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**Plates 8.1, 8.2, 8.4 to 8.6, 8.8 & 8.9 © Nathaniel Lichfield & Partners Ltd**  
**Plate 8.3 © Scottish Executive**

## **1.0 INTRODUCTION**

- 1.1 Land north of the A18 Doncaster Road has been allocated within the adopted North Lincolnshire Local Plan (2003) for housing development as part of a strategic planned urban extension to northwest Scunthorpe. Its development will be vital in helping to meet demand for new homes in North Lincolnshire.

## **2.0 WHAT IS A DEVELOPMENT BRIEF?**

- 2.1 A development brief has a number of different purposes. The Good Practice Guidance *Planning and Development Briefs: A Guide to Better Practice* (DETR, 1998), which was based on research work carried by Llewellyn Davies and Drivers Jonas states that the main functions of development briefs in the planning process are:

- Improving the efficiency of the planning and development process; and
- Improving the quality of development

- 2.2 The research suggested that planning briefs are of three main types:

- Those which clarify policies and their application to a specific site;
- Those which seek to promote development of a difficult site or a site in public ownership; and
- Those which provide design guidance responding to particular attributes of a site or its surroundings.

- 2.3 In the case of this development brief for the Doncaster Road site, the brief is mixture of the first and third types of brief.

## **3.0 PURPOSES & OBJECTIVES OF THE BRIEF**

- 3.1 This Development Brief ('the Brief') sets out a framework within which development principles are identified that will guide the delivery of around 1,000 new homes and appropriate community uses. In order to define these priorities the Brief considers relevant planning policy aims alongside the specific attributes of the site.
- 3.2 A further function of the Brief is to provide landowners and prospective developers with a clear indication of what is required by North Lincolnshire Council from development at the site.
- 3.3 The overriding aim is to deliver a high quality sustainable development that respects its location, reflects up-to-date planning policy and design best practice, and responds to the views and needs of local people and other stakeholders.

## **4.0 THE BRIEFING PROCESS**

### **Who is Preparing the Brief?**

- 4.1 Formulation of this development brief is being co-ordinated jointly between North Lincolnshire Council's Development Plans Team, who have been responsible for providing all guidance relating to land use policy issues, and Nathaniel Lichfield and Partners Ltd, who are acting as planning consultants for J.J. Gallagher Ltd.

## Preparation & Consultation Process

Stage	Date
Draft Brief Prepared	February 2005
Planning Policy Committee report endorsing brief for public consultation	11 <sup>th</sup> March 2005
Public consultation	April/May 2005
Planning Policy Committee report on public consultation and proposed changes to draft Brief.	January 2006
Publish finalised Brief	January 2006
Amend finalised Brief and report to Planning Policy Committee	September 2006
Publish amended Brief	September 2006

## Stage of Development Process

- 4.2 The principle of development on the Doncaster Road site is established by policy H2-10 of the adopted North Lincolnshire Local Plan which was the subject of significant public consultation. The Draft Brief represents the first stage in guiding development on this allocated site.

## Status of Brief

- 4.3 The Brief will be a material consideration for any planning decisions taken in relation to the site

## 5.0 THE SITE AND ITS SURROUNDINGS

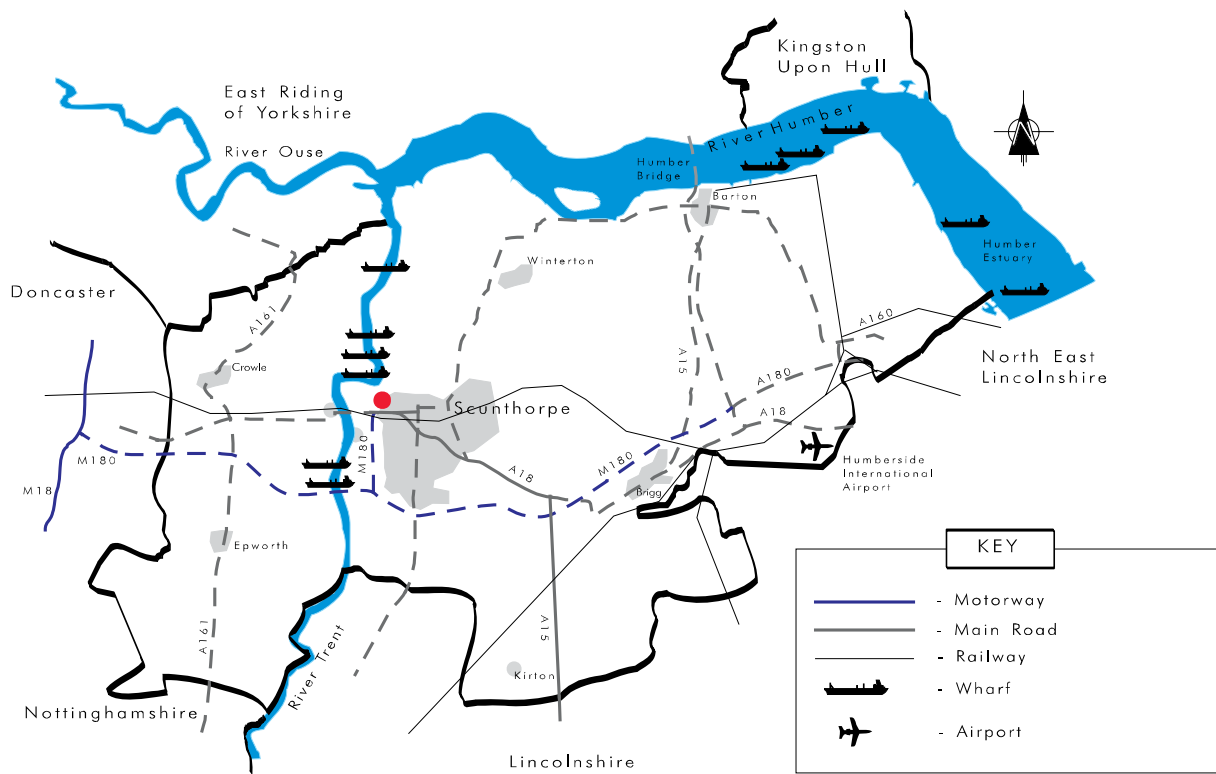
- 5.1 In this section of the Brief the site's key characteristics including its location, its physical features, and its relationship with adjacent land uses are considered. This is set out under the following headings:

- Site Location
- The Site
- The Site's Surroundings
- Accessibility
- Land Ownership
- Relevant Planning History

### Site Location

- 5.2 The Doncaster Road site is located within the Scunthorpe and Bottesford Urban Area, which forms the largest settlement in North Lincolnshire (**see Fig. 1**). With over half of North Lincolnshire's population (around 76,500 people), Scunthorpe and Bottesford Urban Area is the location for 51% of the total number of dwellings in the sub-region. It also acts as a principal destination for commuters from other towns and villages for employment, shopping, leisure and health facilities. In addition, around 60% of all jobs in North Lincolnshire are located in the Scunthorpe urban area as it is the only major town in the local authority area with significant retail, leisure and service facilities.
- 5.3 The site lies on the western edge of the Scunthorpe and Bottesford Urban area, some 3km west of the town centre. It comprises land to the north of A18 Doncaster Road, east of the A1077 and to the west of the Berkeley Industrial Estate. The A18 provides the principal east-west route into central Scunthorpe and the town centre from the west, connecting with the A1077 and the M181 to the south west of the site.
- 5.4 The A1077, together with the adjoining M181, form part of the orbital road around Scunthorpe. This offers a direct link to the M180 motorway. As part of the national road network this functions as a strategic east-west route between the South Humber ports and the M18 and Doncaster.

**Figure 1: Location of Doncaster Road, Scunthorpe**



### The Site

- 5.5 The site lies entirely within the administrative boundary of North Lincolnshire Council, and the development limit for the Scunthorpe and Bottesford Urban Area as defined on the Proposals Map (Inset 36) of the adopted Local Plan.
- 5.6 The extent of the site covered by the Brief is 39.9 hectares gross and is shown on **Figure 2**.

**Plate 5.1: Overview of Site**



- 5.7 The site is broadly rectangular in shape, comprising open, relatively flat, drained farmland. There are no structures, significant tree cover or hedgerows within the site, although there are two existing drainage watercourses, which traverse and bound the site, respectively.

**Plate 5.2: Drainage Ditch Running East to West Across Site**



- 5.8 There are no dedicated roads within the site. To the immediate south of the site, a roundabout serving the recent retail development adjacent to Doncaster Road has the provision of an additional spur offering potential access to the site by sustainable modes of transport including via a bus gate. A Transport Assessment (TA) will be required to accompany development proposals at the site, and this should demonstrate how increased traffic onto the A18 will be accommodated.

