

APPLICATION NO	PA/2021/901
APPLICANT	Mr Steven Blendell
DEVELOPMENT	Outline planning permission to erect a dwelling with all matters reserved for subsequent consideration
LOCATION	Land at 4 Thornton Curtis Road, Burnham, DN18 5EG
PARISH	Thornton Curtis
WARD	Ferry
CASE OFFICER	Nick Salt
SUMMARY RECOMMENDATION	Grant permission subject to conditions
REASONS FOR REFERENCE TO COMMITTEE	Departure from the development plan Objection from Thornton Curtis Parish Council

POLICIES

National Planning Policy Framework:

Paragraph 7 states, '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.'

Paragraph 8 states, '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 wellbeing; 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 9 states, 'Planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area.' It also explains that the three overarching objectives are not criteria against which every decision can or should be judged.

Paragraph 10 states that at the heart of the Framework is a presumption in favour of sustainable development.

Paragraph 38 states, 'Local planning authorities should approach decisions on proposed development in a positive and creative way...Decision-makers at every level should seek to approve applications for sustainable development where possible.'

Paragraph 47 makes clear that 'Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. Decisions on applications should be made as quickly as possible, and within statutory timescales unless a longer period has been agreed by the applicant in writing.'

Paragraph 130 states, 'Planning policies and decisions should ensure that developments:

- (a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- (b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- (c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- (d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- (e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- (f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.'

North Lincolnshire Core Strategy:

CS1 (Spatial Strategy for North Lincolnshire)

CS2 (Delivering More Sustainable Development)

CS3 (Development Limits)

CS5 (Design)

CS7 (Overall Housing Provision)

CS8 (Spatial Distribution of Housing Sites)

North Lincolnshire Local Plan:

Policy H5 (New Housing Development)

Policy H8 (Housing Design and Housing Mix)

Policy RD2 (Development in the Open Countryside)

Policy T2 (Access to Development)

Policy T19 (Car Parking Provision and Standards)

Policy DS1 (General Requirements)

Policy DS7 (Contaminated Land)

Policy DS14 (Foul Sewage and Surface Water Drainage)

Policy DS16 (Flood Risk)

Housing and Employment Land Allocations DPD:

Policy PS1 (Presumption in Favour of Sustainable Development)

CONSULTATIONS

Highways: No objection, but recommend conditions relating to the provision of appropriate access and parking for the existing dwelling, driveway materials and entrance visibility.

Drainage (Lead Local Flood Authority): No objection or comment.

Historic Environment Record: The nature and scale of the proposal does not adversely affect any known heritage assets of archaeological interest or their settings.

Environmental Protection: The application for residential development is a sensitive end use. Historical mapping held by this department identifies the proposed development is situated in close proximity (within 250m at the closest point) to an area of land that has previously been identified as landfill, located to the east of the site. There is, therefore, potential for harmful gasses to have migrated to the area proposed for development. Landfill sites have the potential to contain contaminants such as PAHs, metals, petroleum hydrocarbons and bulk gasses (methane), which are harmful to human health.

It is the developer's responsibility to assess and address any potential contamination risks, however no supporting information has been provided that demonstrates potential risks can be reduced to an acceptable level.

Advise a pre-commencement condition requiring a full site contamination survey.

PARISH COUNCIL

Objects to this application for the following reasons:

- The proposed development is in open countryside.
- The reasons for building are not sufficiently connected to agriculture.
- There are concerns regarding the access which is very near to a corner with reduced visibility.

PUBLICITY

Advertised by site and press notice. No comments have been received.

ASSESSMENT

Site and proposal

The application site is a triangular section of land consisting of a detached building which sits behind a boundary hedge on the northern side of Thornton Curtis Road in Burnham. The building is part of a smallholding run by the applicant, who resides at the adjacent dwelling, 4 Thornton Road. The building is in agricultural use, being used for general agricultural storage and as shelter for animals.

The site is on a parcel of land which slopes upwards to the north of the site, with the building being on the flattest and lowest part of the land. The applicant owns the land to the north, east and west of the application site, which is farmed. Further to the west are two pairs of semi-detached dwellings and a large farm beyond. The site is outside of any defined settlement boundary and is in a lower risk flood zone (SFRA Level 1).

