

Appeal Reference: APP/Y2003/W/25/3370758

Planning permission to construct a single-storey rear (infill) extension, convert the garage into a study room, and change fenestration in front elevation of an existing HMO

Site Address: 4 Holme Hall Avenue, Bottesford, DN16 3PY

The appellant considers that the Council's comments have already been addressed and explained in the Appeal Statement, and the following comments are for clarification and support only.

I would then make a comment from their response in *italics*:

1)4.2 Turning first to the issue of highway safety and parking, the property benefits from a lawful development certificate confirming its use as a house in multiple occupation (HMO). The submitted floor plans indicate six bedrooms spread across the ground and first floors. This level of accommodation has the potential to accommodate six residents, each of whom could reasonably be expected to own a vehicle. This generates a parking demand for six spaces on site. However, the submitted plans demonstrate capacity for only five off-street spaces. The shortfall in provision would inevitably result in vehicles being displaced onto the surrounding highway network. The site is located only around 20 metres from the junction of Holme Hall Avenue and Manor Road, a busy local distributor road, and additional on-street parking in such proximity to the junction would increase the risk of congestion and conflict between vehicles, pedestrians and cyclists. Moreover, the intensification of vehicle movements to and from the site on a daily basis, associated with up to six residents, would give rise to highway safety concerns. For these reasons, the proposal is contrary to Policies T2 and T19 of the NLLP, which seek to ensure safe and adequate provision for vehicle parking and to protect the free flow of traffic on the highway network, as well as Policy DS1 which requires development to be accessible and safe.

The proposed development does not involve any increase in the number of residents at the property, nor does it alter the existing provision of car parking spaces. Consequently, there will be no additional demand placed on the local road network or any changes to the current parking capacity.

This conclusion is further reinforced by the official stance of the Highways Authority, which has explicitly stated has no objection to the proposed development. Their approval indicates that, from a technical standpoint, the development aligns with established highway safety standards and does not pose any foreseeable risks to road users or traffic management.

Furthermore, an analysis of the Local Plan's Parking Provision Guidelines for New and Change of Use Development (a copy of which is attached for reference) reveals that for HMOs with more than six occupants, a minimum of two car parking spaces is required. The property in question significantly exceeds this requirement, as it currently boasts an existing five car parking spaces. This ample provision of parking not only satisfies the regulatory requirements but also provides a buffer, ensuring that the development does not contribute to on-street parking congestion or other traffic-related issues in the vicinity.

2) 4.3 In terms of the impact on character and overdevelopment, the proposed extensions combined with the provision of cycle storage within the rear garden would significantly reduce the amount of usable private amenity space on the site. The remaining garden area would be markedly smaller than that typically associated with other properties in the locality, which generally benefit from more generous rear plots. This reduction in outdoor amenity space, coupled with the intensification of the built form on the site, would result in a cramped and overdeveloped appearance at odds with the prevailing pattern of development. The surrounding residential area is characterised by relatively spacious plots with detached dwellings set within well-proportioned gardens, and the proposal would therefore appear out of character in this context. Accordingly, the scheme conflicts with Policy DS1 of the NLLP, which seeks to protect the character and appearance of residential areas, and with Core Strategy Policies CS1 and CS2, which require new development to respect local character, contribute positively to the built environment, and avoid overdevelopment of plots.

The Council does not have guidelines or standards for garden sizes or outdoor amenities. The property has approximately 125m² of garden and the bike storage occupies only 15m². There is still 110m² remaining after the extension and bike storage. Also, bike storage is the initiative of the applicant to implement, as this is not relevant to the application and only to provide this facility to help in the achievement of the objective of the government to encourage cycling among the residents.



The conversion of the garage into a study room does not, in any way, lead to a parking shortage nor affect the parking requirement for the property. The primary purpose of this alteration is to enhance the functionality of the dwelling without affecting its occupancy capacity.

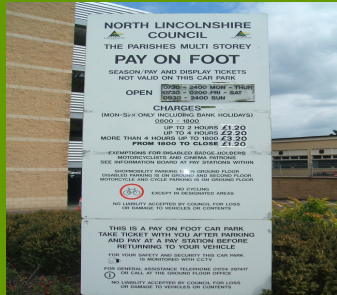
Furthermore, the proposed extension is designed to be in keeping with the existing architectural styles prevalent in the neighbourhood. A significant number of properties in the immediate vicinity feature rectangular and square-shaped structures. By adopting a similar geometric approach, the extension will not only complement these existing forms but also actively enhance the established character and visual cohesion of the area, rather than detracting from it.



