

APPLICATION NO	PA/2017/730
APPLICANT	Mr G Blair
DEVELOPMENT	Planning permission to erect three two-bedroom terrace houses, including associated amenity area, car parking and turning (resubmission of PA/2017/283)
LOCATION	36 Burnham Road, Epworth, DN9 1BY
PARISH	Epworth
WARD	Axholme Central
CASE OFFICER	Andrew Law
SUMMARY RECOMMENDATION	Grant permission subject to conditions
REASONS FOR REFERENCE TO COMMITTEE	Objection by Epworth Town Council

POLICIES

National Planning Policy Framework: Paragraph 15 states that at the heart of the National Planning Policy Framework 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 19 states that significant weight should be placed on the need to support economic growth through the planning system.

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

Paragraph 49 states that housing applications should be considered in the context of the presumption in favour of sustainable development.

Paragraph 55 states that to promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. For example, where there are groups of smaller settlements, development in one village may support services in a village nearby.

Paragraph 56 states that 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 60 states that planning policies and decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or style. It is, however, proper to seek to promote or reinforce local distinctiveness.

Paragraph 64 states that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

Paragraph 100 states that inappropriate development in areas at high risk of flooding should be avoided by directing development away from areas at highest risk, but where development is necessary, making it safe without increasing flood risk elsewhere. Sequential and Exception Tests should be carried out to justify development, reduce the risk from flooding and steer development to those areas at lowest risk.

North Lincolnshire Local Plan:

Policy H5 (New Housing Development)

Policy H8 (Housing Design and Housing Mix)

Policy DS1 (General Requirements)

Policy DS3 (Planning Out Crime)

Policy DS14 (Foul Sewage and Surface Water Drainage)

North Lincolnshire Core Strategy:

Policy CS1 (Spatial Strategy for North Lincolnshire)

Policy CS2 (Delivering More Sustainable Development)

Policy CS3 (Development Limits)

Policy CS5 (Delivering Quality Design in North Lincolnshire)

Policy CS7 (Overall Housing Provision)

Policy CS8 (Spatial Distribution of Housing Sites)

Policy CS25 (Promoting Sustainable Transport)

CONSULTATIONS

Highways: No objection subject to conditions

Historic Environment Record (Archaeology): No response received. Previously raised no objection.

Environmental Health: No response received. Previously raised no objection subject to conditions.

TOWN COUNCIL

Epworth Town Council recognises that there is a reduction in height but still objects to the proposal on the grounds that the building constitutes over-development of the site with an overbearing visual impact. Also, there are insufficient parking spaces which could result in obstruction to the A161, the main arterial route through Epworth.

PUBLICITY

This application has been publicised by posting a site notice close to the site.

At the time of writing this report no letters of objection have been received from local residents. One letter of support has been received from the occupier of the adjacent bungalow to the north (34 Burnham Road).

ASSESSMENT

Site

The application site is a vacant plot of land located on Burnham Road in Epworth. The site was previously occupied by the Burnham Road Day Centre, which has now been demolished, and was originally a caretaker's house associated with the adjacent school. The site is located within the development boundary and outside the conservation area for Epworth.

Burnham Road is predominantly residential in nature; however the site is located a short distance to the north of the access into the local leisure centre which, along with South Axholme School, sits to the rear (west) of the site.

The site is bounded by a residential bungalow to the north, Burnham Road to the east and by a vacant plot of land to the south. The plot of land to the south is currently undeveloped but has live consent (PA/2007/1702) for the erection of a block of six apartments which has been implemented as a result of works to the access.

The application site sits at a lower level than the adjacent highway to the east.

Proposal

This application seeks planning permission for the erection of a block of three terraced dwellings with associated amenity areas, car parking, bin collection point and bike storage area.

The dwellings are sited on a similar building line to the neighbour to the north and have residential accommodation split over three floors, the second floor being housed within the roof space and served by rooflights to the front and dormer windows to the rear. Access is direct from Burnham Road, with parking and turning areas located to the front of the dwellings.

