

Full Planning Application
at
1 Bonnington Farm
Kirknewton
Edinburgh
EH27 8BB

Development Quality Sub-Committee
of the Planning Committee

Proposal: Proposed replacement dwelling
Applicant: Mr D Brewster.
Reference No: 02/03884/FUL

1 Purpose of report

To recommend that the application be **REFUSED**

Reasons

1. The proposal is contrary to policy 2.2 of the Ratho Newbridge and Kirkliston Local Plan and policy E4 of the Finalised Rural West Edinburgh Local Plan in that it represents a new dwelling in the Countryside for which there is no justification.
2. The design of the proposal would result in a development which fails to make a positive contribution to the overall quality of the rural environment and is unsympathetic to and incongruous with its rural setting. In these respects, it is contrary to Policy 2.69 of the Ratho Newbridge Kirkliston Local Plan and Policy E5 of the Finalised Rural West Edinburgh Local Plan, and fails to comply with the guidelines specified in Planning Advice Note 36 (Siting and design of New Housing in the Countryside).

2 Main report

Site description

The property is situated to the east of Bonnington Village, east of the B7030 Cliftonhall Road. The existing property is a dwelling of traditional rural style with substantial front and side extensions added over time. It is finished with white render and slate roof and is set back approximately 90 metres from the road. At the front entrance to the building is a lodge. A farm yard lies outwith the application site to the west.

The existing house has developed over time, and the overall character is of a traditional farmhouse in a vernacular style. The house has been extended and the mass is broken up into smaller elements with varying rooflines, stepped plan form providing a degree of shelter and traditional detailing.

Site history

6 June 2002

Planning permission was granted for an extension and refurbishment of the dwelling house ref 01/03782/FUL.

Site history for Clifton Mains Farm:

21 March 2001

Ref 01/01283/FUL Planning permission was granted for a replacement agricultural dwelling on the site. An agricultural occupancy condition was attached.

22 August 2001

Ref 01/02364/FUL Planning permission was granted for a replacement agricultural dwelling on the site of the same footprint and design but handed. An agricultural occupancy condition was attached. The applicants appealed that condition in October 2002 and argued that there was only 2.5 HA of agricultural land associated with the dwelling and that the building had never been subject to an agricultural occupancy condition. The original planning application was for a replacement dwelling associated with agricultural use. The appeal was sustained and the condition deleted.

Development

The proposal, as revised, is for a replacement dwelling in the countryside. The existing house sits in a prominent location and is highly visible. The proposed house will sit on the same site.

The existing dwelling has a footprint of 338 square metres. The proposed replacement dwelling would have a footprint of 271 square metres or be in the same general position. However, the overall floor areas are similar (existing 594 square metres; proposed 585 square meters).

The replacement dwelling would have an overall height of 10 metres. To the rear a substantial orangerie is proposed which would be semi circular in style measuring in excess of 11.5 metres in width by 5.5 metres in depth with a sun terrace above.

The design of the proposed new dwelling would be radically different from the existing house. The applicant has made reference in the supporting statement to aristocratic examples such as Bonnington House, Ratho Park, Clifton School and Dalmahoy House.

The property would be finished in a white wet dash render with Spanish slate roof. The columns and balcony would be finished in buff reconstituted stone.

The applicants have submitted a supporting statement available in the Party Group Rooms.

Consultations

East Lothian Council

The application for the replacement of a dwelling house at the location in question raises no issues of strategic concern. East Lothian Council have no objection to this application.

Civil Aviation Authority Further Comments Received 17.12.2002

The proposed development has been examined from an aerodrome safeguarding aspect and does not conflict with safeguarding criteria. Accordingly, this department has no safeguarding objection to the proposal.

Environmental and Consumer Services

Prior to commencement of work on site;

a) a site survey (including bore hole testing where necessary) shall be carried out to establish, to the satisfaction of the Head of Planning, either that the level of contamination of any land within the site is acceptable, or that remediation and/or protective measures could be undertaken to bring the contamination to an acceptable level in relation to the development, and

b) a detailed schedule of any required remedial and/or protective measures, including their programming, shall be submitted to and approved in writing by the Head of Planning.

2. Any required remedial and/or protective measures shall be implemented in accordance with the approved schedule to the satisfaction of the Head of Planning.

