

**APPLICATION NO** PA/2016/1688

**APPLICANT** Mr Chris Ramsbottom, North Lincolnshire Council

**DEVELOPMENT** Planning permission to erect three-storey office building

**LOCATION** 26-30 High Street, Scunthorpe, DN15 6TG

**PARISH** Scunthorpe

**WARD** Town

**CASE OFFICER** Shaun Robson

**SUMMARY RECOMMENDATION** **Grant permission subject to conditions**

**REASONS FOR REFERENCE TO COMMITTEE** Officer discretion

## **POLICIES**

**The Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990**

**National Planning Policy Framework:** Chapter 2 Ensuring the vitality of town centres, Chapter 4 Promoting sustainable transport, Chapter 7 Requiring good design, Chapter 8 Promoting healthy communities, Chapter 10 Meeting the challenge of climate change, Chapter 12 Conserving and enhancing the historic environment.

**North Lincolnshire Local Plan:** Policies S1, S2, C3, DS1 and DS3.

**North Lincolnshire Core Strategy:** Policies CS1, CS2, CS4, CS5, CS6 and CS22.

## **CONSULTATIONS**

**Highways:** No objection, advise condition(s).

**Environmental Health (Commercial):** No objection, subject to the imposition of conditions.

**Historic England:** Does not wish to offer any comments. Suggests that the views of the council's specialist conservation and archaeological advisers are sought.

**National Grid:** No response received.

**Anglian Water:** No response received.

**Environment Agency:** No comments to make with regard to the development.

**NHS North Lincolnshire:** No response received.

**NHS NW:** No response received.

**HER Team (Conservation):** The scheme has fulfilled the overarching statutory duty of Section 66.1 of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990 and special regard to the desirability of preserving the building or its setting has taken place.

Regarding the NPPF, section 134 is key which states *'Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use'*.

Whilst there is a degree of harm to the aesthetic, communal and historic values inherent in the church and its setting, this has to be weighed against the public benefits of the proposal.

**Humberside Police Designing Out Crime:** No response received.

**Humberside Fire Brigade:** No objection, but requires the building to have an adequate water supply for fire-fighting.

**Deputy Director of Public Health:** No response received.

## **PUBLICITY**

Neighbouring properties have been notified and site notices posted. No comments have been received.

## **ASSESSMENT**

This proposal is to provide an office block for the headquarters of Ongo, a non-profit making Housing Association operating in North Lincolnshire.

The building is three storeys which will roughly follow the site boundaries on Trafford Street and Church Square to provide an edge to the square. The side elevation of the development, facing Trafford Street and Brigg Road, forms an important part of the streetscape of the trunk road.

The site lies at the end of the High Street in Scunthorpe, on the edge of Church Square, opposite St John's Church. The site is the former parking lot for F Cross car sales which is bordered to the north by a terrace of shops and workshops that run along Trafford Street. The site is independent of any buildings on the other three sides. To the east is Trafford Street, to the south is the Square.

The surrounding buildings are pre-dominantly three storeys. The dominant feature of the square is the church tower which stands approximately two storeys higher than the proposed development. Buildings to the north along Trafford Street are single and two storey.

**The main material considerations are policy, transport and access arrangements, impact on Church Square and the listed St John's Church, contamination and air quality.**

## **Policy**

The National Planning Policy Framework (NPPF) encourages the delivery of sustainable development measured in economic, social and environmental terms. It also promotes high quality designs and the vitality of town centres. It is considered that the proposal meets the objectives of the NPPF. This is a central site, very accessible by public transport and close to services and amenities. The building is attractive and well positioned to effectively close off and enhance the enjoyment of the Church Square public space.

The North Lincolnshire Core Strategy 2011 promotes the urban renaissance of Scunthorpe (CS1/CS4) and it is considered this new investment will add life and interest to the town centre.

Policies CS2 and CS5 require the delivery of high quality and sustainable development which is achieved through this central location close to public transport opportunities. Design features of the building will involve the use of sustainable techniques to reduce energy demands.

The North Lincolnshire Local Plan identifies the site as being within the town centre where policies S1 and S2 are relevant. Policy S2 allows D1 community uses which are open daily and encourages proposals that will increase the number of people living, working and finding entertainment in the town centre and promoting evening activity beyond shop opening hours. Policy DS1 requires development to enhance the character and appearance of the area, and safeguard amenities and resources, and policy DS3 requires planning to design out crime, both of which are achieved with this scheme.