The dwellings are proposed to be starter homes and this will be secured as part of the sale of the land, which is currently owned by North Lincolnshire Council. There is no requirement under planning policy for affordable or starter homes in this location and as such a planning condition/obligation would not be necessary or appropriate in this regard.

History

This application is a resubmission of a previous planning application (PA/2017/283), which also sought consent for a block of three terraced properties on the site. The previous application was taken to planning committee on 26 April 2017 where planning permission was refused, against officer recommendation, on the grounds that the proposal would be an over-intensive form of development which would be out of keeping with the street scene.

Following the previous refusal of planning permission, the applicant has amended the scheme to reduce the height of the dwellings by 0.6 metres and hip the gable ends. A plan has also been provided showing how the development would stand in the street scene.

The main issues to consider in the determination of this application are:

- **whether the principle of development is acceptable;**
- **whether the proposed design and density of development are appropriate with regard to the character of the surrounding area;**
- **whether the proposed development would have an unacceptable impact on the amenities of neighbouring properties; and**
- **whether the proposed development would be harmful to highway safety along Burnham Road.**

Principle

The application site is a previously developed site in a residential area located within the development boundary of the market town of Epworth. It is located in a highly sustainable location adjacent to the leisure centre and school and within easy walking distance of the town centre, which provides shops, community facilities and employment opportunities. For these reasons it is considered that the proposal accords with the principles of sustainable development as set out within the policies of the local plan, Core Strategy and National Planning Policy Framework on delivering residential development in appropriate locations. For these reasons it is considered that the principle of residential development is acceptable.

Design

Objections have been received from the town council in relation to the number of dwellings proposed and their height which, it is stated, would be out of keeping with the surrounding area. Policy CS7 of the Core Strategy calls for a minimum density of 40 to 45 dwellings per hectare for residential developments within market towns such as Epworth. The proposed development of three dwellings results in a density of 60 dwellings per hectare and as such meets the minimum required density. Policy CS7 also states that, whilst housing developments will be expected to make an efficient use of land, the density of new development should be in keeping with the character of the area. Burnham Road is characterised by a mix of detached and semi-detached dwellings; however the site is close to the centre of Epworth and there are examples of denser forms of development in the wider area. It should also be noted that there is live consent for a very dense development of six apartments on the adjoining site to the south.

The proposed development provides a block of three terraced properties. Each property has an off-road parking space to the front and a reasonable area of private amenity space to the rear. The density of the proposal is not uncommon for a modern residential development in the middle of a market town. The density of the development would not be such that it would have an unacceptable impact on the character of the area and the proposal is not considered to represent over-development of the site. For these reasons the density of the development is considered to be acceptable in this instance and to comply with policy CS7 of the Core Strategy.

Notwithstanding the above, the applicant has confirmed that one of the purchase conditions imposed by North Lincolnshire Council that must be met by any prospective purchaser of the land is that a minimum of three starter homes are provided on the site. Therefore a development of less than three dwellings on this site would not comply with the purchase condition.

The proposed dwellings are two-and-a-half storeys in height, whilst neighbouring properties are all either two-storey or single-storey in height. The dwellings have been designed to keep their eaves height as low as possible at approximately 5 metres, the second floor accommodation being located within the roof space. Furthermore, the ridge height has been reduced following the previous refusal of planning permission; the ridge height is now approximately 9 metres. Therefore the dwellings are not excessively higher than a standard two-storey dwelling. The impact of the development on the street scene and the character of the area is mitigated by the fact that the site of the dwellings is at a significantly lower level than the highway; this means that the dwellings only stand approximately 8 metres above the level of the highway which would be a typical height for a two-storey dwelling.

