

APPLICATION NO	PA/2015/1040
APPLICANT	North Lincolnshire Homes
DEVELOPMENT	Planning permission to erect 20 affordable houses including access road, car parking and visitor car parking.
LOCATION	Land west of Bridgewater Road, Scunthorpe
PARISH	SCUNTHORPE
WARD	Brumby
CASE OFFICER	James Roberts
SUMMARY RECOMMENDATION	Grant permission subject to conditions
REASONS FOR REFERENCE TO COMMITTEE	Member 'call in' (Councillor L Foster – significant public interest)

POLICIES

National Planning Policy Framework:

Paragraph 14 – at the heart of the NPPF is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.

Paragraph 35 – plans should protect and exploit opportunities for the use of sustainable transport modes for the movement of goods or people. Therefore developments should be located and designed, where practical, to give priority to pedestrian and cycle movements, and have access to high quality public transport facilities.

Paragraph 37 – planning policies should aim for a balance of land uses within their area so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities.

Paragraph 49 – housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.

Paragraph 50 – planning authorities should ensure that appropriate provision is made for affordable housing within their area via appropriate plan-making and decision making.

Paragraph 56 – 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 74 – existing open space, sports and recreational buildings and land, including playing fields, should not be built upon unless certain criteria are met.

North Lincolnshire Local Plan:

Policy H8 – Housing Design and Housing Mix

Policy T2 – Access to Development

Policy T19 – Car Parking Provision and Standards

Policy DS1 – General Requirements

Policy DS14 - Foul Sewage and Surface Water Drainage

Housing allocation H2-1 (Plymouth Road)

North Lincolnshire Core Strategy:

Policy CS1 – Spatial Strategy for North Lincolnshire

Policy CS2 – Delivering More Sustainable Development

Policy CS5 – Delivering Quality Design in North Lincolnshire

Policy CS7 – Overall Housing Provision

Policy CS8 – Spatial Distribution of Housing Sites

Policy CS9 – Affordable Housing

Policy CS23 – Sport, Recreation and Open Space

Allocation contained within the emerging Housing and Employment Land Allocation DPD:

SCUH-6 Land at Plymouth Road (36-2)

CONSULTATIONS

Education: No objection, no contribution required.

Environment Agency: No comments.

Spatial Planning: No objections.

Historic Environment Team: No objections.

Environmental Health: Recommend conditions in respect of demolition/construction hours and contamination investigation.

Public Health: No objections.

Drainage: No objections subject to condition.

Public Open Space: Request a financial contribution of £17,803.03 towards the upgrade of nearby public open space. Also request appropriate landscaping along the western boundary of the site and within the site.

Severn Trent Water Ltd: No objections subject to condition.

Humberside Fire and Rescue: No objections.

Ecology: No objections.

Highways: No objections subject to conditions.

Strategic Housing: No objections. Confirm that the scheme complies with strategic objectives in the area relating to the provision of appropriate affordable homes.

PUBLICITY

Neighbouring properties have been notified, and site and press notices posted. Five letters of objection have been received raising the following concerns:

- Such houses can be built elsewhere.
- The proposal will cause disturbance.
- The site will result in a loss of open space.
- The existing highway network cannot accommodate the likely increase in traffic during construction or upon occupation.
- The proposal will exacerbate existing parking issues on surrounding roads.
- The proposal would add to existing drainage issues in the area.
- The proposal would have an adverse impact on neighbouring living conditions.

Prior to the submission of the scheme the applicants wrote to neighbouring properties in the locality (a total of 121 invitations were sent) advising of a public consultation event to discuss the proposal. A total of 40 people attended the event, with 7 subsequent comment cards being returned. Issues raised by the residents included the impact on the highways network, drainage issues, loss of open space, the lighting of existing public footpaths and the need for affordable homes in Scunthorpe. The issues raised by the contributors have, where possible, been incorporated into the scheme.