#### **The Site's Surroundings**

- 5.9 A mix of land uses surround the site. To the south, are recent retail developments including a Tesco superstore and non-food retail units. To the east lies the Hilton Avenue residential area and the Berkeley Industrial Estate. To the north, the site is bounded by agricultural land. To the west, beyond the A1077 orbital road, lies open land, which is predominantly in agricultural use.

**Plate 5.3a: Surrounding Land Uses - Gallagher Retail Park (south), Hilton Avenue Housing Estate (east), Berkeley Industrial Estate (east) & A1077**





### Accessibility

- 5.10 Doncaster Road functions as a key public transport corridor and the primary access to the town centre. Bus stands are located adjacent to the retail developments immediately to the south of the site on Doncaster Road. Frequent bus services connect the site to the principal employment areas and other services in Scunthorpe, and to neighbouring settlements within and beyond the district.

**Plate 5.4: Bus Stop adjacent to Tesco Extra Store**



- 5.11 The close proximity of retail facilities to the immediate south of the subject site, including the Tesco superstore, means that local shopping provision for new residents will be conveniently accessible.
- 5.12 The site is also well located for existing schools provision, with the Berkeley Infants and Junior Schools, and St. Augustine Webster Primary School situated within the existing residential areas to the east of the Berkeley Industrial Estate.

### Land Ownership

- 5.13 The land forming the subject site is in the ownership of J.J. Gallagher Ltd, Wharton PLC, the Spilman and Robertshaw Trust and Tesco (see Fig. 3).



## 6.0 NORTH LINCOLNSHIRE LOCAL PLAN

### *Introduction*

6.1 The purpose of this section is to provide an outline of the process leading to the site's identification as a housing allocation in the adopted North Lincolnshire Local Plan. In addition, the section identifies those site-specific policies affecting the site, the requirements of which along with those of the Local Plan's more general policies, will need to be considered in the formulation of development proposals at the site. The section is presented under the following headings:

- Evolution of the Local Plan
- Site-Specific Policies
- Meeting Housing Needs

### *Evolution of the Local Plan*

6.2 The adopted North Lincolnshire Local Plan establishes the planning policy framework for development in North Lincolnshire. Together with the approved Humberside Structure Plan it forms the Development Plan for the area. It is a statutory requirement for all planning applications to be determined in accordance with the Development Plan for the area.

6.3 Prior to its adoption in May 2003, the North Lincolnshire Local Plan was subject to two public consultation periods in July 1999 and December 2000. The revised draft Plan was then the subject of a Public Local Inquiry in late 2001 / early 2002. Following the Inquiry in February 2003, North Lincolnshire Council issued Proposed Modifications to the Plan prior to its formal adoption. With an adoption date of May 2003 the Local Plan can be considered to be largely up-to-date and reflective of current national policy and guidance.

### *Site-Specific Policies (see Fig. 4)*

6.4 The site-specific Local Plan policies relating to the site are as follows:

- Policy H2-10: the allocation of the subject site for housing development, with a net developable area of 38.7 hectares and an estimated capacity of 1,000 dwellings
- Policy H4: Phased Housing Sites. The policy identifies this site, together with land at Pasture Road South in the principal growth settlement of Barton upon Humber, as strategic urban extension sites which will only be released for development when the following criteria are met:
  - ◆ the results of the North Lincolnshire Local Plan's 'plan, monitor, manage' review reveal that actual completions of new or converted dwellings on committed, proposed and windfall sites are not meeting the annual housing requirements for North Lincolnshire; and
  - ◆ development has been started or secured on the previously developed sites listed in Policy H2, which have been demonstrated to be genuinely available in the plan, monitor, manage review in the respective settlement; and
  - ◆ a development brief has been agreed by North Lincolnshire Council.

6.5 The preparation of this Brief, therefore, seeks to satisfy the third criterion set out in Policy H4.

### *Meeting Housing Needs*

6.6 In relation to the first two criteria of Policy H4, North Lincolnshire Council are committed to undertaking a "plan, monitor, manage" review approach to guide the release of land for housing development in the area. This review will ensure that housing development on 'previously developed land' is maximised and that the unnecessary release of greenfield land is avoided.

- 6.7 The “plan monitor, manage” approach is promoted by Central Government as the appropriate method for regulating the release of land for housing development. Best practice guidance<sup>1</sup> set out in “Planning to Deliver – The Managed Release of Housing sites: Towards Better Practice (DETR, 2001), issued by Central Government, identifies the role of designated ‘strategic’ sites, including “greenfield” urban extension sites, in contributing towards ensuring an appropriate release of land for residential development in a local authority area.
- 6.8 The above guidance confirms that allocated strategic sites (as is the Doncaster Road site) should not necessarily be expected to be developed in the first years of the local plan but rather form the strategic foundations for future housing development in the area. In addition, the guidance confirms that it may be appropriate for strategic sites to be developed over a number of years, potentially extending beyond the lifetime of the Local Plan.
- 6.9 Policy H2 of the Local Plan sets down a housing requirement of 5,349 dwellings for the 7.5 year plan period between July 2001 and December 2008. This requirement equates to an annual figure of 710 dwellings.
- 6.10 The supporting text to Policy H4 of the Local Plan explains the circumstances in which the release of the site will be justified. The policy confirms that if, through the ‘plan, monitor, manage’ review, it is evident that the take-up of land/the rate of house building is below the annual housing requirement (i.e: housing needs are not being met) , North Lincolnshire Council will pursue the phased development of the two allocated strategic sites in North Lincolnshire, including the site to the north of Doncaster Road, Scunthorpe.

## **7.0 DEVELOPMENT CONSIDERATIONS**

- 7.1 In section 5.0 of this Brief, a general description of the site has been provided, alongside a discussion of the site’s location within the built-up area, and its accessibility to local facilities and services.
- 7.2 The purpose of this section is to identify in more detail those physical characteristics of the site which raise issues which need to be considered alongside the policy requirements set out in the following section (**see Fig. 5**). These matters are as follows:
- Existing Land Uses
  - Natural Features and Wildlife
  - Flood Risk
  - Foul and Surface Water Drainage
  - Other Existing Infrastructure
  - Contaminated Land
  - Air Quality
  - Archaeology
  - Rights of Way
- 7.3 In accordance with the Environmental Impact Regulations 1999<sup>2</sup>, the Local Planning Authority (LPA) would require an application to develop the Doncaster Road site for around 1,000 dwellings to be accompanied by a full Environmental Impact Assessment (EIA).

### **Existing Land Uses**

- 7.4 As confirmed earlier in the Brief, the entire site area is in agricultural use. Developers will be required to make provision for the ongoing agricultural use of land within the site as part of a phased approach to development. Similarly there will be a requirement to ensure that activities within the site do not prejudice the ongoing use of adjacent land.

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<sup>1</sup> “Planning to Deliver – The Managed Release of Housing Sites: Towards Better Practice” Department of Transport, Local Government and the Regions, 31 July 2001



### **Natural Features and Wildlife**

- 7.5 The outcomes of the EIA will inform the site development, shaping the precise pattern and character of development at the site in terms of:
- The enhancement of the site's natural habitat for the long-term benefit of plants and animals.
  - Provision for the continued agricultural use of undeveloped land as part of a phased approach to development.
  - Protecting and enhancing any plants, wildlife or valued landscapes (see in particular the Landscape Character Assessment Guidelines, prepared by North Lincolnshire Council).
  - Measures to ensure any protected species are not adversely impacted upon through the siting of development or through any activity associated with development.
- 7.6 The enhancement of the site's natural habitat for the long-term benefit of plants and animals will need to be an important determining factor in shaping the precise pattern and character of development at the site.
- 7.7 The Landscape Character Assessment Guidelines, prepared by North Lincolnshire Council describe the land north of Doncaster Road as 'Flat Drained Farmland'. It defines its key characteristics as including expansive, open and level low-lying farmland. As previously indicated there are no significant areas of tree planting or hedgerows throughout the site.
- 7.8 Any plants, wildlife or valued landscape features of the subject site should be respected, protected and enhanced where possible. This is particularly the case if surveys reveal the presence of rare or vulnerable species. The safeguarding of wildlife species, protected under law by Schedules 1, 5 and 8 of the Wildlife and Countryside Act 1981 (as amended), will be of utmost importance in development proposals. Measures will be required to ensure that such species are not adversely impacted upon through the siting of development or through any activity associated with development.
- 7.9 Prior to the determination of any planning application for its development, developers should submit a full ecological survey of the site.
- 7.10 Developers should consult North Lincolnshire Council's Environment Team, English Nature and the Environment Agency in relation to the potential for sensitive wildlife to exist within the site.

