WELWYN HATFIELD BOROUGH COUNCIL – DEVELOPMENT MANAGEMENT DELEGATED REPORT

APPLICATION No: S6/2013/1910/MA

SITE ADDRESS: Park Farm, Northaw Road West

DESCRIPTION OF DEVELOPMENT: Erection of two stable blocks and office

together with retention of existing hard surfacing

RECOMMENDATION: REFUSAL

1. SITE AND APPLICATION DESCRIPTION:

The application site, known as Park Farm, is located to the east of Northaw and outside the main built up area of the village. The site extends to approximately 104 hectares in area and includes land either side of Northaw Road West (B156) running roughly east-west through the site.

On the southern side of Northaw Road West, the site contains a residential dwelling with a defined curtilage adjacent to a mixed group of farm buildings, including several stable blocks, two manèges and associated hard surfacing. The site has an established equestrian and livery use located to the south east of the dwelling and some agricultural use in the form of hay cutting from fields surrounding the equestrian and residential use including land on the north side of Northaw Road West.

This application seeks full planning permission for the erection of two stable blocks, a separate building for use as an office together with retention of existing hardstanding.

It is of note that without planning permission, two stable blocks were erected at the front of the site in August 2012 and a portacabin was also stationed adjacent to the site entrance in October 2012. Then the Planning Control Committee (PCC) authorised enforcement action on the stables and portacabin, being 1 of 3 breaches of planning control, on 3 January 2013. Subsequently, a planning application was submitted on the 24 January 2013 (reference S6/2012/02461/FP) which sought to regularise the stable blocks. This application was refused on the 21 March 2013.

The second breach of planning control related to the change of use of land for the storage of metal containers, storage and parking of vehicles and the installation of a hard surface for this use. This area is located to the south of the main group of farm buildings on land which was previously a field.

This application proposes to relocate the unauthorised stable bocks and portacabin from their existing location, close to the site frontage, to a retained part of the unauthorised hard surface. In addition, an area of hard surfacing is also proposed to be retained for the parking of vehicles including horse lorries.

The stable blocks are constructed from timber with a shallow pitched roof covered in felt. They each comprise six individual stables together with one hay/straw/tack room. The proposal includes the cladding of the portacabin with wooden panelling to match the stable blocks. The portacabin comprises an office, toilet and a waiting room.

2. SITE DESIGNATION:

The site lies within the Metropolitan Green Belt and Landscape Character Area 53 as designated in the Welwyn Hatfield District Plan 2005.

3. RELEVANT PLANNING HISTORY:

S6/2013/2275/MA Retention of 8 floodlights serving the south manege; retention of the north manege; and retention of 4 stable buildings Approved 06/02/2014

S6/2012/02461/FP Erection of erection of two stable blocks Refused 21/03/2013

Summary of reasons for the refusal of permission:

- 1. The proposed development as a result of its prominence, scale, height, bulk and siting would be visually intrusive to an extent that would harm the openness and visual amenity of the Green Belt contrary to the requirements of the National Planning Policy Framework and Criterion (i) of RA24. The proposal is therefore inappropriate development within the Green Belt where the harm, by reason of inappropriateness is not outweighed by other considerations.
- 2. The application buildings, due to their siting, design and appearance fail to either reflect or enhance the local landscape character, therefore, the proposal is considered to be detrimental to the objectives of the Landscape Character Assessment contrary to the aims and objectives Policy RA10, D1, D2 and criteria (iii) of Policy RA24 of the Welwyn Hatfield District Plan, 2005.
- 3. It is considered that the proposed development would have an unneighbourly and unacceptable impact on living conditions at the neighbouring residential properties, due to smell and noise. In these respects the scheme would fail to achieve an acceptable quality of development, thus conflicting with the National Planning Policy Framework; Policy D1 and Criteria (iv) of Policy RA24 of the Welwyn Hatfield District Plan 2005.
- 4. Due to insufficient information with regards to drainage systems, the function of the building and the use of the field, it is not possible to assess the potential threat to ground and/or surface water. The proposal therefore fails to comply with Policy R7.

