

APPLICATION NO	PA/2020/565
APPLICANT	Mr Ralph Day
DEVELOPMENT	Outline planning permission to erect up to 16 dwellings with appearance, landscaping, layout and scale reserved for subsequent consideration
LOCATION	Land east of St George's Court, Redbourne
PARISH	Redbourne
WARD	Ridge
CASE OFFICER	Tanya Coggon
SUMMARY RECOMMENDATION	Refuse permission

REASONS FOR REFERENCE TO COMMITTEE Significant public interest

POLICIES

National Planning Policy Framework:

Chapter 2 – Achieving sustainable development

Chapter 4 – Decision-making

Chapter 5 – Delivering a sufficient supply of homes

Chapter 9 – Promoting sustainable transport

Chapter 11 – Making effective use of land

Chapter 12 – Achieving well-designed places

Chapter 14 – Meeting the challenge of climate change, flooding and coastal change

Chapter 15 – Conserving and enhancing the natural environment

North Lincolnshire Local Plan:

Policy RD2 (Development in the Open Countryside)

Policy H5 (New Housing Development)

Policy H8 (Housing Design and Housing Mix)

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

Policy LC5 (Species Protection)

Policy LC6 (Habitat Creation)

Policy LC7 (Landscape Protection)

Policy T1 (Location of Development)

Policy T2 (Access to Development)

Policy T19 (Car Parking Provision and Standards)

Policy T6 (Pedestrian Routes and Footpaths)

Policy DS1 (General Requirements)

Policy DS14 (Foul Sewage and Surface Water Drainage)

Policy DS16 (Flood Risk)

North Lincolnshire Core Strategy:

Policy CS1 (Spatial Strategy for North Lincolnshire)

Policy CS2 (Delivering More Sustainable Development)

Policy CS3 (Development Limits)

Policy CS5 (Delivering Quality Design in North Lincolnshire)

Policy CS7 (Overall Housing Provision)

Policy CS8 (Spatial Distribution of Housing Sites)

Policy CS9 (Affordable Housing)

Policy CS17 (Biodiversity)

CS18 (Sustainable Resource Use and Climate Change)

Policy CS19 (Flood Risk)

Policy CS25 (Promoting Sustainable Transport)

Policy CS27 (Planning Obligations)

CONSULTATIONS

Highways: No objection subject to conditions.

Environment Agency: Does not wish to comment on the application.

Drainage (Lead Local Flood Authority): No objection subject to conditions relating to the submission of a detailed surface water drainage scheme and to prevent surface water run-off from the site onto the highway.

Anglian Water: [summarised] Anglian Water has assets close to or crossing this site or there are assets subject to an adoption agreement. The site layout should take this into account and accommodate those assets with either prospectively adoptable highways or public open space. The foul drainage is in the catchment of Hibaldstow Recycling Centre which currently does not have capacity to treat the flows from the development site. Anglian Water are obligated to accept foul flows from the development and would take the necessary steps to ensure that there is sufficient treatment capacity. The preferred method of surface water disposal would be a sustainable drainage system with connection to the sewer as a last option. The method of surface water management does not relate to Anglian Water operated assets. As such comments cannot be provided on the suitability of the surface water management.

Education: Educational contributions will not be sought for secondary school places. The catchment primary school for Redbourne is Waddington Primary in Lincolnshire.

Lincolnshire County Council: The local primary school at Waddingham has sufficient capacity for the application.

Trees: The retention of the hedge alongside the proposed development site is important and therefore protection areas will be required when detailed planning consent is submitted. The movement of services, and dwellings, would be needed if they are subsequently found to be within these protected areas. An arboricultural report would assist in showing the hedge has been adequately considered. Landscaping would also need to be considered at the detailed planning stage to ensure that any development would not have a detrimental impact on the surrounding open countryside areas.