It is considered that the proposal complies with these national and local planning policies.

## **Transport and access arrangements**

The proposal does not include any on-site parking or provision for any cycle parking due to the site's location within the town. It is acknowledged that a proposal of this nature would normally be accompanied by a travel plan. However, whilst the application has not been accompanied by a travel plan, it is acknowledged that the proposal is located within a sustainable location and a variety of transport options is available to access the site. The Highway Officer has responded to the consultation exercise and has not objected to the proposal, subject to the imposition of condition(s).

## **Impact on Church Square and the listed church**

The proposal involves the removal of a use which is not considered to be compatible with the evolving area of Church Square. Any form of development would create a degree of harm upon the setting of the listed church. This harm is weighed in the balance of the site remaining disused. The proposed design presents an attractive elevation which will make this area of Church Square more sheltered and pleasant to use.

The building has been designed to equate to the scale of Church Square House and with it will close off and frame the former Church of St John, listed Grade II\*, which will still be the main focal point for pedestrians in the area. It is considered that there will be a positive impact on the church and therefore this combination outweighs any harm upon listed buildings within the locality.

## **Contamination and noise**

The site is previously used land (the former F Cross car sales area). Preliminary work has been undertaken to assess likely levels of any remediation work that may be necessary. The Environment Agency and Environmental Health Officers (EHOs) have suggested conditions that should be imposed on the grant of any permission.

The proposal has also been assessed against the potential impact on those using the facility and nearby residents during the construction and operation phases. No objections are raised in principle but conditions are recommended to control hours of construction work.

## **Conclusion**

For the reasons outlined above, it is considered that the design of the proposed works is acceptable and that there will be no significant adverse effect on the character or setting of the listed building.

## **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: AL(0)01 – Proposed Ground Floor Plan, AL(0)02 – Proposed First Floor Plan, AL(0)01 – Proposed Second Floor Plan, AL(0)05A – Elevation 1 of 1, AL(0)06 – Elevation 2 of 2, AL(0)07 – Proposed Site Plan & Drainage Layout and AL(0)31A – Site Location.

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.

Unless otherwise agreed by the local planning authority, development other than that required to be carried out as part of an approved scheme of remediation must not commence until parts 1 to 4 below have been complied with. If unexpected contamination is found after development has begun, development must be halted on that part of the site

affected by the unexpected contamination to the extent specified by the local planning authority in writing until part 4 has been complied with in relation to that contamination.

#### Part 1: Site Characteristics

An investigation and risk assessment, in addition to any assessment provided with the planning application, must be completed in accordance with a scheme to assess the nature and extent of any contamination on the site, whether or not it originates on the site. The contents of the scheme are subject to the approval in writing of the local planning authority. The investigation and risk assessment must be undertaken by competent persons and a written report of the findings must be produced. The written report is subject to the approval in writing of the local planning authority. The report of the findings must include:

- (i) a survey of the extent, scale and nature of contamination;
- (ii) an assessment of the potential risks to:
  - human health;
  - property (existing or proposed), including buildings, crops, livestock, pets, woodland and service lines and pipes;
  - adjoining land;
  - groundwaters and surface waters;
  - ecological systems;
  - archaeological sites and ancient monuments;
- (iii) an appraisal of remedial options, and a proposal of the preferred option(s).

This must be conducted in accordance with DEFRA and the Environment Agency's 'Model Procedures for the Management of Land Contamination, CLR 11'.

#### Part 2: Submission of Remediation Scheme

A detailed remediation scheme to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property and the natural and historical environment must be prepared, and is subject to the approval in writing of the local planning authority. The scheme must include all works to be undertaken, proposed remediation objectives and remediation criteria, a timetable of works and site management procedures. The scheme must ensure that the site will not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation.

#### Part 3: Implementation of Approved Remediation Scheme

The approved remediation scheme must be carried out in accordance with its terms prior to the commencement of development other than that required to carry out remediation, unless otherwise agreed in writing by the local planning authority. The local planning authority must be given two weeks written notification of commencement of the remediation scheme works.

Following completion of measures identified in the approved remediation scheme, a verification report (referred to in PPS23 as a validation report) that demonstrates the effectiveness of the remediation carried out must be produced, and is subject to the approval in writing of the local planning authority.