### **Flood Risk**

- 7.11 The site lies within flood zone 3 "high risk" of the River Trent and is protected to a 1:200 year standard. The Environment Agency has commissioned Black and Veatch to undertake a Tidal Trent Strategy which will be a preliminary assessment of standards of flood defence along the tidal River Trent. The results of this strategy will be known later in 2005 and will need to be referenced in any Flood Risk Assessment undertaken for the site.
- 7.12 Against this background, North Lincolnshire Council will require developers to undertake a comprehensive Flood Risk Assessment (FRA) to consider flood risk and mitigation measures. Planning Policy Guidance Note 25 - Development and Flood Risk – Appendix F: Guidance On Requirements for Undertaking a Flood Risk Assessment provides advice in relation to the information that is required in a Flood Risk Assessment to allow full consideration to be given to the issue of flood risk.
- 7.13 Developers are advised to consult with the Environment Agency.

### **Foul and Surface Water Drainage**

- 7.14 The area of Scunthorpe within which the site is located drains to a network of agricultural field drainage ditches and ultimately to the River Trent. This situation is reflected within and adjacent to the site, (the Soak Mere and Crosby Catchwater Drains). As such, it is important that any new development proposals take account of this, and do not adversely impact upon the existing drainage regime.
- 7.15 All development proposals must therefore take account of the need to secure effective land drainage measures and ground water protection in order to control the level of water in the land drainage system. Developers are encouraged to consider the use of sustainable urban drainage systems (SUDS) where practicable.
- 7.16 North Lincolnshire Council will require satisfactory provision to be made for the disposal of foul and surface water from new development, either by agreeing details before planning permission is granted, or through the imposition of conditions on a planning permission / completion of an appropriate legal agreement. Surface water drainage implications should be incorporated into the Flood Risk Assessment for the site in order to ensure that flood risk is not increased to third parties as a result of the generation of additional volumes of run off.

### **Other Existing Infrastructure**

- 7.17 A gas main currently crosses the site in a north to south direction. In line with Circular 11/92, any prospective developer of the site should consult with the Health and Safety Executive and Transco to ensure an appropriate strategy is determined to relocate or protect the gas mains.

### **Contaminated Land**

- 7.18 Although the Council's Environmental Protection team has no information suggesting that this is the case, there may be contaminated land issues associated with the development of the site north of Doncaster Road, as is the case with any site of that size.
- 7.19 Accordingly developers should submit a Phase 1 Risk Assessment Desktop Study and a site walkover survey to North Lincolnshire Council for approval. In preparing that study developers are advised to consult North Lincolnshire Council's Environmental Protection Officer (Contaminated Land), in addition to appropriate officers of the Environment Agency.
- 7.20 Should the Phase 1 Risk Assessment conclude there to be contaminated land within the site, the developer will undertake and submit a detailed site survey to North Lincolnshire Council, which identifies a suitable scheme of remedial measures.

### **Air Quality**

- 7.21 The development site will introduce a large number of additional 'receptors' into an area with a busy existing road network, surrounded by areas of flat agricultural land. An air quality assessment will be required to determine both the impact of the development on the local environment, but in particular an assessment of the likely impact of the surrounding environment on the future occupants of the site. The assessment should commence by screening for all pollutants for which air quality objectives exists, and assess / monitor in more detail those pollutants which have the potential to breach the air quality objectives.
- 7.22 North Lincolnshire Council's Air Quality Progress Report 2005 has identified the potential to exceed the Nitrogen Dioxide annual mean objective of 40mg/m<sup>3</sup> 2005 at the Doncaster Road/Hilton Avenue area of Scunthorpe. Data collected to date has given an annual mean of 50mg/m<sup>3</sup> which is considerably above the objective level. Further analysis is currently being undertaken at this location to obtain continuous monitoring data. Before the developer carries out any air quality assessment for the proposal, they would be advised to have regard to the most recent air quality data collected by the Council. Air Quality Progress Reports can be found on the Council's website at:-  
[www.northlincs.gov.uk/environment/pollution/airqualitymanagement'](http://www.northlincs.gov.uk/environment/pollution/airqualitymanagement)

## **Noise**

- 7.23 Any developer, prior to development commencing on the site, will be expected to have a comprehensive noise assessment undertaken, which will take into account all existing, and all proposed new noise sources with the potential to impact on the proposed residential development. The report should identify what appropriate noise attenuation measures are to be put in place in order to ensure that potential residents will be protected from any undue noise disturbance. The noise assessment should be carried out in accordance with the main procedural requirements of the following documents: BS 4142 (1997) Rating Industrial Noise Affecting Mixed Residential and Industrial Areas; World Health Organisation Guidelines for Community Noise (1999) and Planning Policy Guidance PPG 24: Planning and Noise

## **Archaeology**

- 7.24 The development site has the potential to contain buried archaeological remains. The Council will therefore require a full archaeological assessment of the site including field evaluation. The archaeological assessment should comprise a preliminary desk based study followed by a geophysical survey and sample trial trenching to identify the location, extent, character and significance of any below-ground archaeological features.
- 7.25 The results of the evaluation will provide the necessary information to fully inform the development design process, and the need for further archaeological work. Where important archaeological remains are identified their preservation will be required. This may involve relocating buildings away from areas of archaeological importance and incorporating them into open spaces, or modifying the design of foundations to prevent or minimise disturbance to the archaeological remains. Where destruction by development cannot be avoided, there will be a need for archaeological recording either in advance of or during construction work.
- 7.26 The archaeological assessment and suitable mitigation proposals are required prior to the determination of any planning application, and should form part of the Environmental Impact Assessment process. Developers are advised to consult at the earliest stage with North Lincolnshire Council's Archaeological and Monuments Records Officer.

## **Rights of Way**

- 7.27 Prospective developers should consult North Lincolnshire Council's Public Rights of Way Section in order to ascertain the presence of definitive or claimed footpaths within and adjacent to the site.
- 7.28 Thereafter, the Masterplan and detailed planning application proposals for the site should seek to take account of existing rights of way.
- 7.29 Should development proposals for the site affect any existing rights of way, North Lincolnshire Council will seek to ensure the provision of alternative routes, where appropriate.

## **8.0 DEVELOPMENT PROPOSALS**

### **Introduction**

- 8.1 The purpose of this section is to set out North Lincolnshire Council's broad requirements of any development proposals at the site. Accordingly, the section draws upon the relevant policy guidance of the adopted Local Plan and other related guidance including SPG's, both existing and emerging.
- 8.2 These requirements are presented under the following headings:
- Sustainable Development
  - Housing Development
  - Community Facilities
  - Movement and Accessibility
  - Ecology and Environment
  - Water and Hydrology
  - Public Art

### **Sustainable Development**

- 8.3 The need for sustainability to be at the forefront of decision-making in the planning process is enshrined in planning policy guidance at all levels. In relation to residential development, PPG3: Housing, advises that sustainable development is to be achieved by prioritising housing development on previously developed land, avoiding the unnecessary development of 'greenfield land' and directing development to sites within the urban area which can contribute towards sustainable patterns of development.
- 8.4 North Lincolnshire Council is committed to sustainable development and reducing the environmental impacts of developments and activities. North Lincolnshire Council's Environmental Policy aims to continually improve its environmental performance and to influence others to do likewise. Developers and housebuilders will be expected to integrate sustainable principles within their housing designs in order to achieve the efficient and sustainable use of energy, water, construction materials and land. A useful measure of sustainability will be to ensure that the new homes meet the Building Research Establishment's Eco-homes standards for new housing development.

### **Housing**

- 8.5 In this sub-section the broad requirements in respect of new housing development at the site are set out under the following headings:
- Site Capacity
  - Density
  - Layout Design and Landscaping.
  - Dwelling Design
  - Range and Choice
  - Meeting Affordable Needs

#### *Site Capacity*

- 8.6 As identified under Policy H2-10 of the Local Plan the subject site is allocated to provide around 1000 new dwellings.

#### *Density*

- 8.7 To make best use of land, the average density of development across the allocated site should be at least 30 dwellings to the hectare, the minimum encouraged by PPG3: Housing.
- 8.8 In determining the appropriate densities of different housing areas within the site, consideration should be given to matters of layout, design, privacy of residents and the desirability of retaining existing features or spaces on the site.

### *Layout Design*

- 8.9 Local Plan policy encourages high standards of layout, which maintain and, where possible, improve and enhance the character of the area. The Council also places considerable importance on the landscaping of residential development sites. As a significant contribution toward the sustainable development of land, landscaping should be informed by a full site and soil survey. The landscape design should be informed by suitably qualified persons and should seek to accommodate the planting and future development of native species trees and shrubs (see also paragraph 8.34 and 8.75 below).
- 8.10 The location of the site on the edge of the Scunthorpe and Bottesford Urban Area requires careful attention to layout, design and landscaping. This is particularly the case along the western boundary where there is a need to provide a suitable interface with the open countryside beyond, and to avoid any adverse impact upon its character. North Lincolnshire Council will not support a regimented layout of housing on the site, particularly one that proposes dwellings which back on to the open countryside. The site also forms part of a gateway view into Scunthorpe from the west and will therefore be a highly visible development which impact on the visitor's first impression of Scunthorpe. Therefore, it is expected that the layout and design of the development is of the highest quality.

