

APPLICATION NO	PA/2016/888
APPLICANT	Lincolnshire Co-operative Ltd
DEVELOPMENT	Planning permission for the erection of a single-storey neighbourhood food store (Class A1 Use), the creation of a new vehicular and pedestrian access, car parking, external plant equipment landscaping and associated works
LOCATION	Land off West Street, Scawby
PARISH	Scawby
WARD	Ridge
CASE OFFICER	Scott Jackson
SUMMARY RECOMMENDATION	Refuse permission
REASONS FOR REFERENCE TO COMMITTEE	Officer discretion

POLICIES

National Planning Policy Framework: Paragraph 28 states that to promote a strong rural economy, local and neighbourhood plans should promote the retention and development of local services and community facilities in villages such as shops.

Paragraph 34 states that plans and decisions should ensure developments that generate significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised.

Paragraph 56 states that the Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.

Paragraph 128 states that in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

North Lincolnshire Local Plan: Policies T1, T2, T19, LC11, HE2, HE5, HE9, DS1, DS3 and DS14 apply.

North Lincolnshire Core Strategy: Policies CS1, CS2, CS5, CS6, CS14, CS16, CS17, CS22 and CS25 apply

Housing and Employment Land Allocations Development Plan Document

Scawby Conservation Area Appraisal and Supplementary Planning Guidance

CONSULTATIONS

Highways: No objection, but recommend conditions in respect of the development not coming into use until the access, parking, servicing, surface markings and cycle parking have been provided and in respect of a delivery/servicing plan and a phased traffic management plan.

Environmental Health: No objection, but recommend conditions in respect of acoustic screening, opening hours, delivery hours, engines of vehicles to be switched off during deliveries and reversing alarms of delivery vehicles to be switched off. Conditions are also recommended in relation to waste collection hours, construction hours and the investigation of any unexpected contamination.

Spatial Planning: The proposed supermarket is located on a greenfield site set within the development limit for the village which is identified as a rural settlement within the Adopted Core Strategy. It is set opposite Scawby Primary School, abuts the Scawby Conservation Area and is located within a wider Area of Amenity Interest as identified by Policy LC11 of the North Lincolnshire Local Plan.

In planning policy terms the main considerations are whether a 280 square metre net supermarket is appropriate within a village location and whether the proposal would have an unduly adverse impact on the Area of Amenity Interest. The proposal takes up the majority of the frontage with West Street and will have an impact on the open character of the Area of Amenity Importance. Considerations will need to be undertaken that examine the community benefits of the proposal against the loss of LC11 land and the potential impact of the development on the setting of the adjacent conservation area.

Highways Drainage: Our records indicate that the proposed development site is bounded by a highway drain in the verge to the west of the development where a new access is proposed. Following inspection, the watercourse may need to be cleared, replaced, protected or diverted by the applicant. Any other drainage feature found during excavations must be immediately reported to the Drainage Team prior to any further construction works being carried out.

Conservation Officer: Object on the grounds that the open space makes an important contribution to the character, appearance and setting of the conservation area. The significance of the openness of the site is highlighted by its designation as a site of Amenity Importance. As stated, this is an Area of Amenity Importance and has never been built on and provides a clear buffer between the old historic core and the modern development to the east (the modern cul-de-sacs off Mill Lane). The impact is greater as it is a prominent site at the entrance to the conservation area and the building, by virtue of its scale and design, is inappropriate. This development has a negative impact on the setting of the conservation area considering it is also on LC11 land and is directly in line of an important view into the conservation area.

Historic Environment Record: The applicant has submitted an interim report of the results of the recent archaeological trial trench evaluation to inform the assessment of significance. The trenches revealed archaeological remains of later post-medieval date of little evidential value. No further archaeological work is recommended in connection with the development of this site and no objection is raised in relation to archaeological interest.

PARISH COUNCIL

Object on the following grounds:

- traffic generation and highway safety
- proximity to school, pedestrian crossing and existing on-street parking issues
- additional traffic
- inadequate provision of community parking spaces and the method of policing the parking
- open countryside
- the open space should be protected.

