

<b>APPLICATION NO</b>	<b>PA/2021/1240</b>
<b>APPLICANT</b>	Mrs Melanie Thompson
<b>DEVELOPMENT</b>	Application for approval of reserved matters (access, appearance, landscaping, layout and scale) pursuant to outline planning permission PA/2018/792 dated 06/08/2018 for six dwellings
<b>LOCATION</b>	Carr Lane, Redbourne, DN21 4QZ
<b>PARISH</b>	Redbourne
<b>WARD</b>	Ridge
<b>CASE OFFICER</b>	Mark Niland
<b>SUMMARY RECOMMENDATION</b>	<b>Grant approval subject to conditions</b>
<b>REASONS FOR REFERENCE TO COMMITTEE</b>	Member 'call in' (Cllr Neil Poole – significant public interest) Objection by Redbourne Parish Council

## **POLICIES**

### **National Planning Policy Framework:**

Paragraph 130 – 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 Local Plan: DS1, DS7, DS11, RD2, H5, T2, T19, DS3**

**North Lincolnshire Core Strategy:** CS5, CS17, CS18

## **CONSULTATIONS**

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

**Drainage (Lead Local Flood Authority):** Object to this reserved matters application. The outline application provided no surface water flood risk proposals and this application provides no details also. We cannot approve the layout without this information.

**Archaeology:** The proposal does not adversely affect any heritage assets of archaeological interest or their settings.

## **PARISH COUNCIL**

The parish council has raised the following concerns regarding this application.

The level of detail on the application is insufficient to make a decision:

- There are no details of the make, type and colour of all external facing materials for the development – red brick is the only indication on the application form.
- There is no detail of the provision for disposal of surface water on the site.

Due to the proximity to the conservation area, the proposed buildings should be in keeping in terms of height, visual impact and landscaping.

There are concerns around the impact of additional traffic at an already busy junction.

It should be noted that although outline planning permission has been obtained, 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. There are no allocated housing sites within Redbourne.

In addition, it should be noted that in recent months PA/2020/1363 and PA/2020/565 have been refused/dismissed at appeal in part on the grounds of the developments being outside the settlement boundary of Redbourne.

## **PUBLICITY**

Advertised by site and press notices. Six objections have been received which express concerns in relation to character, amenity, flood risk and drainage, ecology, impact upon the historic environment and highway safety.

## **ASSESSMENT**

### **Planning history**

PA/1999/1438: Planning permission to erect seven detached houses and garages – refused 21/02/2000

PA/2001/0062: Outline planning permission to erect three dwellings (means of access not reserved for subsequent approval) – refused 27/04/2001

PA/2018/792: Outline planning permission for residential development with all matters reserved – approved 06/08/2018

### **Site constraints**

Area of Amenity Importance

Close to Redbourne Conservation Area

Small Area of south- east corner in FZ 2/3a.

### **Site characteristics**

The site is located to the north of Redbourne and is accessed from Carr Lane. It comprises grassland in the middle of residential form. To the west are dwellings fronting the High Street, to the east is St Andrew's Close, which is a cul-de-sac, and beyond Little Redbourne, whilst to the south are dwellings that front School Lane.

Redbourne conservation area is to the south of the site. Whilst some of the curtilage area of house 4 is washed over by flood zone 2/3a. The whole area is allocated as an area of amenity importance (LC11) in accordance with the local plan.

### **Proposal**

The applicant has submitted information relating to all outstanding reserved matters pursuant to outline planning permission PA/2018/792. These matters relate to access, layout, scale, appearance and landscaping. The outline application was approved on 6 August 2018 and the reserved matters have been submitted within the three-year time frame (received in July 2021) as required by condition.

The principle of residential development has already been established through the outline permission when 'residential development' was approved. No numbers of dwellings were agreed nor indicative plans submitted as part of the outline application.