ASSESSMENT

The application site comprises a section of land located within a wider area of greenspace. The land is located between the ends of Bridgewater Road and Seaton Road and is within the Scunthorpe settlement limits. The site covers an area of approximately 0.43 hectares and is roughly rectangular in shape. Surrounding uses include residential and institutional sites.

Full planning permission is sought for the construction of 20 affordable housing units at the site. The proposed units would contain either 2 (16 units) or 3 (4 units) bedrooms. It is

proposed to provide a link road between Bridgewater Road and Seaton Road which would serve the proposed development. Each of the proposed dwellings would benefit from a dedicated rear garden area.

The main issues in the determination of this planning application are the principle of development, and impact on the character and appearance of the area, the impact on highway safety, the impact on flood risk/drainage infrastructure and on residential amenity.

Principle of development

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the development plan unless material considerations indicate otherwise. In this instance the development plan consists of the North Lincolnshire Local Plan (NLLP) which was adopted in May 2003 and the North Lincolnshire Core Strategy (NLCS) which was adopted in June 2011. Material considerations exist in the form of national policy and guidance contained within the National Planning Policy Framework (NPPF) and the suite of documents comprising National Planning Practice Guidance (NPPG).

Emerging policies are capable of carrying weight in the determination of this application in accordance with paragraph 216 of the NPPF. The Housing and Employment Land and Allocations Development Plan Document (HELADPD) is an emerging document considered in the determination of this application.

The proposal seeks full permission for a residential development on a site which is allocated for such purposes in both the existing and emerging allocation documents. The application site is located within the settlement boundary for Scunthorpe which is designated as the main focus for the majority of new development and growth including housing. This accords with policy CS1 (Spatial Strategy for North Lincolnshire) of the Core Strategy. Whilst the proposal would result in the development of a greenfield site, this is not precluded by either national or local policy subject to appropriate impact on character. The proposal is therefore consistent with the spatial objectives for the site. Furthermore the proposed density (47dph) would be in accordance with the requirements set out within the existing and emerging allocations.

In relation to the development of greenspace the advice contained within paragraph 74 of the NPPF is echoed within policy CS23 (Sport, Recreation and Open Space) of the Core Strategy. This policy states that development proposals that will result in the loss of an existing leisure, recreation facility, natural green space, open space or playing pitches will not be supported unless:

- (1) there is currently an excess of provision; or
- (2) satisfactory alternative provision equivalent or better quality and quantity in a suitable location is made; or
- (3) the facility is no longer required.

Whilst the proposal would result in the loss of existing greenspace, the area of land in question is not protected for such use and its allocation for housing would have taken into account the need to provide appropriate recreational space for local residents. The majority

of the greenspace within the wider area would be retained following the proposed development which is considered acceptable.

The proposed scheme would result in 20 additional affordable units which would help to contribute to the mix of housing types and tenures within the locality and would meet an identified housing need.

The broad principle of development is therefore considered acceptable.

Impact on character and appearance of the area

The proposed dwellings would be two-storey properties with primary openings located to front and rear. The dwellings would be of traditional, pitched roof design and would be broadly in keeping with the character of built form in the locality. The use of appropriate external materials could be adequately controlled by condition. The applicant has provided a revised landscaping scheme which ensures appropriate planting within the site and a suitable buffer between the proposed dwellings and the retained green space.

It is therefore considered that the proposed scheme would not have a detrimental impact on the character of the area and accords with policies DS1, CS5 and the relevant guidance contained within the NPPF.

Highways

The proposal site is located within the urban area of Scunthorpe and benefits from good access to public transport links and local services. The layout of the scheme includes provision for cycle storage to encourage the use of alternative methods of transport to the private car.

The council's Highways team have offered no objections to the proposed layout or parking arrangements subject to appropriate conditions. The scheme would be provided with a total of 31 car parking spaces which is considered acceptable given the scale and sustainable location of the site. The proposed layout would result in the new road linking into both Bridgewater Road and Seaton Road. Whilst it is accepted that the proposal would result in an increase in vehicular movements it is not considered that the scale of the development would place unacceptable strain on the existing highway network.

