

## DELEGATED ASSESSMENT

Application no: PA/2024/634

**Proposal: Planning permission to demolish a bungalow and erect three self-build dwellings**

**Location: 1 Station Road, Gunness**

**Applicant: Mr Joe Chapman**

**Officer: Scott Jackson**

## POLICIES

**National Planning Policy Framework:** Sections 5, 12 and 14

**North Lincolnshire Local Plan:** H5, H8, DS1, DS14, DS16, T1, T2, T19

**North Lincolnshire Core Strategy:** CS1, CS2, CS5, CS7, CS8, CS19

**New North Lincolnshire Local Plan Submission:** SS1, SS2, SS3, SS5, SS11, DQE1, DQE3, DQE5 H1, H2, DM1, T4

## CONSULTATIONS

**Highways:** Looking at the information provided Highways have no objections to this proposal in principle. The location and the width of the new access - including visibility splay - seems to be acceptable and as stated in the Design and Access Statement the new access is located a little further away from the existing crossing point, so with this in mind Highways would recommend conditions.

Looking at the amended information provided the only changes are to the house types, there are no alternations to the road or parking layout, so with this in mind Highways have no further comments to make however all previous conditions do still apply.

**Environment Agency:** We support that the amended plans now reflect the proposed finished floor levels of 4.1m Above Ordnance Datum as stated in the flood risk assessment. The proposed development will only meet the National Planning Policy Framework's requirements in relation to flood risk if the following planning condition is included:

Condition

*The development shall be carried out in accordance with the submitted flood risk assessment (ref 2024/3109 RevC, dated July 2025, compiled by EWE Associates Ltd) and the following mitigation measures it details:*

- *Ground floor finished floor levels shall be set no lower than 4.1 metres Above Ordnance Datum (AOD)*

- *Resilience measures shall be included up to 4.4 metres AOD.*

*These mitigation measures shall be fully implemented prior to occupation and subsequently retained and maintained thereafter throughout the lifetime of the development.*

**LLFA Drainage:** No objection, recommend conditions.

**National Grid:** There are no National Grid electricity transmission assets affected by the proposal.

**HER (Archaeology):** I have checked the HER database for known and potential heritage assets that may be affected. There are no designated heritage assets in the vicinity. There are no known heritage assets of archaeological interest recorded within the site and the potential for the presence of as yet unrecorded archaeological remains is judged to be low. No further recommendations for archaeology.

**Environmental Protection:** Recommend condition in relation to contaminated land investigation.

**Scunthorpe and Gainsborough Water Management Board:** No objection, comments received in relation to means of surface water drainage disposal, in relation to consent being required if water is discharged to an ordinary watercourse and in relation to works near a main river.

**PARISH/TOWN COUNCIL:** No response received.

**PUBLICITY:** A site notice was displayed; 3 letters of support have been received with the following comments made:

- The plot was overgrown and attracted vermin. The land has been totally cleared and the development will enhance the area.
- The bungalow has been declining for years and an eye sore to the village. It would be lovely to see something nice come out of the plot after all these years.

**MATERIAL CONSIDERATIONS:** The key issues in the determination of this application are the principle of development, impact on the character and appearance of the street scene, impact upon residential amenity and flood risk.

### **Principle**

The site is located within the settlement boundary for Gunness where there is a presumption in favour of development. Policy CS2 (Delivering More Sustainable Development) of the adopted Core Strategy states that development should be focused on small-scale developments within the defined development limits of rural settlements. Policy CS8 (Spatial Distribution of Housing Sites) applies and states that new housing within rural settlements 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. In addition, it is also worth noting that

residential development is proposed in an area that is predominantly residential in nature and wholly within the defined settlement boundary; therefore, in principle it is considered acceptable in this case.

It is located within a sustainable location including a primary school, village hall, public houses, a church, post office and playing fields/park. In terms of sustainability, it is within walking distance of bus stops and a train station and within walking and cycling distance of Scunthorpe which is the neighbouring settlement and has several additional facilities such as shops, leisure centre, bus station and secondary schools and is classed as the Major Sub Regional Town in North Lincolnshire. The proposal therefore accords with the principles of sustainable development as set out within the policies of the Local Plan, Core Strategy and the National Planning Policy Framework on delivering residential development in appropriate locations.

