

APPLICATION NO PA/2019/210
APPLICANT Mr & Mrs Griffiths
DEVELOPMENT Planning permission to erect two bungalows
LOCATION Scallow Grove Farm, Kirton Road, Messingham, DN17 3RD
PARISH Messingham
WARD Ridge
CASE OFFICER Emma Carrington

SUMMARY Refuse permission
RECOMMENDATION

REASONS FOR REFERENCE TO COMMITTEE Member 'call in' (Cllr Neil Poole – significant public interest)

POLICIES

National Planning Policy Framework: Paragraphs 7 and 8 state that:

7. The purpose of the planning system is to contribute to the achievement of sustainable development. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs.
8. Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):
 - (a) **an economic objective** – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
 - (b) **a social objective** – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
 - (c) **an environmental objective** – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

Paragraph 11 states that at the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision taking.

Section 5, paragraphs 59–79 relate to delivering a sufficient supply of homes and states that housing applications should be considered in the context of the presumption in favour of sustainable development.

Paragraph 77 states that to promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. For example, where there are groups of smaller settlements, development in one village may support services in a village nearby.

Paragraph 79 states that planning policies and decisions should avoid the development of isolated homes in the countryside unless one or more of the following circumstances apply:

- (a) there is an essential need for a rural worker, including those taking majority control of a farm business, to live permanently at or near their place of work in the countryside;
- (b) the development would represent the optimal viable use of a heritage asset or would be appropriate enabling development to secure the future of heritage assets;
- (c) the development would re-use redundant or disused buildings and enhance its immediate setting;
- (d) the development would involve the subdivision of an existing residential dwelling; or
- (e) the design is of exceptional quality, in that it:
 - is truly outstanding or innovative, reflecting the highest standards in architecture, and would help to raise standards of design more generally in rural areas; and
 - would significantly enhance its immediate setting, and be sensitive to the defining characteristics of the local area.

Paragraphs 124–132 state 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.

North Lincolnshire Local Plan:

DS1 – General Requirements

DS16 – Flood Risk

H5 – New Housing Development (criteria a–m)

H8 – Housing Design and Housing Mix

RD2 – Development in the Open Countryside

T1 – Location of Development

T2 – Access to Development

T19 – Car Parking Provision and Standards

North Lincolnshire Core Strategy:

CS1 – Spatial Strategy for North Lincolnshire

CS2 – Delivering More Sustainable Development

CS3 – Development Limits

CS5 – Delivering Quality Design in North Lincolnshire

CS7 – Overall Housing Provision

CS8 – Spatial Distribution of Housing Sites

CS19 – Flood Risk

CONSULTATIONS

Highways: No objections subject to conditions.

Lead Local Flood Authority: Recommends an informative.

Ecology: Recommends conditions.

Environmental Protection: Recommends a contaminated land condition.

PARISH COUNCIL

Objects on the following grounds:

- The proposed development is outside the development boundary.
- This is unsustainable development in the open countryside.

PUBLICITY

The application has been advertised by site notice. No comments have been received.

ASSESSMENT

Planning permission is sought to erect two detached, two-bedroomed bungalows on a site that is outside the boundary of any defined settlement limit. Each property is proposed to have access onto Kirton Road, and be provided with on-site parking. The land is adjacent to Scallow Grove Farm, and was previously used as a tennis court, although it is currently a flat grassed area with no distinctive character.

The main issue in the determination of this application is the principle of development, being located in the open countryside.

Due to its location outside of any defined development boundary, the application site is considered to be in the open countryside for the purposes of planning. The main issue is whether the principle of developing this site for residential purposes is acceptable in policy

terms. The site is considered large enough to accommodate two dwellings, together with associated parking, access and garden space, without adversely affecting the amenities of adjacent neighbouring properties.

Policy RD2 of the North Lincolnshire Local Plan sets out the type of development that is appropriate in the open countryside and the criteria against which all applications in the countryside will be assessed. Policy RD2 only supports residential development in the countryside where it is to meet some essential countryside need, such as farm workers' dwellings. Policy CS3 of the Core Strategy also restricts development in the countryside to that which is essential to the functioning of the countryside. The proposed development is contrary to these policies as it is for market housing not essential to the functioning of the countryside, or any rural business, nor does it meet any special need such as providing affordable housing.