#### Part 4: Reporting of Unexpected Contamination

In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the local planning authority. An investigation and risk assessment must be undertaken in accordance with the requirements of Part 1, and where remediation is necessary a remediation scheme must be prepared in accordance with the requirements of Part 2, which is subject to the approval in writing of the local planning authority.

Following completion of measures identified in the approved remediation scheme a verification report must be prepared, which is subject to the approval in writing of the local planning authority in accordance with Part 3.

#### 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.

#### 5.

No stage of the development hereby permitted shall commence until a construction environmental management plan (CEMP) has been submitted to and approved in writing by the local planning authority. The approved CEMP shall be adhered to throughout the construction of the development unless otherwise agreed in writing by the local planning authority. The CEMP shall include the following:

- (i) Noise and vibration: The CEMP shall set out the particulars of:
  - (a) the works, and the method by which they are to be carried out;
  - (b) the noise and vibration attenuation measures to be taken to minimise noise and vibration resulting from the works, including any noise limits; and
  - (c) a scheme for monitoring the noise and vibration during the works to ensure compliance with noise limits and the effectiveness of the attenuation measures.
- (ii) Light: The CEMP shall set out the particulars of:
  - (a) specified locations for contractors' compounds and materials storage areas;
  - (b) areas where lighting will be required for health and safety purposes
  - (c) location of potential temporary floodlights
  - (d) identification of sensitive receptors likely to be impacted upon by light nuisance, with a determination of the proposed scheme's compliance with the

design guidance in the Institution of Lighting Professionals Document: Guidance Notes for the Reduction of Obtrusive Light (<https://www.theilp.org.uk/documents/obtrusive-light/>);

- (e) proposed methods of mitigation against potential light nuisance, including potential glare and light spill, on sensitive receptors.
- (iii) Dust: The CEMP shall set out the particulars of:
- (a) site dust monitoring, recording and complaint investigation procedures;
  - (b) identification of receptors and the related risk of dust impact at all phases of the development, including when buildings and properties start to be occupied;
  - (c) provision of water to the site;
  - (d) dust mitigation techniques at all stages of development;
  - (e) prevention of dust track out;
  - (f) communication with residents and other receptors;
  - (g) commitment to cease the relevant operation if dust emissions are identified either by regular site monitoring or by the local authority;
  - (h) a no burning of waste policy.

#### Reason

For the protection of residential amenity in accordance with policy DS1 of the North Lincolnshire Local Plan.

#### 6.

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

- 7am to 7pm Monday to Friday
- 7am to 1pm on Saturdays.

No construction 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

For the protection of residential amenity in accordance with policy DS1 of the North Lincolnshire Local Plan.

7.

The development hereby permitted shall not commence until drainage plans for the disposal of surface water and foul sewage have been submitted to and approved in writing by the local planning authority. The scheme shall be implemented in accordance with the approved details before the development is first brought into use.

Reason

To ensure that the development is provided with a satisfactory means of drainage as well as to reduce the risk of creating or exacerbating a flooding problem and to minimise the risk of pollution.

8.

Prior to the commencement of development details shall be submitted to the local planning authority to show the incorporation within the scheme of renewable energy production equipment to provide a minimum of 20% of the building's total predicted energy requirements. Such equipment as approved in writing by the local planning authority shall be fully installed and operational prior to the commencement of use of any part of the building hereby permitted.

Reason

To ensure compliance with the provisions of policy CS18 of the North Lincolnshire Core Strategy.

9.

No building works shall take place until such time as a formal stopping up order extinguishing highway rights has been made.

Reason

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

10.

The proposed development shall not be brought into use until a parking management strategy has been submitted and approved in writing by the local planning authority. Once approved the parking management strategy shall be reviewed annually and updated as necessary for a five-year period after occupation.

Reason

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

11.

The final travel plan shall be submitted and approved in writing by the local planning authority prior to occupation. Once operational, the plan shall be implemented, reviewed and updated as necessary for five years from the date of occupation. The travel plan shall include details of:

- (i) a travel plan co-ordinator, including name, contact details and annual budget for promotion, publicity and monitoring;



- (ii) details of how the use of sustainable transport modes such as walking, cycling and public transport shall be promoted;
- (iii) a monitoring strategy.