The applicant has provided a street scene drawing and a cross-section through the site showing the relationship in height between the development site and the neighbouring bungalow. These drawings show that the proposed block of dwellings will not be a dominant or overbearing feature in the street scene. The reduction in height of the building, along with fewer rooflights in the front-facing roof slope (three instead of six) and the hipping of the gable ends all help to soften the appearance of the buildings and mitigate their impact on the street scene. The massing and visual impact of the buildings is further mitigated by the fact that they are set some 14.5 metres back from the footpath, behind the building line of the adjacent bungalow. For these reasons it is considered that the proposal is an improvement on the previous scheme and will have no unacceptable impact on the character or appearance of the area. The number and density of dwellings is considered to be appropriate and the height and massing of the buildings would not be out of keeping with surrounding development, including the consented block of flats to the south and the numerous two-storey dwellings along Burnham Road.

It is proposed to build the dwellings out of traditional brick and tile construction and a condition is recommended to secure acceptable facing materials.

Amenity

There are no windows proposed in the side-facing elevations of the dwellings, with all windows being located front and rear. There are no residential properties to the rear of the site and the front of the dwellings will look onto Burnham Road, similar to neighbouring properties. Therefore, the proposed development will result in no overlooking of neighbouring properties.

The neighbouring property to the north is separated from the proposed dwellings by its existing driveway. There are windows in the side elevation of this neighbouring property; however these are secondary windows. It is considered that the separation distance between the properties will prevent undue loss of light or over-dominance of this neighbouring property, particularly given the fact that the development replaces an existing two-storey building. It is also noted that the occupier of this neighbouring dwelling has supported the proposed development.

The proposed dwellings will not impact on the amenity of the consented apartments to the south as they will stand adjacent to a blank area of wall and a proposed car parking area.

For these reasons it is considered that the proposed development will have no unacceptable impact on the amenity of neighbouring properties.

Highway safety

The proposal makes use of the existing access point, which enters the site directly to the north of an existing bus stop. This access previously served the Burnham Road Day Centre and accommodated traffic associated with this use. Burnham Road is straight and there is good visibility when exiting the site; furthermore the access point enters the road within a 30mph speed restriction. One off-street parking space is proposed to serve each dwelling along with one visitor space and secure cycle storage. Sufficient turning space is provided to allow vehicles to leave the site in a forward gear. It is considered, given the location of the site and the small-scale nature of the dwellings, that the level of parking provided is acceptable.

The council's Highways department has been consulted on the application and has raised no concerns or objections subject to conditions.

For the reasons outlined above it is considered that the proposed development will not be harmful to highway safety.

Conclusion

The proposed development will have no unacceptable impact on the character of the area, the amenity of neighbouring properties or highway safety. The proposal is therefore considered to be acceptable and this application should be supported.

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: BDS-2017-05-01-A and BDS-2017-05-02.

Reason

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

3.
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.

4.

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.

5.