**Plate 8.1: Example of Interface with Open Countryside**



- 8.11 In establishing the layout and massing of development on the site, account will need to be taken of the proximity and views of the new development from the adjacent Hilton Avenue residential area. Appropriate scale and layout will be required to ensure a sensitive development, which does not unacceptably affect the amenity of the adjacent residents.
- 8.12 Consideration should be given to protecting the amenity of any future residents on the site. In particular, the design and layout should have regard to ensuring that residents are not subject to noise disturbance from the Berkeley Industrial Estate to the east of the subject site or from main roads, particularly the A1077 orbital road.
- 8.13 Measures to reduce potential conflict between adjacent land uses should be incorporated in layouts. This may include landscape buffers, and this matter is considered later in this section under 'Ecology and Landscape.'

### *Dwelling Design*

- 8.14 North Lincolnshire Council considers it to be particularly important to achieve high quality housing development on the subject site.
- 8.15 The design of dwellings should take account of local vernacular and express a clear local identity. Accordingly, consideration will need to be given to matters including scale, massing, design detailing and materials (in particular the use of "traditional" roofing materials i.e. clay pantiles and natural slate). The new dwellings should also be designed to integrate sustainable development principles. A useful measure of sustainability will be to ensure that the new homes meet the Building Research Establishment's Eco-homes standards for new housing development.

- 8.16 Special attention should be given to the design of those properties most publicly visible, such as those sited adjacent to arterial roads and next to large open spaces.
- 8.17 In appropriate locations within the site, housing of up to 4 storeys in height will be acceptable.
- 8.18 People's safety and security must be a high priority in the design of new housing. Care must be taken to remove the potential for the creation of perceived dangerous areas or spaces, especially on pedestrian footpaths, routes to schools and children's play areas.
- 8.19 All development proposals for the site north of Doncaster Road must address the need to 'design out crime', achieve acceptable levels of sunlight, daylight, outlook, noise attenuation levels and privacy. In order to reduce potential for crime the layout of the site should avoid anonymity and encourage natural surveillance. Consultation should take place with the Humberside Police Architectural Liaison Officer.

**Plate 8.2: Example of Overlooked Open Space**



*Range and Choice*

- 8.20 In line with PPG3 advice, Local Plan policy encourages an appropriate mix of dwelling size and type in order to deliver a wider range and choice of housing than is currently available.

**Plate 8.3: Example of Mix of Housing Types**



- 8.21 The development should provide a mixture of size and type of housing to meet the varied range of housing requirements in the area and to help create a balanced community. Where appropriate, provision should be made for housing for the elderly and for single people, as well as those in need of affordable housing. Proposals for large areas of housing with similar characteristics will not be acceptable, rather layouts should deliver interesting housing areas with distinctive identities.

**Plate 8.4: Example of Housing for the Elderly**



*Meeting Affordable Needs*

- 8.22 North Lincolnshire Council has prepared Supplementary Planning Guidance (SPG) on the provision of affordable housing in new developments. The SPG reflects national guidance set out in PPG3: Housing, and Circular 6/98: Planning and Affordable Housing.'
- 8.23 The guidance confirms that where there is evidence of need for affordable housing, local plans should include policies for seeking an element of affordable low-cost housing on suitable sites. When adopted, the SPG will be a material consideration in the determination of planning applications.
- 8.24 A proportion of the dwellings built on the site may need to be affordable to people whose income does not allow them to rent or buy in the open market. In specific relation to this site the Local Plan establishes that 10-15% of the total number of dwellings built should be affordable. It is, however, recognised that the phased development of the subject site will span several years, and possibly beyond the lifetime of the adopted Local Plan. Over this time the requirements for affordable housing in the local area may change significantly and the Local Plan requirement will need to be reviewed in this context. Therefore, in order to avoid an over-provision of affordable housing in Scunthorpe, which could, in turn, increase unwanted voids in existing housing stock, North Lincolnshire Council will review affordable housing requirements at planning application stage and any affordable housing requirements or contributions sought will be based upon the findings of an up-to-date Housing Needs Survey at planning application submission stage. At present, the preferred affordable housing tenure at the subject site, based upon a 2000 Housing Needs Survey, is subsidised housing for rent.
- 8.25 Depending upon the conclusions of the Housing Needs Survey at the planning application stage, it may be necessary for developers to provide a proportion of affordable housing within the development. It may also, or alternatively, be appropriate for developers to contribute towards off-site works, to improve existing affordable housing stock elsewhere, or provide new affordable housing in specific locations which would more effectively meet the identified need.

**Community Facilities**

*Introduction*

- 8.26 At this stage, it is considered that in relation to community facilities, the key requirements arising from the development of the site will relate to schools and recreational open space. These two issues are now considered in turn.

*Schools Provision*

- 8.27 In May 2004, North Lincolnshire Council issued Supplementary Planning Guidance (SPG) on Developer Contributions to Schools. The SPG confirms that developers proposing 25 dwellings or more will be required to make appropriate contributions to educational facilities.



In addition, the SPG confirms that the supply and demand for schools places will be assessed on the basis of the annual Schools Organisation Plan, prepared by the local education authority. Contributions will only be required if they are directly related to the development proposal, that the need for them arises from its implementation and that they are related in scale and kind.

- 8.28 Therefore, any contributions sought by North Lincolnshire Council, from the development of the subject site will be based upon a clear and up-to-date understanding of the existing and future capacity in existing education facilities in the catchment areas of schools in the surrounding area (i.e. 2 miles from primary school provision and 3 miles from secondary schools facilities).
- 8.29 Housing development on the subject site will obviously result in increased demand for education facilities. Such demand can be through met in two different ways:
- existing schools facilities, which have pupil intake capacity; and/or
  - new or expanded facilities either on or off-site.
- 8.30 The Council's view is that a new primary school should be provided within the site to accommodate around 120 to 200 pupils. The total area of land needed to accommodate the building, playground, car parking, access and playing field would be 1 hectare. The school would also be expected to accommodate a nursery to create a children's centre. Also it should be used to form a community hub for the proposed development, which can be used as a community facility outside of school hours.
- 8.31 In terms of the location of the school, it is thought that it should be in the centre of the site in order to form a core for the site and to reduce the impact of noise from the road and industry.
- 8.32 The developer will be expected to enter into a legal agreement with North Lincolnshire Council, confirming a commitment to providing the new primary school.
- 8.33 Any such Agreement could take the form of financial contributions for the provision of new school accommodation. The developer should give consideration to the development of safer routes to school schemes through the site.

#### *Open Space Provision*

- 8.34 In accordance with the Local Plan, proposals for the development of the subject site will be required to meet the recreational open space needs, both formal and informal, of incoming residents. Such provision will need to be appropriate in terms of scale and nature.
- 8.35 In the context of the current North Lincolnshire Council strategy towards formal open space provision, on-site formal playing pitch provision will not be sought as part of the development of the site. Rather North Lincolnshire Council would prefer to secure commuted payments for off-site formal provision, either individually or in combination with existing or other proposed sites and facilities. The exact 'target' for such contributions will need to be identified in the context of North Lincolnshire Council's emerging Open Space Audit as required by national planning policy. However, at this stage it is considered likely that formal needs arising from the subject site's development will be most appropriately addressed via contributions towards the enhancement of existing playing pitches/ facilities, the catchment of which encompasses the subject site. Developer should, however, take account of the Council's emerging Playing Pitch Strategy.
- 8.36 It may therefore be necessary for developers of the site to enter into an agreement with North Lincolnshire Council which will secure the appropriate formal provision, including the timing of its delivery, and the ongoing maintenance and management of such areas during the course of development and thereafter.
- 8.37 In relation to informal public open space provision, it is the view of North Lincolnshire Council that given the size of the site, the opportunity exists to develop a varied and stimulating development with good quality landscaped open space, where future residents' outdoor

informal recreational needs can be met by a variety of facilities. Public open space may also include the provision of play equipment.

