

APPLICATION DETAILS

No: 25/0124 **Ward:** Bishton And Langstone

Type: Full

Expiry Date: 6th June 2025

Applicant: S Johnson

Site: Ridings View Bishton Road Bishton Newport NP18 2DZ

Proposal: **THE CONSTRUCTION OF AN ANNEXE AND LINK WALKWAY WITH STORAGE AND WORK FROM HOME SPACE**

Recommendation: REFUSED

1.1 INTRODUCTION

- 1.1.1 This application seeks planning permission for the construction of an annexe and link walk way with storage and work from home space at Ridings View, Bishton in the Bishton and Langstone ward.
- 1.1.2 The application has been called for determination at Planning Committee by Councillor Mogford so that the visual impact of the proposal can be considered by the Planning Committee.
- 1.1.3 Prior to the submission of this planning application, a pre application enquiry had been submitted to the Local Planning Authority.

1.2 SITE LOCATION AND CONTEXT

- 1.2.1 The site is located within a complex of barns that have been converted into 4no. dwellings within Bishton. At the time of conversion the barns were located outside of the settlement boundary and within the 'Countryside' as per the Newport Unitary Development Plan 1996-2011. Under the Newport Local Development Plan 2011-2026 (adopted January 2015), the site was included within the Bishton Village boundary, and is now located within the settlement on the rural-urban fringe. The barn complex is of traditional form and scale with a very pleasant amenity. It is single storey with a ridged roof and has been sympathetically converted thereby retaining its traditional stone barn-like appearance. Its historic simple linear form is retained.
- 1.2.2 The site is located East of the highway at Bishton Road, and is accessed via a shared private driveway serving the barn complex. The site is the most eastern unit and has a garden boundary that is shared with the open countryside. Directly north east of the site are two Public Rights of Ways (PROW). The closest PROW is 388/9/1 and runs west to east across the field neighbouring the site, approximately 45m to the north. Laying further north is the second PROW 388/8/1 at a distance of approximately 145m and runs north west to south east along the field boundary. The eastern side elevation and garden of the



application site are visible from the PROWs, with unobstructed views across the field available.

FIGURE 1 – PHOTO OF SITE FROM PROW 388/8/1 (145m North of Site)

2. RELEVANT SITE HISTORY

05/1381	CONVERSION OF REDUNDANT AGRICULTURAL BUILDINGS INTO 4NO. DWELLINGS AND DEMOLITION OF MODERN BUILDINGS AFFECTING PUBLIC RIGHT OF WAY 388/9 (BISHTON)	GRANTED WITH CONDITIONS	17th AUGUST 2006
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3. POLICY CONTEXT

3.1 THE NATIONAL DEVELOPMENT FRAMEWORK: FUTURE WALES - THE NATIONAL PLAN 2040

Future Wales sets out the Welsh Government's land use priorities and provides a national land use framework for SDPs and LDPs. Future Wales concentrates on development and land use issues of national significance, indicating areas of major opportunities and change, highlighting areas that need protecting and enhancing and helping to co-ordinate the delivery of Welsh Government policies to maximise positive outcomes.

Policy 1 - Where Wales Will Grow

Policy 2 - Shaping Urban Growth and Regeneration - Strategic Placemaking

Policy 9 - Resilient Ecological Networks and Green Infrastructure

3.2 PLANNING POLICY WALES (EDITION 12) 2024

3.3 - Good design is fundamental to creating sustainable places where people want to live, work and socialise.

3.4 - Meeting the objectives of good design should be the aim of all those involved in the development process and should be applied to all development proposals at all scales.

3.3 NEWPORT LOCAL DEVELOPMENT PLAN 2011-2026 (ADOPTED JANUARY 2015)

SP1 (Sustainability)

SP3 (Flood Risk)

SP4 (Water Resources)

SP9 (Conservation of the Natural, Historic and Built Environment)

GP1 (Climate Change)

GP2 (General Amenity)

GP3 (Service Infrastructure)

GP4 (Highways and Accessibility)

GP5 (Natural Environment)

GP6 (Quality of Design)

H7 (Annexes to Residential Dwellings)

T4 (Parking)

CE6 (Archaeology)

3.4 SUPPLEMENTARY PLANNING GUIDANCE

House Extensions and Domestic Outbuildings SPG;

Parking Standards SPG;

Waste SPG;

Wildlife and Development SPG.