Spatial Planning: [summarised] The following policies apply: Core Strategy – CS2, CS3, CS7, CS9 and CS19; North Lincolnshire Local Plan – RD2. This planning application is contrary to the council's adopted development plan. As the council cannot demonstrate a five year housing land supply, paragraph 11 of National Planning Policy Framework (NPPF) applies and the application should consider any adverse impacts of granting permission when assessed against the policies within this framework taken as a whole, or specific policies indicate development should be restricted. The application should also consider the relevant policies within the North Lincolnshire Local Plan.

Humberside Police: No objection. Advises on general design issues to be considered and identified at the reserved matters stage.

Recycling officers: Gives advice on manoeuvring requirements for HGVs and collection points.

Environmental Protection: Advises a Phase 1 contamination assessment be submitted. If not, a full contamination condition is required. Also advises conditions relating to the provision of electrical vehicle charging points, restrictions on hours of construction, demolition and site clearance operations, and the submission of a construction environmental management plan (CEMP).

Historic Environment Record (Archaeology): No objections.

Ecology: No objections subject to conditions relating to biodiversity.

Humberside Fire and Rescue: Provides informative comments relating to access for the fire service and water supplies for fire-fighting.

Leisure Services: Policy CS22 of the Core Strategy states that developers will be expected to make a contribution towards necessary improvements or additional provision for community services and facilities arising from their development proposals. On-site formal leisure provision is not requested. An off-site leisure contribution is required to improve catchment leisure facilities that new residents from this community would expect to access. The catchment area is the Ancholme Leisure Centre and a contribution of £13,878 is required to improve shower and change areas at the centre.

S106 Officer: As the site falls within Redbourne, current policy states that 10% of the development should be provided for affordable housing; this equates to two dwellings if all 16 dwellings are built out. This should be an on-site contribution through a Section 106 agreement to have some form of perpetuity. The education department has no requirement for a contribution towards secondary school places; however, the catchment primary school is within Lincolnshire. The education team has contacted Lincolnshire County Council who have confirmed that there is no requirement for primary contributions either. To allow maximum development on the site, Leisure have requested an off-site contribution of £13,878 towards the catchment leisure facilities, which, for this development, would be the Ancholme Leisure Centre, to improve anticipated costs to shower and changing areas. Under council policy for a development of this size, the council would not request a contribution of a local area of play; however, request an on-site contribution of 10 square metres per dwelling of informal open space which would be £5,962.60, if North Lincolnshire Council is requested to maintain this land.

CPRE: Object. [summarised] The proposal is outside the development limit of a rural settlement and thus within the open countryside. The proposal would not be in full conformity with the development plan in force. No heritage statement has been submitted to establish any harm caused to the setting of the village or views towards the listed buildings and conservation area. No landscape visual impact assessment has been submitted for the site. The precise number of affordable units has not been specified nor has the housing mix. When undertaking the planning balance for this proposal, the council's inability to demonstrate a five year housing land supply warrants due weight in favour of the proposals, but it is not sufficient to outweigh the harm that the CPRE believes would be caused by the development of the site. The restrictive policies of the development plan are, therefore, not considered to be out of date and as such the proposals would not constitute sustainable development.

PARISH COUNCIL

Objection. Due to the lockdown restrictions placed upon residents the council has been unable to hold a meeting of the public, but has received informal feedback that many residents are opposed to the development. These residents have been encouraged to communicate their objections directly to North Lincolnshire Council (NLC) but it should be noted that the lack of ability to hold a public meeting risks the [parish] council not being able to fully digest the views of village residents in forming their response. It is, however, clear that new application PA/2020/565 is a resubmission of application PA/2019/1031 and so the objections and concerns from a significant number of residents whom attended the extra-ordinary meeting in July 22 still apply. A significant number of residents attended the July 22 meeting and raised concerns over road safety, drainage and sewage in relation to the application. The highways and sewage facilities currently serving the village are already