**Plate 8.5: Example of Equipped Play Facilities**



- 8.38 Such informal open space provision should be made in accordance with the Council's Supplementary Planning Guidance note SPG10: The Provision of Open Space in New Housing Development.
- 8.39 Consideration will be given to the provision of the following three types of play areas:
- The Local Area for Play (LAPS) for 4-6 year olds.
  - The Local Equipped Area for Play (LEAP) for 4-8 year olds.
  - The Neighbourhood Equipped Area for Play (NEAP) for 8-14 year olds.
- 8.40 On the basis of SPG10, the provision of between 0.2ha and 0.3ha of outdoor playgrounds and between 0.3 and 0.4 ha of casual open space per 1,000 people is required in major housing developments.
- 8.45 On the assumption that the subject site could accommodate around 2400 people if built out in total (1,000 dwellings at 2.4 person per household), the total open space provision equates to at least 0.48ha (2.4 x 0.2) of space for outdoor playgrounds (NEAPS, LEAPS and LAPS) and 0.72 ha (2.4 x 0.3) of incidental, informal open space.
- 8.46 Play areas should, where possible, be overlooked by housing and by well-used pedestrian routes. They must also be separated from vehicular routes, have well defined and robust boundaries and respect the living environments of people living nearby.
- 8.47 Given the number of dwellings proposed on the site (around 1,000), North Lincolnshire Council consider that smaller LAP areas suitable. Therefore the emphasis should be on the provision of LEAP's and NEAP's with associated causal open space. Given the fact there is no existing provision nearby which can provide for the needs of the proposed housing development, based on the SPG and National Playing Field standards the following should be provided:
- 1 NEAP – this should be placed on the site, so that access from any home is within a 15 minute walk. The minimum size for the activity area should be 1,000m<sup>2</sup> and be split into two areas – one with at least 8 pieces of play equipment and one which is a hard surface/grass area. A buffer zone of 3,600m<sup>2</sup> is required with a 30m separation distance between the play area and the nearest property boundary;
  - 2 LEAP's – these should be placed on site, so that access from any home is within 5-6 minutes. They should have a minimum activity zone of 400m<sup>2</sup> and contain at least five

types of play equipment. A buffer zone of not less than 10m in depth should be provided between the activity zone and the nearest property boundary

- 8.48 Given the phased development of the subject site, the appropriate location for such open space provision across the whole of the site will be determined at the Masterplan stage.

## **Movement and Accessibility**

### *Introduction*

- 8.49 In relation to movement and access, the overriding aim should be to create a network of roads, streets, footpaths and cycleways that will provide residents, the neighbouring community and visitors with a sustainable development enabling safe and easy passage throughout the site and to surrounding areas. It should also incorporate measures to encourage public transport use ahead of the private car.

- 8.50 The various strands of this aim are now set out under the following headings:

- Vehicular Access Serving the Site
- Transportation Assessment
- Road Design
- Walking and Cycling
- Public Transport
- Parking Provision
- Planning Obligations

- 8.51 These are now considered in turn.

### *Vehicular Access Serving the Site*

- 8.52 The principal vehicle access to the site will be provided from the A1077 orbital route, which forms the western boundary of the site, north of the Frodingham Grange Roundabout via a new roundabout.

- 8.53 Close to the southern boundary of the site, the roundabout adjacent to the retail development to the south of the site has been designed to accommodate an additional spur into the proposed development site. This will form an additional access to the site and will also help to provide an additional access/egress to the Tesco store and the retail park to/from the A1077. This will help to relieve some of traffic problems associated with Tesco site. The exact design of the access will be determined during the masterplanning stage and will be dependent on the outcome of the Transport Assessment.

- 8.54 The Scunthorpe Transportation Study includes junction capacity assessments taking into account future development but the PARAMICS modelling relates only to the options considered for Berkeley circle, it does not consider Frodingham Grange or link capacity on the A18 (except in relation to Berkeley circle).

### *Transportation Assessment*

- 8.55 A Transport Assessment (TA) will be prepared by the developers at the Masterplan stage. The TA will include a capacity assessment of the proposed development upon the surrounding existing road network, including the A18 Doncaster Road and A1077 from which highways access to the site is envisaged. A key consideration will be the impact on the Berkeley Circle roundabout, which is a key junction within Scunthorpe's road network. It is the junction of several major routes and currently experiences congestion problems. The proposed development will add to the traffic levels at this point and therefore, it will be important to identify an appropriate highway engineering solution to address this.

- 8.56 Advice on the requirements for a TA is detailed in the Local Plan and should follow the IHT Guidelines for Traffic Impact Assessments (September 1995) and Planning Policy Guidance Note 13. These include requirements for developments to:

- assesses the trip generation, likely modal split of journeys and assignments of journeys to and from the site; and
- identify and provide details of proposed measures to improve access to public transport and enhance opportunities for walking and cycling both within the site and off site where required when attributable to the site development; and
- identify measures to reduce the number and impact of motorised journeys associated with the proposal both within the site and on the adjacent highway network.

The scope and parameters of the TA is to be agreed between the developer's transportation consultants and North Lincolnshire Council prior to the assessment of work being carried out.

- 8.57 Such measures should be illustrated through a Masterplan, in order to demonstrate a comprehensive approach to managing transport and movement within the overall development area.
- 8.58 In view of the size of the allocated housing site the wider impacts of vehicular, pedestrian and cycle movements in the surrounding locality need to be investigated. This work will include any impacts on the Frodingham Grange Roundabout. As this provides direct access on to the motorway network (M181) consultation and proposals should include the views of the Highways Agency (contact Ian Radley, Highways Agency, City House, Leeds on (0113) 283 4870).
- 8.59 The assessment should be undertaken in accordance with the guidelines issued by the Institute of Highways and Transportation, and through consultation with the Highways and Transportation division of North Lincolnshire Council.

#### *Road Design*

- 8.60 Internal road arrangements within the site should be designed in accordance with Design Bulletin 32 (2) in order to create a sustainable and well designed residential site. Account should also be taken of North Lincolnshire Council's Residential Roads Design Guide.

#### *Walking and Cycling*

- 8.61 North Lincolnshire Council is committed to the provision of safe, convenient and attractive footpaths and the improvement of pedestrian areas in order to ensure a pedestrian-friendly network throughout the district. All major new developments will be required to include links to nearby existing or proposed pedestrian routes.
- 8.62 Accordingly within development proposed at the Doncaster Road site, priority of movement will be given to the pedestrian, cyclists and public transport users in preference to private car use.

**Plate 8.6: Example Pedestrian & Cycle Routes**



- 8.63 At the Masterplan stage, North Lincolnshire Council will seek to ensure that a comprehensive series of inter-linked footpath and cycle routes throughout the overall development site is incorporated. Such routes should permeate throughout the site and provide convenient and safe links throughout the site and onwards into the surrounding area, including the retail facilities to the immediate south, nearby schools, the area of mixed uses on the south side of Doncaster Road, including Glanford Park football ground, towards Scunthorpe town centre and its main public transport interchanges, and, if possible, to the neighbouring employment area to the east of the site.
- 8.64 In promoting cycling as a mode of transport, North Lincolnshire Council has a number of priority areas, including:
- a network of cycle corridors and facilities in the Scunthorpe and Bottesford urban area, based on existing road space in combination with selected segregated facilities;
  - intra-urban cycle facilities;
  - support for the National Cycle Network through North Lincolnshire; and
  - circular recreational cycle routes.
- 8.65 A network of combined cycle/footpath routes should therefore form an integral part of the development of the subject site. Developers should consult the Institute of Highways and Transportation's Cycle Friendly Infrastructure – Guidelines for Planning and Design for advice on the hierarchy of approaches to be taken in the provision of cycleway network in the site.
- 8.66 Existing cycle lanes are located adjacent to the subject site along Doncaster Road. These lanes have been extended into the retail development to the south of the subject site. Developers should give consideration to linking any new cycle routes into the existing cycle network and also examine the potential for linking a new cycle route into the footpath to the rear of the B&Q store to the south east of the subject site.

**Plate 8.7: Existing Cycle Lanes/Footpaths – East of B&Q Warehouse & Doncaster Road**



- 8.68 In the interests of safety, their surfaces should be clearly defined from that of road carriageways. This definition should be in the form of painted lines and signage.
- 8.69 Cycle parking facilities should be provided in accordance with up-to-date standards of North Lincolnshire Council.

*Public Transport*

- 8.70 Whilst there are bus stands in close proximity to the site alongside Doncaster Road, measures to introduce public transport penetration will be encouraged, including the scope for a bus service to travel through the site, linking Doncaster Road (A18) with the A1077. In order to do this, the roads for bus access to the site should be fully completed at an early stage in the development so that the service can be re-routed as soon as possible after house building commences. Accessible bus stops with shelters should be located at appropriate points along the main spine road and that the internal road and footpath network provides easy access to these.

*Parking Provision*

- 8.71 In relation to car parking provision within the development, the standards set out in PPG3: Housing (2000) as clarified by the July 2003 statement of Keith Hill and in North Lincolnshire Council's Parking Provision Guidance, which is available on the Council's website should be considered. On average, off-street car parking spaces at the site should be provided at a level which results in an average of no more than 1.5 spaces per dwelling across the area.
- 8.72 Careful design will ensure that car parking spaces have good surveillance from residential properties. Within curtilages of dwellings, parking should be to the side or rear of the property, rather than to the front, so that parked vehicles do not dominate the streetscene.

**Plate 8.8: Example of Parking Provision in Housing Development – communal car parking overlooked by homes, off-road garages and off-road courtyards overlooked by homes**







#### *Planning Obligations*

- 8.73 In order to promote the use of sustainable transport modes, it may be appropriate for developers to enter into an agreement with North Lincolnshire Council, via a planning obligation, which would contribute towards improvements to public transport, walking and cycle paths, on-street parking controls and traffic calming, where appropriate and reasonable.

