

<b>APPLICATION NO</b>	<b>PA/2017/1199</b>
<b>APPLICANT</b>	Green Meadow Limited
<b>DEVELOPMENT</b>	Outline planning application for up to 302 dwellings with public open space, including demolition of existing buildings, with all matters reserved except for access
<b>LOCATION</b>	RAF Kirton in Lindsey, B1400 from B1398 to B1205, Kirton in Lindsey, DN21 4HZ
<b>PARISH</b>	Kirton in Lindsey
<b>WARD</b>	Ridge
<b>CASE OFFICER</b>	Andrew Law
<b>SUMMARY RECOMMENDATION</b>	<b>Subject to a Section 106 agreement, grant permission subject to conditions</b>
<b>REASONS FOR REFERENCE TO COMMITTEE</b>	Significant public interest

## **POLICIES**

**National Planning Policy Framework:** Paragraph 14 states that at the heart of the National Planning Policy Framework there 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 which generate significant movements are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised.

Paragraph 35 states that 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.

At paragraph 37 it states that 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 48 states that local planning authorities may make an allowance for windfall sites in the five-year supply if they have compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply. Any allowance should be realistic having regard to the Strategic Housing Land Availability Assessment, historic windfall delivery rates and expected future trends, and should not include residential gardens.

Paragraph 49 states that housing applications should be considered in the context of the presumption in favour of sustainable development. Where the local planning authority cannot demonstrate a five-year supply of deliverable housing sites, relevant policies which guide housing supply should not be considered up-to-date.

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 styles. It is, however, proper to seek to promote or reinforce local distinctiveness.

Paragraph 61 states that planning policies and decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment.

Paragraph 63 states that in determining applications, great weight should be given to outstanding or innovative designs which help raise the standard of design more generally in the area.

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 111 states that planning policies and decisions should encourage the effective use of land by re-using land that has been previously developed (brownfield land), provided that it is not of high environmental value.

Paragraph 118 states that local planning authorities should aim to conserve and enhance biodiversity by refusing planning permission if significant harm cannot be avoided or adequately mitigated. Opportunities to incorporate biodiversity in and around developments should be encouraged.

Paragraph 120 states that planning policies and decisions should ensure that new development is appropriate for its location. The effects (including cumulative effects) of pollution on health, the natural environment or general amenity, and the potential sensitivity of the area or proposed development to adverse effects from pollution, should be taken into account. Where a site is affected by contamination or land stability issues, responsibility for securing a safe development rests with the developer and/or landowner.

Paragraph 123 states that planning policies and decisions should aim to:

- avoid noise giving rise to significant adverse impacts on health and quality of life as a result of new development;
- mitigate and reduce to a minimum other adverse impacts on health and quality of life arising from noise from new development, including through the use of conditions;
- recognise that development will often create some noise and existing businesses wanting to develop in continuance of their business should not have unreasonable restrictions put on them because of changes in nearby land uses since they were established; and

- identify and protect areas of tranquillity which have remained relatively undisturbed by noise and are prized for their recreational and amenity value for this reason.

Paragraph 124 states that planning policies should sustain compliance with and contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas.

Paragraph 125 states that by encouraging good design, planning policies and decisions should limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.

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.

Paragraph 129 states that local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.

Paragraph 131 states that in determining planning applications, local planning authorities should take account of:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 132 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation.

Paragraph 133 states that where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- the nature of the heritage asset prevents all reasonable uses of the site; and
- no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and

the harm or loss is outweighed by the benefit of bringing the site back into use.

Paragraph 134 states that 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.

Paragraph 135 states that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

Paragraph 136 states that local planning authorities should not permit loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.

Paragraph 137 states that local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance.

Paragraph 139 states that non-designated heritage assets of archaeological interest that are demonstrably of equivalent significance to scheduled monuments, should be considered subject to the policies for designated heritage assets.

Paragraph 186 states that local planning authorities should approach decision-taking in a positive way to foster the delivery of sustainable development.

Paragraph 187 states that local planning authorities should look for solutions rather than problems, and decision-takers at every level should seek to approve applications for sustainable development where possible. Local planning authorities should work proactively with applicants to secure developments that improve the economic, social and environmental conditions of the area.

Paragraph 196 states that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise.

Paragraph 197 states that in assessing and determining development proposals, local planning authorities should apply the presumption in favour of sustainable development.

Paragraph 203 states that local planning authorities should consider whether otherwise unacceptable development could be made acceptable through the use of conditions or planning obligations. Planning obligations should only be used where it is not possible to address unacceptable impacts through a planning condition.

Paragraph 204 states that planning obligations should only be sought where they meet all of the following tests:

- necessary to make the development acceptable in planning terms;
- directly related to the development; and
- fairly and reasonably related in scale and kind to the development.

Paragraph 206 states that planning conditions should only be imposed where they are necessary, relevant to planning and to the development to be permitted, enforceable, precise and reasonable in all other respects.

### **National Planning Practice Guidance**

#### **North Lincolnshire Local Plan:**

Policy H5 (New Housing Development)

Policy H8 (Housing Design and Housing Mix)

Policy H10 (Public Open Space Provision in New Housing Development)

Policy T1 (Location of Development)

Policy T2 (Access to Development)

Policy T6 (Pedestrian Routes and Footpaths)

Policy T19 (Car Parking Provision and Standards)

Policy LC5 (Species Protection)

Policy LC7 (Landscape Protection)

Policy HE5 (Development Affecting Listed Buildings)

Policy HE9 (Archaeological Excavation)

Policy DS1 (General Requirements)

Policy DS3 (Planning Out Crime)

Policy DS7 (Contaminated Land)

Policy DS13 (Groundwater Protection and Land Drainage)

Policy D14 (Foul Sewage and Surface Water Drainage)

Policy DS15 (Water Resources)

Policy DS16 (Food Risk)

#### **North Lincolnshire Core Strategy:**

Policy CS1 (Spatial Strategy for North Lincolnshire)

Policy CS2 (Delivering more Sustainable Development)

Policy CS3 (Development Limits)

Policy CS5 (Design)

Policy CS6 (Historic Environment)

Policy CS7 (Overall Housing Provision)

Policy CS8 (Spatial Distribution of Housing Sites)

Policy CS9 (Affordable Housing)

Policy CS16 (North Lincolnshire's Landscape, Greenspace and Waterscape)

Policy CS17 (Biodiversity)

Policy CS18 (Sustainable Resource Use and Climate Change)

Policy CS19 (Flood Risk)

Policy CS22 (Community Facilities and Services)

Policy CS24 (Health Care Provision)

Policy CS25 (Promoting Sustainable Transport)

Policy CS27 (Planning Obligations)

### **Housing and Employment Land Allocations DPD:**

Policy KIRH-3 – Land at former RAF Kirton in Lindsey

Policy PS1 (Presumption in Favour of Sustainable Development)

### **CONSULTATIONS**

**Highways:** No objection subject to conditions.

**Spatial Planning:** No objection. The application accords with local housing delivery policies.

**Environmental Health:** Request more information with regard to noise, contaminated land and air quality. Recommend conditions in relation to these issues should planning permission be granted.

**Ecology:** The site supports woodland, bat roosts, hedgehogs, and breeding and roosting birds. Works would result in the destruction of several bat roosts. Consent can only be given if sufficient evidence is presented that the tests of the European Protected Species (EPS) licences are met. If permission is granted, there will be a need to secure biodiversity enhancements in accordance with the National Planning Policy Framework (NPPF).