**The relevant assessment of this application, therefore, is whether or not matters relating to access, layout, scale, appearance and landscaping are appropriate for this site.**

### **Scale, layout and appearance**

Policy RD2 of the North Lincolnshire Local Plan is concerned with development within the open countryside. The policy is in two parts: firstly, it sets out, in principle, those development types that are acceptable; and secondly, it sets out a criteria-based approach to assessing those developments. The second part is of interest here in that it seeks to ensure that the visual amenity of the countryside is not compromised by poor development. Paragraph 'c' of the policy states, '...the development would not be detrimental to the character or appearance of the open countryside or a nearby settlement in terms of siting, scale, massing, design and use of materials;'

Policy CS5 of the North Lincolnshire Core Strategy is also relevant. It states ‘...All new development in North Lincolnshire should be well designed and appropriate for their context. It should contribute to creating a sense of place’ and ‘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.’

Policy H5 of the local plan, which is concerned with new housing development, is also considered relevant (although parts ‘i’ and ‘ii’ are superseded by CS1, the remainder of the policy is intact).

Policy HE2 is concerned with development in conservation areas it states, ‘...all development proposals in, or which affect the setting of, conservation areas should preserve or enhance the character and appearance of the area and its setting.’

Paragraph 130 of the NPPF 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.

In support of this proposal the applicant has submitted the following documents:

- Heritage Statement
- Planning Statement
- Plans and elevations.

The area along Carr Lane is characterised by pairs of red brick semi-detached dwellings with plain concrete tiles, side drives, and front and rear curtilage areas. To the east St Andrew’s Close is a cul-de-sac with a series of bungalows made up of brown facing brick and interlocking concrete roof tiles. The housing mix broadens along the High Street where

there are a mix of bungalows and larger two-storey detached dwellings. For the most part a mix of facing brick and tile inform this area.

The layout of the scheme is reflective of the cul-de-sac St Andrew's Close and all dwellings present into the street. Policy CS7 sets out density requirements but caveats that site constraints should dictate; this scheme on plan responds well to the site area. Sufficient separation distances are created, and proportionate private amenity areas provided.

The land slopes from west to east and the applicant has provided a topographical survey, though no information on finished floor levels is provided. The bungalow properties could be subject to an amount of overshadowing, the level of which is determined by the finished floor levels (FFLs) of the proposed dwellings. On plan form, should the dwellings be set at a similar level to those already existing in the area, then the impact would be at an acceptable level given the separation distance. It is therefore considered that sufficient justification exists under this application to impose a condition that FFLs would be agreed prior to any above-ground works.

On the theme of residential amenity, whilst the position of the dwellings and their separation distance from all other dwellings mitigate unacceptable levels of overshadowing and overbearing impact, the position of openings is also sensitive. In terms of impact upon existing properties the separation distance from rear elevation to rear elevation is sufficient to ensure unacceptable levels of visual intrusion do not exist. Inwardly the scheme works well and whilst there are a series of side openings they are set against other dwellings with blank elevations.

In terms of appearance the dwellings are mostly of two-storey construction with chimneys and intersecting single and 1.5-storey form extending from the main body of the dwelling. This use of shape and a chopping up of massing results in the appearance of less built form and something that is typical of the open countryside. Whilst the form is appropriate, the detail on external materials is not. The applicant states that 'red brick' and 'concrete interlocking tiles' will dress the facades and roof and more information is required to give an understanding of the appearance of these dwellings. There is also a mix of cladding dotted about on some dwellings and no information has been provided in terms of the framing of openings or rainwater goods (which should always be black in such a location). Despite this, and as the built form is appropriate, a condition controlling all external materials would be attached should approval be granted. This information should include opening frames and rainwater goods, as well as facing brick and roof tile.

It is therefore considered that the proposal would fairly reflect the site constraints providing an interesting mix of architectural forms. However, the palette of materials is not presented in a sufficiently detailed way to understand if they are acceptable. Control of this will be retained through conditions.

### **Highways (access and road/footway layout)**

Policy T2 of the North Lincolnshire Local Plan states that all development should be served by a satisfactory access. Policy T19 is concerned with parking provision as well as general highway safety. Both policies are considered relevant.

Highways have not objected and put forward a list of conditions to be attached to any approval. However, comparing these conditions to those put forward and attached as part of the outline permission, it is clear that all of the mitigation sought under this application

has already been applied at outline stage. It would be both unnecessary and unreasonable to reattach conditions at this stage.