The application site is entirely outside the defined development boundary for Messingham and is therefore considered not to be in accordance with policies CS2, CS3 and CS8 of the Core Strategy and RD2 of the local plan.

Notwithstanding the development plan policies set out above, the National Planning Policy Framework (NPPF) is a material consideration when determining planning applications.

Paragraph 11 and Footnote 7 (page 6) of the NPPF state the presumption in favour of sustainable development applies for applications involving the provision of housing where the local planning authority cannot demonstrate a five-year supply of housing sites and that housing applications should be considered in the context of the presumption in favour of sustainable development.

The five-year housing land supply statement sets out North Lincolnshire Council's assessment of its supply of housing land from 1 April 2016 to 31 March 2021, having regard to Government guidance on how this is calculated. This report states that North Lincolnshire has a 3.9 year housing land supply of deliverable sites during the period April 2016 to March 2021.

There are three dimensions to sustainable development as set out in paragraph 8 of the Framework: economic, social and environmental.

The proposed development would have the social and economic benefits of addressing the current under-supply of housing land by the provision of new market housing. Investment in construction and related employment would represent a benefit, as would the support which the additional population would produce for the local economy.

The application site is located over 2.3 kilometres from the main body of Messingham and its village centre and local services, and over 5 kilometres from the main services in Kirton Lindsey, and over 8 kilometres to Scunthorpe.

There are no services in the immediate vicinity of the application site, which is mainly open countryside, with small groups of agricultural buildings and scattered dwellings. There will, therefore, be a reliance on the services of Messingham, Kirton Lindsey and Scunthorpe. There is a bus stop on Brigg Road, which is approximately 1.3 kilometres from the application site. Whilst it is recognised that there is a regular bus service between Messingham, Scunthorpe and Kirton Lindsey, it is considered that, given the distance from the nearest bus stop, the development will necessitate the use of a private motor vehicle.

The applicant has submitted a highway statement, which refers to the local call collect bus service, which is designed to improve transport opportunities in rural communities. This service is available in the Messingham area, and picks up and sets down at designated locations. In exceptional circumstances, home pick-ups and drop-offs are available due to age, disability or mobility impairment, but doesn't appear to be as available to individuals as referred to in the highway statement. In addition, the highway statement implies that there will be at least 12–16 vehicle movements per day for a development of this size. It is unreasonable to expect any local bus service to be able to meet the requirements of that number of journeys to and from the site; it is therefore considered that occupants and visitors to the site would still be heavily reliant on the car.

With regard to sustainability, it is therefore considered that the site is in an unsustainable location, remote from everyday services and facilities. Policy CS2 of the Core Strategy promotes sustainable development and sets out criteria against which all new developments should be assessed in this regard. These criteria include minimising the need to travel and making necessary journeys possible by public transport, cycling and walking and making sure that people have access to community and cultural facilities that they need for their daily lives. Due to the relatively remote nature of the site, together with its distance from local facilities, the proposed development would not minimise the need to travel and would promote reliance on the private car to access everyday facilities. The development would therefore be contrary to policy CS2. It should also be noted that sustainable development is the key emphasis of the National Planning Policy Framework, which sets out a presumption in favour of sustainable development.

For the reasons outlined above, the proposed development is not sustainable and would not benefit from this presumption in favour.

