall not be occupied until surface water drainage works shall have been implemented in accordance with details that shall first have been submitted to and approved in writing by the local planning authority.

7) No development shall take place until full details of the finished levels, above ordnance datum, of the ground floor of the proposed dwelling, in relation to existing ground levels have been submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved levels.

The Planning Inspectorate

Appeal Decision

Site visit made on 27 November 2019

by A Spencer-Peet BSc(Hons) PGDip.LP Solicitor (Non Practising)

an Inspector appointed by the Secretary of State

Decision date: 06 January 2020

Appeal Ref: APP/D0840/W/19/3237217
The Lodge, Road from Five Lanes to Trevenna Cross, Trevenna Cross, St Mawgan TR8 4HA

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a failure to give notice within the prescribed period of a decision on an application for outline planning permission.
- The appeal is made by Ms Sarah Howie against Cornwall Council.
- The application Ref PA19/02509, is dated 20 March 2019.
- The development proposed is described as an application for outline planning permission with all matters reserved for the construction of two dwellings.

Decision

1. The appeal is allowed and planning permission is granted for outline planning permission with all matters reserved for the construction of two dwellings at the Lodge, Road from Five Lanes to Trevenna Cross, Trevenna Cross, St Mawgan TR8 4HA, in accordance with the terms of the application Ref: PA19/02509 dated 20 March 2019, subject to the conditions in the attached schedule.

Application for costs

2. An application for costs was made by Ms Sarah Howie against Cornwall Council. This application is the subject of a separate Decision.

Procedural Matters

3. Outline planning permission is sought with all matters reserved. The details submitted with the application include reference to layout. Whilst not formally part of the scheme and provided for illustrative purposes, I have nevertheless treated these details as a useful guide as to how the site might be developed. I have determined the appeal on this basis.

4. The revised National Planning Policy Framework (the Framework) was published in February 2019 and, as such, references to the Framework in this decision therefore reflect the revised Framework as published in February 2019.

Main Issue

5. The Appellant has submitted this appeal on the basis of non-determination of the planning application. Following the submission of the appeal against non-determination, the Council has identified the reasons the local planning

authority would have given to refuse planning permission. The Appellant has seen these details and has had the opportunity to respond.

6. In light of the submissions before me, the main issue is whether or not the proposed development would be in a suitable location for new dwellings, having regard to the character and appearance of the surrounding area.

Reasons

Policy Context

7. The development plan comprises of the Cornwall Local Plan Strategic Policies 2010-2030[1] (the Local Plan) and Saved Policy 14 of the Restormel Local Plan (the Restormel Local Plan). Whilst I am informed that St Mawgan in Pydar is a designated area for a Neighbourhood Plan, such a plan is at a very stage and consequently I have attached very limited weight to this consideration in the determination of this appeal.

8. Policy 3 of the Local Plan seeks to control the distribution of new dwellings across Cornwall and provides that housing within named larger settlements will be allocated according to the Site Allocations Development Plan Document and Neighbourhood Plans. Policy 7 of the Local Plan supports development proposals within the open countryside where it shown that special circumstances apply. The supporting text to this policy defines open countryside as being the area outside of the physical boundaries of an existing settlement where it has a clear form and shape.

9. My attention is also drawn to the Chief Planning Officer's Advice Note – Infill/Rounding Off (December 2017) (The CPOAN) which, whilst being informal guidance, provides clarity on the approach to be adopted in relation to infill and rounding off of settlements, and as such I have had regard to this advice.

Location of Development

10. The appeal site comprises land located at Trevenna Cross. The site comprises part of a grassed garden area associated with the Lodge and an area of land which is currently used as part of a larger equestrian sand school. The site is bounded to the north by a highway and is bordered to the east and west by residential development. The area of land to the south of the appeal site comprises the remaining part of the sand school and part of the grassed area of garden associated with the Lodge which is bounded on its southern side by a highway.

11. There is dispute between the main parties as to whether Trevenna Cross would constitute a settlement in planning policy terms. In this regard, the main parties have referred me to the CPOAN which provides some guidance on what would constitute a settlement, as well as providing further guidance in relation to matters of rounding off, infill, previously developed land and affordable housing exception sites. Whilst being informal guidance, the CPOAN provides clarity on the approach to be adopted in relation to such matters, and as such I have had regard to this advice.

12. The CPOAN provides that a settlement is a place where people collectively live in permanent buildings and that local residents are well placed to assist in

[1] Adopted November 2016

determining whether a particular group of buildings is considered to be a settlement. The advice note goes on to confirm that smaller villages and hamlets should have a form and shape with clearly definable boundaries, with further confirmation that there are no expectations of services and facilities.

13. Whilst I acknowledge that Trevenna Cross does not contain any services or facilities and comprises only a few number of separate buildings and dwellings when compared to other nearby larger settlements, it is apparent that a small community does reside within permanent buildings at Trevenna Cross. Whilst I acknowledge the findings of the Inspector in relation to a site located near to Summercourt[2], in this instance I find that Trevenna Cross is not a straggle of low density buildings, but rather comprises a group of buildings with a clearly definable form and shape.

14. In my view, the settlement comprises the group of buildings centred on the Round House and which extends on both sides of the highway which runs adjacent to the northern boundary of the site. The settlement extends outwards from Trevenna Cross in a north east direction, with further substantial dwellings set within generous grounds occupying land on one side of the highway. Furthermore, correspondence from local interested parties in relation to the planning application, describe Trevenna Cross as a 'hamlet' and, consequently, I conclude that the appeal site is located within a settlement.

15. Whilst I acknowledge that the appeal site comprises a gap in built form adjacent to the highway which passes through Trevenna Cross, the appeal site is nonetheless physically and visually attached to the settlement. In my view, the site has a relationship and greater affinity to the built form of Trevenna Cross than with the more open areas of countryside which are located to the west, south and southeast of the Lodge.