**Drainage:** Recommend conditions to secure a detailed surface water drainage scheme prior to development commencing.

**Strategic Housing:** 20% (60 units) affordable housing is required to be provided in accordance with policy CS9 of the Core Strategy and North Lincolnshire Council's current Interim Position Statement on affordable housing. The applicant has submitted a viability assessment which concludes that 20% affordable housing would make development of the site

financially unviable. On this basis the applicant proposes to provide 10% (30 units) affordable housing on the site.

**Historic Environment Record:** Additional heritage assessment is required prior to the determination of this application. The Historic Environment Record has issued a holding objection until further information is provided regarding the potential impact of the development on heritage assets.

**Environment Agency:** No objection subject to conditions.

**Historic England:** Raise concerns on heritage grounds, and advise that the issues and safeguards set out in their response need to be addressed in order for the application to meet the requirements of paragraphs 132, 134, 135, 128 and 129 of the NPPF. In determining the application the local planning authority should bear in mind the statutory duty of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings or their setting or any features of special or historic interest which they possess.

**Robin Hood Airport:** No objection.

**Met Office:** No objection.

## **TOWN COUNCIL**

Support the application but raise the following issues:

- Due to the additional traffic generated by the development the town council believe that a roundabout may be necessary at the junction of B1400 and the A15. They also believe that a new pavement and cycleway would be necessary to provide access to the town centre. A crossing would be necessary to access the existing footpath.
- Given the increase in population numbers generated by the development, additional funds will need to be provided for additional medical facilities, fire services, policing and schools.
- Given the distance between the new development and the play facilities at the Town Green, it is considered that additional play parks should be provided within the development. Additionally, the council felt that funding should be provided for a skate park in the town and that land should be available for allotments.
- The development should allow adequate parking within the curtilage of the proposed dwellings.
- Adequate measures should be taken to effectively manage surface water within the development. Further, it is believed that difficulties may be caused by linking the foul water system with the current sewage pipes of the town.
- It is considered that the development should reflect the town's need for elderly resident accommodation, which requires single-storey bungalow accommodation. The town also has a need for starter homes given the number of young families seeking to remain in the town.

## **PUBLICITY**

The application has been advertised by way of site and press notices.

Eight letters of objection have been received on the following grounds:

- The services in Kirton in Lindsey are already at capacity, if not over. How is the town supposed to support another 300 families?
- Schools, doctors and parking facilities are already overstretched.
- The traffic impact on South Cliff Road will be unacceptable.
- The market place, High Street and surrounding roads are regularly gridlocked and impossible to negotiate. The increase in traffic from a development of this size would place an impossible strain on the town's roads and services.
- The bus service has recently been reduced and as such the transport assessment is now wrong with regard to public transport.
- A zebra crossing is needed to encourage walking into the town and to allow children to cross the road safely.
- A designated cycleway into the town should be provided.
- The developer should consider a communal parking area to alleviate parking issues.
- The current pedestrian footpath is not fit for purpose as it is not wide enough for wheelchair access.
- Traffic noise is becoming an issue in the town as is the reduction in air quality.
- The current proposal lacks green areas.
- Land to the south of the application site should be designated for leisure use.
- A development of this size should provide additional facilities such as a small supermarket and pub.
- There is a need to ensure that the drainage will be acceptable to cope with periods of inclement weather.
- The B1398 to the west of the site floods every time there is any significant rainfall, due in no small part to run-off from the RAF site.
- The existing drainage system is inadequate and the old vitrified clay pipes are of insufficient capacity to cater for an additional 300 homes.
- It would be preferable to see development that used the existing buildings and reserved the heritage of the site.
- The site has been semi-derelict for so long that various species of wildlife now occupy it, some of them protected species. The proposal will result in the demolition of the buildings that these species inhabit and there is no reference as to how the applicant would protect them.



- Could conditions be imposed regarding construction hours, traffic routeing etc. to reduce the impact on the local area?
- The proposal would result in urban sprawl.

Five letters of support have been received on the following grounds:

- The proposal is a great use of an already developed piece of land with services and infrastructure already in place to revitalise what could soon become unsightly or derelict land.
- The proposal is an excellent use of a brownfield site. It's about time we started developing places that have already been built on rather than using up farmland for housing.
- The development will be good for local businesses and housing need.

Two letters of general comment have been received stating that whilst there is no objection to the proposal, consideration should be given to the infrastructure of the town.

Another detailed letter of comment has been received stating no objection to residential development of the site in principle but raising a number of comments and concerns as follows:

- The site should make provision for affordable, starter, elderly and social rented dwellings as there is a need for these types of dwellings in Kirton.
- Only 10% affordable housing proposed—half of what is required by the development plan.
- A high quality and well-designed final layout will be required.
- The amenity of future residents would be improved with increased public open space areas, including a play park for young families and the provision of allotment space.
- The provision of a small retail unit ('corner shop') would be useful and reduce the need for residents to make journeys by car to obtain basic provisions.
- An undertaking is required to improve community facilities, education, health and recreation space, especially considering the other proposed residential development within the town development boundary.
- A zebra or pelican crossing should be considered to allow safe crossing of the B1400 for access to the town centre.
- Consideration should be given to an expansion of the public transport system to provide access into the town.
- Parking facilities will likely require expanding in the town centre as a result of the level of new housing proposed in Kirton.

A response has also been received from the practice manager at Kirton Lindsey Surgery confirming that the additional approved and proposed housing in Kirton will place a considerable extra burden on the current GP facilities. Further clarification is requested with regard to consultation with the NHS on major planning applications.

## **STATEMENT OF COMMUNITY INVOLVEMENT**

The application includes an explanation of public consultation undertaken prior to the application as part (chapter 5) of the submitted Integrated Planning Statement. This confirms that a public consultation event was held on 22 January 2016, which was well attended by the local community.

The main issues raised during the consultation event related to the impact of the proposed development on the local infrastructure, e.g. capacity in local healthcare providers, lack of school places, the ability of the foul sewage system to accommodate further development etc.

In terms of design preference and the options presented, there was a mix of opinions. Attendees were invited to complete a questionnaire and consider three masterplan options for the site. The consultation questionnaire and table showing responses are appended to the Integrated Planning Statement.

In summary: 64% of respondents considered housing as the most appropriate use for the land (10% did not answer this question) and 59% of respondents considered housing a compatible land use to the neighbouring uses (26% did not answer this question).

## **ASSESSMENT**

### **Site**

The application site is part of the former RAF base at Kirton in Lindsey. The site is currently vacant and contains a number of buildings associated with its previous use as an RAF base; including the Grade II listed Sector Operations Building used in World War II.

The site measures 13.54 hectares in area and lies to the south-east of Kirton in Lindsey. The site is bounded by the B1400 along its eastern boundary and the B1398 along its western boundary. A number of large ex-RAF hangars and associated buildings and tarmac areas stand to the south of the site on land owned by the applicant and are currently separated from the application site by a security fence. Further south of the site, also within the applicant's ownership, are grass runways and open grassland associated with the site's former use. The north-eastern and north-western boundaries of the site are lined with trees and hedgerows which provide a good level of screening between the site and the adjacent roads.

There is an existing vehicular access off the B1400, which will be used to gain access to the site and it is proposed to create an additional vehicular access onto the B1400 to the north of the existing access.

### **Constraints**

The application site is located within a development boundary as defined by the Housing and Employment Land Allocations Development Plan Document (HELA DPD). Furthermore, the site is allocated for residential development of 300 dwellings under policy KIRH-3 of this document.

The site is not designated as being of special ecological or landscape importance and is not located immediately adjacent to any such designated area.

With regard to flood risk, the application site is located entirely within Flood Zone 1 (Low Risk) of both the Environment Agency flood maps and the Strategic Flood Risk Assessment for North and North East Lincolnshire.