Mary Street West Car Park



Carlton Street Car Park



West Street Car Park

PARKING PROVISION GUIDELINES

FOR NEW & CHANGE OF USE DEVELOPMENTS



Home Street Car Park



Robert Street Car Park



North Lincolnshire Council
Highways & Planning Service
Church Square House
P O Box 42
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INTRODUCTION

This document provides guidance on parking provision for all new development, redevelopment and change of use proposals in North Lincolnshire. It is recommended that these guidelines should be referred to as a starting point only, and should not, therefore, be regarded as definitive.

As local factors vary considerably between sites, each application should be considered on its own merits taking into account the following factors:-

- the type of development;
- redevelopment or change of use proposal;
- the availability of land;
- existing public transport provision;
- transportation policies of the area.

It is recommended, however, that all operational parking be provided within the site curtilage, although this requirement may be relaxed depending on specific circumstances.

In all instances relating to residential developments significant emphasis should be placed on complying with the guidance contained in the Department for Transport Publication “Manual for Streets“. Additionally, the authority strongly supports the development of Home Zones and this is an important design feature of residential developments. The integration of vehicle parking facilities within developments, particularly where it is on street, should comply fully with these principles.

Useful guidance on “Car Parking – What works where” can be obtained from the English Partnerships’ document of the same name.

For larger residential developments the five stage assessment laid out in the Communities and Local Government Planning document “Residential Car Parking Research” should be considered when allocating car parking numbers.

POLICY CONTEXT

Planning Policy Statement 3 (PPS3) advises that: “Local Planning Authorities should, with stakeholders and communities, develop residential parking policies for their areas, taking account of expected levels of car ownership, the importance of promoting good design and the need to use land efficiently.” This is relevant to the assessment of a new development and it is important to consider a design-led approach to the provision of car parking space that is well integrated with a high quality public realm.

North Lincolnshire fully endorses the principles of Planning Policy Guidance 13: Transport (PPG 13) and has determined the land allocations within the North Lincolnshire Local Plan (and considered within the upcoming Local Development Framework) in accordance with it.

The objectives of PPG 13 are to integrate planning and transport at the national, regional, strategic and local level to:

1. promote more sustainable transport choices for both people and moving freight;
2. promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling and reduce the need to travel, especially by car.

In addition, to further support the council’s sustainable transport policies, a Road User Hierarchy for the area has been adopted within the Local Transport Plan. In all matters, therefore, consideration will be given to the needs of user groups in the following order of priority:

- Pedestrians (including disabled)
- Cyclists
- Public transport / taxis
- Motor cycles
- Commercial / business users
- Car & coach borne shoppers & visitors
- Car borne commuters

When drawing up proposals for parking areas, developers will, therefore, be expected to demonstrate that the hierarchy has been adhered to.

In line with PPG13 the council will:-

Recognise urban, sub-urban and rural areas differently and adopt reduced requirements for parking in locations, which have good access and alternative means of travel to the private car;

Ensure parking requirements are kept to the operational minimum;

Not require developers to provide more spaces than they themselves wish unless there are significant road safety or traffic management implications;

Ensure that parking provision at peripheral office, retail and similar developments is not set at high levels, which would have the effect of significantly disadvantaging more central areas;

Take into account the availability of existing public car parking facilities in the vicinity of proposed developments when establishing the parking requirements.

In addition, the council will also:-

Encourage communal parking, which is well sited for natural surveillance and provides visual amenity;

In the case of residential spaces provided within the dwelling curtilage, ensure that the spaces are independently accessible.

It should be noted that in Conservation Areas the provision of a parking facility should comply with Policy HE2 of the Local Plan and any successive policy in that:-

If it is considered that the provision of an access and parking facility detracts from the overall character of the conservation area then such a facility will not be incorporated.

PPG 13 states that, where a new development is likely to have significant transport implications, a Transport Assessment (TA) should be prepared and submitted with a planning application for the development. It will then be used to determine whether the impact of the development on transport is acceptable.

The council has adopted the principles set out in the Department for Transport "Guidance on Transport Assessment" and developers should check in Appendix B of the document for "Indicative thresholds for transport assessments". This information should be clarified with the Transport Planning Manager prior to any submission and the authority's guidance notes on Transport Assessments.

A proposed development will be considered on its own merits when submitted with a satisfactory Transport Assessment, especially where supported by a travel plan to encourage alternative transport methods.

A travel plan will be submitted along with the application in accordance with the "Guidance for Travel Planning" published by North Lincolnshire Council which is available to download from the North Lincolnshire Council website.

PARKING FOR DISABLED PEOPLE

At all new developments, consideration must be given to the needs of disabled people. In general, provision should be made at the rate of 5% of the total car parking spaces, which should be clearly signed. Therefore spaces allocated for disabled drivers shall be provided in accordance with the following standards:-

Less than 20 spaces in total	1 space (min.)
More than 20 spaces	2 spaces or 5% whichever is greater

In some cases, where a higher than a normal usage by people with disabilities is expected, (for example at hotels and sports stadia) then increased provision will be appropriate. In addition, employers will be expected to provide individual spaces for each known disabled employee.