Given the relatively dense pattern of development in the local area it is recommended that a condition be attached to any approval ensuring that a construction method statement be agreed in writing prior to the commencement of development.

Subject to the range of conditions suggested by the council's highways engineer it is considered that the scheme would not have an unacceptable impact on vehicular or pedestrian safety and sufficiently accords with policy in this regard.

Flood risk/impact on drainage

The south-western corner of the site is shown to be within zone 2/3a in the council's SFRA confirming the need for the sequential test to be applied. Residential use is classed as 'more vulnerable' which is only compatible with zone 2/3a if the exceptions test can be passed.

The site is identified in the council's Strategic Housing Land Availability Assessment (SHLAA) as site 36-2. The SHLAA forms the basis for the sequential testing of sites with potential for residential development. The SHLAA initially sieves sites to exclude sites that would accommodate less than 10 dwellings, and sites that do not meet the spatial distribution requirements within the Core Strategy. A second stage of discounting is then carried out to exclude sites where other 'absolute' site constraints could not be overcome. All of the remaining sites, including the current application site, have therefore been sequentially tested for residential use. The site is allocated for housing development and is considered to have passed the sequential test.

In accordance with national and local policy it then falls for the applicant to pass the 'exceptions test'. The exceptions test requires the proposed development to show that it will provide wider sustainability benefits to the community that outweigh flood risk, and that it will be safe for its lifetime, without increasing flood risk elsewhere and where possible reduce flood risk overall.

The applicant has provided a detailed assessment of the risks from flooding which concludes that the site is adequately defended from flood risk and is elevated above the critical flood level. It is also noted that the Environment Agency has offered no objections to the scheme.

Furthermore, it is clear that the proposal would result in sustainability benefits in the form of increased jobs during construction and additional affordable housing provision to support local needs and services. It is considered that, when balanced against the low level of flood risk, the sustainability benefits satisfactorily outweigh such risk. It is therefore considered that the scheme satisfactorily passes the exceptions test.

In relation to drainage the applicant has engaged in detailed discussions with the council's Drainage team to ensure that appropriate drainage measures are incorporated into the scheme. The applicant has satisfactorily demonstrated that sustainable urban drainage systems are not technically feasible at this site. Permeable paving will be used where possible and private drainage within the site will not be maintained by the council. It is considered that the proposed development can be satisfactorily drained without placing unacceptable strain on existing drainage infrastructure.

Impact on residential amenity

The submitted site plan shows that the proposed dwellings would each benefit from useable rear external amenity space which will allow adequate room for secure cycle and bin storage, along with patio and grassed areas. Furthermore, the proposed relationships between the buildings within the site would ensure that the proposed dwellings would benefit from adequate levels of privacy and daylight in this regard.

It is noted that the relationship between the proposed dwellings and existing, neighbouring properties is relatively tight. In particular, the properties to the south of the site (off Clevedon Road) are located approximately 13 metres from the rear of plots 15-17 with bedroom and bathroom windows located at first-floor level. However, the proposed layout would be in keeping with the pattern of development in the locality where levels of overlooking are higher than in less dense areas. Furthermore, appropriate landscaping and boundary treatments, as shown on the submitted plans, would adequately ensure neighbouring living conditions would be safeguarded.

It is accepted that the construction period may result in an increase in noise and disturbance but this would not exceed typical levels for such developments and construction hours could be adequately controlled (7am to 7pm Monday to Friday, 7am to 1pm on Saturdays, and no working on Sundays or public/bank holidays) in accordance with the recommendation of the Environmental Health Section. Subject to such a condition it is considered that an appropriate balance would be struck between the protection of residential amenity and the need to support appropriate housing development.