4. CONSULTATIONS

4.1 Natural Resources Wales: No objection.

4.2 Dwr Cymru Welsh Water:

Foul Water

We can confirm capacity exists within the public sewerage network in order to receive the domestic foul only flows from the proposed development site. We recommend that the existing private drainage on site should be utilised to avoid any new direct connection to the public sewerage system.

Surface Water

Turning to surface water drainage, as of 7th January 2019, this proposed development may be subject to Schedule 3 of the Flood and Water Management Act 2010. In the event this proposed development amounts to a total impermeable area of 100sqm or more, approval of Sustainable Drainage Systems (SuDS) features will be required in accordance with the 'Statutory standards for sustainable drainage systems – designing, constructing, operating and maintaining surface water drainage systems'. In this instance, we offer no objection to proposals for disposal of surface water flows into a soakaway in principle, subject to consultation and agreement with the regulatory body or riparian owner of this system.

Condition

No surface water and/or land drainage shall be allowed to connect directly or indirectly with the public sewerage network.

Reason: To prevent hydraulic overloading of the public sewerage system, to protect the health and safety of existing residents and ensure no pollution of or detriment to the environment.

4.3 Glamorgan Gwent Archaeological Trust: No objection.

5. INTERNAL COUNCIL ADVICE

5.1 Highways: No objection.

5.2 Landscape: No objections in principle, however:

- There is an opportunity for additional native tree planting.
- Further planting should be proposed to screen the west elevation of the annex to reduce visual impact from the PRow to the east.
- Details of all proposed planting of an appropriate specification for their position/function in the form of a planting plan, should be submitted for approval; to include:

Species; Size; Quantity; Spacing; Maintenance regime

- It is strongly recommended that a professional with an understanding of planting design is involved.

5.3 Trees: No objection.

5.4 Ecology: No response at time of writing report.

5.5 Public Rights of Way: No objection.

5.6 Drainage (SAB): If construction works exceed 100sqm SAB may be required.

6. REPRESENTATIONS

6.1 NEIGHBOURS: All properties with a common boundary with the application site were consulted (4no. properties) and a site notice displayed/ on 28th February 2025. No responses have been received.

6.2 COUNCILLOR MOGFORD: I confirm that I am formally requesting the application below be called into planning committee.

My reasons for calling it in it that the development in my opinion sits well within the boundary and where situated presents little or no adverse visual effect from any vantage point including the front of property or indeed the rear as view from a PROW in the distance. The residents did have a pre-application review and have made a number of adjustments to the initial plan following feedback. As you stated your decision is weighted by a subjective view and I would like to see this countered in a committee setting.

6.3 BISHTON COMMUNITY COUNCIL: No response.

7. ASSESSMENT

7.1 The Proposal

7.1.1 The proposal is for the construction of a relatively large annex extension to the east of the existing barn conversion that will be linked by a flat roof extension. The proposed building will measure 5.375 metres wide, by 13.203 metres in length and will have a height of 2.50 metres to the eaves and 4.75 metres to the ridge. The internal layout (GIA 43sqm) will comprise of an open plan living room and kitchenette and a hallway leading to bathroom and bedroom. At the southern end of the building and accessed separately from the annex is an office and store room (GIA 14sqm) with latter apparently for use by the annex occupier. Exterior materials will include stone work walls and roof tiles to match the host dwelling. Fenestration will comprises of windows and doors in the east and west elevation, bi-fold doors in the north elevation and a single door in the south elevation. Window and doors frames are stated as being to match those of the host dwelling.

7.1.2 The link extension will measure 2.200 metres by 5.125 metres and will have a height of 2.45 metres. It will be constructed of a dwarf stonework wall with glazed units above and double entrance doors in the south facing elevation.



Figure 1 – Extract of Proposed Site Plan/Aerial Overlay

7.1.3 The justification statement advises that the annex will be occupied by the applicant's elderly mother and it has been designed to accommodate wheelchair accessibility. This will enable the family to offer the necessary support and care required. The kitchenette will facilitate the preparation of light meals and drinks, as well as laundry needs, while the majority of cooking will be undertaken in the main house. The proposed storage is to hold the applicant's mother's household belongings and the office space is to be used by the family as a private and professional home office space.

7.1.4 A Green Infrastructure Statement (GIS) has been included within the submission. The GIS proposes soft landscaping as part of the proposal, to include the planting of a Hawthorn hedge along the eastern boundary, mix of garden plants around the existing propane tank and to the southern elevation of the proposed annex building. A bird and bat box is proposed in the northern and southern gable elevation of the annex building.