The proposal seeks outline planning approval for the demolition of the existing agricultural building and replacement with a dwelling on the site. All matters relating to siting, layout, scale, landscaping and access are reserved. The submitted planning statement notes that the livestock will be relocated to a moveable field shelter on skids.

The main issue in the determination of this application is the principle of the development and whether the site can be developed without having an adverse impact on the character of the site and surrounding area.

Principle of development

As this is an outline planning application with all other matters reserved, the key consideration is the acceptability in principle of a dwelling on this site.

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 saved policies of the North Lincolnshire Local Plan (NLLP), the North Lincolnshire Core Strategy (NLCS) and the Housing and Employment Land and Allocations Development Plan Document (HELADPD). Material considerations exist in the form of national policy and guidance contained within the National Planning Policy Framework (NPPF) and the suite of documents comprising National Planning Practice Guidance (NPPG).

There is a general presumption against development in the countryside as outlined in Core Strategy policy CS3 which states that development outside the defined settlement boundaries will be restricted to that which is essential to the functioning of the countryside. This will include uses such as those related to agriculture, forestry or other uses which require a countryside location or which will contribute to the sustainable development of the tourist industry. The application site falls outside of any settlement boundary defined in the adopted Housing and Employment Land Allocations DPD and does not meet any of the exemption criteria as outlined above or detailed in local plan policy RD2. Whilst the proposal relates to an existing agricultural building, it seeks to demolish this and erect a dwelling in its place, rather than a conversion. Noting the above, therefore, it is clear that the proposal is contrary to the development plan.

The most recent Five Year Housing Land Position Statement published by the council has identified that the council can now demonstrate a five year housing land supply. The aforementioned planning policies in relation to housing are therefore considered to be applicable to this proposal.

The proposed scheme would result in the delivery of one additional housing unit at the site which would help to contribute to the mix of housing types within the locality and would contribute towards meeting local need in North Lincolnshire, notwithstanding the above. This in and of itself, however, is not considered sufficient to outweigh the general presumption against development in the countryside as the proposal is not considered to be in a sustainable location, being out of walking distance or public transport access to key services.

The applicant has sought to demonstrate that, whilst the proposal does not accord with the development plan, there is a 'fallback' option available through Class Q of the Town and Country Planning (General Permitted Development) (England) Order 2015. This class of permitted development allows for the conversion of existing agricultural buildings into Use Class C3 (which includes dwellinghouses), provided that specific criteria are met.

The existing building is made up of two block buildings which have been joined by a sheet roof creating a covered walkway between two blocks. It is constructed of breeze blocks and profile sheeting. There are two windows in the northern elevation of the building. To the western elevation there is a large sliding door to the northern block and a personnel door to the southern block. It is considered, given the permanent nature of much of the building, its scale and the presence of windows, in addition to the ability to accommodate additional windows, that conversion to a dwelling under Class Q could be achievable. The building meets the criteria set out in Class Q, and has formed part of an ongoing farm holding, as detailed in the submitted planning statement, since before 2013. In order to carry out this conversion under this class of permitted development, prior approval would be required from the council on the following:

- transport and highway impacts of the development
- noise impacts of the development
- contamination risks on the site
- flooding risks on the site

- whether the location or siting of the building makes it otherwise impractical or undesirable for the building to change from agricultural use to a use falling within Class C3 (dwellinghouses) of the Schedule to the Use Classes Order
- the design or external appearance of the building, and
- the provision of adequate natural light in all habitable rooms of the dwellinghouses.

It is considered that the existing building could be converted without unacceptable transport and highway, noise, contamination, flooding or design impacts. Furthermore, the existing windows could provide natural light to rooms, and living conditions and design could be improved through the addition of further windows, walls and roofing 'to the extent reasonably necessary for the building to function as a dwellinghouse' [Class Q 1(h)]. The building is located close to existing dwellings a similar distance from the road, and whilst the area is rural and not highly sustainable, the conversion to residential use would not be undesirable.

As it has been identified that the existing building could realistically be converted to a C3 use under the provisions of the General Permitted Development Order, this scenario is accepted as a fallback alternative to the current proposal. Whilst prior approval has not previously been granted for the same, the above demonstrates that it could be achieved and therefore carries similar weight as a fallback as if it had been granted. In the case of *Mansell v Tonbridge and Malling BC* [2017] EWCA Civ 1314 it was upheld that the suitability of buildings for conversion under Class Q, even without them having the benefit of prior approval, should be taken into consideration when determining the application.