16. Consequently, due to the semirural character and appearance of this location and given that the site would be located adjacent to existing housing, it follows that the land could not be regarded as being in the countryside for planning purposes, nor would development at this site constitute isolated homes in the countryside. Accordingly, assessment of the proposal against Policy 7 of the Local Plan or paragraph 79 of the Framework, should not apply in this instance.

17. It has been put to me by the Appellant that the appeal proposal would amount to infill as described within Policy 3 of the Local Plan, and in terms of the CPOAN. In this regard, Policy 3 of the Local Plan provides that infill development would fill a small gap in an otherwise continuous built frontage and does not physically extend the settlement into the open countryside. The policy continues confirming that proposals should consider the significance or importance that large gaps can make to the setting of settlements and ensure that this would not be diminished. The CPOAN broadly reflects this guidance, adding that when assessing proposals for infill, smaller villages and hamlets should be part of a network of settlements and/or be in reasonable proximity to a larger village or town with more significant facilities such as a primary school.

18. Immediately to the west of the site, there is a development site which has recently been granted planning permission[3] for conversion of a workshop to a dwelling as well as the adjacent dwelling at the Lodge. To the east of the site is

[2] Appeal Reference: APP/D0840/W/18/3193384
[3] Planning Application Reference: PA18/10361

situated the dwelling known as Little Trevenna. Considering the position of the site between existing housing, it can reasonably be taken to constitute a gap within a continuously built up frontage. Furthermore, the site is located in reasonable proximity to the larger settlement of St Mawgan, which the evidence before me indicates contains a primary school.

19. The proposal would not extend the settlement into the countryside and, in light of the supporting text at paragraph 1.66 of Policy 3 of the Local Plan with regards to infill, the gap between existing development would not be larger than one or two dwellings between buildings or groups of buildings. In my view, the site makes no significant contribution to the setting of the settlement and, for the above reasons, the proposal would comply with the provisions of both the terms of Policy 3 of the Local Plan and would accord with the guidance as set out in the CPOAN, with regards to infill. Consideration of whether all of the site would constitute previously developed land would be unnecessary as the proposal would accord with the terms of this policy with regards to infill.

20. The appeal site forms part of the Landscape Character Area LCA14, Newlyn Downs. The Cornwall & Isles of Scilly Landscape Character Study (2008) says that the distinctive features of this area include its wide rolling pastural/arable land, extensive hedging, quiet rural character and largely uncluttered landscape. The appeal site is also situated within the Watergate and Lanherne Area of Great Landscape Value (the AGLV).

21. It has been put to me by the Council that the proposal would be harmful to the intrinsic beauty of the surrounding countryside by reason of the loss of undeveloped land and the introduction of two dwellings at the site with all the associated domestic paraphernalia that would accompany residential occupation of the proposed dwellings.

22. Whilst I acknowledge that the appeal site is located towards the top of a small ridge and is situated just above the level of the highway which runs adjacent to the northern boundary of the site, the proposal would be well screened by vegetation including the substantial row of trees that are to be retained on its northern boundary.

23. Furthermore, the proposal would introduce two storey detached dwellings, set within generous grounds, and which would be arranged in a linear pattern adjacent to the highway. The proposal would therefore reflect the pattern of development located at Trevenna Cross and, in respect of views of the proposal and the appeal site from both close to the site and from more distant locations within the wider surrounding area, the development would be seen in the context of, and having a physical and visual relationship with, existing residential development within Trevenna Cross.

24. In my view, and for the above reasons, I conclude that the proposal, subject to the reserved matters concerning design and external appearance, would not be harmful to the character and appearance of the surrounding area, nor would be harmful to the AGLV or its setting.

25. I therefore find that the appeal scheme would comply with Policies 2 and 23 of the Local Plan and would accord with the provisions of saved Policy 14 of the Restormel Local Plan and paragraph 170 of the Framework. Together these policies seek to ensure that development respects and enhances the quality of place and respects the landscape character of Cornwall's natural environment.

Other Matters

26. It has been put to me that the appeal site is not well located with regards to access to services and facilities as may be required on a day to day basis. In this respect, I acknowledge that there are no services or facilities within Trevenna Cross and because of the somewhat limited access to public transport and the absence of footways and street lighting along highway connecting Trevenna Cross to St Mawgan, I agree with the Council that a portion of trips generated by the development would therefore be likely to be by motor vehicle.

27. However, that is often the case in rural areas and, in this respect, I conclude that the services and facilities within St Mawgan would be within reasonable walking or cycling distance from the site and that whilst the bus service may be somewhat limited, the site would nonetheless provide some opportunities for transport other than by private motor vehicle. Paragraph 102 of the Framework refers to the fact that sustainable transport solutions will vary between urban and rural areas and, in this regard, I conclude that the proposal would accord with Policy 27 of the Local Plan, which concerns matters of transport and accessibility, and would accord with paragraphs 102 and 108 of the Framework.

28. The Framework provides that the concept of sustainable development comprises three dimensions – being the economic, social and environmental elements of the proposal. In this respect, the proposal would provide social benefits in terms of a contribution of two dwellings towards housing supply. The proposal would provide economic benefits in terms of employment opportunities during the construction phase and I recognise that the appeal scheme may support the services and facilities found within nearby larger settlements in accordance with paragraph 78 of the Framework.

29. For the reasons given above, there would be no harm to the character and appearance of the surrounding area, the proposal would be located within the settlement and would not encroach into the countryside. Furthermore, the appeal site would have access to some public transport options and would not be located far from access to basic services and facilities. Once these matters are considered together, the proposed scheme could be considered to be sustainable development in the terms of the Framework and in terms of Policy 1 of the Local Plan for which there is a presumption in favour of.