7.2 Policy H7 – Annexes to Residential Dwellings

7.2.1 Policy H7 “Annexes to Residential Dwellings” will be relevant to the assessment of any forthcoming application. Policy H7 has a set of criteria that needs to be made, as set out and assessed below;

Proposals for the provision of self-contained annexe accommodation will be permitted provided that:

- i) The proposed annexe is of limited size and provides only essential accommodation that is commensurate with the needs of the user and supplementary to the facilities and accommodation available in the associated dwellinghouse.*
- ii) The annexe is sited as close as possible to the associated dwellinghouse.*
- iii) It has been demonstrated that there is a functional link with the associated dwellinghouse in respect of the relationship with the occupiers of the associated dwellinghouse and the services/facilities available for the user of the annexe.*
- iv) The annexe is located within the existing curtilage of the associated dwellinghouse and no separate curtilage, vehicular access or segregated parking area shall be created.*

7.2.2 As previously referred to, the proposed annex would be occupied by the applicant's elderly mother, and would provide a familial link with the main dwelling house. It would be located within the existing curtilage of the dwelling and would share existing parking, access and outdoor space.

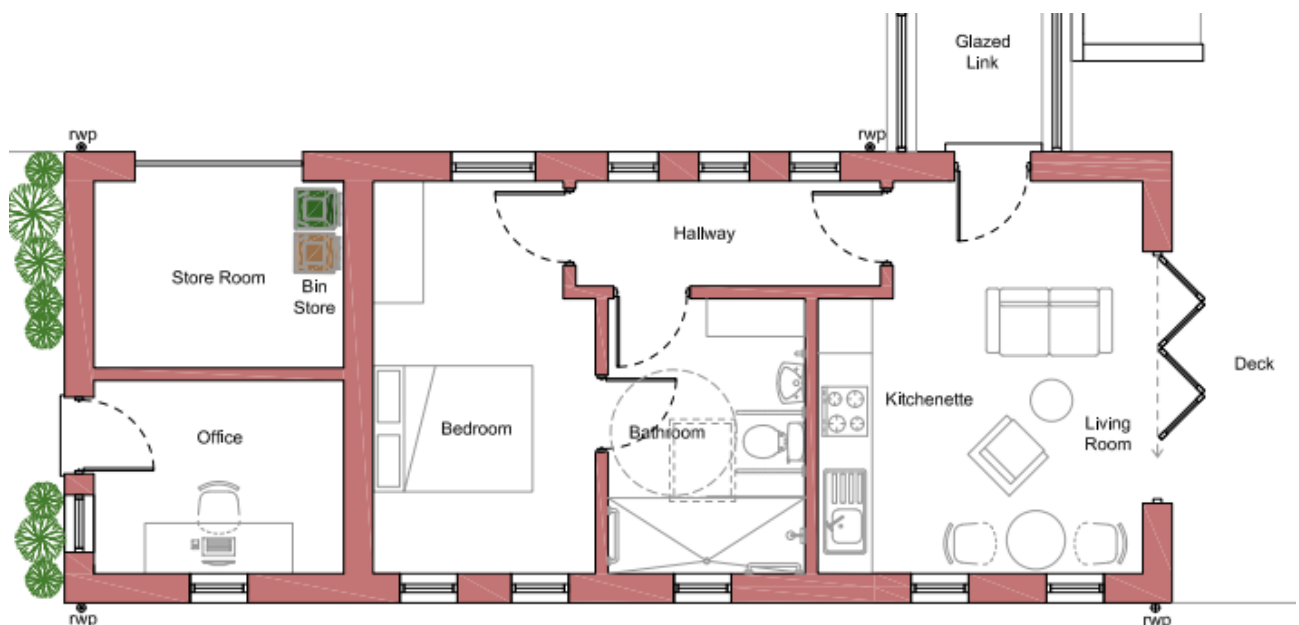


Figure 2 – Proposed Annexe Building Floor Plan

7.2.3 The overall extension has a Gross Internal Area of 59sqm, with the annex comprising 43sqm of this. At 43sqm, the Gross Internal Area of the proposed annexe accommodation would be akin to that expected of a new one bedroom flat (46sqm), as per the New Dwellings SPG. Criterion i) of Policy H7 requires an annexe to be of limited size and provide only essential accommodation that is commensurate to the needs of the user, and supplementary to the facilities and accommodation available in the associated dwellinghouse. It is noted that the prospective annex user has mobility issues and uses a wheelchair, so the layout has accommodated this. The existing 4no. bedroom property has a GIA measuring approximately

160sqm. The property as proposed to be extended would equate to a total approximate floor space of 219sqm. The extension would therefore increase the internal floor space of the existing property by 37%.