#### **Ecology, Environment and Landscape**

- 8.74 Retention and protection of wildlife and landscape of North Lincolnshire is of the utmost importance to North Lincolnshire Council.
- 8.75 Developers of the site are, therefore, advised to consult with North Lincolnshire Council's Environment Team and will be required to submit an ecological survey of the site. The ecological survey may form part of the Environmental Impact Assessment process, prior to the submission of planning applications. The EIA should also include assessment of impacts on Humber Estuary SSSI and existing habitats as well as an assessment of land to be used for off site infrastructure.
- 8.76 The findings of the ecological survey will be a determining factor in the layout and pattern of development. Whilst the ecological and landscape value of existing watercourses at the site is acknowledged, for reasons relating to public safety, maintenance and prevention of unlawful tipping, it is understood that the Internal Drainage Board will require the culverting of both the Soak Mere and Crosby Catchwater drains.
- 8.77 In relation to landscaping, the open character of the site will require careful consideration in layout, design and landscape proposals for the site's development.
- 8.78 Housing areas should be interspersed with areas of open space or landscape buffer planting and the western boundary of the site, where it meets the A1077 requires a substantial area of landscaping, incorporating a woodland buffer to protect the housing areas from adverse effects from the road. Such a buffer will also screen the development from the road and the open countryside beyond. A similar buffer is should be provided between the site and the recent retail development to its south as well between the site the Berkeley Industrial Estate to the east, this will ensure that the impact of the adjacent land uses on the proposed development is minimised. Within all buffer zones, opportunities for indigenous tree and shrub planting and habitat creation should be explored.
- 8.79 Developers of the site should prepare an appropriate landscaping scheme to be agreed with North Lincolnshire Council either at planning application stage or through the discharge of planning conditions or obligations.
- 8.80 Developers should demonstrate that environmental issues have been considered and addressed. Any such issues, and appropriate mitigation measures, should be identified prior to



the submission of planning applications, through the Environmental Impact Assessment process.

**Plate 8.9: Example of Landscaping, Open Space and SUDs.**



## **Water and Hydrology**

### *Introduction*

- 8.81 Issues relating to drainage, flood risk and existing watercourses have been touched upon in the previous section. In this section the more detailed requirements in relation to these matters are presented on the basis of up-to-date information.

### *Drainage Systems*

- 8.82 Development of the land north of Doncaster Road will have a significant effect on the drainage system and may require alterations to the Scunthorpe Internal Drainage Board's maintained drains and possibly pumping stations. Developers are therefore advised to consult with the Scunthorpe Internal Drainage Board in developing a solution for the surface water disposal from that part of the site north of the Soak Mere Drain.
- 8.83 Consultation with the Scunthorpe Internal Drainage Board is likely to encourage developers to consider on or/and off-site storage schemes which balance flows to those of greenfield runoff.
- 8.84 That part of the site to the south of the Soak Mere Drain is capable of discharging with unrestricted flows into the Soak Mere Drain. Capacity for this site discharge, including the retail development to the south was included in previous storage enhancement works undertaken by the Internal Drainage Board in 1993.
- 8.85 In line with PPG25 the developers should investigate the potential to incorporate sustainable urban drainage techniques where appropriate within the development.
- 8.86 All developments must be drained by separate foul and surface water systems that fully respect the site's landscape and ecological features. In relation to foul water disposal, developers should consult with Severn Trent to establish suitable points of connection to the public sewer network.
- 8.87 The site lies within flood zone 3 "high risk" of the River Trent and is thus at risk of potential overtopping of the flood defences. The developer will need to undertake a Flood Risk Assessment and incorporate measures which consider this risk and mitigate against it.

## **Public Art**

- 8.88 Public art, increasingly plays a key role in helping to define or create an identity for a town, village, space or development. The Doncaster Road site is located at the western gateway to Scunthorpe and is therefore in an important position in the town. In order to reflect this, a piece of public art should be provided in the vicinity of the site to enhance the gateway to the town. Discussion will need to take place with the Council regarding the exact location of the piece of public art.

## **9.0 IMPLEMENTATION**

- 9.1 In this section of the Brief, the measures to ensure the implementation of development proposals at the site are briefly considered under the following headings:

- Legal Agreements
- Planning Conditions
- Phasing

### **Legal Agreements**

- 9.2 Where appropriate and necessary Section 106 agreements will be used to ensure the bringing forward of the site in general accordance with the principles of this brief and the more detailed Masterplan that is envisaged. This will give legally binding weight to the principles and detail set out in those documents. In line with Local Plan policy, such agreements will also be used to secure developer contributions where necessary.

### **Planning Conditions**

- 9.3 Where the aims of the Brief and Masterplan or other appropriate planning requirements do not need to be included within a Section 106 agreement, they will be regulated through the proper use of planning conditions on the grant of planning permission. In order for development to proceed, it will be necessary for developers of the site to satisfy such conditions.

### **Phasing**

- 9.4 In accordance with national planning policy guidance and best practice guidance, development of the site will be delivered in a logical, managed and phased manner. As indicated in earlier sections planning permission will only be granted for the development of the site when it is needed to meet any shortfall in North Lincolnshire's annual housing output requirements. This is consistent with PPG3 advice which seeks to ensure that new housing is provided in the 'right place' and at the 'right time'
- 9.5 In general terms, development should proceed in a phased manner, extending from adjacent existing or recently commenced/completed development and taking into account the delivery of the necessary access arrangements. Haphazard incremental development will not be permitted.
- 9.6 In the above regard, it is anticipated that the first phase of development will commence on the parcel of land between the recently completed retail development (the Tesco and non-food retail stores) and the southern side of the Soak Mere drain.
- 9.7 As indicated, the phasing programme will also be significantly influenced by the determination of the principal highways access points into the site. It is, therefore, envisaged that a more detailed understanding of the phasing programme of development will be established at the Masterplan stage, following anticipated liaison between the relevant landowners, their representatives and North Lincolnshire Council's Highways Department.
- 9.8 The Masterplan will provide a clear illustration of the overall development of the site. It will provide a basis to determine the appropriate timetable and phasing of associated works and facilities both on and off-site, including:

- landscaping;
- access and road infrastructure;

- drainage and utilities infrastructure;
- public open space (formal and informal);
- affordable housing contributions;
- contributions towards education facilities; and
- contributions towards, or the provision of, other community facilities.

9.9 Planning applications for each phase of housing development, will therefore, be made in accordance with the agreed Masterplan, which will establish the appropriate phasing of development across the entire subject site.

## **NORTH LINCOLNSHIRE COUNCIL CONTACTS**

### **Development Plans**

Iain Cunningham, Senior Planning Officer.....( 01724) 297577

### **Development Control**

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### **Environmental Health – Pollution Team**

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Ian Wicks, Environmental Protection Officer (Noise).....(01724) 297619

### **Open Space**

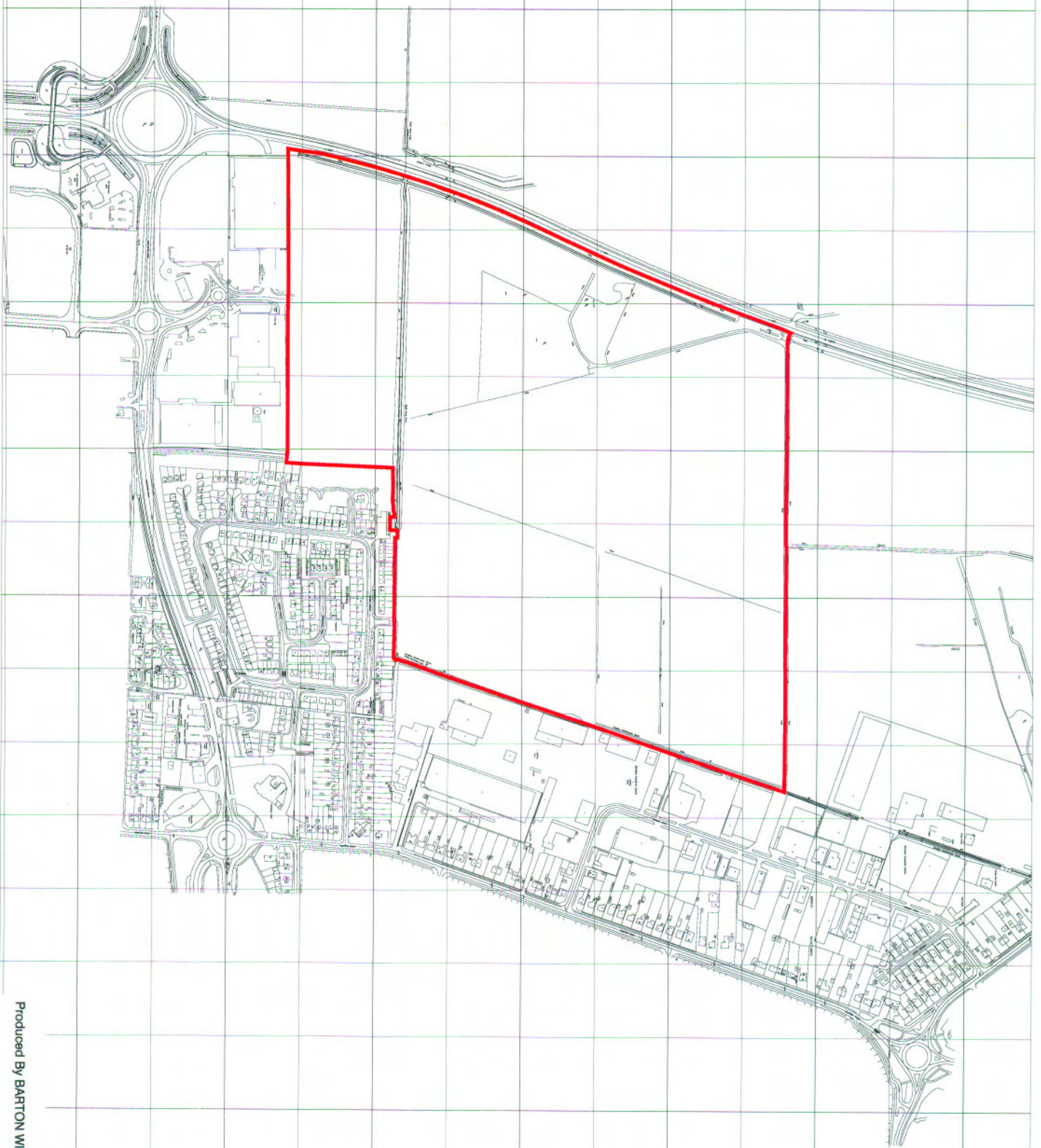
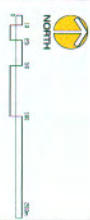
Patric Butler, GIS Officer/POS Co-ordinator.....(01724) 297852