30. It has been further put to me that the proposal would have an impact on the local drainage system, bats and would not provide a safe form of access. However, the application is in outline and therefore there will be an opportunity to satisfactorily address access provision at the reserved matters stage. Furthermore, I have not been provided with any substantive evidence which demonstrates that the proposal would affect the drainage system or would have a harmful impact on ecology with particular reference to bats or their habitat.

31. In support of the submissions made, interested parties have also referred me to other appeal decisions concerning development which, it is maintained, provide comparisons to the appeal scheme. However, I do not have full details of the circumstances that led to those matters being approved or dismissed and so I cannot be sure that they represent a direct parallel to the appeal proposal. In any case, I have determined this appeal on its own merits.

32. It is noted above in relation to the location of development, that there are differences in the character and location of the development at Summercourt, and I further note that with reference to the appeal decision at the former Chough Construction Builders Yard, that that decision was decided some years before the current version of the CPOAN was issued. The decision above with regards to whether Trevenna Cross would constitute a settlement and whether the proposal would amount to infill, has been made in accordance with the definitions and guidance contained within the recently issued CPOAN.

33. I also note the comments made regarding potential precedent. However, any future proposals would have to be considered and determined on their individual merits. In any event, as I have not found any reasons to withhold planning permission it could not set an unacceptable precedent in planning terms.

Conditions

34. I have considered the planning conditions suggested by the Council in light of paragraph 55 of the Framework and the advice in the Planning Policy Guidance.

35. Other than the standard outline conditions dealing with reserved matters and time limits, in the interests of protecting the character and appearance of the surrounding area, I find it reasonable to include a condition with regards to the protection of existing trees and hedgerows.

36. Where necessary, and in the interests of clarity and precision, I have altered the conditions to better reflect the relevant guidance. The Appellant has been provided with the opportunity to comment on the wording of the Council's suggested pre-commencement conditions and these have been agreed by the Appellant.

Conclusions

37. For the reasons given above, the appeal succeeds and planning permission is granted subject to the conditions identified.

A Spencer-Peet

INSPECTOR

Schedule of Conditions

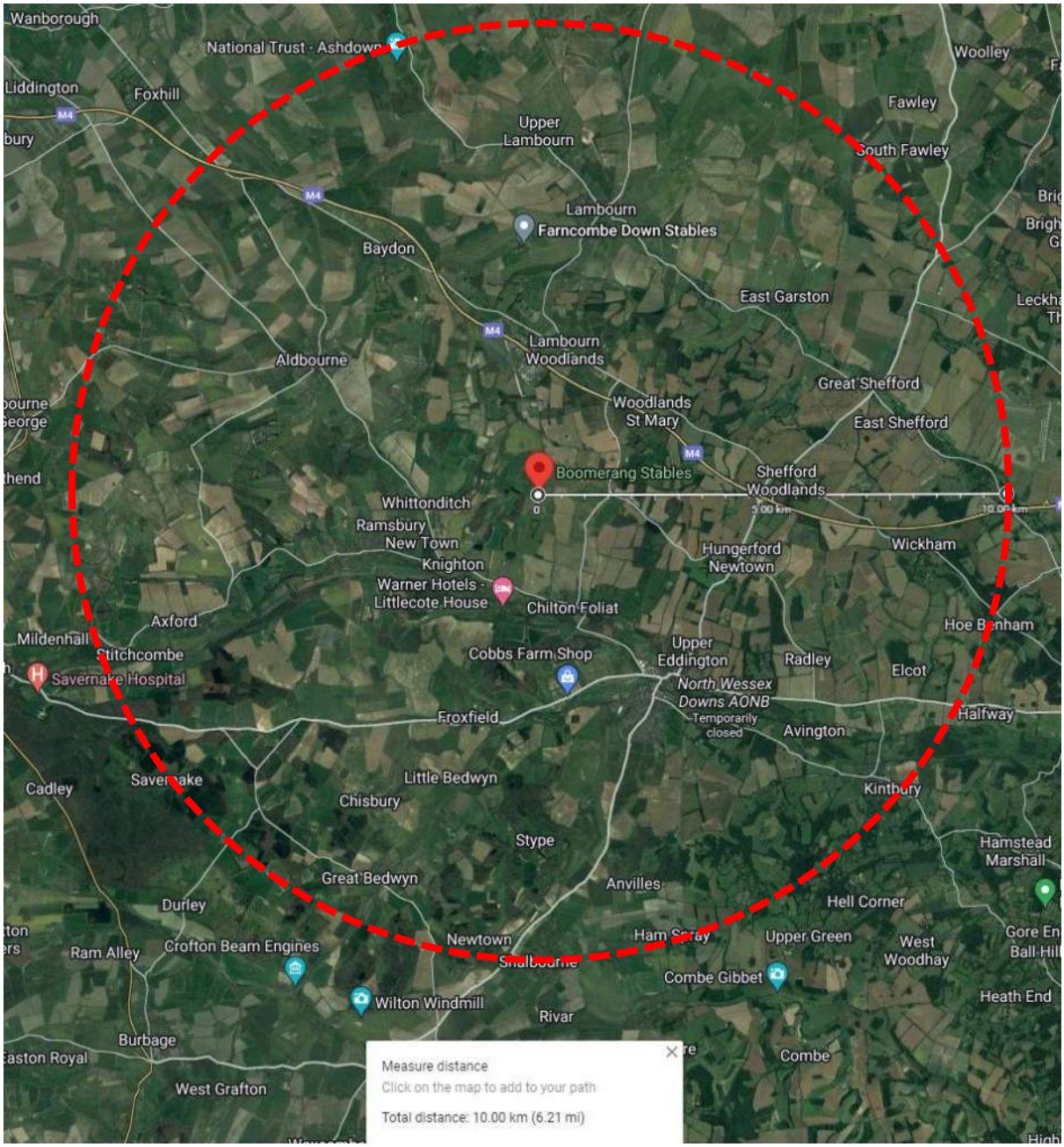
1) Details of the appearance, means of access, landscaping, layout and scale, (hereinafter called the reserved matters) shall be submitted to and approved in writing by the Local Planning Authority before any development begins and the development shall be carried out as approved.