Culture and Leisure

Bonnington Farm lies approximately 14km west of the historic centre of Edinburgh and 1km west of Ratho. Although much altered with later additions, the core of the main house and the east wing would appear to have been constructed during the period of agricultural improvement of the late 18th and early 19th Centuries and relate to buildings shown on the 1st Edition OS map of 1852. However, historically the site of the current farm has been associated with farming since at least the 14th Century, occurring at the eastern end of the suspected limits for the medieval farmtoun of the same name. This settlement was first recorded as Bonnington around 1315 and by the end of the medieval period may have supported up to forty families (Harris, Place Names of Edinburgh).

The existing farmhouse should be regarded as being of local archaeological and cultural importance, with the site itself occurring within an area with the potential for containing significant archaeological remains. Accordingly, the application should be considered under the following planning policies, issued by the Secretary of State for Scotland: National Planning Policy Guidance 18: Planning and the Historic environment (NPPG 18), 1999, and National Planning Policy Guidance 5: Planning the Archaeology (NPPG 5) and it's the accompanying Planning Advice Note 42 (PAN 42), 1994. The aim should be to preserve archaeological remains in situ as a first option, but alternatively where this is not possible, archaeological excavation or an appropriate level of recording may be an acceptable alternative.

The proposed alternative will require the demolition of the upstanding remain of the existing farmhouse elements of which date from the 18/19th century. The building although altered is still regarded as having local historic and archaeological importance. Such buildings could provide important archaeological information not only for the original and development of the farm, but also regarding the development of the post-improvement rural economy and farming practices.

After an assessment of the significance and impact of the development, it is considered that the loss of this building, on current information, would not be considered sufficient to justify refusal of consent on archaeological grounds. However it is essential that a photographic and written survey, linked to an appropriate level of documentary research, be undertaken of the farmhouse prior to its demolition.

In addition the site lies at the eastern limits suspected for the medieval farmtoun of Bonnington. Therefore any archaeological remains that may survive in situ below ground within the area of the development could provide important information regarding the origins and development of not only the farm but possibly also of the earlier medieval village. It is therefore essential that a suitable programme of archaeological works be carried out by a professional archaeologist, to record and excavate any archaeological remains uncovered and disturbed during development.

It is recommended therefore that a condition be applied to any consent granted to secure this programme of archaeological works (historic building recording and excavation). A condition based upon the model condition stated in PAN 42: Planning and Archaeology, para 34 should be used, as follows;

'No development shall take place on the site until the applicant has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted by the applicant and approved by the Planning Authority.'

The work must be carried out by a professional archaeological organisation, either working to a brief prepared by CECAS or through a written scheme of investigation submitted to and agreed by CECAS for the site. Responsibility for the execution and resourcing of the programme of archaeological works (historic building survey and excavation) and for the archiving and appropriate level of publication of the results lies with the applicant.

Midlothian

I consider that, given the scale of the proposed development, it neither raises any strategic matters of concern, or a strategic matter of any significance, and as a result I do not wish to make any comments.

Representations

The application was advertised on 15 November 2002.

No letters of representation have been received.

Policy

The Countryside policies of the Ratho Newbridge and Kirkliston Local Plan and the Finalised Rural West Edinburgh Local Plan 2003 are relevant to this proposal.

Policy ENV 16 of the Lothian Structure Plan advises that there is a presumption against isolated new development in the countryside except where development is essential to the operation of an activity which is itself appropriate to the countryside.

The New Finalised Structure Plan 2015 policy ENV 3 Development in the Countryside further advises that acceptable countryside development will include agriculture, horticulture, forestry and countryside recreation.

The Finalised Rural West Edinburgh Local Plan 2003 policy E5 adopts this strategy.

SPP 3 Planning for Housing is of relevance to this proposal. para 55 and 56 state;

55. The aim should be to promote development that supports the rural economy and local services, promotes rural regeneration, embodies the principles of sustainable development, and enhances the rural environment. Development plans should show where new housing will be encouraged and set out criteria against which any new proposals not specifically provided for in the plan will be judged. PAN 36 encourages careful attention to siting and the adoption of house designs which reflect the variations in landscape and building character across Scotland. The approach towards design and quality in residential environments set out in this SPP should be applied in the rural context.

56. Buildings in the countryside no longer required for their original purposes can offer opportunities for conversion to dwellings. Residential and business conversions are a way of retaining buildings which contribute to local character and can result in distinctive assets to the local environment. Even where planning authorities operate a policy resisting new housing outwith settlements, they should look sympathetically at proposals for the sensitive re-use, conversion or rehabilitation of buildings which can be accessed safely and readily serviced. Some limited new housing along with converted or rehabilitated buildings may be acceptable where it results in a cohesive grouping well related to its landscape setting. However, redevelopment should not automatically extend to the replacement of wholly derelict buildings or development of a different scale or character from that which existed previously.