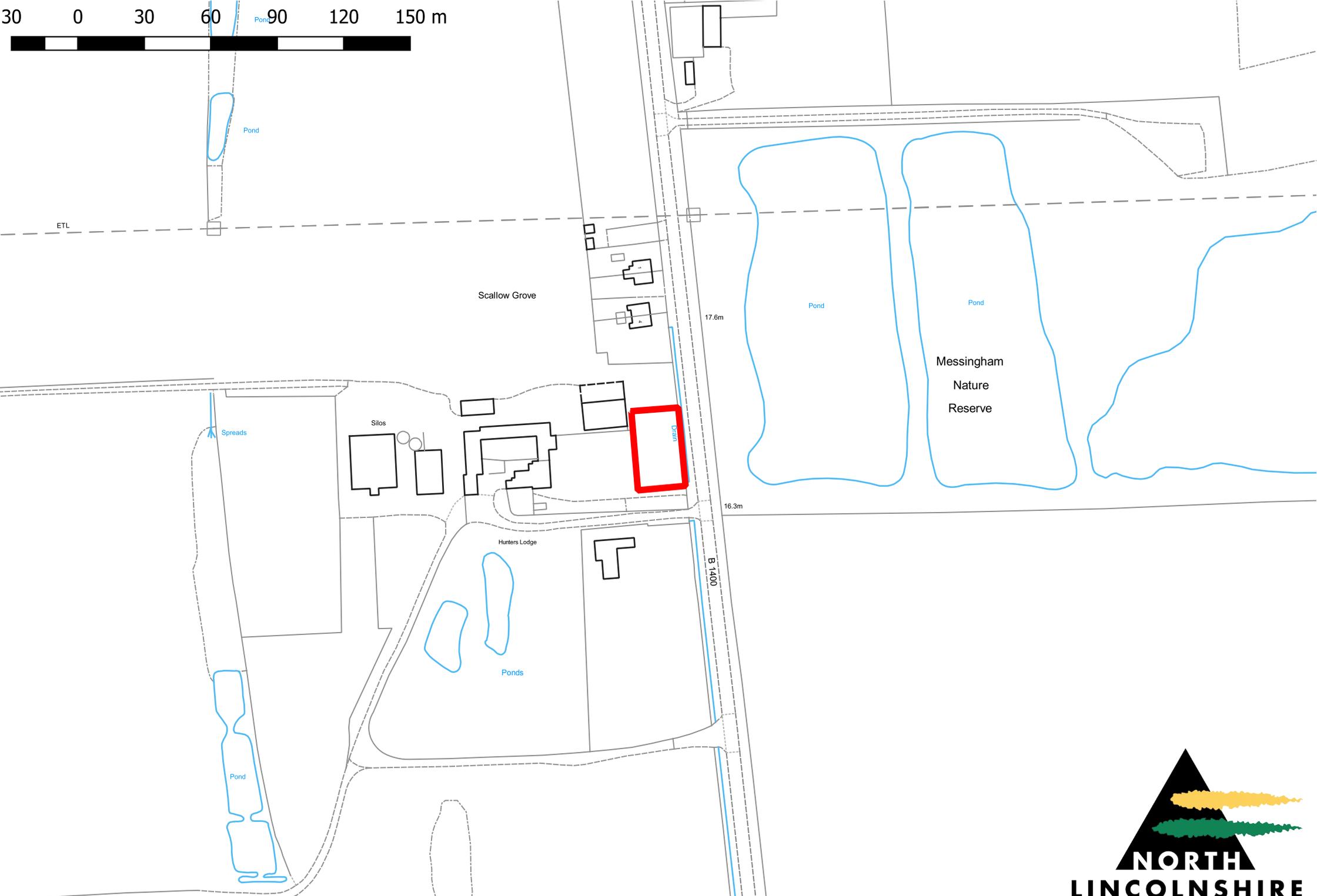
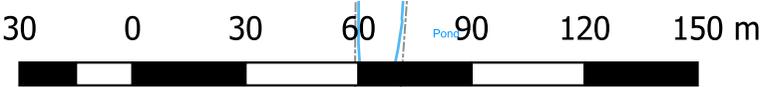
No issues are raised in relation to the scale, design, appearance and siting of the dwellings proposed in this case, but this does not outweigh the concerns about the principle of allowing residential development in an unsustainable rural location. The application is recommended for refusal.

RECOMMENDATION Refuse permission for the following reasons:

The proposed development is contrary to policies RD2 of the North Lincolnshire Local Plan, CS2, CS3 and CS8 of the North Lincolnshire Core Strategy, and guidance in the National Planning Policy Framework in that the site lies outside of a defined settlement, in the open countryside, and is located in an unsustainable location, remote from local services and public transport. In addition, no evidence has been provided to justify a special need for new dwellings in this location.