ENF/2012/1396 Without planning permission the erection of stable blocks and

stationing of a portacabin

The Planning Control Committee authorised enforcement action on this element, being 1 of 3 breaches of planning control, on

3/01/2013

ENF/2009/0216 Without planning permission the change of use of the land to

storage of metal containers and storage and parking of vehicles and the installation of a hard surface to accommodate this use The Planning Control Committee authorised enforcement action on this element, being 2 of 3 breaches of planning control, on

3/01/2013

S6/1995/0545/FP Permanent use as livery stables and riding school, with ménage

(variation to condition 1 of Planning Permission S6/0319/93/FP

which restricted permission to temporary period)

Approved

S6/1995/0089/FP Erection of flood lighting to existing ménage

Approved

S6/1993/0319/FP Use of existing stables (with permission for stabling bloodstock

horses) for livery and riding school and formation of ménage

(exercise area) Approved

S6/1992/0238/FP Change of use of a) an agricultural workshop and b) an

agricultural barn, for the stabling of bloodstock horses

Approved

4. CONSULTATIONS:

No objections have been received in principle from the British Horse Society; Hertfordshire County Council, Transport Programs Strategy; Environment Agency; Welwyn Hatfield Borough's Environmental Health; Hertfordshire Ecology, Hertfordshire & Middlesex Wildlife Trust.

5. NEIGHBOUR REPRESENTATIONS:

One representation has been received from a member of public which may be summarised as:

- Object to the proposal
- Inaccurate information provided on the submitted application form
- There are no plans for the storage and disposal of manure
- The buildings are in close proximity to the road, trees and hedges and can see clearly from the road
- The buildings are too close to residents houses and were erected prior to submitting an application

6. TOWN/PARISH COUNCIL REPRESENTATIONS

Northaw and Cuffley Parish Council – no objection

7. MAIN PLANNING ISSUES AND RELEVANT PLANNING POLICIES:

The main planning issues with this application are:

- a) The acceptability in principle of the proposed development (Local Plan Policies RA10, RA24, D1, D2 and the National Planning Policy Framework paragraphs 79-81, 87-90, 109-118)
- b) Other material planning considerations (Local Plan Policy R7 and National Planning Policy Framework paragraphs 109-118)

8. ANALYSIS:

a) The acceptability in principle of the proposed development

Policy RA24 "Riding and Livery Stables" states that planning permission will be granted for small scale riding and livery stables, subject to the following criteria:

- (i) The impact on the Green Belt;
- (ii) The number, size, height and materials of buildings proposed:
- (iii) Their relationship to existing buildings and the surrounding area reflecting the rural character and landscape;
- (iv) Their effect on neighbouring properties i.e. smell and noise
- (v) Their effect on environmental assets such as wildlife habitats; and
- (vi) Consideration of the standards for the safety and comfort of horses; recommended by the Countryside Agency and The British Horse Society.

New residential accommodation needed for the maintenance of the stables will not be permitted.

Proposals will not be permitted unless local roads are able to accommodate the anticipated additional vehicular traffic and links are provided from the site which give riders direct access to the bridleway network where appropriate. The implementation of these requirements will be achieved through the use of planning conditions or Section 106 agreements.

The following section of the report will consider the proposal against the criteria listed above.

(i) The impact on the Green Belt.

The site is located within the Green Belt, where inappropriate development is, by definition, harmful to the Green Belt. Paragraph 89 of The National Planning Policy Framework (NPPF) accepts that within the Green Belt the construction of new buildings should be regarded as inappropriate development, subject to a limited number of exceptions. One of these is the provision of appropriate facilities for outdoor sport, outdoor recreation, as long as it preserves the openness of the Green Belt and does not conflict with the purposes of including land within it. The riding of horses is an outdoor sport and recreational activity for which the development of stables can be considered appropriate in order to support this use.

In this case, the site as a whole accommodates approximately 70 horses (confirmed by the applicant in their letter dated 3 February 2014) and this proposal seeks the permission for 12 stables. The applicant has advised (by email dated 2 March 2014) that the two stable blocks and office to which this application relates are operated by Northaw Riding School which is completely independent of Northaw Equestrian Centre which operates the main livery yard. For this reason the facilities provided within the office building (waiting area/office/wc) cannot be accommodated elsewhere on the site. On balance, the stables and the office building are considered appropriate facilities for outdoor sport and recreation. Whether or not the buildings constitute inappropriate development will, therefore, require an assessment of their impact the openness of the Green Belt and the purposes of including land within it.