- 7.2.4 It will extend along half the current length of the existing building, be of comparable height at eaves and ridge and only a marginally narrower plan form. It will, in short, be a substantial extension of the property and whilst the annex only forms part of the floorspace so may arguably be considered to be of limited size as per criteria i) of policy H7, the added store and office appear to unnecessarily enlarge the extension in this context and give rise to design, scale and appearance concerns that are further considered in the next section of this report. Whilst the occupier is cited as a relative, the size and layout of the extension is such that the functional connection appears a little contrived. The annex is entirely capable of operating independently of the main house with all the facilities required for day to day living and the family's office room that is also incorporated into the extended area is entirely separate to the annex with its own access off the garden space. Supporting text to policy H7 explains that even a self contained annex must support a house in some way, not function independently of one and a degree of dependency must be demonstrated in the plan and supporting information. In this case we are told the proposal will function as an annex and this is taken at face value. The proposal will be located within the same planning unit and share existing garden, access, parking etc and therefore on balance would appear to comply with policy H7.

7.3 Design, Scale and Appearance

- 7.3.1 The group of buildings are typical of barn conversions and have a very traditional appearance and a distinct layout. The materials comprise of stone walls with timber cladding and the roof is covered in natural slate tiles. Under the previous conversion the simple character and linear form of the barns has been maintained, and none of the barns have undergone significant extension. A timber clad outbuilding has been constructed at No.2 (19/1112) and a detached garage constructed at No.1 (22/0976), although the latter is subject to planning enforcement due to a deviation from the approved plans. Despite these additions, the group of barns have retained their high quality character and appearance and offer a positive contribution to the visual amenity of the local area.
- 7.3.2 As part of the conditional regime for the conversion of the barns permitted development rights were removed in relation to Part 1 – Development within the Curtilage of a Dwelling House Class A, B, C, D and E of the Town and Country Planning (General Permitted Development) (Wales) Order as amended. For example, this includes but is not limited to the construction of extensions, porches, outbuildings, raised platforms and roof alterations. The reason for this is to ensure a satisfactory form of development takes place and to protect the amenities of adjoining neighbours.
- 7.2.3 Within the submission statement, the application has set out justification as to why the location of the extension has been chosen and has displayed a constraints and considerations diagram. This has been reviewed when assessing the application and the LPA understand that this location has been chosen for a number of reasons, including visibility from the access/driveway, location of an existing propane tank and the location being to the front of a blank elevation that does not contain windows, hence not restricting views from existing fenestration of the host dwelling.
- 7.3.4 Policy GP6 – Quality of Design states;

Good quality design will be sought in all forms of development. The aim is to create a safe, accessible, attractive and convenient environment. In considering development proposals the following fundamental design principles should be addressed:

- i. Context of the site: all development should be sensitive to the unique qualities of the site and respond positively to the character of the area;*
- ii. Access, permeability and layout: all development should maintain a high level of pedestrian access, connectivity and laid out so as to minimise noise pollution;*

- iii. ***Preservation and enhancement: where possible development should reflect the character of the locality but avoid the inappropriate replication of neighbouring architectural styles. The designer is encouraged to display creativity and innovation in design;***
- iv. ***Scale and form of development: new development should appropriately reflect the scale of adjacent townscape. Care should be taken to avoid overscaled development;***
- v. *Materials and detailing: high quality, durable and preferably renewable materials should be used to complement the site context. Detailing should be incorporated as an integral part of the design at an early stage;*
- vi. *Sustainability: new development should be inherently robust, energy and water efficient, flood resilient and adaptable, thereby facilitating the flexible re-use of the building. Where existing buildings are present, imaginative and sensitive solutions should be sought to achieve the re-use of the buildings.*