The application site houses a Grade II Sector Operations Building, which is located close to the eastern boundary of the site. There is also a Grade II listed Control Tower building which is located a short distance to the south of the site, amongst the ex-RAF hangars and associated buildings and structures. The site is not located within, or adjacent to, a conservation area; however, the whole of the site is considered to be of local heritage value due to its historical importance.

There is a pending planning application which is currently being considered by the local planning authority for the change of use of the majority of the application site for use as an airsoft and zombie experience venue (PA/2017/440). This application has not yet been determined.

## **Proposal**

This application seeks outline planning permission, with means of access to be considered, for the erection of up to 302 dwellings with public open space. All other matters (appearance, landscaping, layout and scale) are reserved for subsequent approval should outline permission be forthcoming.

**The main issues to consider in the determination of this outline application, with access considered, are whether the principle of residential development of up to 302 dwellings is acceptable and whether the proposal would have an unacceptable impact on highway safety.**

## **Principle**

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, the North Lincolnshire Core Strategy (NLCS) which was adopted in June 2011 and the Housing and Employment Land Allocations Development Plan document (HELA DPD) which was adopted in March 2016. Material considerations exist in the form of national planning policy and guidance contained within the National Planning Policy Framework (NPPF) and the suite of documents comprising the Planning Practice Guidance (PPG).

The site is identified within the HELA DPD as land at former RAF Kirton in Lindsey and is allocated for residential development of 300 houses under policy KIRH-3 of this document. This policy specifically states that *“it is essential that this large site is brought back into beneficial uses as quickly as possible to prevent the site and buildings falling into a state of dereliction and causing blight to the entire area”*. It goes on to assert that, due to the contaminated nature of the northern part of the former RAF site (the application site), it is considered that only high value uses, such as residential, would be viable to enable redevelopment of this part of the site. The HELA DPD and policy KIRH-3 were adopted by North Lincolnshire Council on 7 March 2016, following examination by an independent inspector, and as such forms part of the development plan for North Lincolnshire.

Notwithstanding the above, it should also be noted that the site is located within the development boundary of Kirton in Lindsey, where residential development is generally acceptable in principle, and is located within walking and cycling distance of a range of local facilities and services.

Concern has been raised with regard to the level of services in Kirton in Lindsey and whether the volume of housing proposed for the town is sustainable or even required. The authority has an adopted target within the NLCS to deliver 754 dwellings per annum up to 2026 which is based upon objectively assessed need. Policy CS1 of the NLCS identifies Kirton in Lindsey as being one of a number of market towns, which are considered to be important service centres serving the needs of local communities across North Lincolnshire. Policy CS1 confirms that an appropriate level and range of new housing development will be provided to support the market towns as sustainable communities with an aspiration to deliver 2,171 dwellings in these settlements over the plan period. Policy CS8 further sets out that there is a requirement to deliver 181 dwellings in Kirton in Lindsey specifically. These figures are a minimum target and do not form a maximum threshold for the delivery of housing, which would run contrary to the provisions of the National Planning Policy Framework which seeks to significantly boost the supply of housing. It is therefore considered that Kirton in Lindsey is a sustainable settlement with the key facilities, services, employment opportunities and regular public transport to support new housing development.

Policy CS7 of the Core Strategy sets out an aspirational minimum density of 40–45 dwellings per hectare on sites within the market towns. However, this policy also states that whilst housing developments should make efficient use of land, the density of new developments should be in keeping with the character of the area. Kirton in Lindsey has a densely developed historic core; however, the application site lies on the outskirts of the settlement, where a less dense pattern of development is evident. The proposed development of 302 dwellings results in a density of approximately 22 dwellings per hectare, which falls below the minimum density sought by policy CS7. Policy KIRH-3 sets out site-specific considerations and states that *“due to the site’s exceptional circumstances, its landscape location and its strategic importance, a high quality and well-designed layout will be required...with low density residential development that takes account of the site’s built heritage”*. For these reasons it is considered that the proposed development of up to 302 dwellings, with a lesser density than that sought by policy CS7, is appropriate in this instance and will make a sustainable use of the site whilst respecting the character of the area.

It is concluded that the adopted housing allocation (KIRH-3) establishes the principle of residential development on this site and that the proposal generally accords with the relevant policies of the development plan and the National Planning Policy Framework in respect of delivering housing in sustainable locations.

### **Highway safety**

Concerns have been raised by local residents and the town council with regard to the level of traffic that could be generated by the development and the ability of the existing highway network to cater for this traffic. Concerns have also been raised with regard to pedestrian and cycle links into the town centre.

A Transport Assessment and Travel Plan has been prepared and submitted in support of the planning application. These assessments have been prepared on the basis of the site accommodating 320 dwellings (18 dwellings more than the maximum number proposed in the

planning application). The reports conclude that the impact of the proposal, in conjunction with the approved commercial development of the adjacent hangars, would have a negligible impact on the local highway network.

The Transport Assessment includes proposed improvements to the highway network off site to encourage walking and cycling between the site and the town centre amenities. These improvements consist of the widening of the existing footway on the northern side of B1400 between the junction with York Road (north) and a location to the north of the B1400/B1398 junction. A new footway is also proposed to be provided on the southern side of the B1400 running between a new informal crossing point, with dropped kerbs and tactile paving, to the north of the junction with York Road (north) and the employment site at the former hangars to the south of the application site. The improvement proposal also includes the realignment of the junction between the B1400 and B1398 (South Cliff Road) to assist in reducing vehicle speeds and improving the overall safety of the junction. The proposed off-site improvements are shown in drawing Li264-1T-001 in Appendix G to the Transport Assessment.

The Travel Plan includes an Action Plan which sets out a package of measures that are intended to promote a shift towards more sustainable forms of transport and to increase accessibility to and from the site by more sustainable modes. This includes the potential for existing bus services to be re-routed to serve the site; this would need to be discussed with the council and local bus operators.

The proposed development will make use of the existing access point onto the B1400, with necessary improvements, and will introduce a new access point onto this road, to the north of the existing access point. An indicative masterplan has been provided as part of the application; however layout, including the internal layout of access roads and the provision of off-street parking, is reserved for subsequent approval and is not being considered at the outline stage. Policy KIRH-3 of the HELA DPD confirms that good footpath and cycle provision should be provided throughout the site. This will be considered at the reserved matters stage when the detailed layout of the development will be submitted for approval.

The council's Highways department has assessed the proposal with respect to its impact on highway safety. They have raised no objection to the proposal with regard to the number of dwellings proposed and the ability of the local highway network to accommodate the potential additional vehicular and/or pedestrian traffic. Highways have raised no objection to the proposed development subject to conditions. These conditions will ensure that the accesses are suitably designed and constructed and will secure the proposed off-site highway improvement works and enhanced public transport provision. They will also ensure that no dwellings are occupied until the access and parking facilities serving them have been completed. A Construction Phase Traffic Management Plan will also be secured by condition to ensure that traffic generated during the construction phase is properly managed to mitigate the impacts on the highway network.

Highways have not identified any additional improvement works to the highway, above and beyond those proposed by the applicant, such as formal crossing points (zebra crossing etc.) or traffic calming measures, as being necessary in this instance.

For the reasons outlined above it is considered that, subject to the recommended highways conditions, the proposed development would have no unacceptable impact on highway safety.

## **Design**

Policy KIRH-3 of the HELA DPD acknowledges the importance of the site due to its historical importance and position in the landscape and confirms that *“a high standard of design will be required”* and *“significant green infrastructure, landscaping and planting which enhances the site’s exceptional circumstances is required in order that it reflects its highly visible countryside location”*. Furthermore, policy CS5 of the NLCS requires all new development in North Lincolnshire to be well designed and appropriate for its context and states that *“design which is inappropriate to the local area, or fails to maximise opportunities for improving the character and quality of the area, will not be acceptable”*.