New buildings should be as inconspicuous as is possible to minimise the impact they have on the Green Belt. Careful siting, in a well screened location, can reduce the impact. Ideally, new development should link in with any existing buildings to make it as unobtrusive as possible. New development should avoid siting buildings in an elevated position on the open skyline where they will appear the most prominent.

The two stable blocks and office building to which this application relates have already been erected, without planning permission, close to the site frontage with Northaw Road West. Following refusal of planning application S6/2012/02461/FP which sort to regularise the existing stables and office, this application proposes their relocation approximately 160m to the south. It is also proposed to retain part of an unauthorised hard surface to be used for the siting of the relocated stable blocks and office building together with an area of hard surface retained for the parking of vehicles including horseboxes. During the course of this planning application and following concerns raised by the Case Officer, the applicant submitted a number of amended drawings which included additional information in respect of the internal layout of the proposed buildings, as well as a reduction in the amount of hard surfacing to be retained.

Each of the two stable blocks measures approximately 22.4m in length by 4.8m in width with a ridge height of approximately 2.8m. The office building would measure approximately 9.7m in length by 3m in width and approximately 3.4m in height. The buildings would occupy a combined area of some 244 square metres and have a combined volume of approximately 644 cubic metres. The retained hard surfacing would measure approximately 56m in length x 14m in width and lies approximately 12m south of the main group of farm buildings and extends well away from any of the permitted development of the site. The land around the retained hard surfacing is entirely open to the east, south and west.

The presence of any form of building inevitably reduces the openness of the Green Belt by reason of its three dimensional bulk and its siting on land which was previously free from development. In this case, it is clear that cumulatively the two substantial stable blocks and the office building would significantly reduce the openness of the Green Belt, which is its most important attribute. The development would also result in a significant degree of intrusion in the countryside and harm to one of the purposes of the Green Belt of assisting in safeguarding the countryside from encroachment.

The visual impact of the stables would be emphasised by their siting within a prominent position away from the other farm buildings. Albeit re-sited away from Northaw Road West, and at a much lower level, the buildings would still be positioned in an area that extends development into open countryside. The development would also be seen in distant views from the surrounding countryside, in particular from the south and west where the ground level falls away steeply. New planting is proposed around the edge of the retained hard surfacing, however, this would do little to conceal these substantial buildings from view. In any event, the purpose of planting should not be to hide otherwise unacceptable development

Although a building which provides appropriate facilities for outdoor recreation accords with the acceptable purposes of new buildings in the Green Belt, the proposal fails to preserve the openness of the Green Belt and conflicts with the purposes of including land within it. The proposed stable blocks and office building, as a result of their prominence, scale, height, bulk and siting would be visually intrusive to an extent that would harm the openness and visual amenity of the Green Belt and conflict with the purposes of including land within it. This element of the proposal is therefore inappropriate development within the Green Belt contrary to the requirements of the NPPF and Criterion (i) of Policy RA24 of the Welwyn Hatfield District Plan 2005.

In addition to the erection of the two stable blocks and the office building, this application also proposes the retention of hard surfacing. The laying of hard surfacing is an engineering operation, as such, in accordance with paragraph 90 of the Framework, this is not inappropriate development provided it preserves the openness of the Green Belt and does not conflict with the purposes of including land in the Green Belt.

The retained area of hardstanding would not harmfully affect the openness of the Green Belt as it would not introduce built development above ground level. However, the parking of cars and horse lorries to which this is likely to give rise would materially reduce openness. Also the hardstanding has introduced a stark, man-made feature into the countryside which would add to the urbanising effects of the overall development in this rural location and conflict with one of the purposes of including land in the Green Belt - assisting in safeguarding the countryside from encroachment. As such, the proposed retention of existing hardstanding would add to the harm that has already been identified.

A plan accompanying this application shows the existing unauthorised hard standing to measure approximately 132m in width x 65m in depth (8,580 square metres). The proposed drawings (as amended) show the retained hard surfacing would measure approximately 56m in length x 14m in width (784 square metres). Although this is a significant reduction, a scheme which is less harmful than an unauthorised development does not carry any weight in favour of the proposal.

The application form states that there are 20 parking spaces within the site and that 20 spaces would be retained. Although there is room for informal parking within the livery yard and on the access tracks, the only other identified parking within the site

is an area of hardstanding to the front of the farmhouse, approximately 125m to the north, which provides space for approximately 12 cars.