2) An application for approval of reserved matters must be made no later than the expiration of 3 years from the date of this decision and the development hereby approved shall commence no later than 2 years from the final approval of the reserved matters or, in the case of approval on different dates, the final approval of the last such matter to be approved.

3) No development shall commence until a scheme detailing all existing trees and hedgerows on the land, showing any to be retained and measures for their protection to be used in the course of development has been submitted to and approved in writing by the Local Planning Authority. The protection measures proposed shall be completed in accordance with the approved scheme before the development hereby permitted commences and shall thereafter be retained until it is completed. Notice shall be given to the Local Planning Authority when the approved scheme has been completed.

Attachment 2 – 10km Catchments

Proposed Residential Units, Crooked Soley, 10km Catchment



Appendix B – Research on Changes in Travel Behaviour

Research on Changes in Travel Behaviour

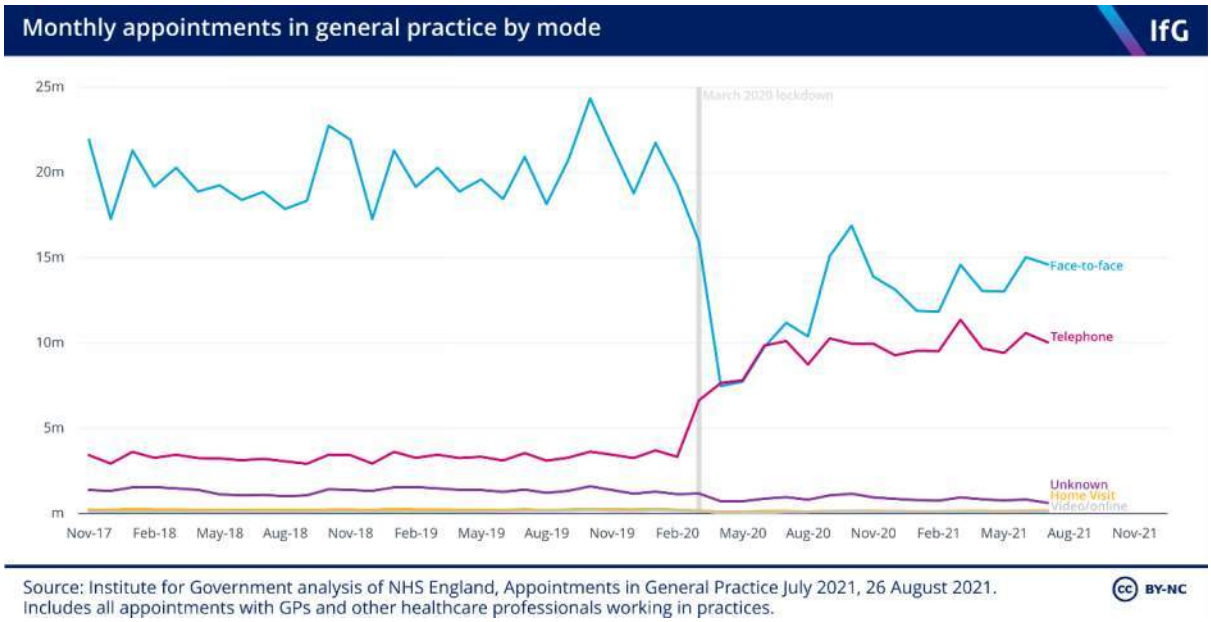
This document comprises of a number of extracts and quotes from online sources in relation to social indicators.

Doctor appointments

The Health Foundation conducted research from GP's that utilise askmyGP, they show that between March and June 2020 only 8.5% of appointments were held face-face whereas during the same period in 2019 38% of appointments were face-face.

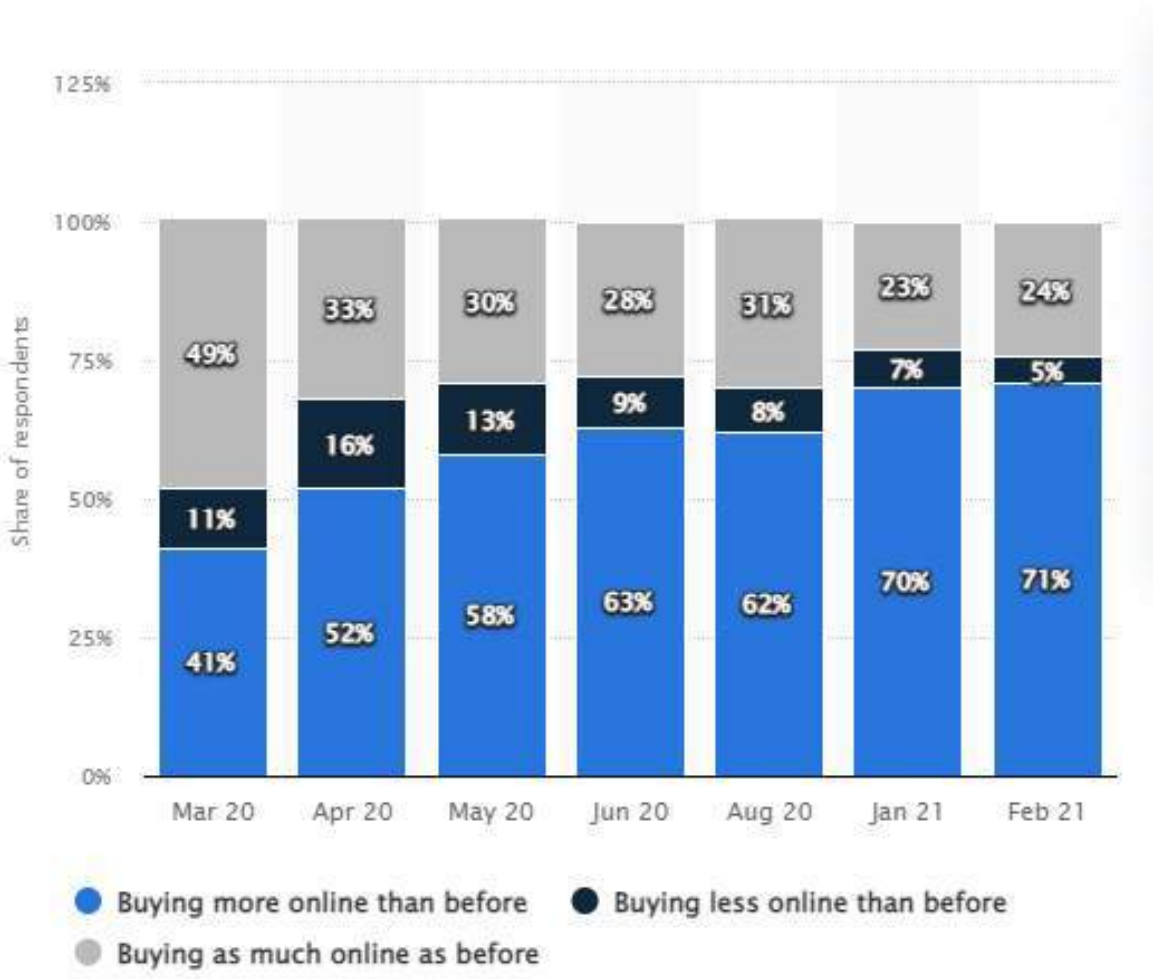
At askmyGP practices, there has been a dramatic swing away from face-to-face consultations. Between 1 March–30 June 2020, 8.5% of appointments were held face-to-face, compared to 38% during the same period in 2019. Conversely, use of remote consultation methods increased. Telephone appointments increased from 39% to 51%, online message from 23% to 40% and although video increased 50-fold, it remained low at 0.5%.