Policy CS2 of the adopted Core Strategy is applicable and sets out a sequential approach for new development. In respect of Gunness (rural settlement) it states that development should be focused within the defined settlement boundary to meet identified local needs. The proposal will result in the delivery of three market dwellings within the defined settlement boundary for Gunness and will contribute towards delivering housing supply in North Lincolnshire.

### **Street scene**

The existing site comprises a small, detached bungalow located in a central position within the plot and set back from the public highway to the west (a distance of approximately 20m), there are a number of outbuildings to the side and rear of the bungalow and a long back garden which is 70m in length. There is a conifer hedge along the front of the site and an existing vehicular access from Station Road in its north western corner. The existing bungalow has its principal elevation facing west towards Station Road, the plans show this will be demolished and replaced with three detached dwellings which will be orientated north to south and will be accessed from a private drive which will be formed from the south western corner of the site and will run along the southern boundary.

Whilst it is acknowledged that the majority of dwellings along Station Road (to the north of the site) are orientated with their principal elevations addressing the public highway, it is the opinion of the local planning authority this small-scale development is akin to a cul-de-sac and reflects the pattern of development directly to the south. Wharfdale Close is a cul-de-sac development comprising detached and semi-detached bungalows with the dwellings orientated north to south; therefore, the introduction of 3 x dwellings onto the development site is not considered to be at odds with the settlement character in this part of Gunness. The dwellings are proportionate to the size of the plot, with private, enclosed gardens proposed to the north of plots 1 and 2 and parking to the side and space for bin storage and plot 3 has a larger built footprint and a large private garden to the side (to the east) and three off-street parking spaces. Dwellings in the locality are a mix of detached and semi-detached bungalows and two-storey dwellings, the scale of the proposed dwellings (at single-storey with rooms in the roof) is not considered to be at odds with the prevailing height of neighbouring dwellings.

Views of the proposed development would be of a small residential development set back from the public highway with the side of plot 1 being the most visible from the public highway to the west, however such views will be screened to some extent by the retention of the hedge to the front of the site and more distant views into the site will be available (from the proposed vehicular access), these will be of the built form of plots 2 and 3 set back at distances of 24m and 43m from the public highway.

In terms of the dwellings the plans show these to be 3 x detached bungalows (with rooms within the roof) which are positioned east to west across the site with the principal elevations facing the private access drive to the south. Plots 1 and 2 are of the same house design, they are handed the opposite way and have a small projecting gable feature to the front and a balanced principal façade with an entrance door positioned centrally and which is flanked by a window to each side. Each of the elevations is broken up by a combination of window and door openings and a patio door is proposed to the rear elevation to give level access to the enclosed rear gardens. Plot 3 is of a more bespoke design and is larger in its built footprint with a projecting gable proposed at a lower ridge height in a north to south direction. Visual interest is added to its design through the inclusion of differing ridge heights to the front and side of the dwelling, the inclusion of the chimney to the rear and the feature window in the upper part of the eastern elevation.

Some details of the proposed external materials of construction have been submitted on the accompanying drawings and on the planning application form, these plans show that plots 1 and 2 will be constructed from white render and grey interlocking Antique Slate clay roof tiles, and plot 3 will be constructed from a brown/buff brick with a brown tiled roof; this choice of materials across the 3 plots is broadly consistent with the appearance of existing dwellings in the locality. However, in order to ensure the external materials are more precisely in keeping with the character and appearance of the street scene a condition is recommended for these details to be provided for consideration at a future time (through the submission of a discharge of conditions).

In terms of the site layout the planning agent has submitted an amended plan which clarifies the termination point of the access road and the intentions for the land beyond its terminus to the east. The original layout plan showed a potential conflict between the access drive extending into an area which overlapped with existing trees on the site, however this has now been clarified through receipt of an amended plan which shows the access road to terminate before the position of the existing trees to be retained within the garden of plot 3.

### **Residential amenity**

The plans show there are no habitable windows proposed in the rear roof slope of plots 1 and 2 with only a bathroom window proposed in each; given this bathroom window in each plot would have an outlook towards the rear garden and southern elevation of 3 Station Road it is considered both necessary and reasonable to recommend a condition these roof lights are fitted with obscure glazing to a minimum level 3 in accordance with the Pilkington Scale of Obscuration. It is proposed to install 3 x roof lights to the front of plots 1 and 2, these will serve a bedroom (2 x roof lights) and a landing; these have the potential to overlook existing properties to the south but the cross section drawings show these roof lights to have their cill height

set at a minimum of 1.8m above the rooms to which they are proposed to serve, this is considered sufficient to mitigate potential for overlooking to the south. A condition is recommended these windows are installed with the cill level of the roof lights set at 1.8m in accordance with the supporting drawings for the bedrooms in plots 1 and 2.