PUBLICITY

Neighbouring properties have been notified and a site notice posted. Fourteen letters of objection (including three from the same address) have been received raising similar issues to those by the parish council, together with the following issues:

- flooding
- conservation area
- narrow road for access and egress
- proximity to primary school
- designated Green Belt
- parking restrictions along West Street
- busy road, particularly during school drop-off and pick-up
- narrow road for delivery traffic
- danger to pedestrian/highway safety
- proposed development is located away from the main concentration of village facilities
- there has been a proliferation of convenience stores in local villages
- no record of public or parish council consultation taking place prior to the submission of the application
- site is more appropriate for residential development
- it will increase antisocial behaviour
- existing issues of traffic congestion along West Street

- light pollution from floodlights
- noise from deliveries, unloading and refrigeration
- a smaller retail unit should be considered
- the proposal will not be sustained by the local population
- may result in loss of key village services
- not a suitable location
- no need for a further food store
- impact on character and appearance of the area
- impact on ecology
- devaluation of property prices
- competition for existing shops.

One letter of comment has been received (raising no issues) and six letters of support making the following comments:

- carefully considered location
- it is clear of the school access
- safe pedestrian access is proposed
- increased variety and choice
- centrally located in the village
- sufficient parking provision is proposed.

ASSESSMENT

The application site comprises part of an agricultural field located in the centre of the village and extends to 0.22 hectares in area. The site is located within the settlement boundary for Scawby, on land designated as an Area of Amenity Importance (LC11 land) and on the edge of the conservation area (runs along the northern boundary). The site is open along its western frontage with West Street (B1207) and bordered by residential properties to the north and south. The primary school is located to the south-west (opposite the site) and a listed building to the east. The proposal seeks the erection of a convenience food store extending to 385 square metres with 37 car parking spaces; 12 of which are designated for community parking use. It is also proposed to introduce a new vehicular access and associated landscaping and service areas.

The main issues in the determination of this application are the principle of development, impact on the character and appearance of the area/conservation area, impact on residential amenity and highway issues.

Principle

The proposal is for the erection of a convenience food store with associated parking, landscaping and servicing. The scheme also proposes 12 off-street parking spaces which will be allocated for community parking use in association with the primary school opposite the site. The proposal will provide a new community facility within the defined settlement boundary for Scawby; this is supported under policy CS22 of the Core Strategy which states that good quality services and facilities will be provided to meet the needs of local communities and are accessible by public transport, cycling or on foot. This policy states that the provision of new facilities should be focused in residential areas where there is no adverse impact on the amenities of neighbouring properties and the provision of services and facilities will be of the scale appropriate to the type and size of the settlement.

The potential impact of the development upon residential amenity will be assessed in a subsequent section of this report; however the proposal is not considered to be detrimental to residential amenity in this case. With regard to the choice of location, it is noted that the applicant has undertaken a site selection process which considers three other sites in Scawby; this information is contained within the planning statement. Each of the three sites identified are discounted for different reasons, namely on the grounds of planning permission existing on one site for residential development and for reasons of suitability, availability and the size of the site being inadequate. In terms of the need for a local food store in Scawby, the Planning Statement submitted with the planning application contains a retail capacity assessment. This assessment considers the total expenditure on convenience goods available in the village of Scawby (a figure of £3.43 million) and the proposal would provide a top-up shopping function rather than a main food shop. This section of the planning statement concludes there is capacity for up to a 280 square metre food store in Scawby, it would prevent leakage to other settlements located 3-5 kilometres away and prevent people having to travel to other settlements to undertake top-up shopping.

Based on the information submitted in support of the application, it is accepted that the need for the development has been demonstrated and there are no alternative, more sustainable sites available within Scawby to accommodate the proposal. The proposal will increase the range of facilities and choice for the residents of Scawby and will deliver 15 full-time or equivalent jobs to the locality. The site is within easy walking distance of all residential properties in the settlements of Scawby and Sturton, it is accessible by bus and cycle and is located within 200 metres of the main community facilities in Scawby; therefore the location is considered to be sustainable and compatible with the size and function of the settlement.

Settlement character/conservation area

The introduction of a building on an open piece of land which is designated as an Area of Amenity Importance (LC11 land) and which is located on the edge of the conservation area are the main issues to consider.