- 7.3.5 Criterion i), iii) and iv) are of particular relevance to this application and relate to development being sensitive to the unique qualities of a site and responding positively to the character of the area, ensuring development reflects the character of the locality and that new development is of appropriate scale and form with care being taken to avoid overscaled development. Paragraph 5.1.3 of the House Extensions and Domestic Outbuildings SPG also states that *“A house extension (or a domestic outbuilding) should relate sympathetically to the existing building and the surrounding area”*.
- 7.3.6 Although the site now falls within the defined urban boundary of Bishton Village, its context remains influenced by the rural origins of the existing buildings. The site lies on the urban edge and retains an open, rural character. When viewed from the adjacent Public Right of Way(s), the eastern elevation of the barn presents a simple and understated form, contributing positively to its architectural quality - this is notwithstanding the presence of an unauthorised canopy structure, which has been erected without the benefit of planning permission. The proposed extension would compromise the simple form of the barn, projecting beyond the established built envelope and encroaching into the open rear garden. This garden directly adjoins the open countryside, reinforcing the site's sensitive setting and positively contributes to this semi rural setting.
- 7.3.7 The proposed building, including the link extension, by virtue of its location and scale, would erode the simple, linear form of the existing barn. The extension's windows and doors appear overtly contemporary comprising single pane window openings and bi fold doors for example and add to the appearance of the building as an incongruous addition to the property and clearly visible from public vantage points and in a rural context.
- 7.3.8 It would introduce a visually intrusive element that extends the built form to the boundary with the open countryside. This would not only undermine the character and appearance of the host barn conversion but would also appear at odds within the context of the wider complex, which is defined by a simple and linear formation. In short, the proposal is of inappropriate scale and design and is not supported.
- 7.3.9 It is acknowledged that the applicant has referenced the proposed Development of National Significance (DNS/3279787) for the Craig Y Perthi Solar Farm, which is intended to occupy the adjacent field. However, this application is currently under examination, and there is no certainty regarding its approval. Consequently, the Local Planning Authority (LPA) cannot attribute significant weight to this proposal as a material consideration in support of the current application.
- 7.3.10 The proposal is contrary to Policy GP2 and GP6 of the NLDP 2011-2026 (adopted January 2015).

7.4 Green Infrastructure

- 7.4.1 Chapter 6 'Distinctive and Natural Placemaking and Well-Being' of Planning Policy Wales (PPW) Edition 12 (updated February 2024) states that planning authorities must seek to maintain and enhance biodiversity in the exercise of their functions. A net benefit for

biodiversity is the concept that development should leave biodiversity and the resilience of ecosystems in a significantly better state than before, through securing immediate and long term benefit. PPW 12 also advises that a Green Infrastructure Statement (GIS) should be submitted with all planning applications. This will be proportionate to the scale and nature of the development proposed and will describe how green infrastructure has been incorporated into the proposal. PPW 12 states that having worked iteratively, in line with Figure 12 through the stages of The Stepwise Approach, and providing a GIS that the step wise approach has been followed, a scheme of enhancements must be provided to ensure a net benefit for biodiversity.

7.4.2 A Green Infrastructure Statement has been submitted in support of the application and following the Stepwise Approach (Avoid, Minimise, Mitigate, Compensate) has considered the proposal in the GI context. It is noted that an area of lawn will need to be removed to accommodate the proposal.

7.4.3 The proposal includes planting of a Hawthorn hedge along the eastern boundary of the site, as well as 3no. additional garden plant areas and bird and bat boxes attached to the building. In terms of biodiversity enhancement on site, this is deemed proportionate. However, full details and a management/maintenance strategy would need to be controlled via conditional regime in the event planning permission is forthcoming.

7.4.5 The proposal complies with Policy GP5 of the NLDP 2011-2026 (adopted January 2015).

7.5 Residential Amenity

7.5.1 The proposed annex is not located adjacent to any neighbouring properties that would be adversely impacted by its siting by way of loss of light, privacy, overbearing impact. The amenity of the existing property would also be retained.

7.5.2 The proposal complies with Policy GP2 (i) of the NLDP 2011-2026 (adopted January 2015).

7.6 Highways and Parking

7.6.1 The proposal does not adversely impact the parking arrangements on site and does not generate any additional parking demand as per the requirements of the Parking Standards SPG. The existing arrangement is to be amended, however 3no. spaces are retained with adequate turning space and if permission were forthcoming this could be controlled by condition. The Council's Highways Officer has offered no objection to the proposal.

7.6.2 The proposal complies with Policy GP4 and T4 of the NLDP 2011-2026 (adopted January 2015).

7.6 Archaeology

7.6.1 The site is located within an area of archaeological sensitivity, and Policy CE6 is relevant. As such, Glamorgan Gwent Archaeological Trust (GGAT) have been consulted on the application and consider that there is a minor potential that significant buried archaeological remains will be encountered as the ground has likely already been disturbed, but the potential impact is low.