Due the location of Park Farm on the edge of the small village of Northaw and given the large number of horses kept within the site, it is likely that many of the visitors to the livery yard and the riding school would travel by motor vehicle. In addition, it was evident during the site visit that a number of lorries and trailers are also kept on the unauthorised hard surfacing. The applicant advised, in his letter dated 3 February 2014, "that it is frequent" to have 15 large horse boxes at weekends. This was expanded upon in his letter dated 28 February 2014 which stated:

"Horses from the riding school are frequently entered into competitions at other local stables. Being able to park the horseboxes close to the stables on a site that is not externally lit is highly advantageous particularly if the horses are returning at night."

It is considered that the level of parking associated with this proposal for the retention of 12 stables, for use by the riding school, would materially reduce openness. In addition, there would be no practical means of control of the number of vehicles, including large horse lorries, that would be parked on the retained hard surfacing in connection with the adjacent livery use.

In summary, the proposal is inappropriate development within the Green Belt. Substantial weight must be given to the harm to the Green Belt by reason of the inappropriateness of the proposed development. No very special circumstances have been advanced by the applicant. In addition, there are no circumstances which on the opinion of the Local Planning Authority could amount to very special circumstances required to outweigh the harm caused by reason of inappropriateness.

(ii) The number, size, height and materials of buildings proposed

In addition to Policy RA24, Policies D1 and D2 respectively require high quality design in all new development and for proposals to respect and relate to the character and context of their location, maintaining and where possible enhancing the character of the existing area. These policies are expanded upon in the Council's Supplementary Design Guidance (SDG)

The two stable blocks and office building proposed are considered acceptable in the context of the scale of operations at Park Farm and the extent of the application site which extends to 104 hectares. Notwithstanding this, for the reasons discussed above under criterion (i), the size and height of the stables are considered harmful to the visual amenity of the Green Belt.

In terms of materials, the stable blocks are constructed from timber with a shallow pitched roof covered in felt. It is also proposed to clad the portacabin in timber to match the stable blocks. Although they are not of a high quality, these materials are considered acceptable for this type of building and should improve with weathering.

The design and materials of the proposed buildings are in keeping with the appearance of the mixed group of farm buildings which make up Park Farm. Subsequently, in this regard, no objections are raised in respect to criterion (ii) of RA24 and Policies D1 and D2.

(iii) Their relationship to existing buildings and the surrounding area reflecting the rural character and landscape

The proposed siting of the new buildings and their impact on the visual amenity and the character of the area has already been discussed under criterion (i) and (ii) of this report. Notwithstanding this, Policies D1 and D2 are also relevant and require high quality design in all new development and for proposals to respect and relate to the character and context of their location. These policies are expanded upon in the Council's Supplementary Design Guidance (SDG). Policy RA10 also considers the visual impact of the building in the countryside in regards to its character form the siting, design and appearance and so reference to this policy is appropriate. Policy RA10 states:

"Proposals for development in the rural areas will be expected to contribute, as appropriate, to the conservation, maintenance and enhancement of the local landscape character of the area in which they are located, as defined in the Welwyn Hatfield Landscape Character Assessment."

The application site is located within Landscape Character Area (53) Northaw Common Parkland which requires a conserve and strengthen approach to be taken. The Landscape Character Assessment includes strategy and guidelines for managing change Area 53 including:

"ensure that equestrian development reflects and enhances local landscape character. Special care should be taken over fencing, structures and buildings. Use hedges wherever possible in preference to fences"

The site is located to the east of Northaw and outside the main built up area of the village. The main equestrian centre complex has a frontage onto the south side Northaw Road West which is defined by a boundary wall and gates. The application site and surrounding field slopes generally downhill from north to south, with undulations and variations in land level across the wider land holding. The fields have the appearance of grazing land trees and hedges along the field boundary. The wider character of the area is rural and features arable fields, pasture fields and woodland. As discussed previously, the design and materials of the proposed buildings are in keeping with the appearance of the mixed group of farm buildings which make up Park Farm. Notwithstanding this, the development would result in a substantial increase in built form which would not blend in with the wider surroundings but rather stand out as incongruous in the landscape.