This application seeks outline consent, with appearance, scale, layout and landscaping reserved for subsequent approval. Therefore, whilst an indicative masterplan is provided within the submission, the detailed design of the scheme is not being considered at this time. A detailed design, including the layout of the development and the scale and appearance of the dwellings, will be presented to the local planning authority at the reserved matters stage and will be considered at that time.

### **Amenity**

Again, it is noted that the current application seeks outline consent only and the scale and appearance of dwellings is not known at this time. However, the site is separated from the nearest residential properties by the B1400 and B1398 and has previously been developed and used as part of a functional RAF base and military barracks. Therefore, whilst the final layout and design of the proposal is not known or being assessed at this stage, it is considered that the site is appropriate for residential development. Subject to an acceptable design being forthcoming at the reserved matters stage the development of up to 302 dwellings on the site could be achieved with no unacceptable impact on the amenity of neighbouring residential properties.

It is acknowledged that some noise and disturbance will be experienced during the construction of the development and that, due to the scale of the proposed development, this could take place over a significant period of time. However, this type of disturbance is generated by almost all new developments and is limited to the construction phase only. The council’s Environmental Health Officer (EHO) has recommended conditions restricting hours of construction operations and to secure an acceptable Construction Environmental Management Plan providing mitigation measures in relation to noise, vibration, dust and lighting during demolition and construction operations. It is considered that the recommended conditions will mitigate the impacts of the construction phase on neighbouring properties to an acceptable level.

Three of the former hangars to the south of the site have recently been granted consent at appeal to be used for storage and distribution (B8) purposes along with some ancillary business (B1) use. These consented uses have the potential to generate some noise and disturbance to future occupiers of the proposed residential development, primarily through the comings and goings of HGVs. The council’s Environmental Health department has recommended a noise assessment be carried out to consider the potential noise impacts of adjacent operations on the proposed development and set out any measures necessary to mitigate these impacts. As this is an outline application, with the layout, landscaping and design of the dwellings reserved for subsequent approval, this issue can be adequately addressed via a condition to secure a noise impact assessment and any necessary mitigation measures identified by the assessment. The EHO has provided a suitably worded condition should planning permission be granted and it is considered that this condition will secure an appropriate level of residential amenity for the future occupiers of the proposed dwellings.

## Heritage

There are two Grade II listed buildings located within the former RAF site: the Sector Operations Building, which is located within the application site, and the Control Tower, which is located on the adjacent hangar site to the south of the application site. These two buildings are rare, well-preserved survivals with specific historic interest. Whilst these two buildings are the only designated heritage assets on or directly adjacent to the site, it has been confirmed by the council's Historic Environment Record (HER) that the other buildings on site are considered to be non-designated heritage assets due to their local historical and communal value. Most of these buildings have been altered over time and as such did not meet the criteria for national designation. The significance of the non-designated buildings on the application site, together with the adjacent aircraft hangars to the south of the site, is further raised because they form part of the setting of the two listed buildings referred to above.

In addition to the military history of the application site, there are a number of archaeological findspots recorded on the airbase and airfield and the surrounding area. These finds comprise artefacts of prehistoric and Roman date and appear to represent activity in proximity to the ancient track known as the Jurassic Way, which runs along the crest of the Lincolnshire Limestone edge and continues to be used today as the route of the B1398. Furthermore, the site of a Roman villa lies beside the track less than 1 kilometre from the development site. It is therefore considered that there is potential for archaeological remains dating from these periods to survive on the site, in the areas of green space where previous disturbance has been relatively shallow.

The applicant has submitted a Heritage Impact Assessment (HIA) as part of their Integrated Planning Statement, and a separate section referring to archaeology. The council's HER consider that the applicant's assessments do not provide sufficient information to inform a planning determination because the HIA focuses on the listed building within the application site and does not take sufficient account of the Control Tower or the contribution that the rest of the historic airbase buildings make to their setting and significance. Whilst they have not objected to the proposal, the issues raised by the HER have also been raised by Historic England in their consultation response.

The proposal involves the demolition of all of the non-designated buildings which is considered by the HER to involve significant detrimental impact to the setting of the listed buildings and their significance. Further, the HER is of the opinion that the HIA does not provide sufficient justification as to why it is in the public interest to warrant such a high level of impact and does not suggest any mitigation such as the full recording of key non-designated structures. It is also suggested that there is insufficient information with regard to the future use and management of the Sector Operations Building contained within the HIA. The HER have suggested that the retention of some of the non-designated buildings adjacent to the Sector Operations Building and amendments to the indicative layout would be one solution to mitigating the impact of the proposal.

With regard to archaeology, the HER are of the opinion that the HIA does not contain sufficient detail of either the known archaeology of the site and surrounds, or the potential for undeveloped areas of the site to contain remains. It is agreed that the development of the airbase and the underground services will have disturbed large parts of the site, but considerable areas are undeveloped and there are no service plans to show if these areas have been disturbed. The proposed development will entail groundworks across the entire site and

as such would destroy any surviving remains. It is concluded by the HER that an assessment of archaeological significance is therefore required.

The applicant's Heritage Impact Assessment confirms that there is potential impact on the Sector Operations building by the proposal to remove the redundant buildings in the northern part of the RAF site. It is concluded that, given the reason for its protection, the potential impact on the listed building is not considered to be significant and that any redevelopment proposal for the site would result in a change in context. The Operations Building is located within a self-enclosed parcel of land, enclosed by roadways on all sides. The impact on the Control Tower building is not considered to be significant as this building is remote from the application site, being located to the south of the aircraft hangars, and related to the hangars and the runways that make up the rest of the southern portion of the RAF site. It is also confirmed that the RAF site has not been identified as a 'key site' by Historic England. The HIA concludes that, given the poor condition of the non-designated buildings, the potential contamination risk (including asbestos within the buildings) and the extent of unsympathetic modifications that have taken place, the removal of the surrounding buildings, whilst retaining the parcel of land within which the Operations Room is situated, is considered to be acceptable in terms of heritage impact.

Whilst the layout, scale and appearance of the proposed residential development is reserved for subsequent approval, the HIA confirms that the indicative masterplan takes a sympathetic approach to the parcel of land surrounding the Sector Operations Building, retaining the space around the building without encroaching within the boundary formed by the flanking roads. It is also asserted that, as there is currently no public access to the site, the proposed development has the potential to improve access to, and interpretation of, this building subject to suitable management proposals being proposed.

It is clear from the Heritage Impact Assessment provided with the application and the responses received from both the council's Historic Environment Record and Historic England that there will be harm to the significance of the Grade II listed buildings on the Kirton RAF site due to the proposed development and the impact that it would have on the setting and context of these buildings. Given the nature and condition of the non-designated buildings, that the final design of the residential scheme has to be agreed and that the listed building on site is to be retained with the intention to improve its accessibility and interpretation, it is considered that the proposal would lead to less than substantial harm to the significance of the heritage assets on site.

Furthermore, it must be noted that the application site is allocated under policy KIRH-3 of the HELA DPD for residential development of 300 dwellings. The layout, scale and appearance of the development is reserved for subsequent approval and a sympathetic design, which pays due regard to the designated heritage assets and the historic importance of the site will be required to be agreed at the reserved matters stage. However, any development of 300 dwellings on the site (as allocated) will result in a significant impact on the character and context of the site.