Other issues

It is noted that the council's Public Open Space team have requested a financial contribution of £17,803.03 towards the upgrade of recreational facilities. Whilst such requests are usually supported in relation to market housing schemes, it is also acknowledged that affordable housing schemes are subject to financial pressures that do not always apply to market housing schemes. The applicant has provided supporting information that demonstrates that the scheme will not result in residual payback for 35 years following construction. On this basis it is considered that any request for a financial contribution towards open space upgrades could not be justified.

Conclusion

The proposed development would make a valuable contribution towards affordable housing provision in the locality, would not result in an unacceptable loss of open space and is a broadly sustainable form of development. Furthermore, the proposal would not have a harmful impact on the character of the area, would not result in unacceptable harm to vehicular or pedestrian safety, has adequately addressed flood risk and drainage issues, and would not result in unacceptable harm to neighbouring living conditions.

It is therefore concluded that the proposal sufficiently accords with adopted planning policy and guidance.

RECOMMENDATION Grant permission subject to the following conditions:

1.
The development must be begun before the expiration of three years from the date of this permission.

Reason

To comply with section 91 of the Town and Country Planning Act 1990.

2.
The development hereby permitted shall be carried out in accordance with the following approved plans: 14804/11A, 14804/12, 14804/13, 14804/14, 14804/15, 14804/16, 14804/22 and 14804/23.

Reason

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

3.
No development shall take place until details showing an effective method of preventing surface water run-off from hard paved areas within the site onto the highway have been

submitted to and approved in writing by the local planning authority. These facilities shall be implemented prior to the access and parking facilities being brought into use.

Reason

In the interests of highway safety and to comply with policy T19 of the North Lincolnshire Local Plan.

4.

No loose material shall be placed on any driveway or parking area within 10 metres of the adopted highway unless measures are taken in accordance with details to be submitted to and approved in writing by the local planning authority to prevent the material from spilling onto the highway. Once agreed and implemented these measures shall be retained.

Reason

In the interests of highway safety and to comply with policy T19 of the North Lincolnshire Local Plan.

5.

No dwelling on the site shall be occupied until the vehicular access to it and the vehicle parking spaces serving it have been completed and, once provided, the vehicle parking spaces shall be retained.

Reason

In the interests of highway safety and to comply with policies T2 and T19 of the North Lincolnshire Local Plan.

6.

No development shall take place until details of the drainage, construction, services and lighting of the proposed access road, including the junction with the adjacent highway, have been submitted to and approved in writing by the local planning authority.

Reason

In the interests of highway safety and to comply with policies T2 and T19 of the North Lincolnshire Local Plan.

7.

No dwelling on the site shall be occupied until the access road has been completed to at least base course level and adequately lit from the junction with the adjacent highway up to the access to the dwelling.

Reason

In the interests of highway safety and to comply with policies T2 and T19 of the North Lincolnshire Local Plan.

8.

No other works shall be commenced on the site until the access road junction with the adjacent highway, including the required visibility splays, has been set out and established.

Reason

In the interests of highway safety and to comply with policies T2 and T19 of the North Lincolnshire Local Plan.

9.

No dwelling on the site shall be occupied until the footway has been constructed up to base course level from the junction with the adjacent highway to the access to the dwelling.

Reason

In the interests of highway safety and to comply with policies T2 and T19 of the North Lincolnshire Local Plan.

10.

No works shall be commenced on the penultimate dwelling on the site until the access road has been completed.

Reason

In the interests of highway safety and to comply with policies T2 and T19 of the North Lincolnshire Local Plan.

11.

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (Amendment) (No. 2) (England) Order 2008 (or any order revoking and re-enacting that order with or without modification), no development shall take place within any service strip adjacent to any shared surface road, and any planting or landscaping within this service strip shall be of species which shall be agreed in writing with the local planning authority prior to planting.

Reason

In the interests of highway safety and to comply with policies T2 and T19 of the North Lincolnshire Local Plan.

12.

No development shall take place until a construction phase traffic management plan showing details of all associated traffic movements, including delivery vehicles and staff/construction movements, any abnormal load movements, contractor parking and welfare facilities, storage of materials and traffic management requirements on the adjacent highway, has been submitted to and approved in writing by the local planning authority. Once approved the plan shall be implemented, reviewed and updated as necessary throughout the construction period.