**Reason**

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

**12.**

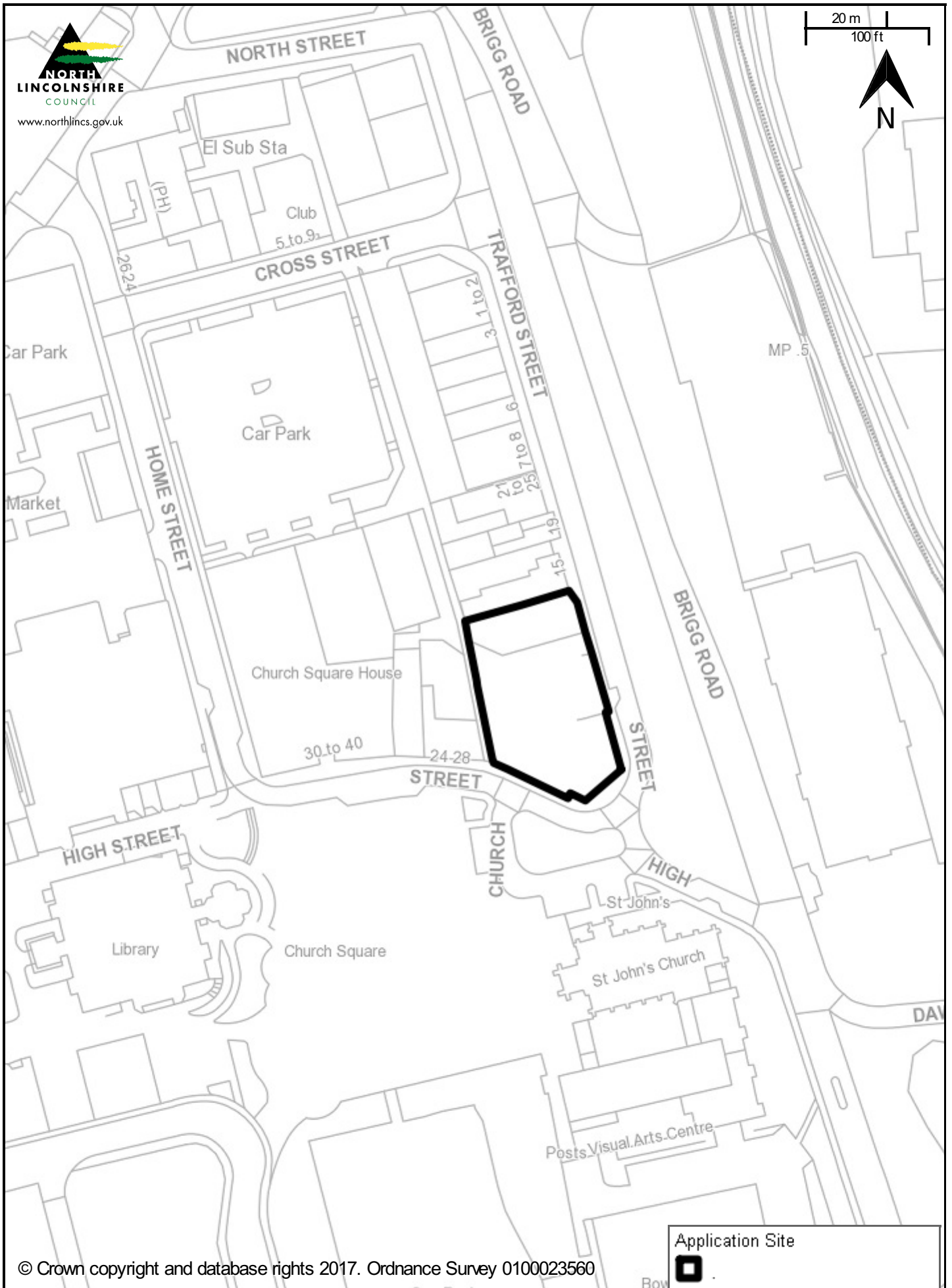
No development shall take place until a construction phase traffic management plan showing details of all associated traffic movements, including delivery vehicles and staff/construction movements, any abnormal load movements, contractor parking and welfare facilities, storage of materials and traffic 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.

