

APPLICATION NO	PA/2015/0247
APPLICANT	Mr M Phillips, Ongo
DEVELOPMENT	Planning permission to erect a temporary building for use as a pre-school nursery with external play space
LOCATION	Land adjacent to Westcliff Community Centre, Newbolt Avenue, Scunthorpe
PARISH	SCUNTHORPE
WARD	Brumby
CASE OFFICER	Scott Jackson
SUMMARY RECOMMENDATION	Grant permission subject to conditions
REASONS FOR REFERENCE TO COMMITTEE	Significant public interest

POLICIES

National Planning Policy Framework: Paragraph 70 states that to deliver the social, recreational and cultural facilities and services the community needs, planning policies and decisions should plan positively for the provision and use of shared space (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments.

It also states that planning policies and decisions should guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs.

Paragraph 58 states that planning policies and decisions should aim to ensure that developments create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion.

North Lincolnshire Local Plan: Policies DS1 (General Requirements), T1 (Location of Development), T19 (Car Parking Provision and Standards), C4 (Children's Day Care Provision) and C7 (Community Centres) apply.

North Lincolnshire Core Strategy: Policies CS1 (Spatial Strategy), CS2 (Delivering more Sustainable Development), CS5 (Delivering Quality Design in North Lincolnshire) and CS22 (Community Facilities) apply.

CONSULTATIONS

Highways: Advise conditions re travel plan.

Environmental Health: This type of development has the potential to generate complaints relating to noise from people coming and going and congregating in the evenings. The building is likely to be required for three years. Therefore recommend the following hours of use condition:

- 8am to 7pm Monday to Thursday
- 8am to 9pm on Fridays and Saturdays and at no time on Sundays or Bank/Public Holidays.

Highways Drainage Team: The proposed development site is bounded by, or has running through it, surface water drains. Any drainage found during excavations will need to be protected/diverted at the expense of the landowner and must be reported immediately.

Severn Trent: No objection, but recommend a condition relating to the submission of details for the method of surface and foul water disposal.

Education: As a local authority we have a duty to ensure there are sufficient services in communities to meet the needs of young people. Concerns raised that local groups would not be offered temporary accommodation whilst the building work to provide a new community facility is undertaken. It may also be an ideal opportunity for the staff delivering services to perhaps engage with the wider community and offer activities to promote and attract additional young people.

PUBLICITY

Neighbouring properties have been notified. Four letters of objection and a generic letter from 11 separate addresses have been received raising the following issues:

- impact on view
- devaluation of property prices
- increase in antisocial behaviour
- impact on parking
- lack of parking provision
- there are alternative sites in better locations available
- the temporary nature of the proposal is questioned
- the current parking facilities for the community centre are regularly over-subscribed
- existing parking provision of 16 spaces is wholly inadequate
- there will be a need for staff parking
- existing antisocial behaviour problems will be exacerbated
- the youth centre will be open until late (10pm)

- additional parking is required
- extra lighting and CCTV will be required
- increase in traffic
- the proposal will disrupt residents' sleep patterns
- temporary buildings will be erected for use by workers
- impact on child/pedestrian safety.

In addition a letter of objection has been received from the Westcliff Community Centre, which raises similar issues to those above, together with the following issues:

- insufficient information relating to sewerage, drainage and street lighting
- limited access from the car park
- proximity of perimeter fence to the community centre
- loss of light to the rooms of the community centre
- siting of bins and collection by lorries
- supply of gas and electric
- a better option would be to extend the existing community centre and incorporate a play area.

ASSESSMENT

The application site comprises an area of green space located adjacent to the Westcliff Community Centre; it is positioned between West Common Lane to the north and Cowper Avenue to the south. The area of green space is bisected by a number of pathways which run in a north to south direction. The area is predominantly residential in nature, however the site is located close to Westcliff Precinct which provides local community facilities including a public house, convenience shop, post office and newsagents. The facility is required as a temporary youth centre and pre-school nursery whilst the existing youth centre is demolished and a new community facility provided as part of the Westcliff Regeneration Project.