### **Education**

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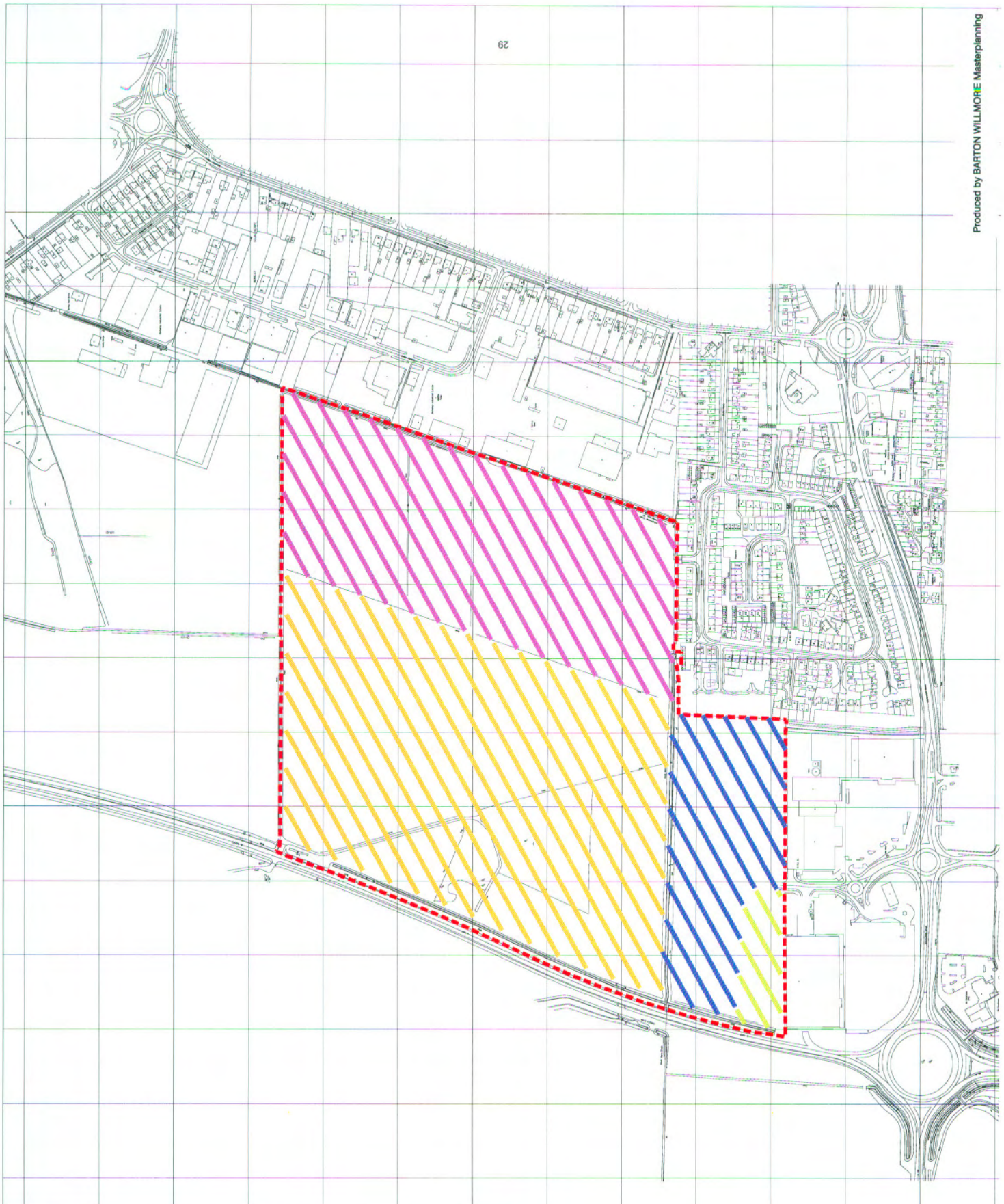
Figure 2

KEY  
Site Boundary



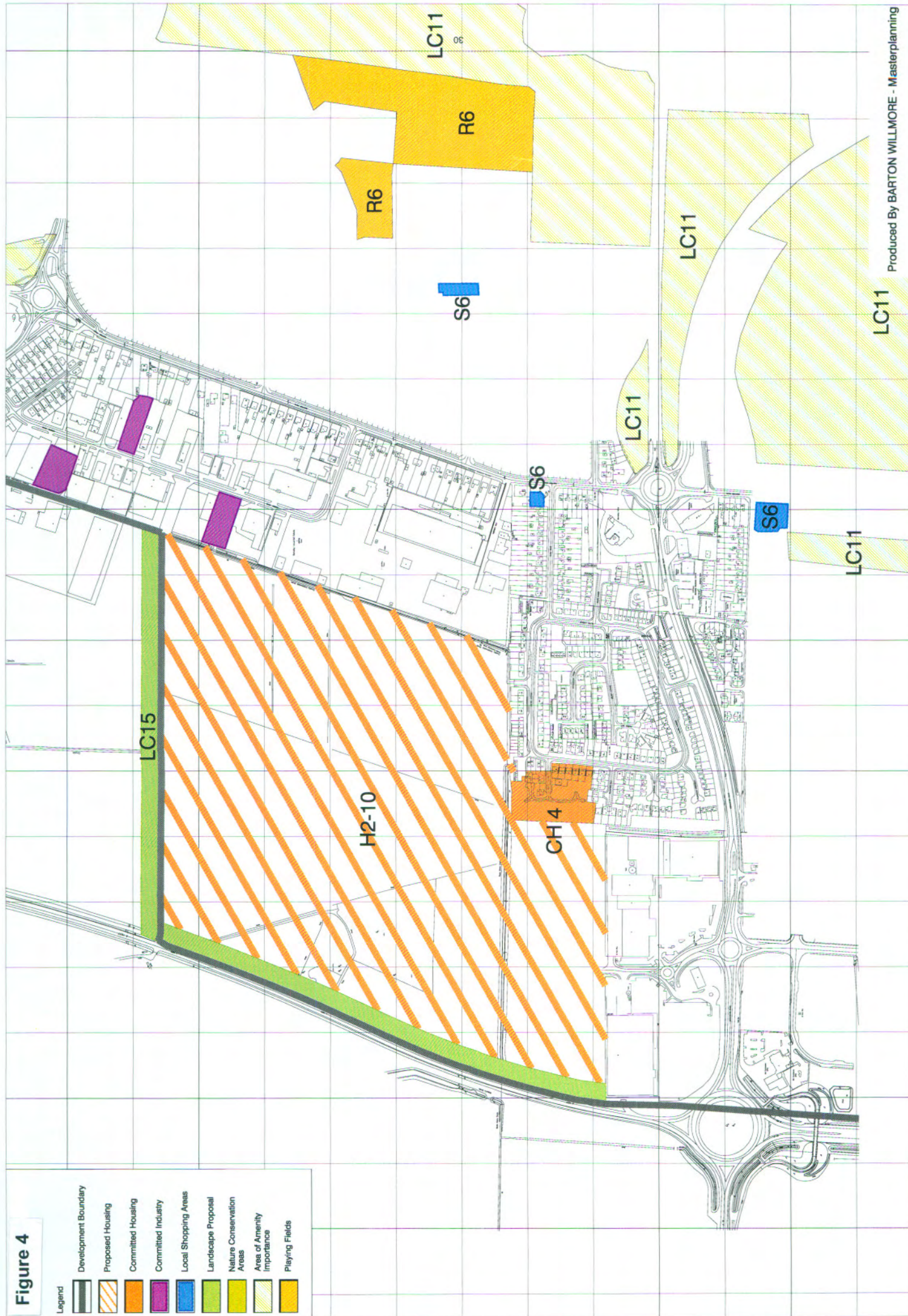
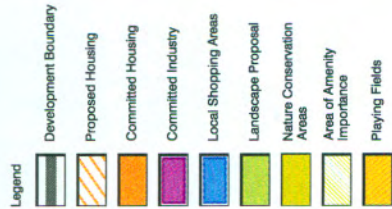