The siting of the development fails to either reflect or enhance the local landscape character, therefore, the proposal is considered to be detrimental to the objectives of the Landscape Character Assessment contrary to the aims and objectives Policy RA10, D1, D2 and criteria (iii) of Policy RA24 of the Welwyn Hatfield District Plan, 2005.

(iv) Their effect on neighbouring properties i.e. smell and noise

Northaw and Cuffley Parish Council and Welwyn Hatfield Borough Council's Environmental Health Team did not object to the proposal. One objection was received from the occupier of No.103 Northaw Road West on the grounds that the buildings are too close to residential properties and that there are no plans for the storage and disposal of manure. Approximately 150m separation distance would be maintained between the relocated stables and the neighbouring properties on the northern side of Northaw Road West. This degree of separation, together with the intervening group of farm buildings, is sufficient to prevent any significant harm to the occupiers of properties on the northern side of Northaw Road West as a result of smell and noise directly from the stables.

The neighbouring property most likely to be impacted upon by the proposal is New Park Farm situated to the east of Park Farm. At its closest, the curtilage of this property is approximately 66m from the proposed stables, whilst the dwelling itself would be separated by approximately 95m. It is relevant that there are a number of existing stables which are sited closer to New Park Farm and that no representations were received from the occupiers of this property. Given the scale of the existing operations at Park Farm, it is considered that the proposal, over-and-above the existing permitted livery use, would not give rise to an undue smell or noise which would warrant the refusal of the application, therefore, no objections are raised with regard to Policies D1, R19, R20 and criterion (iv) of Policy RA24.

(v) Their effect on environmental assets such as wildlife habitats

The grassland which existed prior to the installation of the unauthorised hard surfacing has already been lost, therefore, there is no longer any biodiversity interest in this area. The development is in accordance with Policy R20 and criterion (v) of Policy RA24.

(vi) Consideration of the standards for the safety and comfort of horses recommended by the Countryside Agency and The British Horse Society

Whilst the application site encompasses several nearby fields totalling 104 hectares in area, no information has been provided as to the extent of land used for keeping horses, subsequently, this criterion cannot be assessed. The British Horse Society were consulted and did not object.

Turning to the final two criteria of RA24, new residential accommodation would not be needed for the maintenance of the stables.

In terms of impact on the highway, existing access arrangements to the site would remain. Northaw Road West is a classified road, the B156 and is designated as secondary distributor road. At this location it is subject to a speed restriction of 40mph. Hertfordshire County Council Transportation Planning and Policy Department were consulted on this application and did not wish to restrict the grant of planning permission. It is considered a limited increase in traffic visiting the site is unlikely to have an unreasonable impact on the safety and operation of the adjoining highway.

Horse riders have a right to use bridleways, restricted byways and byways open to all traffic. They have no right to use footpaths and if they do they are committing a trespass against the owner of the land, unless the use is by permission. The application site includes a field to the south and south west of the stable buildings which is bounded to the east by a byway open to all traffic which leads to a bridleway. Furthermore, the application site is within the countryside where it is reasonable to expect horse riders to use local roads. Hertfordshire County Council Transportation Planning and Policy Department were consulted on this application and did not wish to restrict the grant of permission. In this case it would not be appropriate to refuse planning permission because there is no direct access from the site to the bridleway network.

b) Other material planning considerations

Storage and disposal of horse manure: Responsible storage and disposal of Horse Manure is necessary to protect the local environment from the harmful effects that runoff from manure can have if it is allowed to enter watercourses. Stables should be designed to prevent drainage contaminated with manure from entering any watercourse or drain. Policy R7 of the Welwyn Hatfield District Plan 2005 states that planning permission will not be granted for development which poses a threat to the quality of both surface and/or groundwater. No details of drainage systems or provisions for the disposal of Horse Manure have been submitted. Should planning permission be allowed at appeal, it is considered reasonable to impose a planning condition requiring a detailed scheme for the storage and disposal of waste and manure to be submitted to and approved in writing by the Local Planning Authority prior to the commencement of the development.

9. CONCLUSION:

The purposes of including land in Green Belts are of paramount importance to their continued protection and should take precedence over the land use objectives including the provision of appropriate facilities for outdoor sport, outdoor recreation.