Windows are proposed in the side elevation of plots 1 and 2, these serve a bedroom and will have an outlook towards the public highway for plot 1 and over the front garden and driveway/garage of plot 3, therefore no overlooking between habitable windows or across areas of private amenity space is anticipated in this regard. In terms of plot 3 the floor plans show the roof lights in its rear roof slope will serve habitable rooms (these consisting of 2 x bedrooms and a bathroom) but the plans show that all roof lights (4 in total) will have their cill height set at 1.8m internally, this is sufficient to mitigate any potential overlooking to the north. It is noted there is a feature window in the upper east facing gable of plot 3, this will serve a bedroom and have an outlook over the garden proposed to serve this plot and the fields beyond.

The amount of private amenity space provision is considered sufficient to meet the needs of the occupants of each dwelling and each garden is shown to be enclosed by a 1.8m high closed boarded fence, this will provide sufficient means of enclosure to each of the gardens. There is sufficient off-street parking provision for each of the dwelling, a turning area for plot 3, sufficient space for requisite bin storage and space to either side of the dwellings for pedestrian circulation.

## **Flood Risk**

The site is located in Flood Zone 2/3a owing to the proximity of the dwelling to the River Trent to the west, it is therefore at high risk of flooding. There are no available sites within the development boundary of Gunness within a lower flood risk zone (the whole settlement is located within Flood Zone 2/3a). The sequential test is therefore passed. In terms of the exceptions test, the proposal will contribute to the council's five-year land supply, will deliver three dwellings (net addition of 2 dwellings) in a sustainable location, will provide jobs during the construction period and will support local services/amenities within the settlements of Gunness and Keadby.

The FRA submitted is acceptable to the Environment Agency, subject to a condition which will be imposed on any planning permission, the condition recommended being the development takes place in accordance with the mitigation measures set out in the FRA namely-

- Finished floor levels of the dwellings shall be set no lower than 4.1 metres above Ordnance Datum
- Flood resilience measures shall be included up to 4.4 metres above Ordnance Datum

It is noted that if the flood risk mitigation measures outlined in the FRA were to be implemented then it would result in the land levels upon which the dwellings are proposed (and paved areas around it) would be increased to 3.5m AOD with the remainder of the finished floor level of 4.1m AOD to be achieved internally within the dwellings themselves and a graded access ramp and steps proposed for pedestrian access purposes.

The supporting levels drawings states the increase in floor and land levels is to be achieved as follows:

Plot 1 & Plot 2 Access and Change in levels proposal:

- Build paving levels up to +3.5m along the perimeter of the property including access pathway's and adjoining side of the driveway
- Ramp to be 1:12 Gradient from +3.5m to +4.10 patio area for level access to the rear of the property..
- 1000mm high retaining brick walls with 1100mm high (low visual impact) railing to be installed on the top for safety.

Plot 3 Access and Change in levels proposal:

- Build paving levels up to +3.5m along the East and South-East perimeter of the property including access pathway's and adjoining side of the driveway - The pathways around the entire perimeter are to gently grade from the proposes +3.50m on the East/South-East side too +3.00m on the West (rear) side of the proposed property for minimal impact in change of levels
- Est. Maximum 800mm high retaining brick wall with 1100mm high (low visual impact) railing to be installed on the top for safety on the North elevation of the property.
- External steps to be 250mm tread and 150mm riser (as shown)

Based on the above it is proposed to build up the ground levels around the perimeter of plot 1 (i.e. the dwelling itself) by between 0.3m and 0.5m, to plot 2 0.3-0.7m and plot 3 it is proposed to increase the pedestrian circulation area, the land on which the dwelling is proposed and the parking area between 0.5 and 0.8m.

This means the land around the edges of the site (i.e. where the gardens and access road are proposed) would remain at a lower level than the dwellings and will remain at the same level as the gardens of neighbouring dwellings to the north and south of the site. The walkways around the dwellings would be set at a higher level than existing but these increases are not considered to result in overlooking to the garden of the dwelling to the north and the change in levels for plot 3 (which is the most in terms of a differential in existing and proposed ground levels) will have an outlook towards the rearmost part of the neighbours garden to the north (this is a distance of 25m from the rear elevation of 3 Station Road).