The main issues in the determination of this planning application are the principle of development, and impact upon residential amenity and the character and appearance of the area.

Principle

This is a proposal for a temporary community facility to provide a youth centre and pre-school nursery for the local residents in the Westcliff area of Scunthorpe. Policy CS22 of the adopted Core Strategy states that the provision of new community facilities, or the improvement of existing community facilities, which meet the needs of local residents will be supported in principle. This facility, albeit temporary in nature will provide a community

facility to meet the needs of the local population in a location which is accessible by public transport, cycling or on foot. The proposal is considered to be acceptable in principle, particularly as it will provide a continued community facility (youth centre) whilst the existing building serving this local community is demolished. In addition the Design and Access Statement states that there is a high demand for pre-school places; the purpose of this temporary facility is to establish the pre-school provision ahead of the facility being transferred to a permanent space within the Westcliff redevelopment. The impact on residential amenity will be assessed in a subsequent section of this report. In addition the proposal will create six full-time jobs.

Policy C4 (Children's Day Care Provision) states that applications for new build for children's day nurseries will be determined in relation to the provision of a safe environment for children, outdoor play space being kept separate from parking areas, on-site provision for resident and staff parking, an area for drop-off and impact on the character and appearance of the area. The facility will be kept separate from the parking area and the outdoor play space will be adequately enclosed. There will be space for drop-off and pick-up purposes and the proposal is not considered to give rise to loss of residential amenity or have an adverse impact on the character and appearance of the area. This will be assessed in the subsequent sections of this report. In conclusion, the proposal is considered to comply with policy C4 of the North Lincolnshire Local Plan.

Residential amenity

The proposal will be located 25 metres from the nearest residential property. The main issues for objection appear to surround the proposed hours of operation, the potential for antisocial behaviour and the provision of parking. This location is easily accessible by several modes of travel, including by foot. In addition it is located less than 300 metres from the existing youth centre, so that the transfer of this service will be located reasonably close. Environmental Health has recommended a condition that the facility only be open between the hours of 8am to 7pm Monday to Thursday, 8am to 9pm on Fridays and Saturdays and at no time on Sundays and Public/Bank Holidays. These hours of operation are considered sufficient to protect residential amenity, whilst allowing enough flexibility for the facility to be open to meet the needs of the local community. It is worth noting that these proposed hours of operation have been agreed between the applicant's agent and Environmental Health as being acceptable. There is an external area of play proposed which will serve the pre-school use. The children will use this external play space during social hours of the day (ie between 9am and 3.30pm); this is not considered to give rise to loss of residential amenity to neighbouring properties.

A Framework Travel Plan has been submitted with the planning application, which sets out the various methods of travel that are available and puts forward measures to encourage people to travel to the site in a sustainable way. It should be noted that there are a number of off-street parking spaces to the south and south-east of the site which can be used for both the proposed uses. Arguably it is the pre-school use which will attract a greater number of vehicle movements, but these will be of relatively short duration, for drop-off and pick-up only. No issues have been raised by Highways on parking and highway safety grounds, and conditions are recommended relating to the approval and monitoring of the final travel plan; this will ensure that sustainable modes of travel are encouraged. The youth club use is not considered to attract significant volumes of traffic to and from the site, particularly given the age range of people attending the facility and the fact that the facility will be located close to the existing facility on Lichfield Avenue (there will be a transfer of youths from one site to another).

Antisocial behaviour arising from the proposed mix of uses is a matter for the police to deal with. Furthermore the proposal is for a temporary period of up to three years, after which period the local planning authority can reassess the impact the building is having in this location. The building is of temporary construction and is portable; it can be removed from the site after the two-year period and the land restored without any long-term impact on the visual and residential amenity of the area. Impact on view and devaluation of property prices are not material planning issues and will not be assessed in this case.