Although a building which provides appropriate facilities for outdoor recreation accords with the acceptable purposes of new buildings in the Green Belt, the proposal fails to preserve the openness of the Green Belt and conflicts with the purposes of including land within it. The proposed stable blocks and office building, as a result of their prominence, scale, height, bulk and siting would be visually intrusive to an extent that would harm the openness and visual amenity of the Green Belt and conflict with the purposes of including land within it. This element of the proposal is therefore inappropriate development within the Green Belt contrary to the requirements of the National Planning Policy Framework and Criterion (i) of Policy RA24 of the Welwyn Hatfield District Plan 2005.

The retained area of hardstanding would not harmfully affect the openness of the Green Belt as it would not introduce built development above ground level. However, the parking of cars and horse lorries to which this is likely to give rise would materially reduce openness. Also the hardstanding has introduced a stark, man-made feature into the countryside which would add to the urbanising effects of the overall development in this rural location and conflict with one of the purposes of including land in the Green Belt - assisting in safeguarding the countryside from

encroachment. As such, the proposed retention of existing hardstanding would add to the harm that has already been identified.

Substantial weight must be given to the harm to the Green Belt by reason of the inappropriateness of the proposed development. No very special circumstances have been advanced by the applicant. In addition, there are no circumstances which in the opinion of the Local Planning Authority could amount to very special circumstances required to outweigh the harm caused by reason of inappropriateness and the harm to the openness of the Green Belt. The proposal is therefore contrary to the advice contained in the National Planning Policy Framework and would conflict with Policy RA24 of the Welwyn Hatfield District Plan 2005. The proposal therefore fails to overcome reason 1 for refusal of planning application S6/2012/2461/FP.

The development would result in a substantial increase in built form which would not blend in with the wider surroundings but rather stand out as incongruous in the landscape. The siting of the development fails to either reflect or enhance the local landscape character, therefore, the proposal is considered to be detrimental to the objectives of the Landscape Character Assessment contrary to the aims and objectives Policy RA10, D1, D2 and criteria (iii) of Policy RA24 of the Welwyn Hatfield District Plan, 2005. The proposal therefore fails to overcome reason 2 for refusal of planning application S6/2012/2461/FP.

Reason 3 for refusal of planning application S6/2012/2461/FP related to an unacceptable impact on living conditions at the neighbouring residential properties situated on the northern side of Northaw Road West due to smell and noise. It is considered that the proposed relocation of the two unauthorised stable blocks and the unauthorised office to the southern side of the main group of farm buildings would overcome this reason for refusal.

The fourth reason for refusal of planning application S6/2012/2461/FP was due to insufficient information with regards to drainage systems and the potential threat to ground and/or surface water from horse manure. However, planning permission was subsequently granted for the retention of four stable buildings (reference S6/2013/2275/MA) subject to a condition requiring a scheme for the collection, containment of manure to be submitted to the Local Planning Authority and agreed in writing.

Whilst no details of drainage systems or provisions for the disposal of horse manure have been submitted with this application, it is considered that, in the interest of consistency of decisions, that these are matters which could be dealt with by a suitably worded planning condition.

REASONS FOR REFUSAL:

1. The proposed development as a result of its prominence, scale, height, bulk and siting would be visually intrusive to an extent that would harm the openness and visual amenity of the Green Belt contrary to the requirements of the National Planning Policy Framework and Criterion (i) of RA24. The proposal is therefore inappropriate development within the Green Belt where

the harm, by reason of inappropriateness is not outweighed by other considerations.

2. The application buildings, due to their siting, design and appearance fail to either reflect or enhance the local landscape character, therefore, the proposal is considered to be detrimental to the objectives of the Landscape Character Assessment contrary to the aims and objectives Policy RA10, D1, D2 and criteria (iii) of Policy RA24 of the Welwyn Hatfield District Plan, 2005.

SUMMARY OF REASONS FOR REFUSAL

The decision has been made taking into account material planning considerations and where practicable and appropriate the requirements of paragraphs 186-187 of the National Planning Policy Framework (see Officer's report which can be viewed on the Council's website or inspected at these offices).

REFUSED DRAWING NUMBERS:

PKFM_001_005 received and dated 28 October 2013 & Existing Parking Spaces & S1 & Stable Elevation received and dated 04 February 2014 & PKFM_001_004 received and dated 03 March 2014.

INFORMATIVES: None	
Signature of author	Date