The erection of a new dwelling could ensure better design and sustainable building through the reserved matters stage, relative to that which could be achieved under permitted development. As such, this carried weight in favour of the proposal.

In assessing the principle of the development holistically, the above fallback option is considered to outweigh the lack of sustainability and discordance with the development plan in this case. Whilst finely balanced, the principle of a dwelling on this site is considered to be acceptable.

Indicative plans

The site is within a lower risk flood zone (SFRA Level 1) and it is not considered that a dwelling in this location would be likely to substantially increase flood risk on or off the site.

With regard to surface water drainage, this outline application does not relate to siting or scale, however adequate drainage, including provision for surface water run-off management, should be included with any future reserved matters application.

This proposal seeks outline approval only, with all matters reserved. However, the indicative block plan provided has been assessed to provide the following advice.

The site has gently sloping hills to the north and south and Thornton Curtis Road sits in a slight dip in the landscape. The site forms the eastern extremity of a group of buildings as noted above, and there is good tree cover in the area. For this reason, and given the current arrangement on the site, a modestly scaled single-storey dwelling on the footprint of the existing shed would not be considered likely to have an unacceptable visual impact on the character and appearance of the surrounding countryside.

Policy DS1 is partly concerned with impacts upon residential amenity. It states, '...No unacceptable loss of amenity to neighbouring land uses should result in terms of noise, smell, fumes, dust or other nuisance, or through the effects of overlooking or overshadowing.' Impact on neighbouring residential amenity will be fully considered at the reserved matters stage as layout and design have been reserved.

Based on the submitted indicative site plan, however, it is considered that a layout accommodating a dwelling on the site could be achieved whilst providing adequate dwelling sizes in keeping with the general area and providing sufficient garden sizes.

Any final layout should ensure that no overlooking into the habitable room windows of neighbouring dwellings occurs, and that no overlooking into or between dwellings proposed occurs. The separation distance to number 4 to the west should limit any potential impact. Similarly, in terms of overshadowing, it is considered that sufficient separation distances between respective properties could be provided to ensure that adequate provision of sunlight is achieved.

In terms of the indicative access, Highways have been consulted and raise no objections to the proposal subject to conditions. The site would be large enough to accommodate turning facilities within the site to allow access and egress in a forward gear and suitable parking. Access would be onto a straight section of the adjoining road and is unlikely to carry any unacceptable risk to highway safety. Nevertheless, access is a reserved matter and would be fully considered in any reserved matters application.

Other matters

Local plan policy DS7 relates to ensuring that development is safe from land contamination. The Environmental Protection team have reviewed the application and note that historical mapping shows a landfill 250 metres east of the site. As such, they recommend a full site contamination survey. The applicant has, however, provided some context, noting that the 'landfill' is a disused chalk quarry which has only been used for agricultural purposes for the storage of beet and straw, and soil. Furthermore, the submitted topographical survey shows the application site at a higher ground level than the land to the east. The above, in addition to the separation distance between, is considered sufficient to avoid the need for a full survey. A standard monitoring condition for contamination will be attached.

Conclusion

This proposal seeks a dwelling in the countryside which does not meet the exemptions listed to the general presumption against such development. Nevertheless, as has been discussed above, there is a realistic fallback option to convert the existing agricultural building into a dwelling achievable through Class Q of the GDPO. The current proposal could achieve a preferable outcome in terms of design and modern construction than would be possible through the use of the fallback option.

Whilst the proposal is contrary to the provisions of the adopted development plan, and is not in a sustainable location, it would relate to an existing small cluster of built development including dwellings, and most significantly, could be achieved in some form via permitted development. When planning balance is applied, this application for outline approval is considered to be acceptable in principle in that the benefits and material considerations specific to the development proposed would outweigh any harm.

The proposal is therefore recommended for approval subject to the necessary conditions.

Pre-commencement conditions

Pre-commencement conditions have been agreed in writing by the applicant.

RECOMMENDATION: Grant permission subject to the following conditions:

1.

Approval of the details of the layout, scale and appearance of the building(s), the means of access thereto 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 and appearance of any buildings to be erected, the means of access to the site, 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 existing vehicular access to the site shall be improved within highway limits in accordance with details to be submitted to and approved in writing by the local planning authority.