under significant strain and have proved not fit for purpose in high rainfall as experienced in 2007 and again in 2019. The village suffered significant flooding as a result of both of these events. The current infrastructure cannot cope with present day demands and the effects of climate change, never mind the added demands of additional housing. The application goes against NLC's own policy and local plan as it falls outside the current development area. The plan states that Redbourne is not designated for development, only infill. The proposed development is on agricultural land which section 6.7 of NLC's local plan states should only be permitted where this would not result in the loss of grades 1, 2 and 3a land; this land is in that category. There is no evidence of the need for extra housing as no housing needs survey has been carried out. Outline planning permission (PA/2018/792) for nine houses has already been granted on Carr Lane, within the development area, on August 2018. This land is still for sale but if building were to commence there as well as at the proposed St George's Court site, the congestion and strain put on the current infrastructure and environment in that area, particularly during commuting hours and peak farming activity, would not be sustainable. It would be detrimental to the environment, well-being and health of Redbourne residents. Apart from having a public house, Redbourne has no transport links, medical centres or schools. There are no shops, no pharmacy, no dentist or nursery facilities. Residents rely primarily on motor vehicles to access these facilities in adjacent villages such as Hibaldstow, which is also under strain due to new housing developments. Sixteen new dwellings would increase the potential volume of cars in the village, significantly increasing emissions. This seems to go against Government emission plans. The village could not sustain the needs of an additional 16 houses (potentially 25 if the PA/2018/792 development goes ahead) and as such the view of the council is that the application should be rejected.

In summary, this new planning application is a resubmission of PA2019/1031. It was withdrawn because one of the main reasons given for the development was it would help NLC achieve its housing quota. At the time of that application NLC had achieved their housing quota. It has now been resubmitted because the developer believes NLC has not met its housing quota. Regardless of this, meeting a housing quota does not preclude making good planning decisions. The development needs to show it can be sustainable within the community. Redbourne residents have to use private transport in the main to access essential services. These services are all in surrounding villages or market towns, which are also under strain from new developments. This planning application makes no mention about how this can be improved. It also states that part of the appeal of this development is its rural location. Lincolnshire, in many respects, is this country's main supplier of good quality food, even more important now post-Brexit. Using up valuable agricultural land when there are brown sites and infill available is short-term policy. Once agricultural land is gone, it is gone forever. North Lincolnshire has been voted one of the best areas to live in because of its green open spaces, biodiversity, less traffic and quiet countryside. It will not stay that way if planning is not carefully considered. The main objections from the parish council and Redbourne residents remain on the grounds of the proposal being outside the development area and contrary to the local plan with regard to development within Redbourne and the use of grade 2 agricultural land. With regard to sustainability, it offers no solution to Redbourne's lack of amenities and public transport links.

PUBLICITY

Advertised by site and press notice. One comment of 'no objection' has been received and one letter of support on the following grounds:

- There is a need for more housing.
- More facilities will be provided.

Over 35 comments of objection have been received raising the following issues:

- inadequate drainage and sewage
- high risk of flooding from drainage and standing water
- limited paths in the vicinity of the site
- the restricted width of Carr Lane
- hazards to pedestrian safety
- increase in traffic
- outside the development boundary
- dwellings already approved on Carr Lane (PA/2018/792) to meet housing targets
- flooding
- the path to Hibaldstow is in poor condition with no lighting
- limited public transport
- increased use of private vehicles
- limited services in Redbourne and Hibaldstow
- increased emissions
- out of character
- no special circumstances justified for the development
- lack of accessible facilities
- no weight should be given to the enhancement of existing play facilities in the village
- access from St George's Court is dangerous
- loss of farmland
- increased antisocial behaviour
- land for sale for residential use in Carr Lane has not been sold
- there are no schools in Redbourne
- Redbourne is not within walking distance of a major employer

- loss of hedging and communal gardens
- permission should not be given to speculative developers
- there are no allocated housing sites in Redbourne
- the five year land position could change soon
- insufficient information
- loss of wildlife
- potential loss of protected species
- loss of privacy
- increased noise and disturbance
- loss of view
- noise and air pollution from businesses on the airfield
- precedent for further development outside the development boundary in Redbourne
- the NLC settlement survey is incorrect.