However, given the setback position of the dwellings and the prevailing height of existing houses in the vicinity of the site it is considered the proposed dwellings, with their increased height (as a result of the finished floor levels and the increase in land levels on which the dwellings are proposed being increased) will not be out of keeping with the street scene and no issues are anticipated in respect of the dwellings having a domineering impact on the street scene or an overbearing impact on residential amenity or upon localised drainage as the surface water will be directed to the proposed pond via soakaways. Therefore, it is the opinion of the local planning authority the finished floor levels can be accommodated into the

development without it being to the detriment of the character and appearance of the street scene and upon residential amenity or impact upon localised drainage. In terms of flood risk the Environment Agency has considered the updated FRA and has removed their previous objection, a condition is recommended the development take place in accordance with the mitigation measures outlined in the FRA.

It is considered there is sufficient reasoning to justify that the development would provide wider sustainability benefits sufficient to outweigh the risk of flooding. The exceptions test is hereby considered to be passed in this case. The proposal therefore accords with the NPPF, policy CS19 of the Core Strategy and policy DS16 of the Lincolnshire Local Plan.

In terms of drainage, no objections have been received subject to conditions which will be imposed should planning permission be granted. It is noted that LLFA Drainage has also recommended a condition that a drainage scheme is submitted, based on the principles of the FRA and Drainage Strategy which has already been submitted; it is the opinion of the local planning authority that the methods outlined in the FRA (which consists of a pond for retaining the water, there is an existing drainage ditch along the boundary and implementation of suitable drains to the driveway) provides a suitable basis from which a surface water drainage strategy can be formed and submitted to the local planning authority for future consideration. The submission of a surface water drainage strategy has been agreed as a pre-commencement condition via email with the applicant, this includes details of the maintenance and management of the approved system and ensures that water quality is addressed; on this basis the proposal therefore accords with the NPPF, policies CS18 and CS19 of the Core Strategy, and DS14 of the North Lincolnshire Local Plan.

## **Highways**

In terms of highway and pedestrian safety matters, Highways have no objections to the proposed development subject to conditions which will be imposed on any permission granted. A new vehicular access is proposed in the south western corner of the site and the plans show a 5m wide vehicular access and sufficient off-street parking provision. The conditions recommended by Highways would ensure sufficient visibility to the front of the site and for the visibility splays to remain sufficiently clear from obstruction. In addition, there is sufficient space to the front of the site for bin collection or for an area to be provided and a condition is recommended which ensures the stopping up of the existing vehicular accesses will ensure there isn't a proliferation of vehicle openings along Station Road.

## **Biodiversity Net Gain**

The proposal is for the erection of three dwellings on the land and as such the development is categorised as a small site for Biodiversity Net Gain. However, the planning application form states this is for self/custom build and as such it is exempt from BNG requirements. As a self-build dwelling is being proposed a condition is recommended that a signed statement/declaration is submitted to secure this. In addition to this the applicant has provided additional information to demonstrate compliance with the self-build eligibility of the development (following a request by the local planning authority) and they have confirmed there will be a phased

approach to development as the applicant intends to occupy the dwelling on plot 1 for the first 3-5 years, that the dwelling on plot 2 will be built for a family member at a later date and the applicant intends to build and occupy the bungalow proposed on plot 3 at a later date (i.e. in the long term) and that each dwelling has been designed to suit their family needs and that each family member has had direct input into the design, layout and specifications of their own home. To this end the local planning authority is satisfied this would meet the definition of a self-build dwelling in each of the three cases (each plot).

### **Other issues**

The plans show that any built form of development (i.e. that which requires substantive foundations) to be positioned outside of the easement from the drain which runs a course through the site and there will be no encroachment of development into the existing farm track to the south (access will be retained).

Having considered the supporting information Environmental Health has requested additional information in relation to the potential for contaminated land on the site. In light of this a condition is recommended for contaminated land investigation, this is a pre-commencement condition agreed with the applicant's agent via email (as the planning agent failed to respond within 10 working days of being notified of the condition via email). Considering the above the application is recommended for approval.

**RECOMMENDATION: Grant permission with conditions**