Source: Health.org



Online Shopping

Percentage change in online purchases due to the coronavirus (COVID-19) pandemic in the United Kingdom from March 2020 to February 2021.

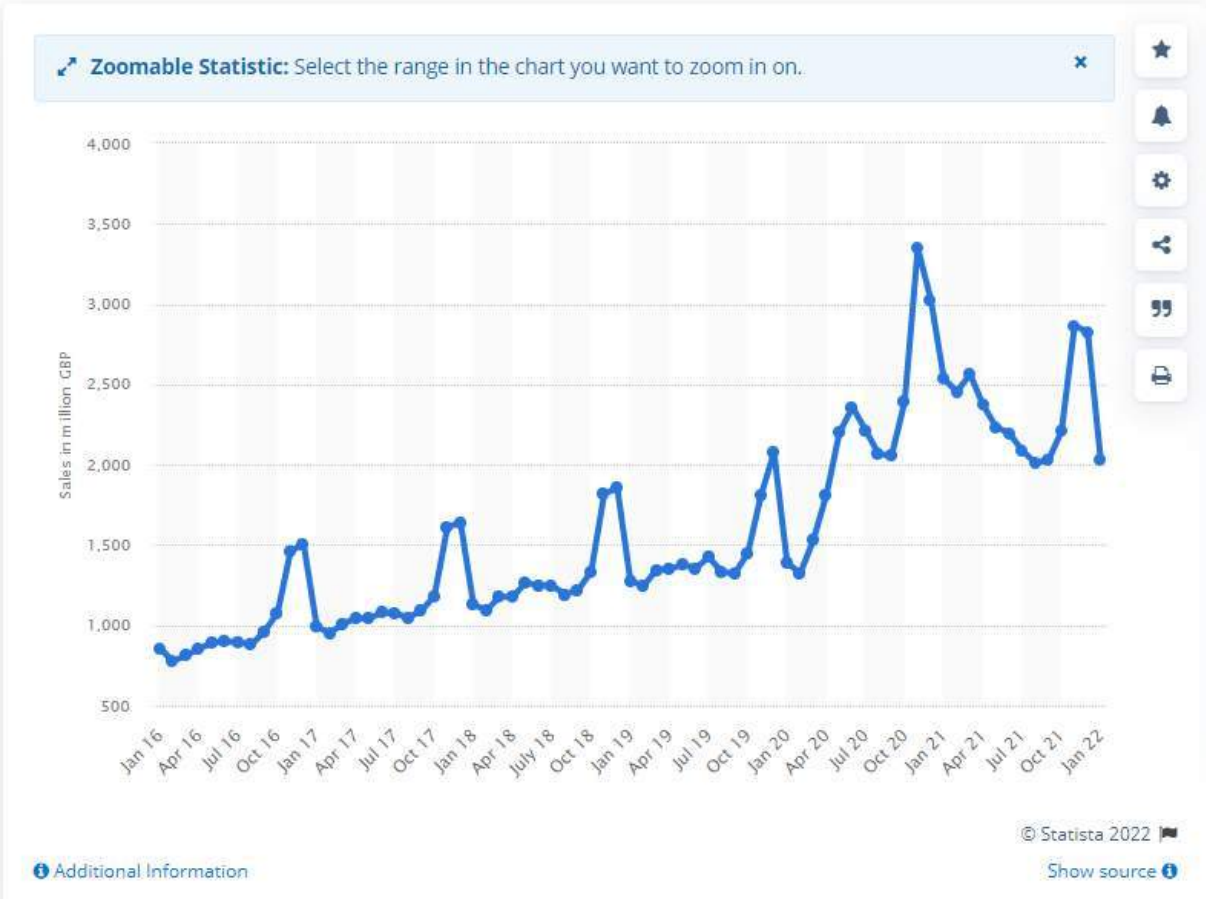


Source: Statista

E-commerce

E-commerce is the buying and selling of goods and services over the internet.