Scawby has a defined settlement character which principally consists of linear development with a number of residential cul-de-sacs located off the main access roads (Messingham Lane, B1207 and Church Street) interspersed with large swathes of open green spaces and fields designated as LC11 land. It is these areas of green space which provide the village with a sense of openness and local distinctiveness. This site forms part of one of these areas of land which forms an important open space between existing built

development in Scawby and is one of the most visually prominent areas of open space owing to its direct frontage onto West Street. In addition, the Scawby Conservation Area Appraisal and Supplementary Planning Guidance highlights that this area of land forms an important view into the conservation area, owing to the open nature of the land which forms a 53 metre gap in the street scene along West Street.

The applicant has submitted a Heritage Townscape and Visual Impact Assessment; this document assesses the potential impacts of the development on the local landscape and visual amenity, as well as the effects on the settings of nearby heritage assets.

This document concludes that there would be a minor reduction in evidential, aesthetic value and communal values to the conservation area as a whole, arising from a slight reduction in an area of open fields at the centre of the village, and the infill of the street frontage to West Street which would result in the obstruction of a locally designated view. In terms of effects on townscape, the document concludes the effect would be 'very minor adverse', considered as an effect on the settlement as a whole, and taking into account the urban design benefit of a more consistent unbroken building line to West Street. With regard to effects on views, the document states the proposed building would only be visible in short range views close to the site. The effects on the majority of views would be low to negligible as there is a great deal of vegetation surrounding the site and in most cases, intervening development screens the proposed building from view. The document sets out a number of viewpoints, which are considered to be an accurate representation of key views into the conservation area and across the site. Of note are the two key views identified in this document which are taken from West Street (viewpoint 1) looking across the site in an easterly direction and in a north-easterly direction from West Street (viewpoint 2) respectively. Viewpoint 1 corresponds with the important view identified in the Scawby Conservation Area Appraisal. In terms of the significance and nature of the effect, the document states the impact would be 'moderate adverse' with the visual amenity of the field being lost and the view replaced by an attractive building with a soft landscaped perimeter and frontage to West Street.

The erection of a local food store with a width of 24.6 metres and a ridge height of 8.6 metres (equivalent height of a two-storey dwelling), together with a large area of hardstanding to the front and side (for parking and servicing), is considered to intercept this key view into the Scawby conservation area and across the LC11 land. The proposal will significantly enclose the gap between existing dwellings along West Street and result in the partial loss of LC11 land. The proposed development will result in views of the remainder of the LC11 land (and the designated land beyond the site to the east) being funnelled through a 15.5 metre gap, thereby significantly reducing the importance of this view. Whilst it is accepted that the food store will be set back into the site (back from the highway) it is considered that this building will result in development which erodes this area of open space in Scawby by reducing its sense of openness, thereby adversely affecting its character, setting and local distinctiveness. The proposal, by virtue of its siting, scale and height, is also considered to adversely affect an open space and view which the council seeks to protect under the guidance set out in the Scawby Supplementary Planning Guidance.

The proposal is for the erection of a local convenience store which features a projecting gable feature and a hipped roof design. It is proposed to have a ridge height of 8.6 metres and features eaves detailing, brick tumbling to the projecting gable and corbelling. Further detail is provided by a contrasting buff brick projecting gable, parapet detailing, brick headers to all windows and stone cills. It is accepted that the detailing and proposed

external material finishes (red pantile and red-multi brick) of the proposed food store has taken design cues from the appearance of existing buildings and listed buildings located within the Scawby conservation area located directly to the north.

Notwithstanding the above paragraph, the proposal is dominated by a projecting gable at a height of 8.6 metres and by large expanses of both brick and roof tile. There are very few openings in the elevations of the building and the introduction of glazing would break up the mass of brickwork and provide visual interest. However, in respect of its design, scale and appearance, it is considered that the proposal fails to take the opportunity to deliver a scheme which improves the character and quality of the area and the way it functions. The NPPF, at paragraph 65, states that local planning authorities should not refuse permission for buildings which promote high levels of sustainability because of concerns about incompatibility with an existing townscape, if those concerns have been mitigated by good design (unless the concern relates to a designated heritage asset and the impact would cause material harm to the asset or its setting which is not outweighed by the proposal's economic, social and environmental benefits). Whilst it is acknowledged that the development is located in a sustainable location, and will provide additional local customer choice and improve the level of community facilities, it is considered that the sustainability and economic benefits of the proposal do not outweigh the adverse impact the development (by virtue of its siting, scale, height and design) has on the open character and visual amenity of the LC11 land and the important view into the Scawby conservation area, to the detriment of its character and appearance.