Further guidance on parking for people with disabilities can be found in Traffic Advisory Leaflet TA05/95 – Parking for disabled People, along with Part M of the Building Regulations.

CYCLE PARKING

People are to be encouraged to cycle by the design of cycle parking facilities installed within developments. Fear of theft is one of the biggest deterrents to cyclists. With this in mind cycle parking should be located:-

- Where it has good all round visibility, ideally from office windows, local shops and passers by.
- As close as possible to the main entrance(s) of buildings, but not so that it hinders or endangers pedestrians, especially the disabled.
- In well lit areas, with good lighting in the hours of darkness.
- Where it is overlooked by residential properties.

On developments the provision of secure cycle parking is important and all new developments will therefore be required to provide suitable parking for both employees and customers.

The choice of cycle stand or storage will be the responsibility of the developer, details of which should be agreed as part of the technical submission.

For developments requiring a Travel Plan, provision of 1 stand per 4 staff plus additional provision for customers will be the likely requirement but will be considered on an individual basis. For residential developments requiring a Travel Plan, provision of 1 stand per 5 units will be the likely requirement but will be considered on an individual basis.

DESIGN OF CAR PARKS.

There are many possible layouts for car parking and the one chosen should be specific to the site for the intended use. Care should be taken to ensure the following:-

The hard paved area should be kept to a minimum.

The area should be integrated into its surroundings with the use of landscaping and other features to avoid large boring open spaces.

All surfacing should be hard paved and provided with positive drainage.

All parking bays should be permanently marked out and access and exit routes signed as appropriate. All bays for private cars should be 5.0m x 2.4m except for those for the disabled and other special groups.

Adequate and safe pedestrian routes should be provided between parking areas and access to buildings.

Service vehicle access should be distinct and wherever possible separate from private car parking.

Staff parking should be separate from customer parking, where practical.

The parking bay layout should be such that vehicle queuing onto the adjacent public highway does not occur.

This guide should be used in conjunction with the Industrial and Residential Road Design Guides for North Lincolnshire as well as current national guidance.

SCHEDULE OF PARKING PROVISION.

The following parking standards relate to those required for residents, visitors and customers. In all cases of non-residential development provision must be made for staff parking at the rate of 1 space per 4 members of staff, except for those which by their nature and size require submission of a travel plan. In these circumstances the provision will be that specified in the plan. This will include allocations for ancillary office use.

In addition, all retail, industrial and commercial development must include for service deliveries within the site in accordance with details to be agreed and which are appropriate for the proposed development. These shall be kept separate and distinct from the car and cycle parking areas.

MAXIMUM PARKING STANDARDS FOR NEW AND CHANGE OF USE DEVELOPMENTS BY USE CLASS

In line with PPG 13 the council has recognised urban, sub-urban and rural areas differently and therefore allows reduced requirements for parking in locations which have good access and alternative means of travel to the private car;

USE CLASS A1, SHOPS

Town Centre/Neighbourhood/Local shops.

1 space per 30sq.m gfa outside pedestrianised areas.

Food retail above 100sq.m gfa.

1 space per 14sq.m gfa.

Food retail above 1000sq.m gfa.

As above but must include a travel plan

Non food retail

1 space per 20sq.m gfa including any external display area. A travel plan may be required.

Garden Centres

1 space per 20sq.m gfa

USE CLASS A2, FINANCIAL & PROFESSIONAL SERVICES

Banks, Building Societies, Estate Agents, etc

Each will be assessed on an individual basis but generally as for offices.

USE CLASS A3, FOOD & DRINK

Public Houses

1 Space per 3sq.m of public area devoted to patrons plus 1 space per 5sq.m of dining area when separate from the bar area

Licensed Clubs

As per public houses but may be considered on an individual basis depending on size and location.

Restaurants, cafes & takeaways

1 space per 5sq.m dining area

USE CLASS B1, BUSINESS

Offices

1 space per 30sq.m gfa. Or 1 space per 4 staff which ever is less

Business Parks

1 space per 20sq.m gfa.

USE CLASS B2 & B8, INDUSTRY, STORAGE & DISTRIBUTION.

Industrial Buildings

1space per 65sq.m gfa plus appropriate office accommodation.

Warehouses & Wholesale Uses

1 space per 150sq.m gfa plus appropriate office accommodation

USE CLASS C1, HOTELS & HOSTELS

1 space per bedroom plus provision as per restaurants and public houses where these facilities are present.

USE CLASS C2, RESIDENTIAL INSTITUTIONS

Hospitals

Will be assessed on their individual merits but will generally require a travel plan

Care Homes

1 space per 3 residents

Halls of residence, nurses homes etc.