Notwithstanding the above, conditions are proposed which would mitigate the harm to heritage assets. A condition will be used to secure an acceptable plan for the management and maintenance of the listed Sector Operations Building; this will ensure that the designated heritage asset is retained and a viable use secured. A further condition will secure a scheme of historic recording of key non-designated buildings prior to their demolition. Conditions are also proposed to secure an acceptable scheme of archaeological investigation and reporting prior to development commencing. It should also be noted that the layout, scale and appearance of the



residential development is reserved for subsequent approval and that this can be designed to take account of the heritage importance of the site and potential archaeological findspots.

Paragraph 134 of the NPPF confirms that where a development will lead to less than substantial harm to the significance of designated heritage assets *“this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use”*. In this instance the proposed development will generate significant public benefits by developing a redundant, contaminated site and delivering up to 302 dwellings with associated benefits to the local economy and meeting housing targets. The development will also secure the retention and maintenance of the listed building on site and with proper management could improve the access to and the interpretation of this heritage asset. For these reasons, and subject to the recommended conditions, it is considered that the harm to the significance of both designated and non-designated heritage assets on and adjacent to the site would be outweighed by the public benefits that would be generated by the proposed development.

### **Flood risk and drainage**

Concerns have been raised by the town council and local residents with regard to potential flooding and drainage issues as a result of the proposed development. In particular, local residents are concerned with surface water drainage and the capacity of the existing foul sewage network to accommodate the additional flows generated by the proposed development.

A Flood Risk and Drainage Strategy has been submitted in support of the planning application. It has been determined that the site is not at risk from fluvial flooding due to its positioning away from main watercourses and being located 54 metres above sea level. This is demonstrated by the fact that the site is located within flood zone 1 of both the Environment Agency (EA) flood maps and the Strategic Flood Risk Assessment covering North Lincolnshire. The EA surface water flood risk map shows the site to be at very low risk of surface water flooding, except for a small number of low spots which are shown to be at low risk. Further investigation has shown that the site is not at risk of flooding from ground water sources, nor infrastructure, due to the topography of the site. The EA has been consulted on the application and has raised no objection or concerns with regard to flood risk.

With regard to drainage, the surface of the site is currently partially covered by impermeable paving, which is drained to a series of soakaways, and in some areas of the site there are combined surface water and foul sewers. It is proposed to implement sustainable drainage systems on site using infiltration drainage methods for surface water, permeable paving and infiltration swales.

The EA has confirmed that the application site is underlain by a Principal Aquifer (Lincolnshire Limestone) and is within the Source Protection Zone of a nearby Anglian Water public supply borehole approximately 4.5 kilometres to the east. The Environment Agency has further confirmed that the proposed development site, due to its former use, presents a potential risk of contamination that could be mobilised during construction to pollute controlled waters. Having reviewed the Geoenvironmental and Geotechnical Investigation and Risk Assessment Report submitted with the application the EA has confirmed that they have confidence that it will be possible to manage the risk posed to controlled waters by the development. In this regard the EA has suggested conditions relating to land contamination assessment and mitigation and have also suggested a condition preventing the use of infiltration drainage measures unless it can be demonstrated that they do not pose an increased risk of mobilisation of contamination which may pollute controlled waters.

The council's drainage team has assessed the submitted Flood Risk and Drainage Report and has held discussions with the applicant with regard to proposed surface water drainage proposals. It has been noted by the drainage team that existing surface water drainage from the site outfalls west of the B1398 and has been attributed to flooding of the highway and third party land. The drainage team has confirmed that a detailed surface water drainage scheme will need to be submitted for approval prior to development commencing on the site. This scheme will need to consider existing surface water drainage issues and the comments of the EA with regard to infiltration (soakaways). It is considered, as the application is for outline consent, with layout reserved for subsequent approval, and the number of dwellings proposed (up to 302) is flexible, that a condition to secure an acceptable drainage scheme is appropriate as the eventual layout can be designed to take account of and accommodate drainage infrastructure. The drainage scheme will have to be agreed with the council's drainage team and the Environment Agency prior to any dwellings being erected. This condition will ensure that an adequate surface water drainage scheme is secured and that there will be no unacceptable risk of flooding of the site, or adjacent land as a result of the proposed development.

In addition to the above, the EA has requested a condition requiring a detailed scheme, including phasing, for the provision of mains foul water drainage on and off site to be submitted and agreed prior to any buildings requiring water services being erected. This condition will ensure that there is, or will be prior to occupation, sufficient infrastructure (foul sewage) capacity for the connection, conveyance, treatment and disposal of quantity and quality of water within the proposed phasing of the development. This condition will address the concerns raised with regard to the capacity of the foul water drainage system.

## **Ecology**

The planning application has been supported by protected species survey reports and an ecological appraisal. The site has been subject to an Extended Phase 1 Habitat Survey, a reptile survey, bat surveys, a dedicated survey for barn owls and other bird species and an eDNA survey for great crested newts in the only pond within 500 metres. The council's ecologist has confirmed that the survey methods used and the survey effort deployed are appropriate for the site in question.

Surveys revealed no evidence of reptiles, great crested newts or barn owls. However, bats were recorded emerging from eight different buildings, indicating the presence of transient roosts for common pipistrelle and brown long-eared bats. The priority species hedgehog and grey partridge were recorded on site. Swallows, rooks and blackbirds were noted as breeding birds, with roosting little owl, tawny owl and kestrel.

With bat roosts being present, it needs to be considered to what extent the development can proceed without bats or bat roosts being affected. At the moment, the proposal is to demolish buildings that support the bats, which would clearly result in the loss of a number of roosts. The local planning authority must therefore consider whether there are satisfactory alternatives to the proposal that would avoid the impact on bats and whether the scheme will provide overriding benefits in the public interest that would justify this impact. The scheme must also result in favourable conservation status in order for a European Protected Species licence to be granted for the works.

With regard to satisfactory alternatives, it should be noted that the site is allocated for residential development of 300 dwellings under policy KIRH-3 of the HELA DPD. The supporting text for this policy identifies that it is essential that this large site is brought back into

beneficial uses as quickly as possible to prevent the site falling into a state of dereliction and causing blight to the entire area. It also identifies that the application site is heavily contaminated and considered to be incapable of redevelopment unless high value uses, such as residential, are proposed on the site. Furthermore, due to the condition, layout and potential for asbestos in the existing buildings it is considered that their retention would not be viable. For these reasons it is considered that there are no alternatives to the proposed residential development of the site. Leaving the site as it is will result in the deterioration of an important and prominent site and would hinder the ability of the local planning authority to meet its housing delivery targets and other (less valuable) uses are not considered to be viable due to the contaminated nature of the site.

Further to the above, it is considered that the proposed development will result in significant public benefits and that these benefits constitute overriding reasons for the proposal. These public benefits consist of the development of a derelict and contaminated site, the contribution of up to 302 dwellings towards meeting the council's housing delivery targets, benefits to the local economy as a result of the construction and occupation of the aforementioned housing and the retention and management of a designated heritage asset (Sector Operations Building).

With regard to the conservation status of the site, the council's ecologist considers the destruction of transient roosts of two relatively common and widespread bat species to constitute medium impact. No specific mitigation has been proposed as part of the application. However, the survey reports acknowledge that a European Protected Species (EPS) licence will be required and present various options for sensitive working methods and the provision of replacement roosts. Natural England are the body responsible for granting EPS licences and will only grant a licence where the proposed mitigation is adequate to maintain the favourable conservation status of the two species. The council's ecologist has confirmed that, with appropriate mitigation and biodiversity enhancement measures, it should be possible for this proposal to pass the favourable condition status test of EPS licencing. The ecologist anticipates that mitigation measures would include sensitive timing and approach to demolition, provision of temporary bat roosting features during demolition and the construction and provision of a good number of permanent bat roosting features in the new buildings. Conditions have been recommended to secure these mitigation measures and biodiversity enhancements. Subject to these conditions it is considered that the proposed development will have no unacceptable ecological impact.