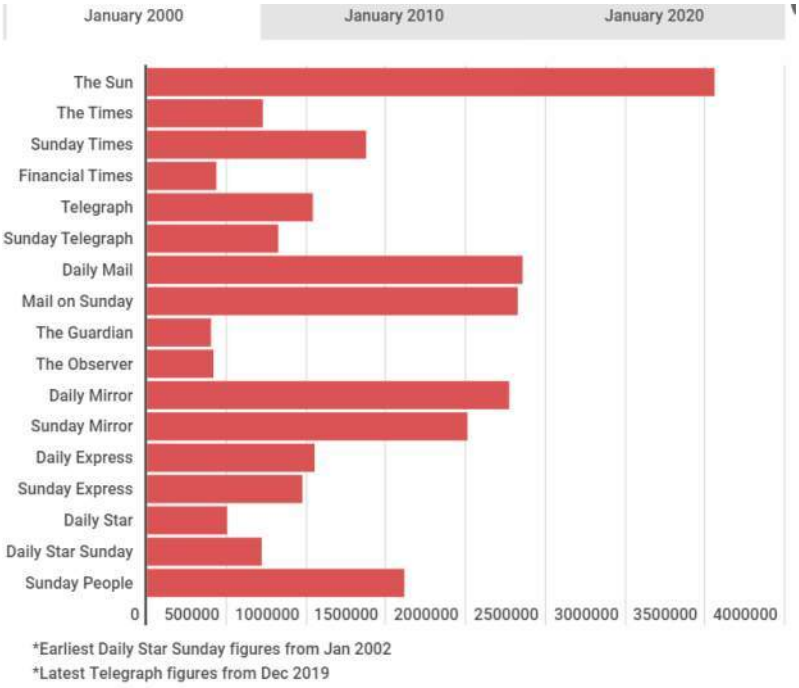
Value of internet retail sales monthly in the United Kingdom (UK) from January 2016 to January 2022 *(in million GBP)*

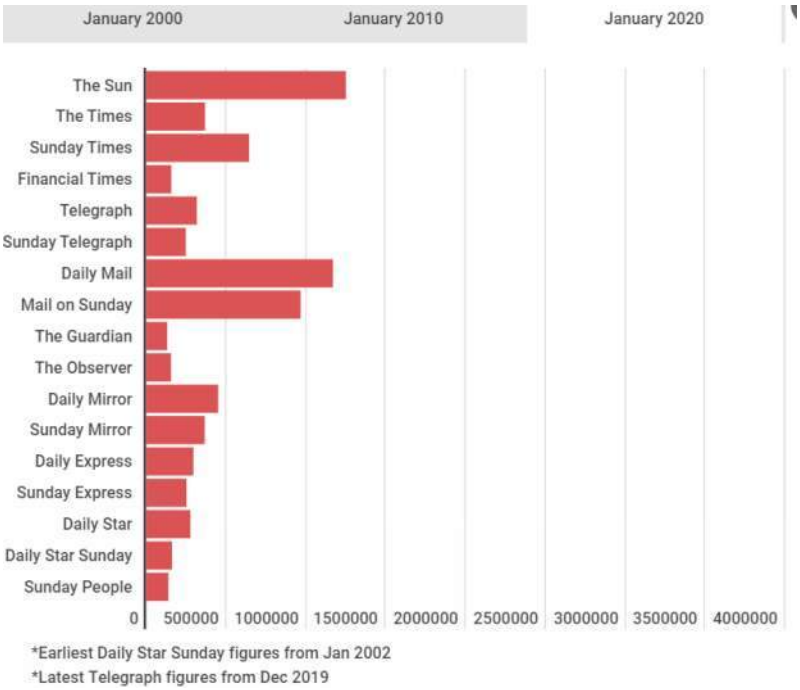


Source: Statista

Newspaper Circulation

Within the time from between 2000 and 2020 the number of copies sold has drastically decreased. For example, the Sun in January 2000 sold 3,557,336 copies however in January 2020 it sold approximately 65% less at 1,250,634 copies.