The temporary structure will be located 6 metres to the west of the existing community centre and will be single-storey in height. The proposed structure, by virtue of its height and siting, is not considered to result in loss of light to the windows of the community centre. It is worth noting that there is existing street lighting along the pathways which will provide adequate lighting for people walking to and from the site. If CCTV cameras are required for security purposes then a separate planning application may be required, such an application would be considered on its own merits. The plans show an area to the front of the structure for the provision of a bin store. These bins can be presented to the highway footpath on the day of collection; the local highway footpaths and pathways can be utilised to do this. The site is located within the main urban settlement of Scunthorpe, therefore there should be no difficulty in connecting to the existing services in terms of power and mains drainage. The drainage strategy submitted with the planning application has considered SuDs for surface water drainage disposal (soakaway as option 1), which is considered acceptable in this case.

Street scene

The proposal is for a temporary building of modular construction measuring 18 metres by 9.25 metres with a flat roof at a height of 3 metres. It will be orientated with its longer elevation running parallel to West Common Lane (east to west) and its main entrance facing south towards Cowper Avenue. It is accepted that views of this temporary building will be available from both West Common Lane and Cowper Avenue, however the building will not be viewed in isolation, particularly given its relative proximity to the community centre. At a height of 3 metres the temporary building will be significantly below the ridge height of the community centre, therefore it will not compete visually with surrounding buildings. The building will retain the sense of openness that exists between the community centre and the residential properties to the west, furthermore it will not compromise the pedestrian walking routes that already exist in this green landscaped area. The proposal will not result in the loss of any trees which contribute to the greened appearance of this area. The impact of this temporary building and associated external play space is not irreversible – the land can be restored to its previous green, open appearance following removal of the building and associated structures from the site.

Other issues

The proposal will not compromise the long-term use of this site as an area of green space. No information has been provided to confirm that space is required for a construction compound and the building will be positioned on the site for a relatively short time. The boundary fence is to provide enclosure to the external play space for the pre-school, it will not infringe onto the footpaths that cross the site. The proposal is not considered to result in a hazard to pedestrian or highway safety.

RECOMMENDATION Grant permission subject to the following conditions:

1.

The building and works hereby permitted shall be removed, the use hereby permitted discontinued and the land restored to its former condition on or before 30 September 2018 in accordance with a scheme of work to be submitted to and approved in writing by the local planning authority.

Reason

Planning permission is granted in light of the temporary requirement for the community facility in this location and in the interests of the visual amenity of the area, in accordance with policies DS1 of the North Lincolnshire Local Plan and CS22 of the North Lincolnshire Core Strategy.

2.

The development hereby permitted shall be carried out in accordance with the following approved plans: 14807/03A and 14/807/02.

Reason

For the avoidance of doubt and in the interests of proper planning.

3.

The temporary building hereby permitted shall not be open outside the hours of 8am to 7pm Monday to Thursday, 8am to 9pm on Fridays and Saturdays and at no time on Sundays or Public/Bank Holidays.

Reason

To define the terms of the permission and to safeguard the residential amenity of neighbouring properties, in accordance with policy DS1 of the North Lincolnshire Local Plan.

4.

The final travel plan shall be submitted to and approved in writing by the local planning authority within six months of the proposed development being brought into use and all conditions and requirements of the plan, once approved, shall be implemented and retained at all times.

Reason

To ensure that the proposed development operates in a safe and sustainable manner with minimal disruption to the highway network.

5.