## **Contamination**

The application site, due to its former military use, is likely to be highly contaminated. This has been confirmed by the responses received from the council's Environmental Health department and the Environment Agency, and in policy KIRH-3 of the HELA DPD. The EA has confirmed that, due to the site being underlain by a principal aquifer, there is potential for contamination to be mobilised during construction and to impact on controlled waters. The applicant has provided a Geoenvironmental and Geotechnical Investigation and Risk Assessment Report, dated April 2014, as part of the application. Further to a request from Environmental Health, a peer review of this document has also been produced. Having reviewed these documents, both the EA and the council's Environmental Health department have confirmed that it will be possible to suitably manage the risk of contamination via the imposition of conditions, which have been recommended.

## **Other matters**

In line with adopted policies, a response has been received from the council's section 106 officer requesting obligations with regard to affordable housing, education, health and public open space. The council's Affordable Housing Policy Interim Position Statement seeks to achieve 20% affordable housing provision on developments of 11 dwellings or more within the market towns, such as Kirton in Lindsey. However, the applicants have submitted a formal viability assessment to the council for consideration, which confirms that 20% affordable housing provision in addition to other contributions (education, public open space and health) would make the proposed development unviable due to the abnormal costs associated with developing the site. On this basis it is proposed to provide 10% affordable housing via 30 shared equity dwellings on site. The council's Spatial Planning team has considered the submitted Viability Assessment and has agreed with the conclusions of the assessment. This will allow for the delivery of this allocated housing site and complies with the relevant policies which confirm that there can be flexibility with regard to obligations that would make a scheme financially unviable.

Therefore, in this instance, the following contributions have been agreed and will need to be secured by way of a section 106 agreement:

- £909,622 to be paid towards the improvement of education infrastructure;
- £120,800 to be paid towards the improvement of healthcare infrastructure;
- £151,000 to be paid towards public open space; and
- 30 affordable (shared equity) dwellings to be provided on site.

## **Conclusion**

This application seeks outline planning permission, with all matters except for access reserved for subsequent approval, for the erection of up to 302 dwellings with public open space. The site is allocated for residential development as part of the adopted development plan and its development would make a significant contribution towards meeting housing delivery targets. Furthermore, proposed development will make efficient use of a prominent derelict site and will secure the long-term retention and use of the grade II listed building on site. As outlined above, there will be no unacceptable impact with regard to highway safety, amenity, drainage, ecology or contamination.

The proposal will result in less than substantial harm to designated and non-designated heritage assets. However, for the reasons set out above, it is considered that the significant benefits that will be generated by the development would outweigh this harm.

Therefore, subject to the recommended conditions and a section 106 agreement to secure necessary obligations, it is considered that the proposal is acceptable and this application should be supported.

## **RECOMMENDATION**

**Subject to the completion of a formal agreement under Section 106 of the Town and Country Planning Act (1990) to secure £909,622 to fund the provision of education infrastructure, £120,800 to be paid towards the provision of healthcare infrastructure, £151,000 to be paid towards the provision of public open space and the provision of 30 affordable dwellings on site, the committee resolves:**

- (i) it is mindful to grant permission for the development;**
- (ii) the decision be delegated to the Group Manager – Development Management and Building Control upon completion of the obligation;**
- (iii) if the obligation is not completed by 15 May 2017 the Group Manager – Development Management and Building Control be authorised to refuse the application on grounds of inadequate provision of essential community benefits; and**
- (iv) the permission so granted be subject to the following conditions:**

1.

Approval of the details of the layout, scale, appearance of the building(s) and the landscaping of the site (hereinafter called 'the reserved matters') shall be obtained from the local planning authority in writing before any development is commenced.

Reason

The application has been made under Article 5(1) of the Town & Country Planning (Development Management Procedure) (England) Order 2015.

2.

Plans and particulars of the reserved matters referred to in condition 1 above, relating to the layout, scale, appearance of any buildings to be erected and the landscaping of the site, shall be submitted in writing to the local planning authority and shall be carried out as approved.

Reason

The application has been made under Article 5(1) of the Town & Country Planning (Development Management Procedure) (England) Order 2015.

3.

Application for approval of the reserved matters shall be made to the local planning authority before the expiration of three years from the date of this permission.

Reason

To comply with the provisions of Section 92 of the Town and Country Planning Act 1990.

4.

The development hereby permitted shall be begun either before the expiration of five years from the date of this permission, or before the expiration of two years from the date of approval of the last of the reserved matters to be approved, whichever is the later.

Reason

To comply with the provisions of Section 92 of the Town and Country Planning Act 1990.

5.

The development hereby permitted shall be carried out in accordance with the following approved plans: Plan 1: Site Location Plan.

Reason

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

6.

No development shall take place until details of the within-highway works identified in drawing number L264-1T-001 Rev A have been submitted to and approved in writing by the local planning authority.

Reason

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

7.

No more than 30 dwellings shall be occupied on site until such time as all within-highway works approved under condition 6 above have been completed.

Reason

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

8.

No development shall take place until details showing:

- a suitable arrangement on the primary internal loop road to cater for two-way bus movements;
- adequate bus stop facilities at appropriate locations along the internal bus route;
- enhanced bus stop provisions on the B1400 fronting the site;

have been submitted to and approved in writing by the local planning authority.

Reason

To ensure that the development is accessible by public transport in accordance with policies T2 of the North Lincolnshire Local Plan and CS25 of the North Lincolnshire Core Strategy.

9.

No more than 30 dwellings on the site shall be occupied until such time as all works to provide bus stops approved under condition 8 above have been completed.

Reason

To ensure that the development is accessible by public transport in accordance with policies T2 of the North Lincolnshire Local Plan and CS25 of the North Lincolnshire Core Strategy.

10.

No development shall take place until details of the location and layout of the vehicular accesses has been submitted to and approved in writing by the local planning authority.

Reason

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

11.

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.

12.

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.

13.

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.

14.

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.

15.

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.

16.

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.

17.

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.

18.

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.

19.

A residential travel plan shall be provided to and approved in writing by the local planning authority prior to the occupation of any dwelling on the site. The approved travel plan shall be implemented upon occupation of the first dwelling on site and shall be reviewed, updated and amended as necessary for ten years from the date of the first occupation. The residential travel plan shall include details of:

- (a) the residential travel plan coordinator, including name, contact details, job description, weekly hours and annual budget for promotion, publicity and monitoring;
- (b) details of how sustainable transport, such as walking, cycling and public transport, will be promoted;
- (c) a monitoring strategy.

Reason

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

20.

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.

21.

No development shall take place until a noise impact assessment has been submitted to and approved in writing by the local planning authority. The noise impact assessment shall be carried out with reference to:

- National Planning Policy Framework (2012)
- National Planning Practice Guidance (2014)
- ProPG: Planning & Noise, New Residential Development (2017)
- BS 4142:2014 Methods for rating and assessing industrial and commercial sound
- World Health Organisation Guidelines for Community Noise (1999)
- World Health Organisation Night Noise Guidelines for Europe (2009)
- BS8233:2014 Guidance on sound insulation and noise reduction for buildings
- BS5228-1:2009+A1:2014 Code of practice for noise and vibration control on construction and open sites. Noise.
- BS5228-2:2009+A1:2014 Code of practice for noise and vibration control on construction and open sites. Vibration.
- BS7445-2:1991, ISO1996-2:1987 Description of environmental noise. Part 2: Guide to acquisition of data pertinent to land use.