7.6.2 GGAT have not requested any further archaeological reporting is required and the proposal complies with Policy CE6 of the NLDP 2011-2026 (adopted January 2015).

8. OTHER CONSIDERATIONS

8.1 *Crime and Disorder Act 1998*

Section 17(1) of the Crime and Disorder Act 1998 imposes a duty on the Local Authority to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent, crime and disorder in its area. This duty has been considered in the evaluation of this application. It is considered that there would be no significant or unacceptable increase in crime and disorder as a result of the proposed decision.

8.2 ***Equality Act 2010***

The Equality Act 2010 identifies a number of 'protected characteristics', namely age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; sexual orientation; marriage and civil partnership.

8.3 Having due regard to advancing equality involves:

- removing or minimising disadvantages suffered by people due to their protected characteristics;
- taking steps to meet the needs of people from protected groups where these differ from the need of other people; and
- encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.

A Socio-economic Duty is also set out in the Equality Act 2010 which includes a requirement, when making strategic decisions, to pay due regard to the need to reduce the inequalities of outcome that result from socio-economic disadvantage.

8.4 The above duties have been given due consideration in the determination of this application. It is considered that there would be no significant or unacceptable impact upon persons who share a protected characteristic, over and above any other person, as a result of the proposed decision. There would also be no negative effects which would impact on inequalities of outcome which arise as a result of socio-economic disadvantage.

8.6 ***Planning (Wales) Act 2015 (Welsh language)***

Section 31 of the Act clarifies that impacts on the Welsh language may be a consideration when taking decisions on applications for planning permission so far as it is material to the application. This duty has been given due consideration in the determination of this application. It is considered that there would be no material effect upon the use of the Welsh language in Newport as a result of the proposed decision.

8.7 ***Newport's Well-Being Plan 2018-23***

The Wellbeing of Future Generations (Wales) Act 2015 imposes a duty on public bodies to carry out sustainable development in accordance with the sustainable development principle to act in a manner which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs. This duty has been considered during the preparation of Newport's Well-Being Plan 2018-23, which was signed off on 1 May 2018. The duty imposed by the Act together with the goals and objectives of Newport's Well-Being Plan 2018-23 have been considered in the evaluation of this application. It is considered that there would be no significant or unacceptable impact upon the achievement of wellbeing objectives as a result of the proposed decision.

9. **CONCLUSION**

9.1 Owing to its location, scale and design, the proposal would be a prominent, unsympathetic and bulky addition to the property and have a detrimental visual impact on the character and appearance of the existing barn conversion and the wider complex.

9.2 This is contrary to Policy GP2 and GP6 of the NLDP 2011-2026 (adopted January 2015).

9.3 It is recommended that planning permission is refused.

10. **RECOMMENDATION**

REFUSED

01 The development, by reasons of large scale, unsympathetic design and location will have a significant adverse impact upon interests of acknowledged importance, namely the character and appearance of the host building and the surrounding area contrary to Policies GP2 (General Amenity) and GP6 (Quality of Design) of the Newport Local Development Plan 2011–2026.

NOTE TO APPLICANT

01 This decision relates to plan Nos: R897-00 – Site Location Plan; R897-01 – Existing Plans and Elevations; R897-02 – Existing Site Plan; R897-03 – Existing 3D Visuals; R897-04 – Proposed Plans and Elevations; R897-05 – Proposed Site Plan; R897-06 – Proposed 3D Visuals; R897-07 – Biodiversity Plan; R897-08 – New Boundary Treatment Plan.

02 The development plan for Newport is the Newport Local Development Plan 2011 – 2026 (Adopted January 2015). Policies SP1 (Sustainability); SP3 (Flood Risk); SP4 (Water Resources); SP9 (Conservation of the Natural, Historic and Built Environment); GP1 (Climate Change); GP2 (General Amenity); GP3 (Service Infrastructure); GP4 (Highways and Accessibility); GP5 (Natural Environment); GP6 (Quality of Design); H7 (Annexes to Residential Dwellings); T4 (Parking); CE6 (Archaeology) were relevant to the determination of this application.

03 As of 1st October 2012 any connection to the public sewerage network (foul or surface water sewerage) for the first time will require an adoption agreement with Dwr Cymru Welsh Water. For further advice contact Dwr Cymru Welsh Water on 01443 331155.

04 Due to the minor nature of the proposed development (including any demolition) and the location of the proposed development, it is considered that the proposals did not need to be screened under the Environmental Impact Assessment Regulations.