Reason

In the interests of highway safety and to comply with policy T19 of the North Lincolnshire Local Plan.

13.

The development hereby approved shall be carried out in strict accordance with the drainage strategy and supporting correspondence submitted to the council via email on 13 October 2015.

Reason

To ensure a suitable drainage strategy is in place to serve the approved scheme and to accord with policy DS14 of the North Lincolnshire Local Plan.

14.

No development shall take place until a biodiversity management plan has been submitted to and approved in writing by the local planning authority. The plan shall include:

- (a) details of sensitive working practices to avoid harm to hedgehogs and nesting birds;
- (b) prescriptions for the installation and retention of two woodcrete bat boxes on new houses;
- (c) prescriptions for the installation of four swift boxes and four sparrow terraces on new houses;
- (d) prescriptions for landscaping using trees, shrubs and hedge plants of high biodiversity value;
- (e) proposed timings for the installation of the above features in relation to the completion of works on each building;
- (f) restrictions on external lighting to avoid impacts on bat roosts, bat foraging areas and sensitive habitats.

Reason

To protect features of recognised nature conservation importance in accordance with policies CS5 and CS17 of the North Lincolnshire Core Strategy.

15.

Once agreed in writing, the biodiversity management plan shall be carried out in accordance with the approved details and timings, and the approved features shall be retained thereafter, unless otherwise approved in writing by the local planning authority. Prior to occupation of the final dwelling, the applicant or their successor in title shall submit a written report to the local planning authority, setting out evidence that the biodiversity management plan has been implemented in full.

Reason

To protect features of recognised nature conservation importance in accordance with policies CS5 and CS17 of the North Lincolnshire Core Strategy.

16.

Construction and site clearance operations shall be limited to the following days and hours:

7am to 7pm Monday to Friday

7am to 1pm on Saturdays.

No construction or site clearance operations shall take place on Sundays or public/bank holidays.

HGV movements shall not be permitted outside these hours during the construction phase without prior written approval from the local planning authority. Installation of equipment on site shall not be permitted outside these hours without prior written approval from the local planning authority.

Reason

To protect residential amenity and to accord with policy DS1 of the North Lincolnshire Local Plan.

17.

If, during development, any odorous, discoloured or otherwise visually contaminated material is found to be present at the site then no further development shall be carried out until a written method statement detailing how this contamination shall be dealt with has been submitted to and approved in writing by the local planning authority.

Reason

To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other off-site receptors in accordance with policy DS7 of the North Lincolnshire Local Plan.

18.

No development shall take place until details have been submitted to and approved in writing by the local planning authority of the make, type and colour of all external facing materials for the development and only the approved materials shall be used.

Reason

To ensure that the building is in keeping with its surroundings in the interests of visual amenity, in accordance with policy DS1 of the North Lincolnshire Local Plan.

19.