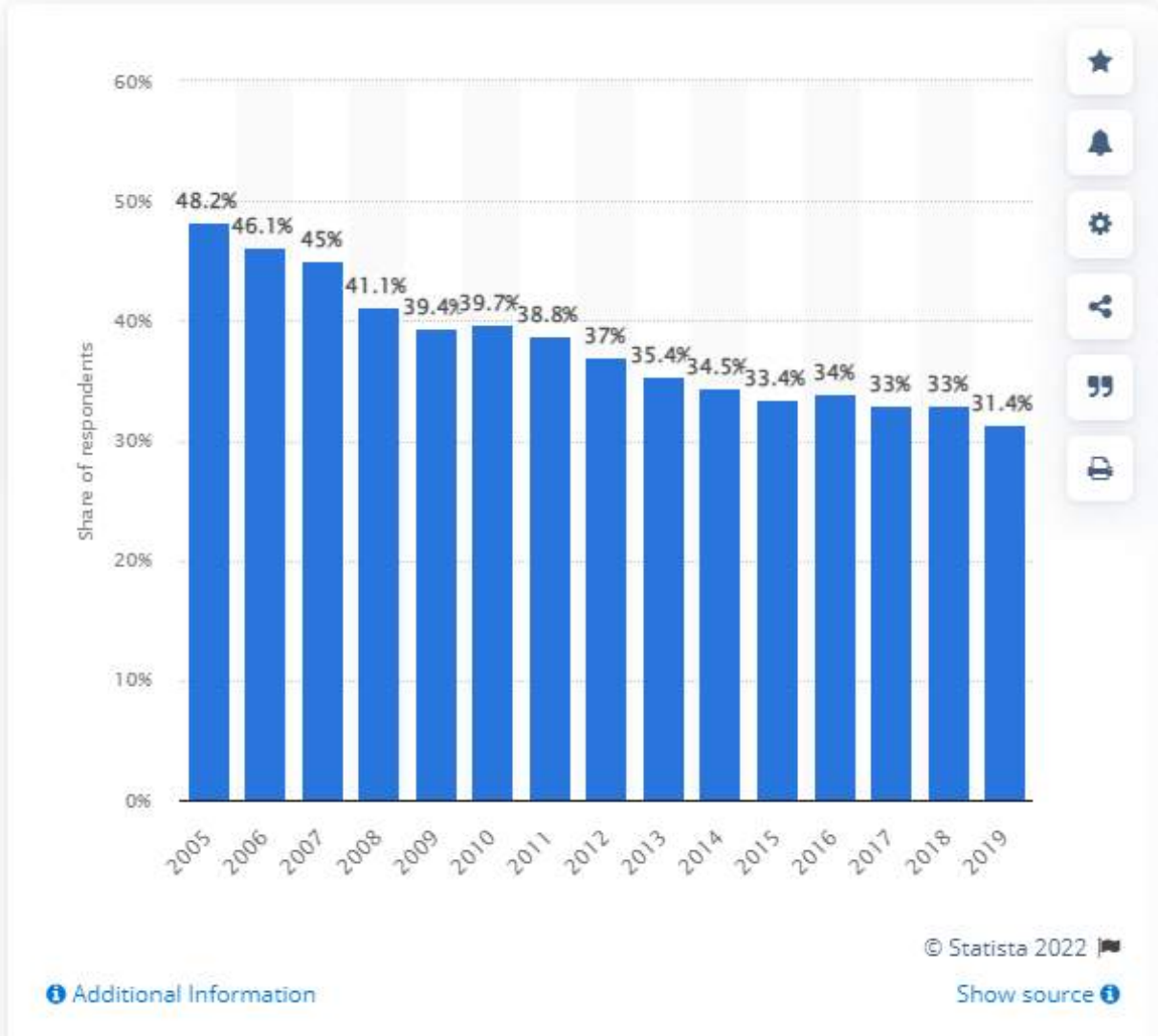




Source : Press Gazette

Library Use

Share of respondents that visited a public library in England from 2005 to 2019



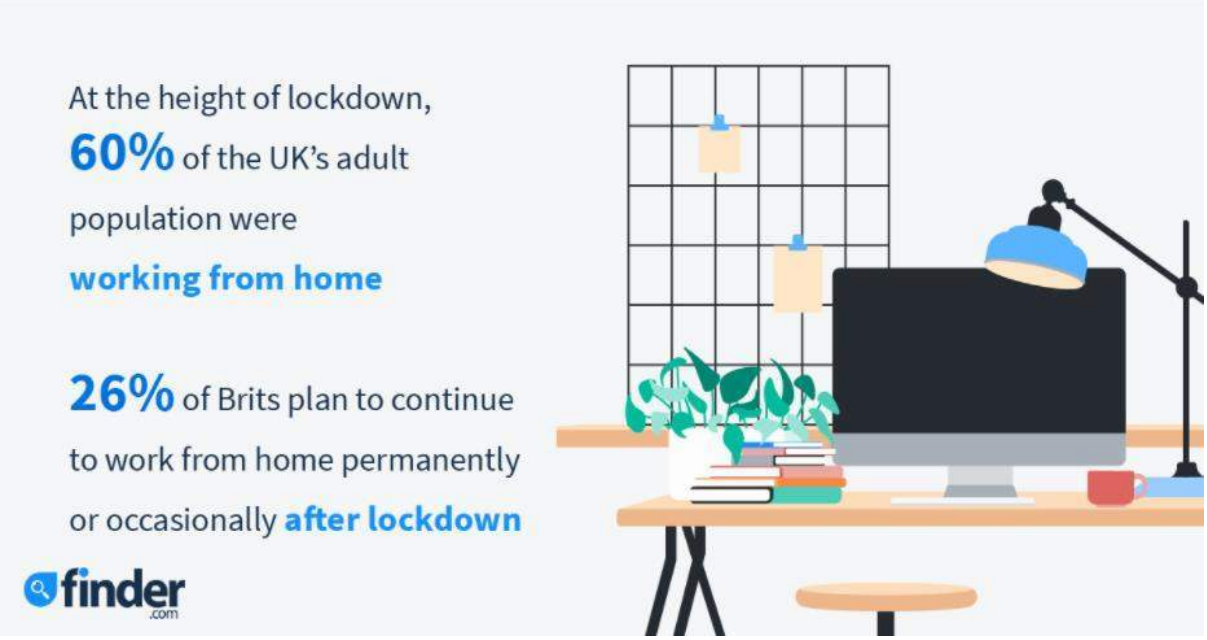
The general trend of use of public libraries is gradually declining according to the survey results in the table above.

Source: Statista

Work From Home

Finders research found that:

- 60% of the UK's adult population worked from home during the first coronavirus lockdown.
- 26% of British plan to continue to work from home permanently or occasionally after lockdown.
- On average, each of these workers will save £44.78 a week by cutting out things like commuting and buying lunch out.
- Before the lockdown only 1.54 million people worked from home for their main job.
- 10 years ago this figure was a mere 884,000.
- 2 different surveys both found that around two-thirds of employees say they're more productive when working from home.