The noise impact assessment report shall provide details of existing background noise levels, likely noise sources which will impact upon the proposed development, mitigation methods to be employed and the resulting predicted level of noise at sensitive locations. Any approved mitigation measures shall be carried out in their entirety before the use of the site commences and shall be retained in perpetuity thereafter.

#### Reason

To protect the amenity of the future occupants of the development in accordance with policy DS1 of the North Lincolnshire Local Plan.

22.

No development shall take place until an air quality assessment has been submitted to and approved in writing by the local planning authority. The air quality assessment shall make reference to the Institute of Air Quality Management: Land-Use Planning and Development Control guidance (January 2017) and shall identify measures necessary to mitigate the air quality impacts of the development and details of when these mitigation measures shall be implemented. Any approved mitigation measures shall be carried out in their entirety in accordance with the approved details and shall be retained in perpetuity thereafter.

## Reason

To minimise the impact of the development on the local environment in accordance with policy CS18 of the North Lincolnshire Core Strategy.

23.

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, which takes account of the following good practice guidance:

- Institute of Air Quality Management Guidance on the Assessment of Dust from demolition and construction Version 1.1 and any updates:

<http://iaqm.co.uk/text/guidance/construction-dust-2014.pdf>; and

- Mayor of London The Control of Dust and Emissions During Construction and Demolition Supplementary Planning Guidance, July 2014.

The CEMP shall include, but shall not be limited to, the following:

- 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 the noise limits and the effectiveness of the attenuation measures;
- 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) the location of potential temporary floodlights;
  - (d) identification of sensitive receptors likely to be impacted upon by light nuisance;
  - (e) proposed methods of mitigation against potential light nuisance, including potential glare and light spill, on sensitive receptors;
- 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 trackout;
- (f) communication with residents and other receptors;
- (g) a 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.

The approved construction environmental management plan shall be implemented in full during construction of the development.

#### Reason

To protect the amenity of neighbouring properties in accordance with policy DS1 of the North Lincolnshire Local Plan.

24.

Construction operations shall be limited to:

- 7am to 7pm Monday to Friday;

- 7am to 1pm on Saturdays.

No 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 the amenity of neighbouring properties in accordance with policy DS1 of the North Lincolnshire Local Plan.

25.

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 in accordance with policy DS7 of the North Lincolnshire Local Plan.

26.

No infiltration of surface water drainage into the ground is permitted other than with the written consent of the local planning authority. The development shall be carried out in accordance with the approved details.

#### Reason

To ensure that the development does not contribute to, nor is not put at unacceptable risk from, or adversely affected by, unacceptable levels of water pollution caused by mobilised contaminants in line with policies DS7 and DS15 of the North Lincolnshire Local Plan.

27.

No building works which comprise the erection of a building required to be served by water services shall be undertaken in connection with any phase of the development hereby permitted until full details of a scheme, including phasing, for the provision of mains foul water drainage on and off site has been submitted to and approved in writing by the local planning authority. The development shall be implemented in accordance with the details hereby approved. No building shall be occupied until the works have been carried out in accordance with the approved scheme.

#### Reason

To prevent flooding, pollution and detriment to public amenity through the provision of suitable water infrastructure in accordance with policy DS14 of the North Lincolnshire Local Plan.

28.

No development shall take place until a strategy for the management of surface water drainage, that includes the implementation of SuDS, and their adoption and maintenance arrangements, has been submitted to and agreed in writing by the local planning authority. The strategy must:

- (a) provide details of how run-off will be safely conveyed and attenuated during storms up to and including the 1 in 100 year critical storm event, with an allowance for climate change, from all hard surfaced areas within the development into the existing local

drainage infrastructure and watercourse system, without exceeding the run-off rate for the undeveloped site or increasing the risk of flooding off-site;

- (b) provide principle/detailed design (surveys, ground investigations, drawings, network details, calculations and modelling showing critical storm details) in support of any surface water drainage scheme, including details on any attenuation system and its discharge rates, and investigation into the condition of the existing outfall and proposed arrangements;
- (c) provide details of how the scheme shall be maintained and managed over the lifetime of the development, including any arrangements for adoption by any public body or Statutory Undertaker and any other arrangements required to secure the operation of the drainage system throughout its lifetime;
- (d) provide details of the timetable for, and any phasing of, implementation for the drainage scheme.

#### Reason

To prevent the increased risk of flooding to themselves and others, to improve and protect water quality and to ensure the implementation, and future adoption and maintenance, of the sustainable drainage structures in accordance with policy DS16 of the North Lincolnshire Local Plan and policies CS18 and CS19 of the North Lincolnshire Core Strategy.

29.

The drainage scheme shall be implemented in accordance with the approved submitted details and shall be completed prior to the occupation of any dwelling or building within each phase or sub-phase of the development on site, and thereafter retained and maintained in accordance with the scheme for the life of the development unless otherwise agreed in writing with the local planning authority.

#### Reason

To prevent the increased risk of flooding to themselves and others, to improve and protect water quality, and to ensure the implementation, and future adoption and maintenance, of the sustainable drainage structures in accordance with policy DS16 of the North Lincolnshire Local Plan, and policies CS18 and CS19 of the North Lincolnshire Core Strategy.

30.

No development affecting buildings with bat roosts identified in the Bat Surveys report dated November 2016 shall commence until the local planning authority has been provided with either:

- (a) a licence issued by Natural England pursuant to Regulation 53 of The Conservation of Habitats and Species Regulations 2010 authorising the specified development to go ahead; or
- (b) a statement in writing from the relevant licensing body to the effect that it does not consider that the specified activity/development will require a licence.

#### Reason

To conserve protected species in accordance with policy CS17 of the North Lincolnshire Core Strategy.

31.

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 measures to avoid harm to bats, hedgehogs and nesting birds during demolition, vegetation clearance and construction works;
- (b) details of at least 30 swift bricks, 41 bat boxes or bat bricks, and at least 3 bat lofts to be installed in new buildings, prioritising buildings near to mature trees or woodland;
- (c) details of nesting sites to be installed to support tawny owls, little owls, kestrels, starlings, house sparrows and other garden birds;
- (d) restrictions on lighting to avoid impacts on bat roosts, bat foraging areas, bird nesting sites and sensitive habitats;
- (e) provision for hedgehogs to pass through any fencing installed between gardens and between areas of grassland;
- (f) prescriptions for the retention, planting and aftercare of trees, shrubs, hedgerows and flowers of high biodiversity value, including a high proportion of locally native species;
- (g) prescriptions for biodiversity enhancement in drainage features;
- (h) a commitment to provide each new dwelling with a wildlife gardening advice pack to be approved in writing by the local planning authority;
- (i) proposed timings for the above works in relation to the completion of the new buildings.

Reason

To conserve and enhance biodiversity in accordance with policies CS5 and CS17 of the North Lincolnshire Core Strategy.

32.

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 the occupation of the 100th, 200th and 300th dwellings, the applicant or their successor in title shall submit a report to the local planning authority, providing evidence of compliance with the biodiversity management plan.

Reason

To conserve and enhance biodiversity in accordance with policies CS5 and CS17 of the North Lincolnshire Core Strategy.

33.