Residential amenity

The separation distance from the proposed convenience food stores to the nearest sensitive receptor (or residential property) is 24 metres to the north and south respectively. Conditions are recommended in respect of opening hours, delivery hours, waste collection, acoustic screening, construction working hours and in respect of engines and reversing alarms for delivery vehicles and are considered sufficient to protect residential amenity in this case. No details have been submitted in respect of external lighting; it is considered prudent that these details could be secured by way of a planning condition. The proposed hours of opening for the convenience store are 7am to 10pm on a daily basis; these hours are considered acceptable in this location. Antisocial behaviour is a matter for the police to address where necessary.

Highways

A number of objections and concerns have been raised in relation to pedestrian and highway safety; these issues primarily relate to the proximity to the primary school. It is noted there are existing parking restrictions along West Street which continue across the entire site frontage; parking restrictions are in place which prevent the stopping of vehicles between the hours of 8.30am and 9.15am, and from 3pm to 3.45pm, on a daily basis. Given that there are existing restrictions within the highway which prevent the stopping and parking of vehicles along West Street, the proposal is not considered to give rise to additional parking within the highway. Furthermore, the level of parking provision to serve the proposed convenience food store (25 spaces) is considered sufficient to meet the needs of the proposal. The approach route (along West Street) is considered to be of sufficient width to accommodate delivery vehicles; in addition, deliveries can easily be timed to ensure that they take place outside of school drop-off and pick-up times.

The proposal includes the provision of 12 car parking spaces for community use in association with parking for the primary school. The policing and management of this parking, together with the potential for the remaining spaces (those allocated for customer use) within the site to be utilised for parking in association with the primary school, is a matter for the applicant to address. The provision of this parking for community use would result in a reduction in cars being parked within the highway. The parking of vehicles in an unauthorised, dangerous or obstructive manner along West Street would be a matter for the council's Highways team and/or the police to deal with. Highways have raised no objection to the proposal on highway or pedestrian safety grounds.

Other issues

There is the potential to achieve biodiversity enhancement across the development site; this would be secured by way of planning condition. Devaluation of property prices, competition to existing businesses and impact on view are not material planning issues and will not be assessed in this case. The site currently serves as an agricultural field and there is sufficient scope within the application site to employ surface water management regimes; this will be sufficient to discharge via soakaway. The proposal is not being considered for alternative forms of development and therefore has been assessed for retail development in this case.