Planning Advice Note 36

Siting and Design of New Housing in the Countryside.

Para 19 states that new housing should be sympathetic and not appear incongruous with its surroundings

Para 22 states the starting point is to observe the spacing, orientation and positioning of existing development.

Para 28 states that in seeking to promote housing in a style appropriate to rural areas, planning authorities should identify those aspects of building design which are characteristic of the indigenous architectural form. The guideline should ensure that new buildings are sympathetic to, and compatible with traditional buildings of the area.

SPP 3 Planning for Housing states;

" Redevelopment should not automatically extend to the replacement of wholly derelict buildings or development of a different scale or character from that which existed previously".

Relevant Policies:

Ratho, Newbridge and Kirkliston Local Plan

Policy RN269 seeks to influence the design of development to secure high standards and to protect the appearance of existing buildings and their surroundings.

Policy RN22 states that no development in the countryside will be permitted for purposes other than agriculture, outdoor recreation or other uses appropriate to a rural area.

Finalised Rural West Edinburgh Local Plan

Policy E4 states that development proposals should fully take into account the likely effects on the environment and include measures to mitigate any adverse effects. In certain cases an Environmental Statement will be required.

Policy E42 requires new buildings to make a positive contribution to the overall quality of the environment and the street scene, making provision for high quality landscaping and, where appropriate, new open spaces.

Policy E43 requires that alterations and extension be subservient and relate carefully to the original building. Proposals should preserve the architectural integrity of the existing building and respect its setting.

Policy E5 restricts development in Green Belt and Countryside policy areas to protect their landscape qualities, rural character and amenity.

3 Conclusions and Recommendations

DETERMINING ISSUES

The determining issues are:

- do the proposals comply with the development plan?
- if the proposals do comply with the development plan, are there any compelling reasons for not approving them?
- if the proposals do not comply with the development plan, are there any compelling reasons for approving them?

ASSESSMENT

To address the determining issues, the Committee needs to consider:

- a) whether the proposed use is acceptable in this location;
- b) whether the design is satisfactory given the setting of the site;

a) The proposal is in respect of a replacement dwelling in the Countryside for which there is no justification. The approved 1994 Lothian Structure Plan policy ENV 12 does not support developments in the countryside or the green belt which are not related to activities which are appropriate to the countryside. Policy 2.2 and 2.8 of the adopted Ratho Newbridge and Kirkliston Local Plan advises that no development in the countryside will be permitted for purposes other than agriculture, outdoor recreation or other uses appropriate only to a rural area. Policy E5 of the Finalised Rural West Edinburgh Local Plan 2003 advises that development will only be permitted where it is necessary for the purposes of agriculture including farm diversification, horticulture, forestry, countryside recreation or other uses appropriate to the rural character of those areas, or where a countryside location is essential. There is no agricultural land associated with the dwelling and no justification for a countryside location. The fact that the quality of the existing property may have been allowed to deteriorate is not a reason to allow a replacement dwelling. The proposal is therefore contrary to policy.

Planning permission was granted for a replacement agricultural dwelling at Clifton Mains Farm on 22 August 2001. A condition was imposed to restrict the property for agricultural purposes. That condition was appealed and the Reporter ruled that as there was a very small land holding (2.5ha) associated with the building that the agricultural condition should not be imposed.

b) The proposed replacement dwelling would have a smaller footprint but a similar floor area to the existing one, and in this regard could be considered acceptable. However, the design of the proposed new dwelling is considered to be incongruous and unsympathetic to its setting and would not make a positive contribution to the environment.

While the design has some similarities with the house approved at Clifton Mains Farm, some elements such as the roof pitch and use of gables are not of a traditional form.

The proposed design would significantly change the character and appearance of the site and it is considered inappropriate in this elevated countryside location.

The application proposes a woodland shelterbelt along the west, east and southern boundaries of the site which will assist in softening the impact of the dwelling. However, it does not override the unacceptable scale and design of the replacement dwelling.

3. Impact on amenity and highway safety

The application site is isolated and would not affect the residential amenity of any neighbouring properties.

The proposal utilises the existing access and in this regard there are no highway implications.