STATEMENT OF COMMUNITY INVOLVEMENT

No statement of community involvement has been submitted with the application.

ASSESSMENT

The proposal

This is an outline application for up to 16 dwellings with all matters reserved apart from access. The access for the development will be from Carr Lane via the existing access which serves St George's Court. An application of a similar nature was submitted last year under PA/2019/1031 and was subsequently withdrawn. The proposed development will achieve a housing density of approximately 16 dwellings per hectare.

The site

The site lies outside the development boundary of Redbourne within the open countryside. Redbourne is identified as a rural settlement in the Core Strategy. The council's Sustainable Settlement Survey ranks Redbourne 47th out of 76 settlements. The site is an agricultural field with the site abutting St George's Court to the west and Carr Lane to the south. The site will be accessed from Carr Lane, then via St George's Court. This part of the settlement comprises a mix of housing types and designs. The site lies in Flood Zone 1 within the council's SFRA. It is just under one hectare and the density of the development is approximately 18 dwellings per hectare. There is some tree screening on the site frontage along Carr Lane.

The main issues in the determination of this application are the principle of residential development and its impact on the open countryside; highway, flood risk and drainage issues; and impact on the amenity of residents.

Principle

The application site is located outside the defined settlement boundary of Redbourne and the proposal would represent a departure from the North Lincolnshire Local Plan. In determining whether the principle of residential development outside the settlement boundary is acceptable in this instance, it is necessary to consider whether the proposed development is sustainable in planning policy terms.

The development plan for North Lincolnshire comprises three parts: those policies of the North Lincolnshire Local Plan (2003) (LP) which were saved by a direction of the Secretary of State in September 2007, the North Lincolnshire Core Strategy DPD (2011) (CS), and the Housing and Employment Land Allocations DPD (2016) (HELAP).

Policy CS1 of the CS sets out a spatial strategy for North Lincolnshire, which, amongst other matters, provides that rural settlements will be supported as thriving sustainable communities, with a strong focus on retaining and enhancing local services to meet local needs and that any development that takes place should be in keeping with the character and nature of the settlement.

Policy CS8 deals with the distribution of housing sites and prioritises development in Scunthorpe and the market towns, with brownfield sites and sites within development boundaries being the primary focus. With regard to rural settlements, the policy states that new housing will create opportunities for small-scale infill development that maintains the viability of the settlement and meets identified local needs without increasing the need to travel.

Policy CS8, whilst restricting housing outside development limits, contemplates some greenfield development as it refers to allowing development on such sites where it can be demonstrated that this would bring additional community benefits, contribute to building sustainable communities and be acceptable in terms of its impact on the high quality environment and adjoining countryside. This overall approach is supported by policy CS2 which sets out a sequential approach for development.

Policy CS3 provides that development limits will be defined in future development plan documents. Outside these boundaries, development will be restricted to that which is essential to the functioning of the countryside. The development limits were subsequently defined in the HELAP, and the application site is located outside the designated development limit for Redbourne.

LP saved policy RD2 restricts development in the open countryside other than in exceptional circumstances. This policy only supports residential development outside defined development limits where it is to meet an essential proven need and the open countryside is the only appropriate location for the development. Whilst this policy remains, it has largely been overtaken by policies in subsequent plans addressing the same issue (such as policies CS2 and CS3 referenced above).

The aforementioned policies are aimed at focusing housing within settlement limits as defined in the Housing and Employment Land Allocations DPD. The application site is

entirely outside the defined development boundary for Redbourne and is therefore considered to be in breach of policies CS2, CS3 and CS8 of the Core Strategy, and RD2 of the North Lincolnshire Local Plan.

A recent review of the of the Five Year Housing Land Position Statement has identified that the council's housing land supply has reduced from five years and six dwellings, to four years. The council has prepared a Housing Delivery Action Plan in accordance with the National Planning Policy Framework and Planning Policy Guidance. The Action Plan will assist in securing a five-year land supply; some of the actions include reviewing the windfall allowance calculation, and working with developers to bring forward outline planning applications.