Informative

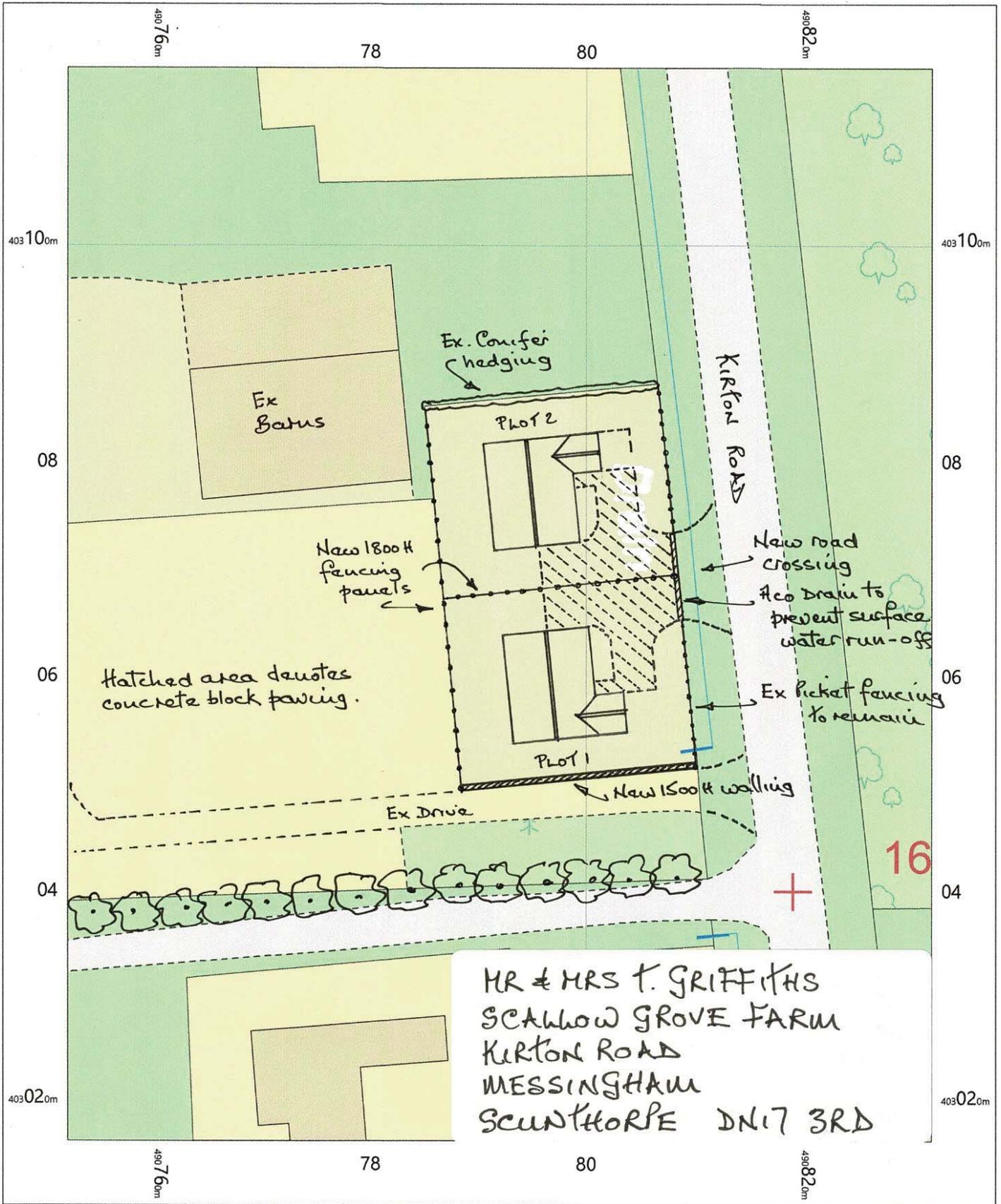
In determining this application, the council, as local planning authority, has taken account of the guidance in paragraph 38 of the National Planning Policy Framework in order to seek to secure sustainable development that improves the economic, social and environmental conditions of the area.



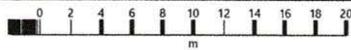
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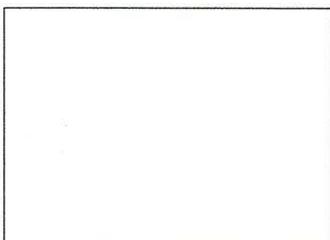




"PROPOSED BLOCK PLAN"



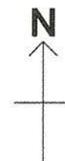
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