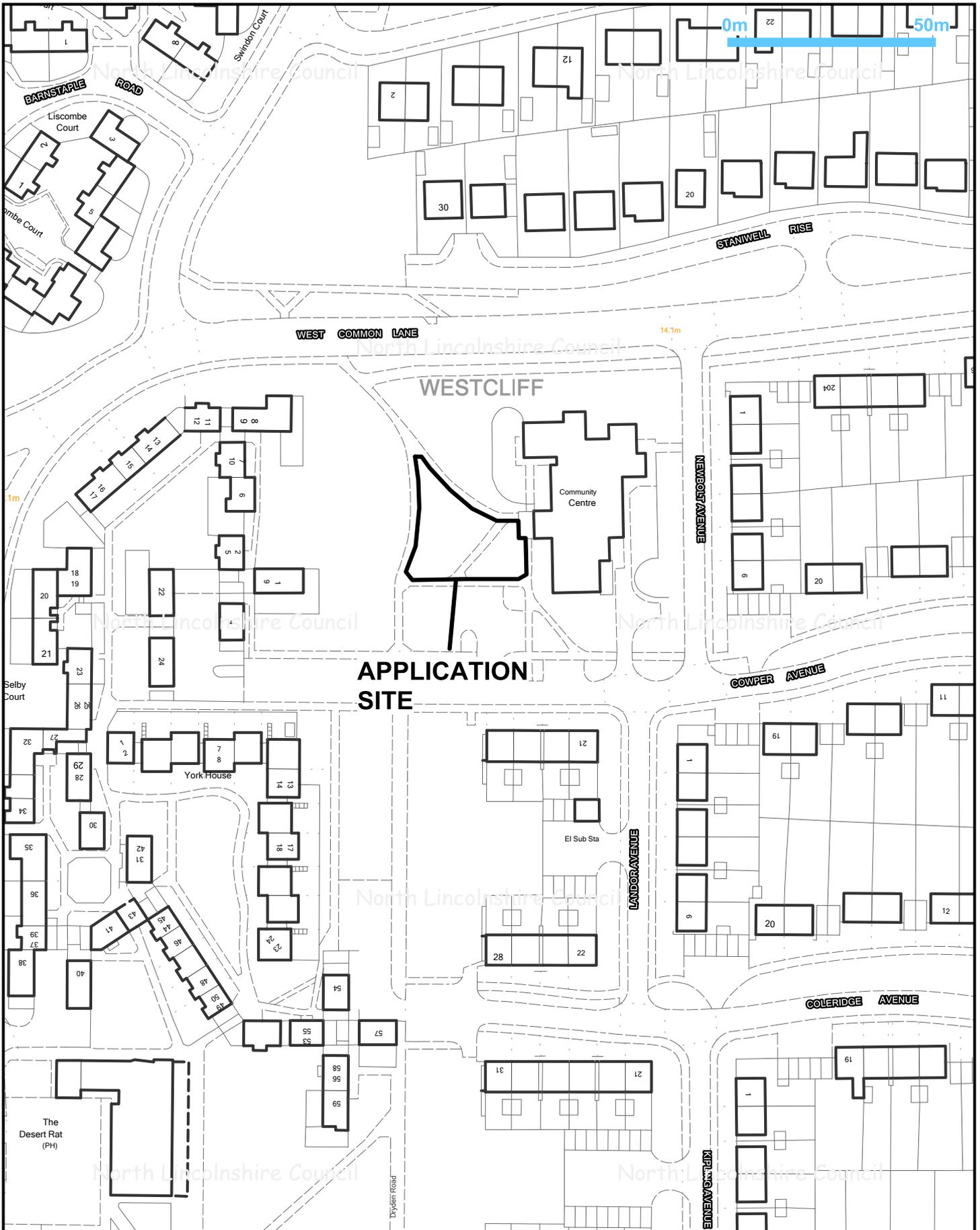
The travel plan, once approved and in place, shall be subject to monitoring on an annual basis for a period of three years from the approval date. The monitoring report on the impact of the travel plan shall be submitted to the local planning authority on the first of January each year following the grant of planning permission. All amendments to the approved travel plan identified as a result of the monitoring process shall be implemented and retained.

Reason

To ensure that the proposed development operates in a safe and sustainable manner with minimal disruption to the highway network.

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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