Reason

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

6.

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.

7.

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that order with or without modification), nothing shall at any time be erected, retained, planted or allowed to grow over 1.05 metres in height above the level of the adjoining carriageway for a distance of 2 metres from the highway boundary across the site frontage.

Reason

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

8.

The dwelling shall not be occupied until the vehicular access to it and the vehicle parking and turning space(s) serving it have been completed and, once provided, the vehicle parking and turning space(s) shall be retained.

Reason

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

9.

If, during development, any odorous, discoloured or otherwise visually contaminated material is found to be present at the site then no further development shall be carried out until a written method statement detailing how this contamination shall be dealt with has been submitted to and approved in writing by the local planning authority.

Reason

To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other off-site receptors in accordance with policy DS7 of the North Lincolnshire Local Plan.

Informative 1

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

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

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

Informative 2

In determining this application, the council, as local planning authority, has taken account of the guidance in 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.



**North
Lincolnshire
Council**

PA/2021/901

PA/2021/901 Indicative layout (not to scale)



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 510700.000
 117100.000
 2.27.200



Mr S Blendell	
4 Thornton Road, Burnham New Dwelling	
Indicative Site Plan	
16.04.2021	1:1200 @ A2
KK	LP



BROWN & CO ARCHITECTURE + PLANNING
 100-102, 104-106, 108-110, 112-114, 116-118, 120-122, 124-126, 128-130, 132-134, 136-138, 140-142, 144-146, 148-150, 152-154, 156-158, 160-162, 164-166, 168-170, 172-174, 176-178, 180-182, 184-186, 188-190, 192-194, 196-198, 200-202, 204-206, 208-210, 212-214, 216-218, 220-222, 224-226, 228-230, 232-234, 236-238, 240-242, 244-246, 248-250, 252-254, 256-258, 260-262, 264-266, 268-270, 272-274, 276-278, 280-282, 284-286, 288-290, 292-294, 296-298, 300-302, 304-306, 308-310, 312-314, 316-318, 320-322, 324-326, 328-330, 332-334, 336-338, 340-342, 344-346, 348-350, 352-354, 356-358, 360-362, 364-366, 368-370, 372-374, 376-378, 380-382, 384-386, 388-390, 392-394, 396-398, 400-402, 404-406, 408-410, 412-414, 416-418, 420-422, 424-426, 428-430, 432-434, 436-438, 440-442, 444-446, 448-450, 452-454, 456-458, 460-462, 464-466, 468-470, 472-474, 476-478, 480-482, 484-486, 488-490, 492-494, 496-498, 500-502, 504-506, 508-510, 512-514, 516-518, 520-522, 524-526, 528-530, 532-534, 536-538, 540-542, 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1352-1354, 1356-1358, 1360-1362, 1364-1366, 1368-1370, 1372-1374, 1376-1378, 1380-1382, 1384-1386, 1388-1390, 1392-1394, 1396-1398, 1400-1402, 1404-1406, 1408-1410, 1412-1414, 1416-1418, 1420-1422, 1424-1426, 1428-1430, 1432-1434, 1436-1438, 1440-1442, 1444-1446, 1448-1450, 1452-1454, 1456-1458, 1460-1462, 1464-1466, 1468-1470, 1472-1474, 1476-1478, 1480-1482, 1484-1486, 1488-1490, 1492-1494, 1496-1498, 1500-1502, 1504-1506, 1508-1510, 1512-1514, 1516-1518, 1520-1522, 1524-1526, 1528-1530, 1532-1534, 1536-1538, 1540-1542, 1544-1546, 1548-1550, 1552-1554, 1556-1558, 1560-1562, 1564-1566, 1568-1570, 1572-1574, 1576-1578, 1580-1582, 1584-1586, 1588-1590, 1592-1594, 1596-1598, 1600-1602, 1604-1606, 1608-1610, 1612-1614, 1616-1618, 1620-1622, 1624-1626, 1628-1630, 1632-1634, 1636-1638, 1640-1642, 1644-1646, 1648-1650, 1652-1654, 1656-1658, 1660-1662, 1664-1666, 1668-1670, 1672-1674, 1676-1678, 1680-1682, 1684-1686, 1688-1690, 1692-1694, 1696-1698, 1700-1702, 1704-1706, 1708-1710, 1712-1714, 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