It is therefore considered, subject to the aforementioned mitigation, that the proposal would align with policies T2 and T19 of the North Lincolnshire Local Plan.

## **Landscaping**

Policy CS5 is in part concerned with landscaping. It states, ‘...Incorporate appropriate landscaping and planting which enhances biodiversity or geological features whilst contributing to the creation of a network of linked greenspaces across the area. Tree planting and landscaping schemes can also assist in minimising the impacts of carbon emissions upon the environment.’

Paragraph 131 of the NPPF states, ‘...Trees make an important contribution to the character and quality of urban environments, and can also help mitigate and adapt to climate change. Planning policies and decisions should ensure that new streets are tree-lined, that opportunities are taken to incorporate trees elsewhere in developments (such as parks and community orchards), that appropriate measures are in place to secure the long-term maintenance of newly-planted trees, and that existing trees are retained wherever possible. Applicants and local planning authorities should work with highways officers and tree officers to ensure that the right trees are planted in the right places, and solutions are found that are compatible with highways standards and the needs of different users.’

Paragraph 135 of the NPPF states, ‘...Local planning authorities should seek to ensure that the quality of approved development is not materially diminished between permission and completion, as a result of changes being made to the permitted scheme (for example through changes to approved details such as the materials used).’

Paragraph 174 (b) of the NPPF states that [decisions should contribute by] ‘... recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services – including the economic and other benefits of the best and most versatile agricultural land, and of trees and woodland.’

Policy LC11 of the local plan is concerned with areas of amenity importance. It states, ‘...Within important amenity areas, development will only be permitted where it would not adversely affect their open character, visual amenity or wildlife value or compromise the gap between conflicting land uses. Where development is permitted, measures shall be taken to minimise their impact or, where necessary, make a positive contribution to such areas.’

The applicant has shown some planting, including hedging and trees. The hard landscaping relates to the road network and the driveways serving it. The mix of both hard and soft landscaping is considered appropriate. Rear gardens and block-paved drives would represent a suitable and in-keeping scheme and the mix of hedges and trees would work to soften the impact of the development.

One point of note is that the applicant proposes a 1.8m high boarded fence fronting the new road; this is poor design in that it creates a harsh interface in a countryside location as well as having implications upon natural surveillance. Therefore, in order to ensure the scheme is not let down by such instances, a condition controlling boundary treatments will be applied to any approval.

## **Other matters**

The LLFA has objected stating that there is insufficient information in relation to surface water to assess whether the layout is appropriate. The thought process from the LLFA is correct and the drainage should be designed first, the layout after. However, just because the reserved matters are in front of the local planning authority before the drainage strategy is doesn't mean the applicant has not considered it and it has not informed the plans being assessed now. Condition 21 of the outline permission required a drainage scheme to be submitted to and agreed in writing with the local planning authority and this prevents any development from occurring. Should this layout be inappropriate and not allow for an acceptable surface water drainage strategy then the applicant will need to resubmit the scheme in order to suit. The risk is on the applicant at this stage and due to the strength of an already imposed drainage condition there is no planning reason to resist the development on drainage grounds.

### **RECOMMENDATION      Grant approval subject to the following conditions:**

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

Site Layout 033471 02  
Plot 1 033471 03  
Plot 2 033471 04  
Plot 3 033471 05  
Plot 4 033471 06  
Plot 5 033471 07  
Plot 6 033471 08

#### **Reason**

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

2.  
Prior to any above-ground works, a plan showing the finished floor levels of all dwellings shall be submitted to and agreed in writing with the local planning authority.

#### **Reason**

In the interest of amenity and to accord with policy DS1 of the North Lincolnshire Local Plan.

3.  
Prior to any above-ground works, details of all external materials, including opening frames and rainwater goods, shall be submitted to and agreed in writing with the local planning authority. Only the agreed materials shall be used and retained thereafter.

#### **Reason**

In the interest of character and to accord with policy CS5 of the Core Strategy.

4.  
Prior to any above-ground works, a scheme of boundary treatments shall be submitted to and agreed in writing with the local planning authority. Only the agreed scheme shall be implemented and retained thereafter.