Source: Finder

Appendix C - Table showing modes of travel, typical travel distances and alternatives

Mode of Travel, typical travel distances and alternatives

Mode of Travel	Isochrone	Leisure	Jobs	Sustainable alternative	shopping	Sustainable alternative	Alternative Facilities
Walk	2km	Numerous Public Rights of Ways	none	Sustainable Car, Work from Home, e-bike, Cycle	none	Internet Shopping / Home Deliveries	online news, online banking, over phone doctors
cycle	5km	National Cycle Network route 4 accessible in a 7km cycle	Aerial Business Park	Sustainable Car, Work from Home, e-bike	Chilton Foliat	Internet Shopping / Home Deliveries	online news, online banking, over phone doctors
e-bike	6.25km Shopping 12.5km Commuting	National Cycle Network route 4 accessible in a 7km cycle	Employment Areas in 12.5km: Aerial Business Park Southward Lane Charnham Park, The Stables Towns and Villages in 12.5km: Lambourn, Easybury, Great Shefford, Eddington, Hungerford, Avington, Kintbury, Shalbourne, Bedwyn, Axford, , Albourne, Baydon	Sustainable Car, Work from Home	Villages in 6.25km: Chilton Foliat, Ramsbury, Newtown, Membury	Internet Shopping / Home Deliveries	online news, online banking, over phone doctors
Sustainable car	27.4km		The nearest towns to the Site (i.e., where the highest concentrations of jobs are likely to be) are Hungerford (7km), Marlborough (16km), Newbury (22km), and Swindon (25km).	Sustainable Car, Work from Home	The nearest towns to the Site (i.e., where the highest concentrations of shops are likely to be) are Hungerford (7km), Marlborough (16km), Newbury (22km), and Swindon (25km).	Internet Shopping / Home Deliveries	online news, online banking, over phone doctors

Appendix D – Extract from TRICS Research Report

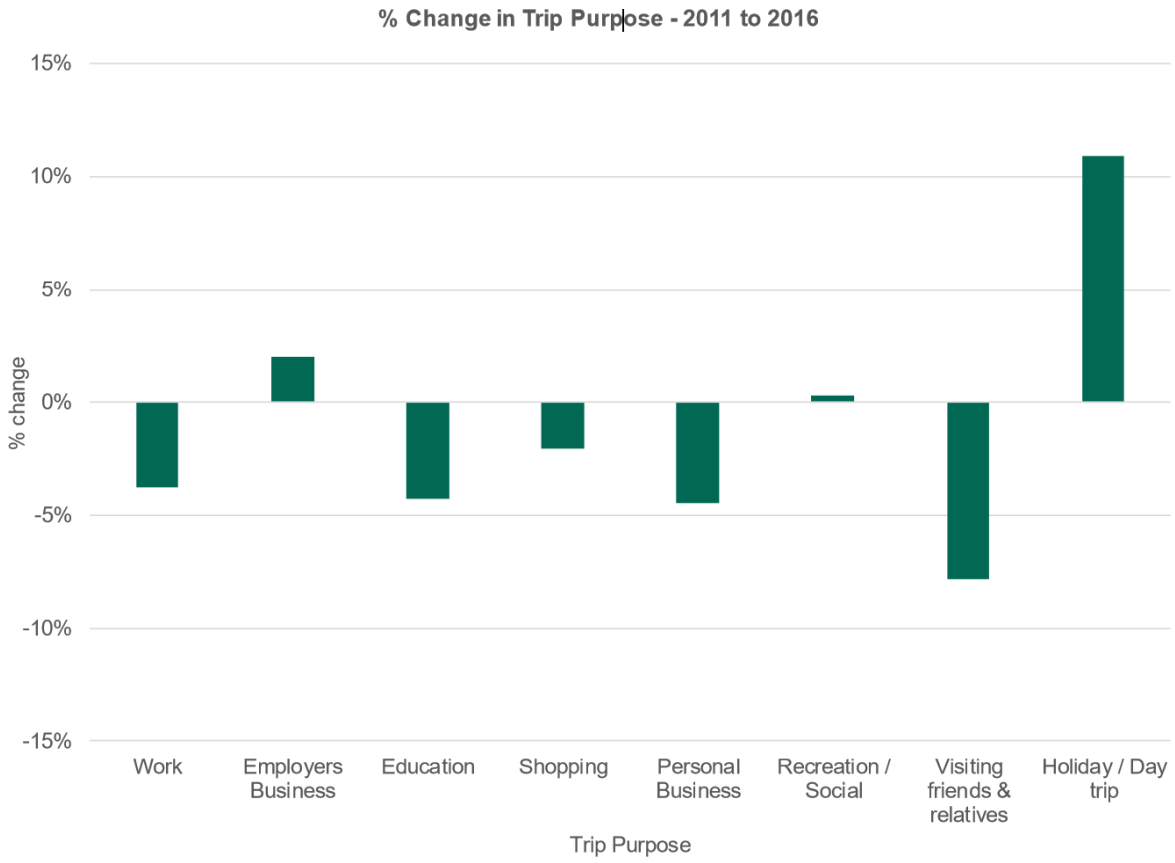
TRICS Guidance Note on Changes in Travel Behaviour August 2019



basfordpowers

2.20 Scenario 6 captures uncertainty around socio economic trends, for example in both trip rates and licence holding in young people. This scenario assumes that young people reduce their licence holding acquisition compared to current levels and have extrapolated this trend in young people's licence holding up until 2050.

2.21 Changes in trip purpose are also cited. This is shown in the figure below taken from RTF Figure 16: Trips by purpose percentage change between 2011 and 2016 (NTEM)



2.22 DfT does recognise that there is uncertainty in this scenario and has advocated that they will:

"continue to monitor the evidence on trip rates in the coming years and monitor the developments of the National Travel Survey aimed at improving the method of collection of data on walking trips, which are believed to be underrepresented."

2.23 Having considered the evidence in *All Change*, NTS16 and RTF18 TRICS has carried out its own trend analysis to see if these changes in travel behaviour are reflected in the substantial data sets that are held by TRICS for land use classes – residential, retail and office.

TRICS Trend Analysis May 2019

Introduction

What does the NTS tell us?

2.24 Before exploring what the TRICS data tells us, it is important to look at what the NTS says about trip rate change over time. The results of the 2017 NTS time series analysis are shown below. These show a reduction in commuting (12%), shopping (15%) and all trips (9%) since 2002.