No development shall take place until an archaeological mitigation strategy, as defined in a brief prepared by North Lincolnshire's Historic Environment Record, has been submitted to and

approved in writing by the local planning authority. The strategy shall include details of the following:

- (i) measures to ensure the preservation in situ, or the preservation by record, of archaeological features of identified importance
- (ii) methodologies for the recording and recovery of archaeological remains, including artefacts and ecofacts
- (iii) post-fieldwork methodologies for assessment and analyses
- (iv) report content and arrangements for dissemination, and publication proposals
- (v) archive preparation and deposition with recognised repositories
- (vi) a timetable of works in relation to the proposed development, including sufficient notification and allowance of time to ensure that the site work is undertaken and completed in accordance with the strategy
- (vii) monitoring arrangements, including the notification in writing to North Lincolnshire's Historic Environment Record of the commencement of archaeological works and the opportunity to monitor such works
- (viii) a list of all staff involved in the implementation of the strategy, including sub-contractors and specialists, their responsibilities and qualifications.

#### Reason

To comply with policy HE9 of the North Lincolnshire Local Plan because the site lies in an area of archaeological interest.

34.

The archaeological mitigation strategy shall be carried out in accordance with the approved details and timings, subject to any variations agreed in writing by the local planning authority.

#### Reason

To comply with policy HE9 of the North Lincolnshire Local Plan because the site lies in an area of archaeological interest.

35.

A copy of any analysis, reporting, publication or archiving required as part of the mitigation strategy shall be deposited at North Lincolnshire's Historic Environment Record within six months of the date of completion of the development hereby approved by this permission or such other period as may be agreed in writing by the local planning authority.

#### Reason

To comply with policy HE9 of the North Lincolnshire Local Plan because the site lies in an area of archaeological interest.

36.



No development shall take place until the applicant, or their agents or successors in title, has produced a historic building record of 'key' non-designated buildings on the site, in accordance with a written specification, including details of which buildings are to be recorded and a timetable for the recording, which has been submitted by the applicant and approved in writing by the local planning authority.

Reason

To comply with policy HE9 of the North Lincolnshire Local Plan because the site lies in an area of archaeological interest.

37.

The historic building recording shall be carried out in accordance with the approved details and timings, subject to any variations agreed in writing by the local planning authority.

Reason

To comply with policy HE9 of the North Lincolnshire Local Plan because the site lies in an area of archaeological interest.

38.

The historic building archive shall be deposited at the North Lincolnshire Historic Environment Record within six months of the date of commencement of the development hereby approved by this permission or such other period as may be agreed by the local planning authority.

Reason

To comply with policy HE9 of the North Lincolnshire Local Plan because the site lies in an area of archaeological interest.

39.

No stage of the authorised development shall commence until a written management plan for the Grade II listed Sector Operations Building ('the building') has been submitted to and approved in writing by the local planning authority, including:

- (a) a structural survey to be submitted to and approved in writing by the local planning authority;
- (b) implementation of mitigation measures;
- (c) a schedule of repair works that ensure the long-term survival of the building;
- (d) an implementation timetable for all stages of work, including timings to ensure that the mitigation measures and repair work are undertaken and completed in accordance with the plan;
- (e) details of all contractors to be involved in implementation of works to the building; and
- (f) details of the use of the building, including proposals for community access and interpretation.

Once approved the management plan shall be implemented in accordance with the agreed details and timings unless otherwise agreed in writing by the local planning authority.

### Reason

To secure the preservation and continued use of the building in accordance with policy HE5 of the North Lincolnshire Local Plan.

### **Informative 1**

This application must be read in conjunction with the relevant Section 106 Agreement.

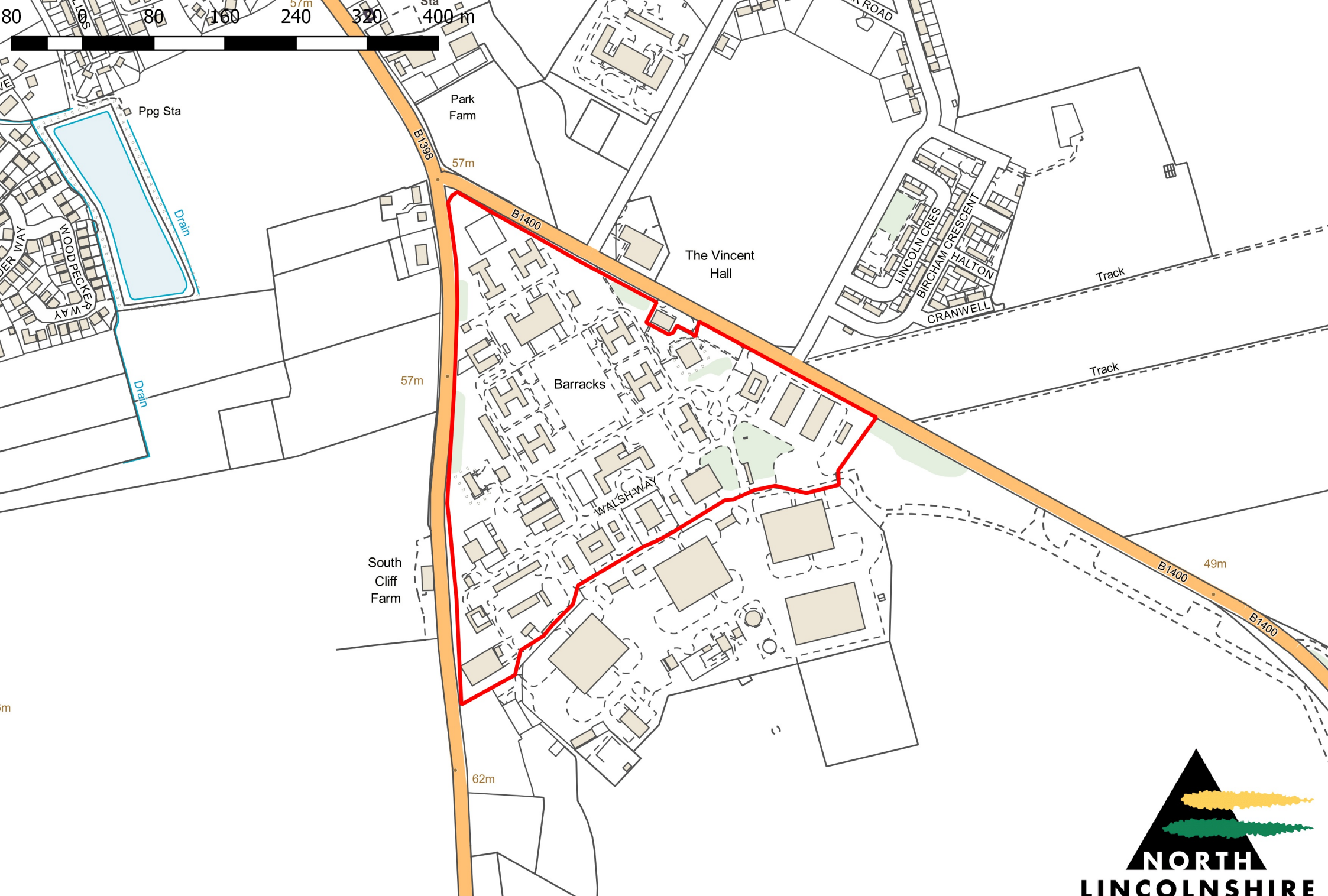
### **Informative 2**

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 3**

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/2017/1199**

© Crown copyright and database rights 2017. Ordnance Survey 0100023560



# PA/2017/1199 MASTER MAP

## Key

-  Site Boundary (Residential Area)
-  Existing trees / vegetation
-  Existing buildings
-  Grass (existing / retained / proposed)
-  Proposed development (houses / apartments)
-  Proposed trees / vegetation
-  Street - asphalt
-  Street - pavers (buff)
-  Street - pavers (silver grey)
-  'Shared surface' - asphalt / pavers
-  Landscaped earthworks

**NOT TO SCALE**