In conclusion it is considered that there is no justification for this proposed development in the countryside and it would have a detrimental effect on the character of the area.

It is recommended that the Committee refuses this application for the reasons stated.

Alan Henderson

Alan Henderson
Head of Planning and Strategy

Ward affected 03 -Dalmeny/Kirkliston

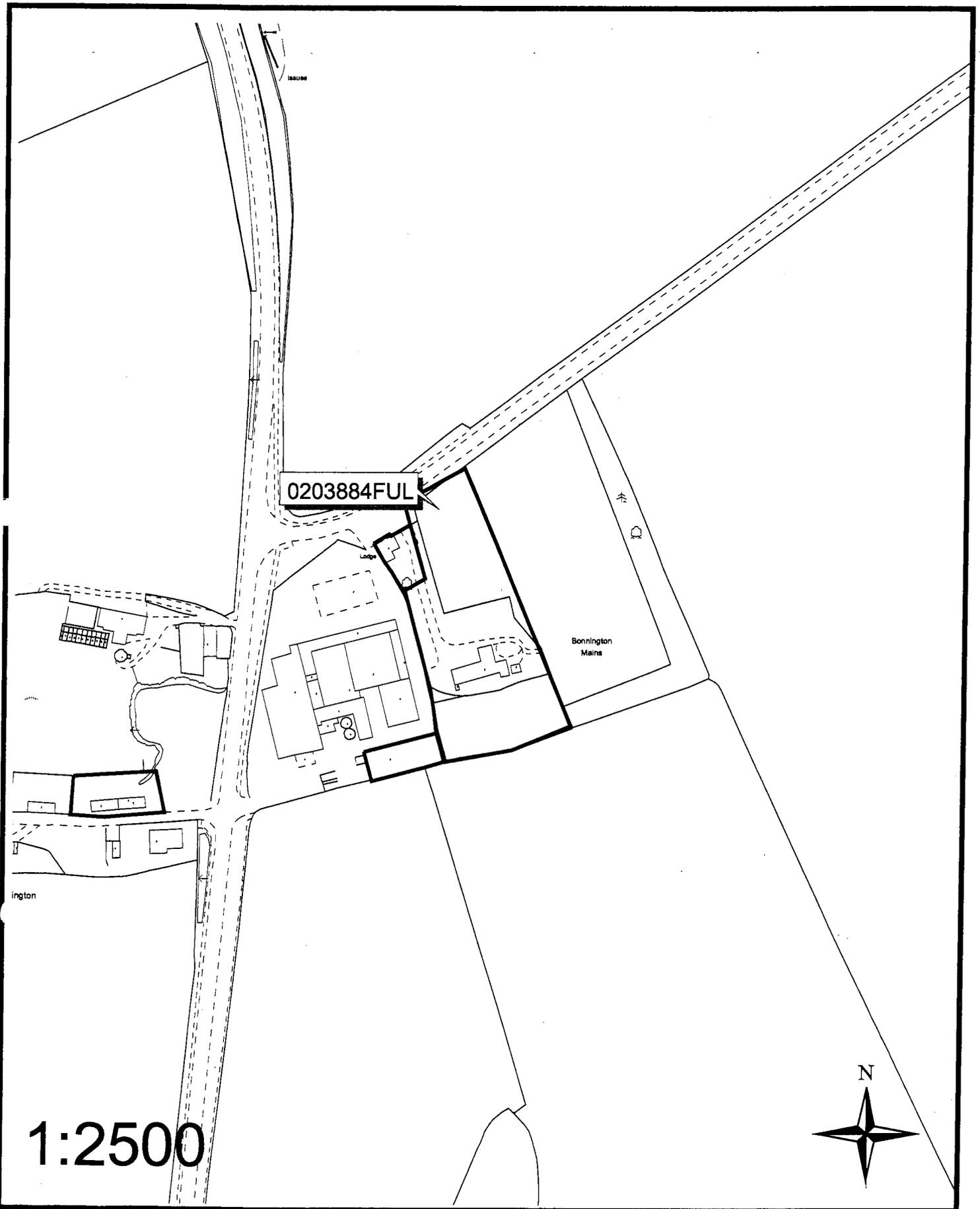
Local Plan Rural West Edinburgh Local Plan

**Statutory Development
Plan Provision** Countryside

File

Date registered 5 November 2002

**Drawing numbers/
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PLANNING APPLICATION

The City Development Department - Planning