Generally 1 space per 5 residents but will be assessed on an individual basis depending on size and location

Areas of North Lincolnshire have been divided into 3 main classifications for parking allocations relating to USE CLASS C3, RESIDENTIAL

Urban	Sub Urban	Rural
Town centres including: Scunthorpe Ashby High Street Barton Upon Humber Brigg Epworth Crowle	The remainder of the Scunthorpe & Bottesford urban area	Rural towns, outside the urban centres of Barton upon Humber, Brigg, Epworth, Crowle, as well as villages and settlements

The following standards relate primarily to new developments. Where change of use / conversion of existing buildings is proposed, these standards will still apply although relaxation will be considered where appropriate. In all such cases early discussion with the highway authority will be very important.

USE CLASS C3, RESIDENTIAL

Bedsits & Houses in Multiple Occupancy

Up to 4 Households

Urban 0 Space
Sub urban 1 Space
Rural 1 Space

5 –6 Households

Urban 0 Space
Sub urban 2 Spaces
Rural 2 Spaces

Above 6 Households

Urban 0 Spaces
Sub urban 2 Spaces
Rural 3 Spaces

Flats

Urban 0-1/2 Space per flat
Sub urban 1/2 Space per flat
Rural 1 Space per flat

4 bed or greater dwellings

Urban 1 Space
Sub urban 2 space per dwelling within
curtilage plus 0.5 space communal
Rural 2 space per dwelling within
curtilage plus 0.5 space communal

Terraced or grouped dwellings

Urban 0 Space
Sub urban 1 communal space per
dwelling
Rural 1 communal space per dwelling

Retired persons dwellings & sheltered homes

Urban 1 communal space per 5 dwellings
Sub urban 1 communal space per 2
dwellings
Rural 1 communal space per 2 dwellings

These will generally be communal

2 or 3 bed dwellings

Urban 0-1/2 Space per flat
Sub urban 1 space per dwelling within
curtilage plus 0.5 space communal
Rural 1 space per dwelling within
curtilage plus 0.5 space communal

USE CLASS D1, NON RESIDENTIAL USES

Places of Worship

To be assessed on individual merits

Colleges of Higher / Further Education

1 space per 4 staff plus 1 space per 15 students plus provision for any residential accommodation. Plus travel plan.

Nursery schools & playgroups

Generally 1 space per 4 staff plus 1 space per 3 pupils but will be assessed individually. Plus travel plan.

Primary & secondary schools

Generally 1 space per 4 staff plus 1 space per 30 pupils, but will be assessed individually

Health Centres, clinics, vets etc

1 space per 4 staff plus 3 spaces per consulting room

Conference centres

1 Space per 5 seats. Plus travel plan.

Galleries, museums etc

1 space per 30sq.m gfa

USE CLASS D2, LEISURE

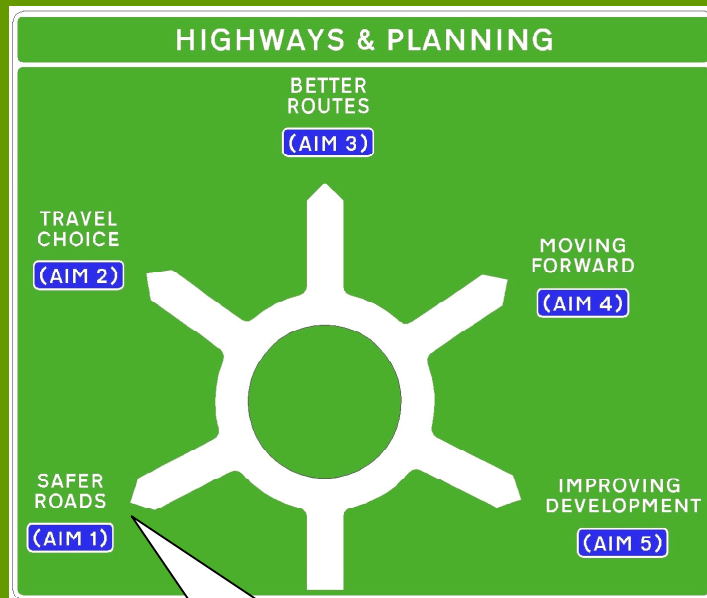
Cinemas, theatres, Bingo & Clubs

1 space per 5 seats or per 25sq.m gfa

Stadia

1 space per 15 seats. Plus travel plan.

Generally, staff-only parking shall be provided at the rate of 1 space per 4 members of staff on duty at any one time. This will be in addition to cycle and disabled provision. Where existing public car parks are available within easy reach, a reduction will be sought.



This policy was prepared as part of **SAFER ROADS**, one of the five key aims of the Highways & Planning Service.

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