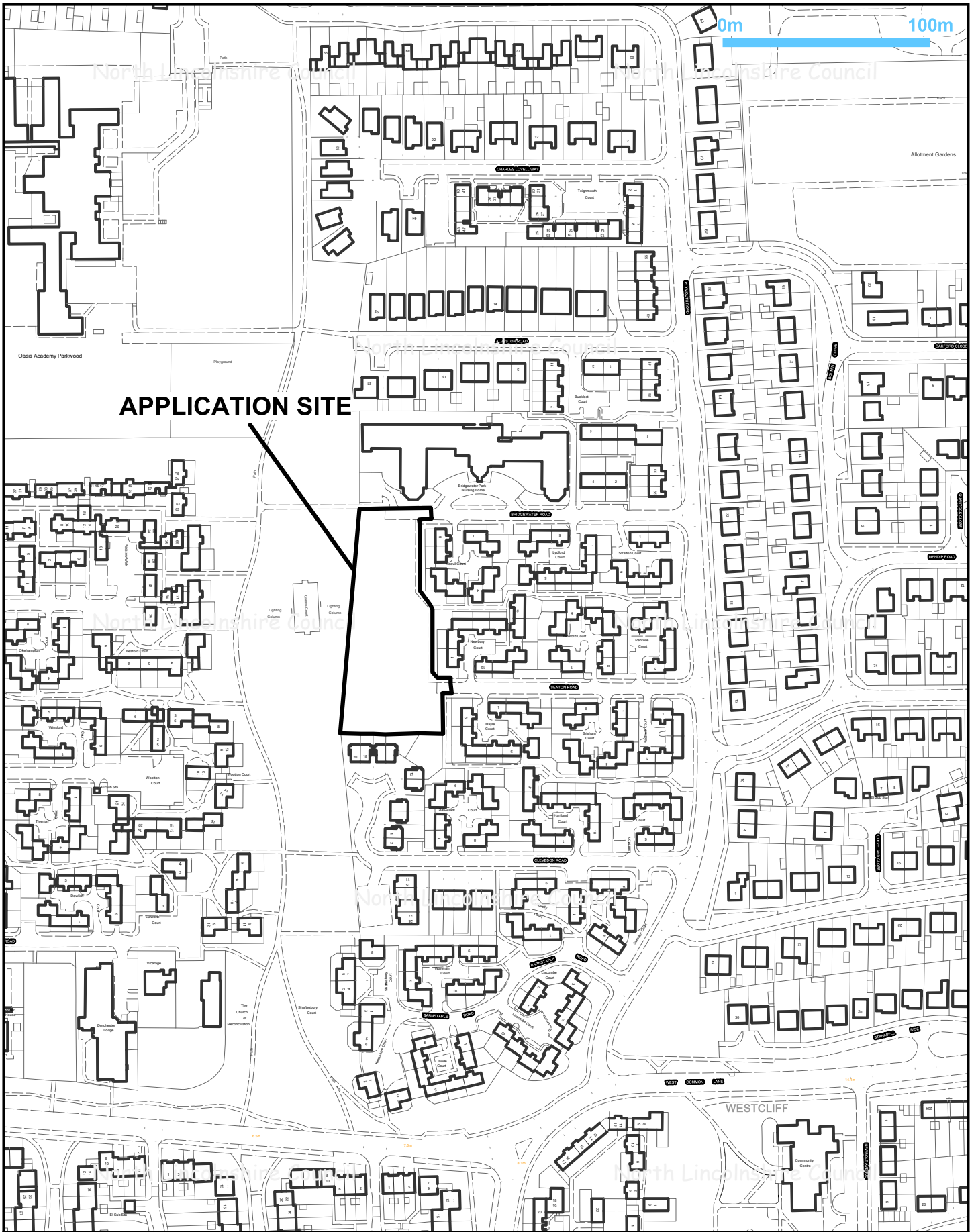
The scheme of landscaping and tree planting shown on drawing no. 14804_11A shall be carried out in its entirety within a period of twelve months beginning with the date on which development is commenced or within such extended time period as may be agreed in writing with the local planning authority. Any trees, shrubs or bushes removed, dying, being severely damaged or becoming seriously diseased within five years of planting shall be replaced with trees, shrubs or bushes of similar size and species to those originally required to be planted unless the local planning authority has given written consent to any variation.

Reason

To ensure appropriate landscaping of the site and to accord with policy DS1 of the North Lincolnshire Local Plan.

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.

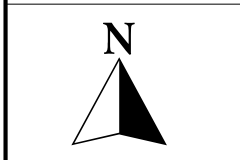


Title: PA/2015/1040

Drawn by: Sue Barden

Date: 28/10/2015

Scale at A4: 1:2500



© Crown copyright and database rights 2015
Ordnance Survey 0100023560



Director of Places
Peter Williams
BSc,DMS,CEng,MEI,MCMI,AMIMEChE