The revised Five Year Housing Land Supply Position Statement was anticipated to be published in April 2020, and any decisions made by the planning authority will take account of the presumption in favour of sustainable development as set out in Paragraph 11 of the NPPF. The current local policies relating to housing will carry reduced weight during this period.

Planning policy guidance paragraph 008 states that, in decision-taking, if an authority cannot demonstrate a five-year housing land supply, including any appropriate buffer, the presumption in favour of sustainable development will apply, as set out in paragraph 11d of the National Planning Policy Framework.

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

Investment in construction and related employment would represent a benefit, although this would be limited once the dwellings were completed. The additional population would provide some support to the local economy. The proposed dwellings would also generate council tax revenue for the council.

In terms of the social benefits, the proposal would contribute (albeit a modest contribution) to the council's housing land supply, and affordable housing would be provided on the site. A contribution towards leisure facilities at the Ancholme Leisure Centre would be required, which would also be a benefit. However, The North Lincolnshire Sustainable Survey 2019 ranks the settlement of Redbourne as 47th out of the 79 settlements scored within the survey and is identified as a smaller rural settlement. Local facilities in Redbourne are limited to essentially a public house and a church (currently closed), which can be reached from the site on foot or by cycle. There are limited public transport links to the larger settlements of Brigg and Hibaldstow. Redbourne is on a bus route but services are infrequent. There is no cycle path to these settlements. It is over a 2.5 kilometre walk from Redbourne to Hibaldstow along a path that is unlit, and Brigg is not accessible from the site on foot as it is too far away. 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. The proposed development would not minimise the need to travel and would promote reliance on the private car to access everyday facilities, including those for shopping, leisure and employment. The development would therefore be contrary to policy CS2.

In terms of the environmental dimension, the proposal, whilst in outline form, would significantly alter the character and appearance of the countryside, particularly given the scale of development proposed. 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. No justification has been put forward to substantiate the specific need for market dwellings in this countryside location. Based on the supporting information, 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.

Whilst the restrictive policies of the development plan (CS2, CS3 and CS8) do still apply, the lack of a five-year supply of housing land and the scale of the shortfall limit the weight which can be attributed to these policies. Restricting development to land within development limits, if strictly applied, would severely affect the ability of the authority to address the need for housing.

Overall it is considered that the proposal does not represent sustainable development in the context of the NPPF and Housing and Employment Land Allocations DPD policy PS1, which sets a presumption in favour of sustainable development. The adverse impact of granting planning permission on this greenfield site would, on a social and environmental dimension, significantly and demonstrably outweigh the benefits of the proposal, when assessed against the policies in the Framework taken as a whole. For this reason the principle of development is not considered to be acceptable in this case.

Impact on the open countryside

The site lies outside the development boundary of Redbourne. The application is in outline form, but the proposed scheme of 16 dwellings and associated development would significantly alter the character and appearance of the countryside. The proposal has the potential to substantially destroy the open and greened appearance of the site and result in an urbanised built form on the northern and eastern edge of Redbourne. It is accepted, with the introduction of landscaping, that the landscape visual impact of the proposal would be reduced after a period of 15 years post-development (once the landscaping had become established within the landscape). However, given the introduction of 16 new dwellings on a site which is located outside the development boundary of Redbourne, it is considered that the development, with dwellings at a potential height of two or more storeys, would have a significant urbanising effect on the northern and eastern edge of Redbourne to the detriment of the open character of the rural landscape and therefore the landscape impact would be significant. In addition, it must be noted that the applicant has not submitted a landscape impact assessment with the application to provide evidence to justify that the proposal would not harm the character and appearance of the countryside. The proposal is therefore contrary to policy RD2 of the North Lincolnshire Local Plan and policy CS8 of the Core Strategy.

Ecology

Concerns in relation to loss of wildlife are noted. The council's ecologist has been consulted on the application and has raised no objections to the proposal subject to conditions requiring the submission of a biodiversity management plan. In terms of ecology,

the proposal is considered to be acceptable and subject to planning conditions would align with the NPPF and policy CS17 of the Core Strategy.