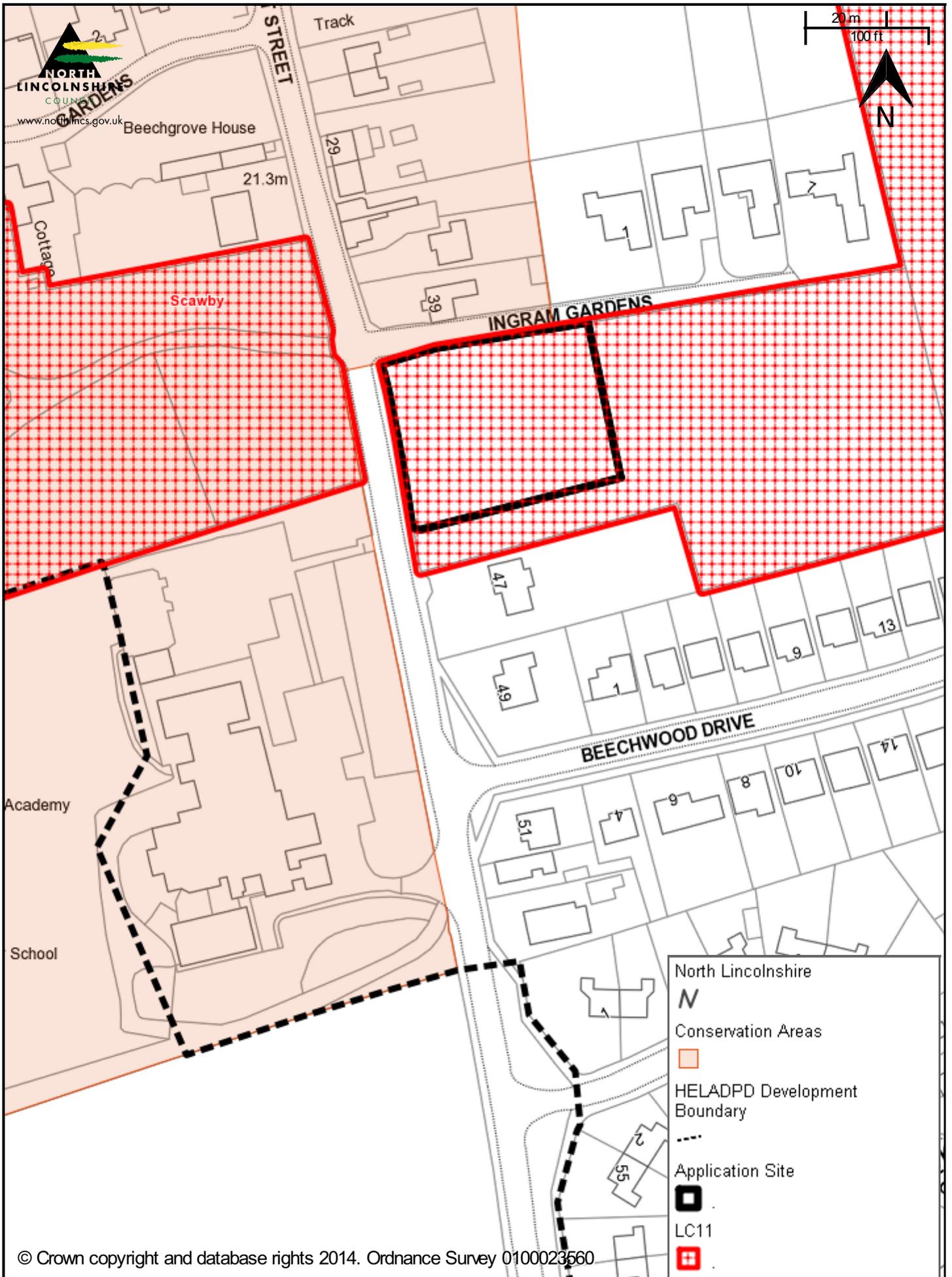
The Planning Statement submitted with the application states that the applicant engaged with the primary school on 1 December 2015 and with Scawby Parish Council on 2 December 2015 prior to submitting the planning application. The feedback from both consultation events was generally supportive. There are no designated Green Belts in North Lincolnshire, therefore this issue is not relevant to the proposal being considered.

RECOMMENDATION Refuse permission for the following reasons:

Policy LC11 (Areas of Amenity Importance) of the North Lincolnshire Local Plan states that there are areas of land within a settlement which help to create local distinctiveness and spaces which are important to the character and setting of villages. The development is proposed on an Area of Amenity Importance and on land which forms an important view as identified in the Scawby Conservation Area Appraisal 2005. The proposed neighbourhood food store, by virtue of its siting, scale, height and design, will remove a significant part of this Area of Amenity Importance along the West Street frontage, thereby adversely affecting the open character and setting of this part of Scawby, detracting from an important existing view and resulting in the partial loss of an open area. The proposal is considered contrary to policies LC11 and HE2 of the North Lincolnshire Local Plan, the Scawby Conservation Area Appraisal and Scawby Supplementary Planning Guidance.

Informative

In determining this application, the council, as local planning authority, has taken account of the guidance in paragraphs 186 and 187 of the National Planning Policy Framework in order to seek to secure sustainable development that improves the economic, social and environmental conditions of the area.