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

Reason

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

Informative 1

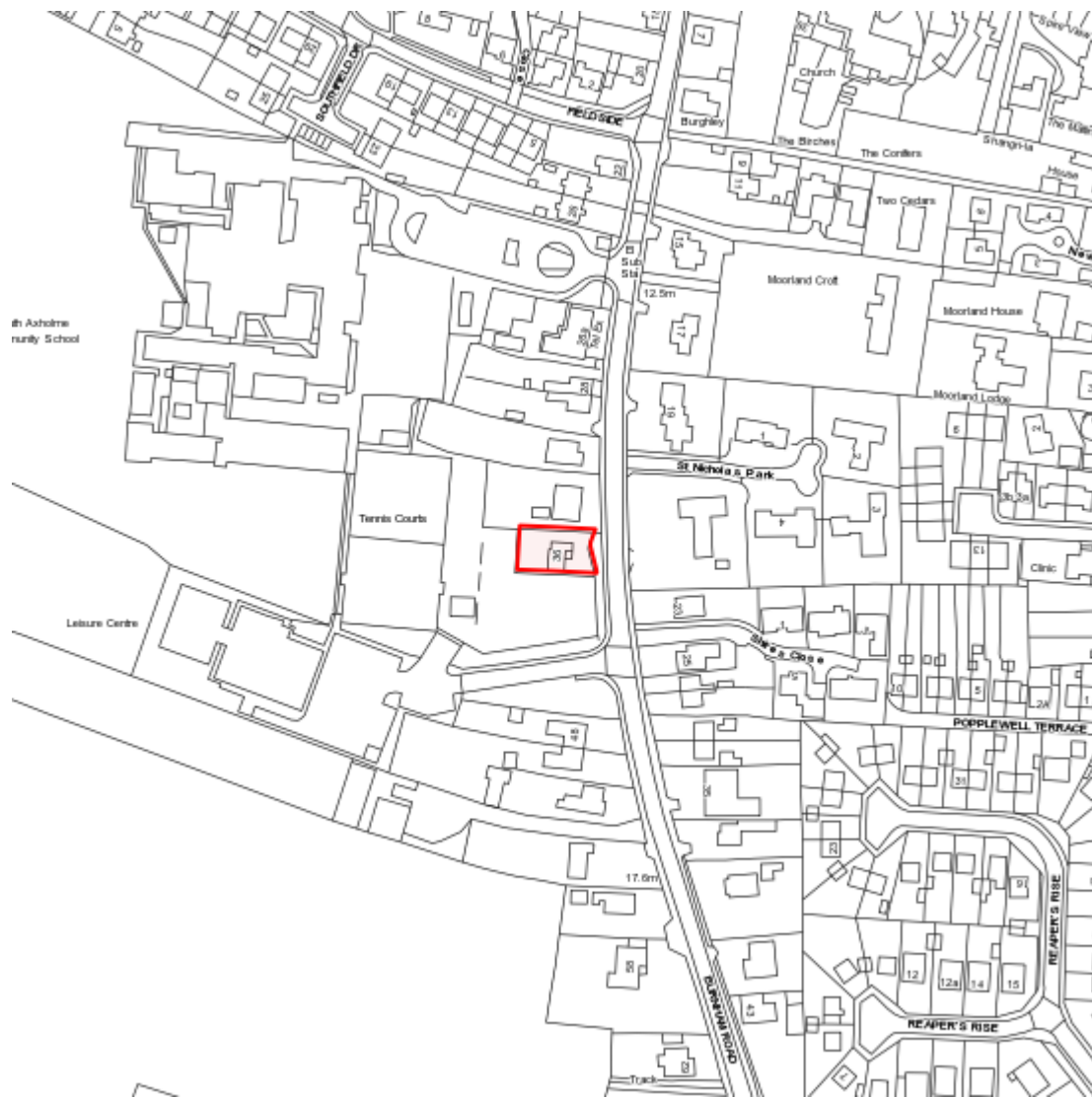
The development hereby granted planning permission requires works to be carried out within the limits of the adopted (public) highway. Therefore:

- before ANY construction works take place within the limits of the highway you **MUST** contact the highway authority on telephone number 01724 297000 to arrange for the relevant permissions/licenses to be issued;
- before ANY service (utility) connections take place within the limits of the highway you **MUST** contact the highway authority on telephone number 01724 297319 to arrange for the relevant permissions/licenses to be issued.