**Informative**

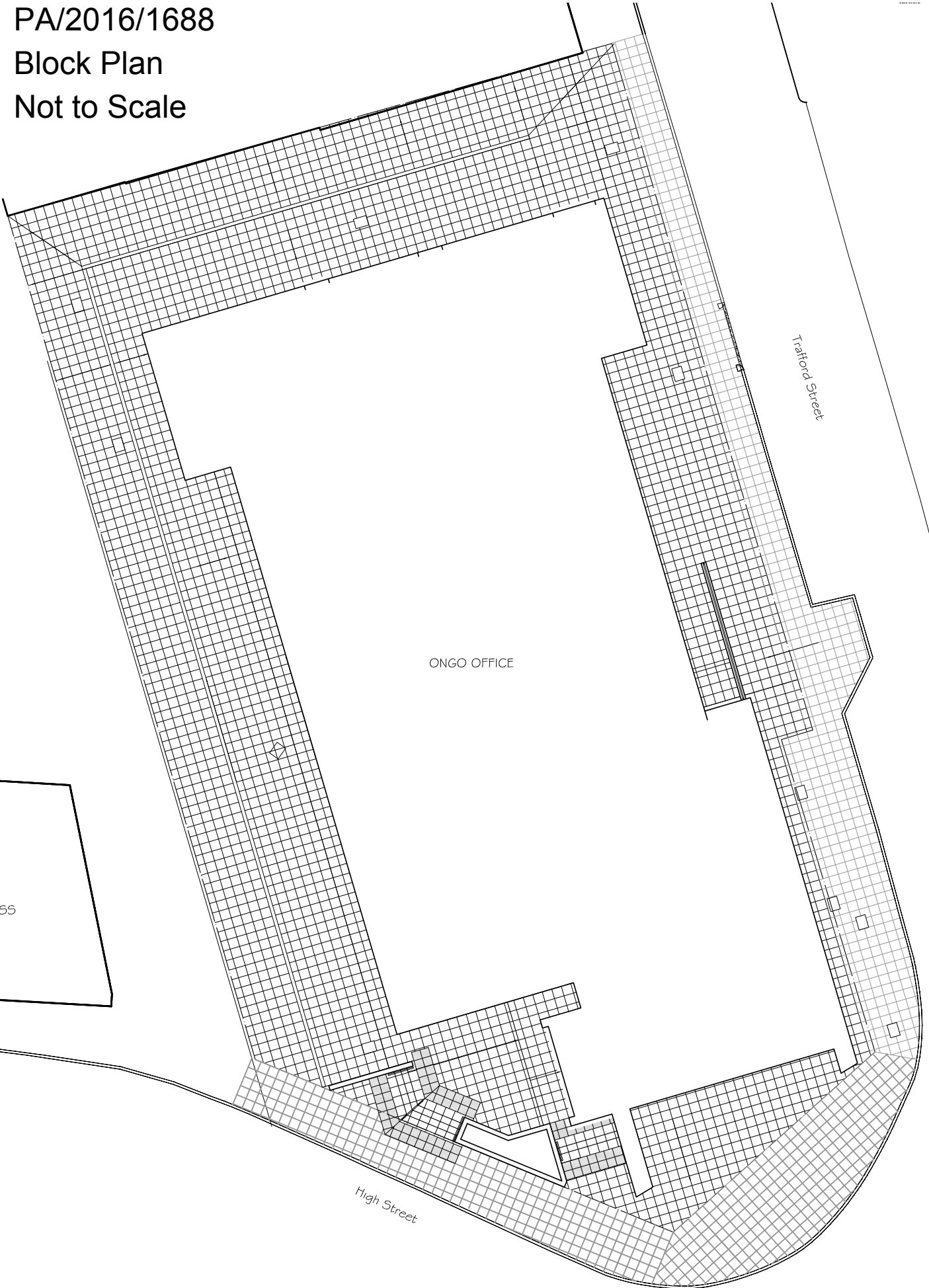
In determining this application, the council, as local planning authority, has taken account of the guidance in paragraphs 186 and 187 of the National Planning Policy Framework in order to seek to secure sustainable development that improves the economic, social and environmental conditions of the area.



PA/2016/1688

Block Plan

Not to Scale



ONGO OFFICE

Trafford Street

High Street

CROSS

PA/2016/1688

3D Visual

Not to Scale