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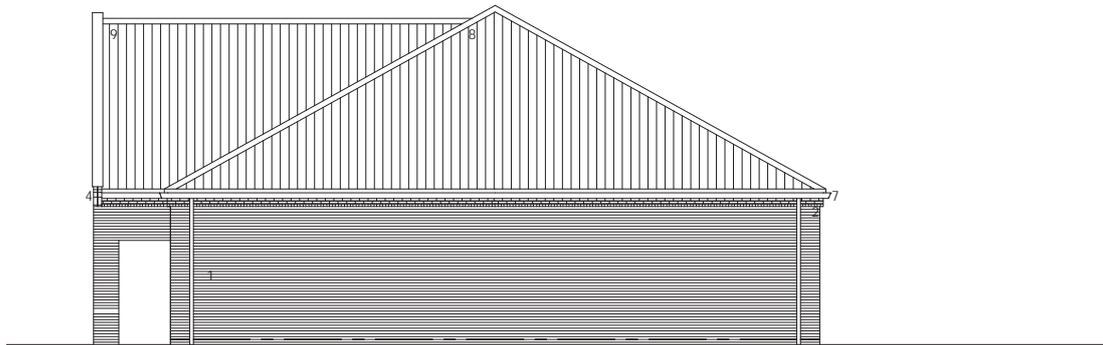
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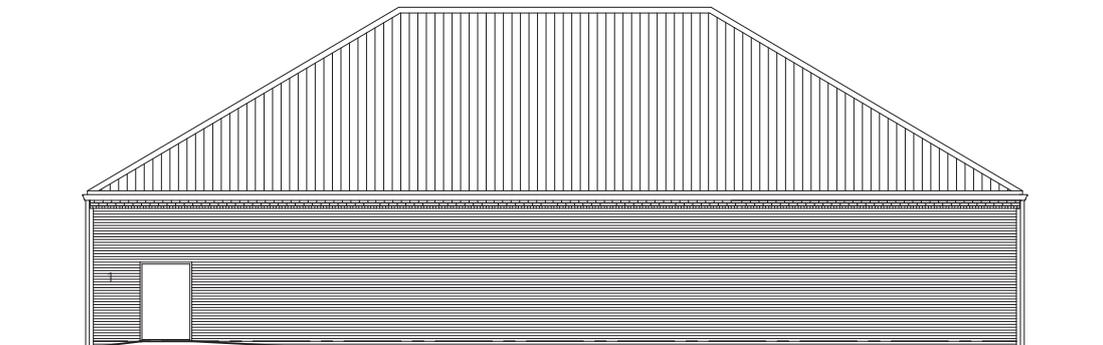
PA/2016/888 Proposed Elevations Not To Scale



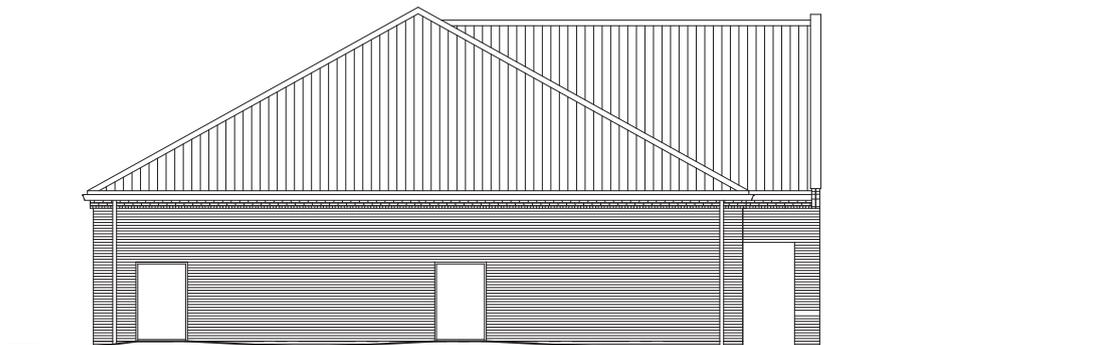
FRONT ELEVATION



SIDE ELEVATION



REAR ELEVATION



SIDE ELEVATION

AMENDED

PA/2016/888 Proposed site layout - Not to scale