**Figure 3**

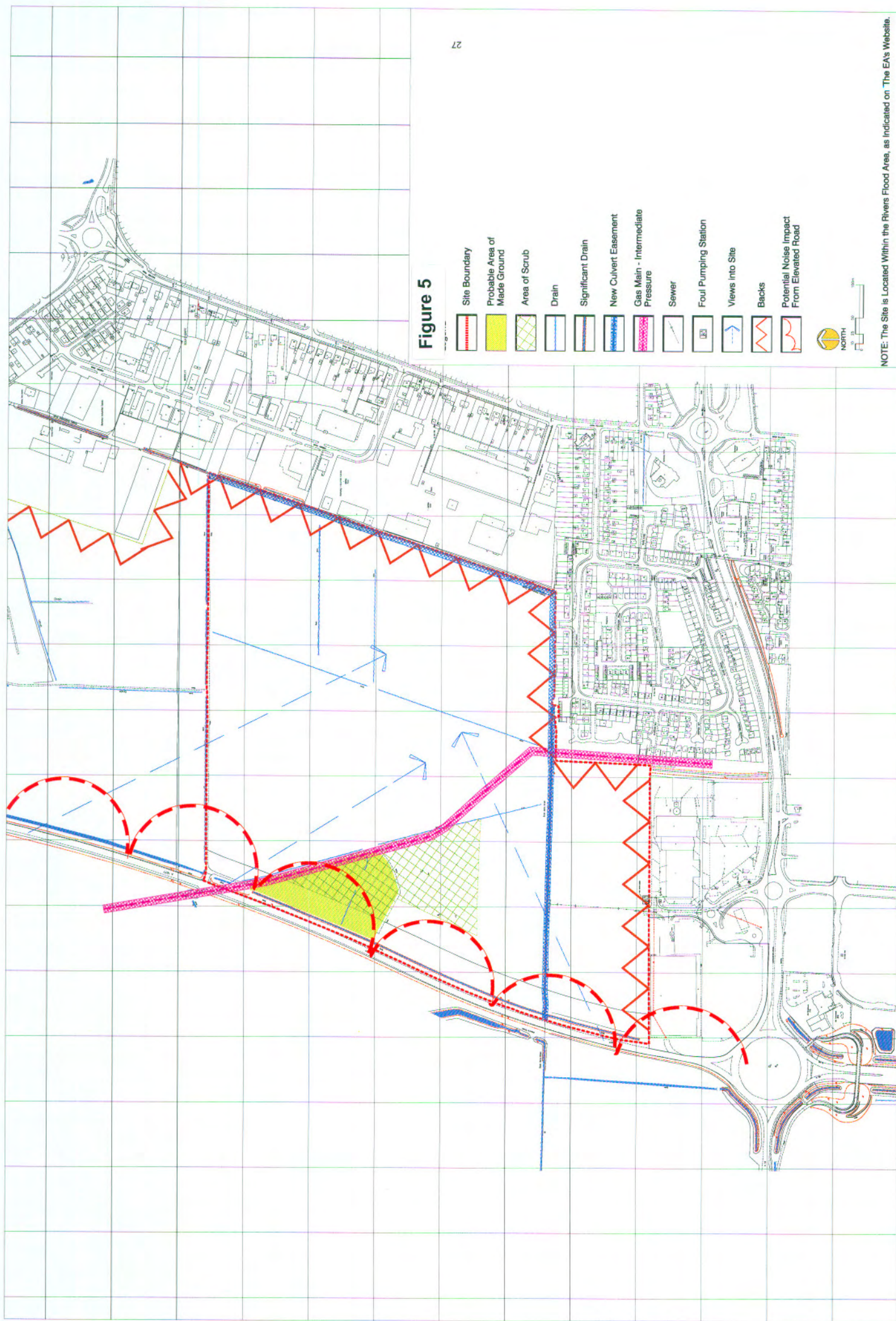




**Figure 4**

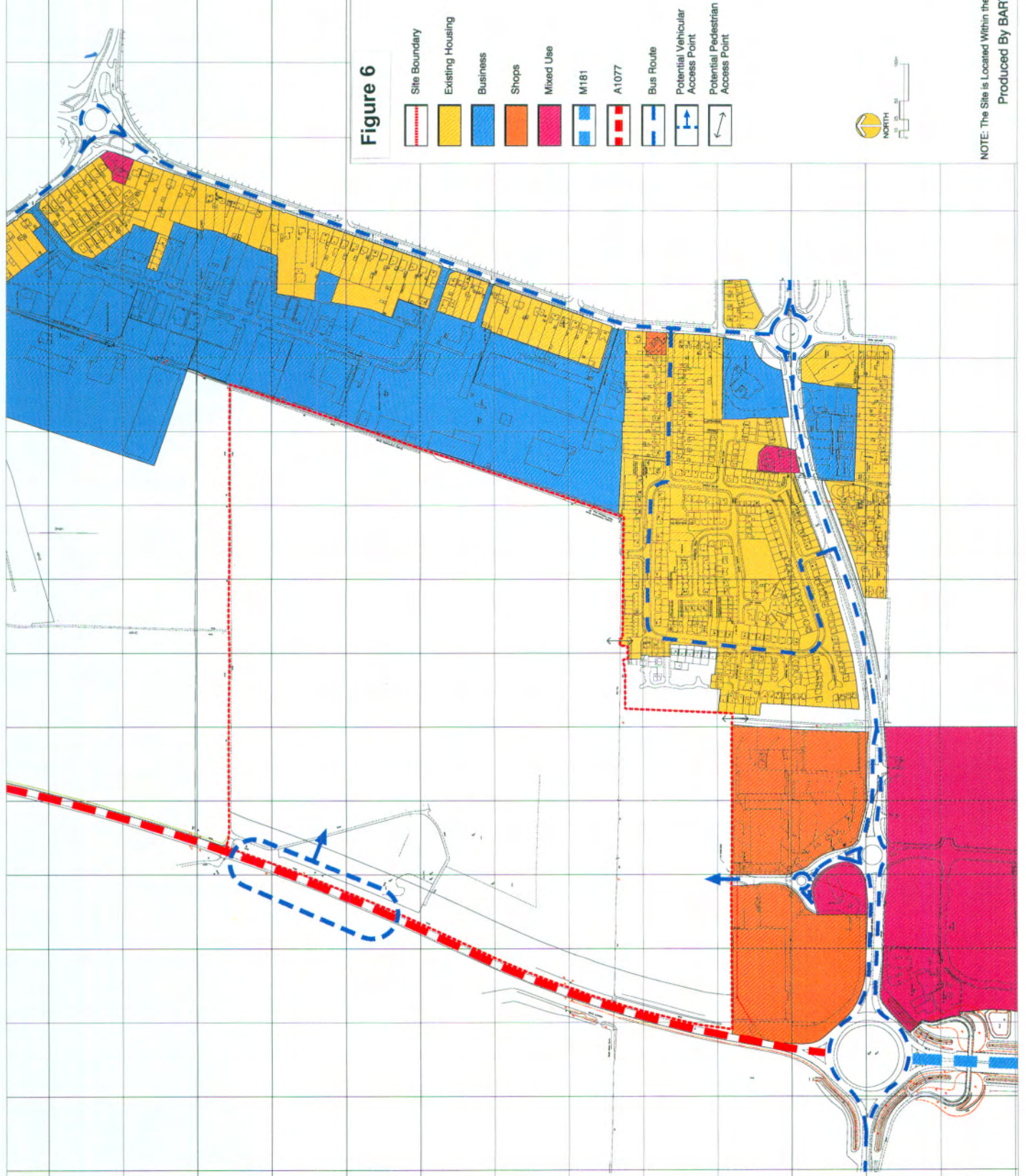






**Figure 5**





NOTE: The Site is Located Within the Rivers Flood Area, as Indicated on The EA's Website.  
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