Highways

Highways have considered the proposal and raise no objection on highway or pedestrian safety grounds subject to conditions. The comments made by the objectors in terms of increase traffic, unsafe access, the narrow width of Carr Lane, hazards to pedestrian safety and inadequate footways along Carr Lane are noted. However, it is considered that the access arrangements are acceptable and Carr Lane can accommodate the increase in traffic from the development. The layout of the scheme is a reserved matter upon which Highways would be consulted if this application is approved. The proposal is therefore acceptable in highway terms, subject to conditions, and would align with policies T1, T2 and T19 of the North Lincolnshire Local Plan.

Flood risk and drainage

There have been a number of objections from residents in terms of flood risk. The site lies within Flood Zone 1 and is therefore at low risk of flooding. The Environment Agency does not wish to comment on the application. In terms of foul water, Anglian Water would have to ensure that there would be capacity within the drainage infrastructure to accept the additional foul water from the proposed development. In terms of surface water, the LLFA has been consulted on the proposal and raises no objection subject to conditions. As a result, in terms of surface water, it is considered that the submission of a surface water drainage scheme, together with the other planning conditions proposed by the LLFA, would ensure that surface water from the site could be adequately managed. The proposal therefore accords with policies CS18 and CS19 of the Core Strategy, and DS14 and DS16 of the North Lincolnshire Local Plan.

Impact on residential amenity

The proposal seeks outline planning permission, with all matters, other than means of access, reserved for subsequent consideration (through the submission of a reserved matters planning application). Matters relating to the position and heights of windows, orientation of the dwellings, external appearance and scale of the dwellings, and the landscaping of the site would be considered at reserved matters stage. Comments relating to loss of view are noted, but this is not a material planning consideration. Objections have been made on the grounds of increased noise and disturbance from vehicles accessing the site. Vehicle movements would be staggered during the day and night and it is not considered that this would result in demonstrable harm to the amenity of neighbours. Comments that the loss of the hedgerow would result in loss of privacy are noted. As the design and location of the dwellings is unknown at this stage, this matter would be addressed through the reserved matters application. The potential loss of residential amenity arising from a reserved matters application would be assessed at that stage of the planning process, which residents would have the opportunity to comment upon. As a result, it is not considered there is sufficient evidence within this outline application to suggest that there would be an adverse impact on residential amenity.

Other issues

The lack of a school in Redbourne is noted. The nearest primary school is at Waddingham where school places are available. There is no evidence to suggest that pollution, and

noise and disturbance, from the adjacent airfield would have significant adverse impacts on the proposed development. There is no evidence to suggest that the proposed development would result in increased antisocial behaviour. Humberside Police have raised no objections to the proposal. The issue that there is an existing planning permission for dwellings on another site in Redbourne, that has not been sold, is noted, but this has no bearing on this application as each application must be judged on its merits. This report has identified the key facilities in Redbourne.

Conclusion

The proposal is considered to be an unsustainable form of development because Redbourne has very limited services and facilities, and limited public transport links. The proposal would therefore increase the need to travel by private motor vehicle to meet everyday needs such as shopping, leisure and employment. The proposal would also harm the character and appearance of the open countryside by creating an urbanising effect on this area of Redbourne.

RECOMMENDATION Refuse permission for the following reasons:

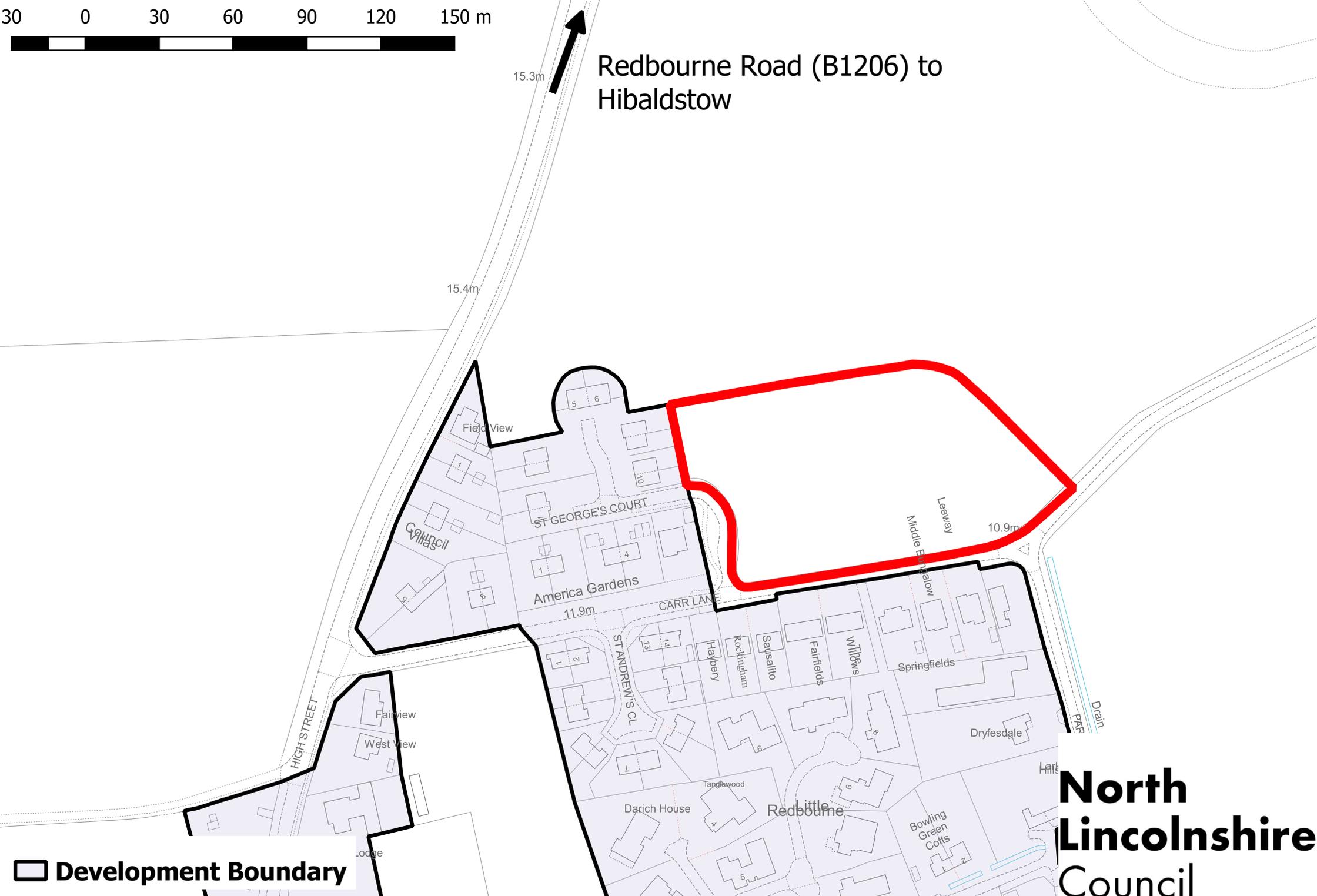
In relation to sustainable development, it considered that the adverse social and environmental impacts outweigh the benefits of the proposal and therefore the presumption in favour of sustainable development set out in paragraphs 8 and 11 of the National Planning Policy Framework has not been met. The proposed development is therefore contrary to policies RD2 of the North Lincolnshire Local Plan; CS2, CS3 and CS8 of the North Lincolnshire Core Strategy; and paragraph 78 of the National Planning Policy Framework in that the site lies outside of a defined settlement boundary, within the open countryside, remote for everyday services and facilities, which would increase the need to travel by private motor vehicle in order to access these services. The development would also adversely affect the character and appearance of the open countryside. 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.



Redbourne Road (B1206) to
Hibaldstow



 Development Boundary

PA/2020/565

**North
Lincolnshire
Council**