## Reason

In the interest of character and crime prevention, and to accord with policies CS5 of the Core Strategy and DS3 of the North Lincolnshire Local Plan.

### **Informative 1**

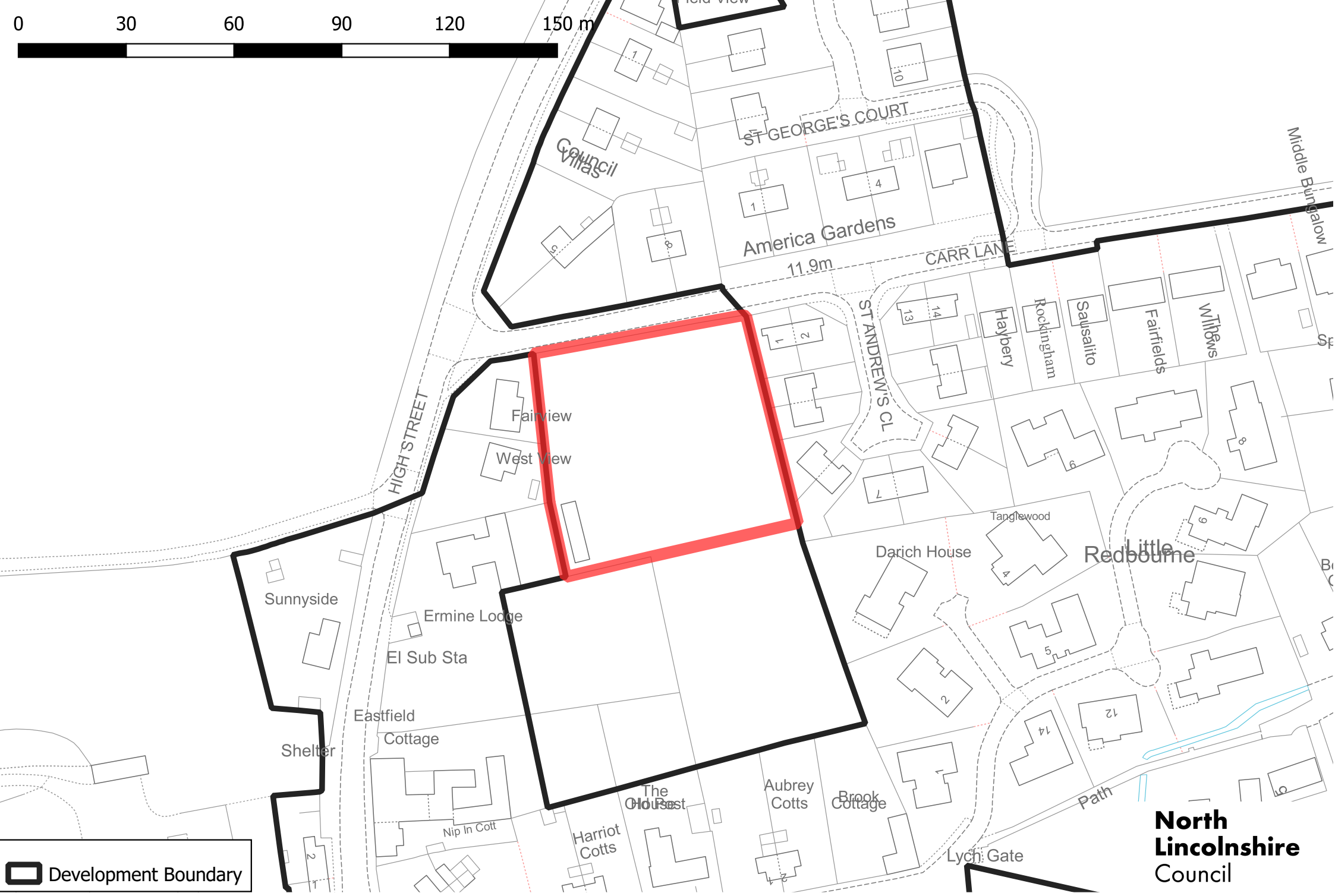
The development hereby granted planning permission requires works to be carried out within the limits of the adopted (public) highway. Therefore:

- 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.





Development Boundary

PA/2021/1240

North Lincolnshire Council