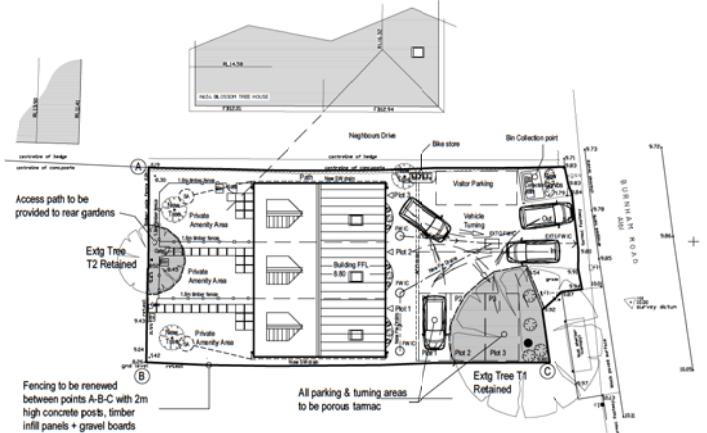
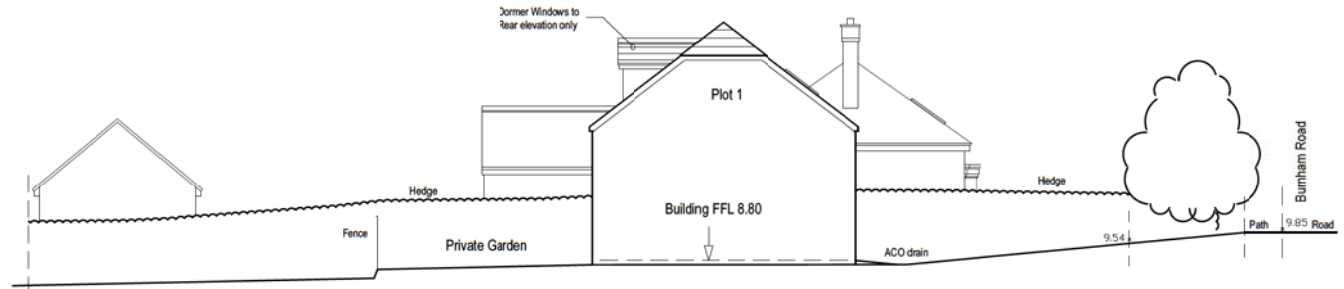
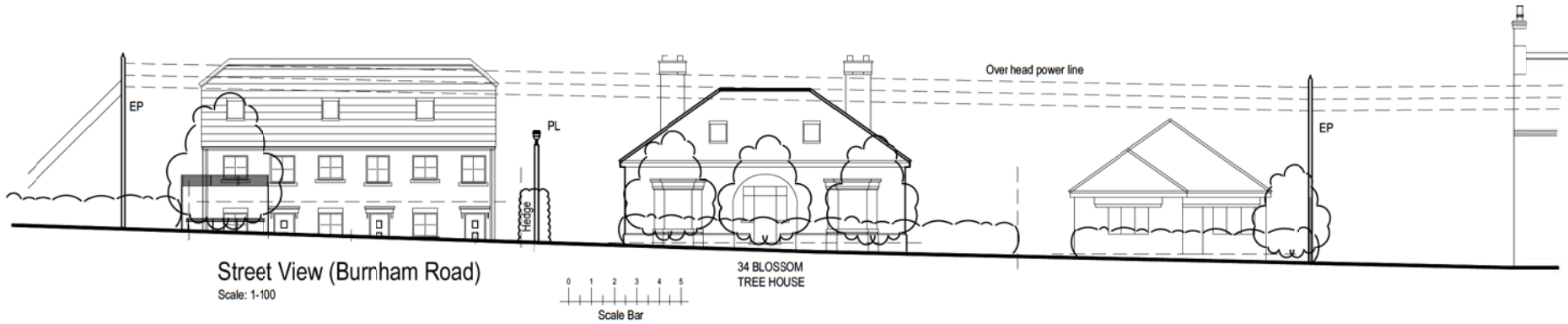
Informative 2

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.




PA/2017/730 – Site Location



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Site Area = 457m² or 0.0457Ha

-  Tree Protection Zone, no storage of material or plant below trees
-  Surface Water Drains to soakaway 5m from building
-  New Foul Water Drains taken to existing Fw Drain

Planning Re-submission Details

ALL DIMENSIONS TO BE CHECKED ON SITE PRIOR TO ORDERING MATERIALS. DO NOT SCALE FROM THIS DRAWING.		Rev	Note	Date
Project/Client	Proposed Erection Of 3no. 2 bed Terrace Starter Homes, Including Associated Amenity Area, Car Parking & Turning, Bin Collection Point & Bike Storage Area.		Drawing No.	BDS-2017-05-02
Location	36 Burnham Road, EPWORTH, DN9 1BY		Revision	
Drawing	STREET SCENE - CROSS SECTION - ALONG BURNHAM ROAD	A1	Date	MAY 2017
			Scales	1:100 1:200
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