North Lincolnshire Housing and Employment Land Allocations DPD Examination

Matter 3: Housing Allocations (Kirton in Lindsey)

Written Statement on behalf of Cyden Homes Limited

December 2014



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Written Statement on behalf of Cyden Homes Limited

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1.0 INTRODUCTION

- 1.1 This statement is submitted on behalf of our client Cyden Homes Limited in response to the Inspectors issues and questions.
- 1.2 Cyden Homes controls land at 'Beechcroft', Station Road, Kirton in Lindsey (identified by North Lincolnshire Council ('the Council') as site reference 27-1. The Site was proposed for allocation in an earlier consultation draft of the Housing and Employment Land Allocations ('HELA') DPD. The representations we submitted on behalf of Cyden Homes at the pre-submission stage, in June 2014, set out the legal and procedural failures of the plan regarding the allocation of housing land at Kirton in Lindsey proposed through the HELA DPD. The grounds for revising the proposed housing allocation site at Kirton in Lindsey were unfounded without any robust evidence base, in fact no evidence whatsoever.
- 1.3 Furthermore, the Council has a record of significant under-delivery of housing since 2009/10, and earlier. This, coupled with highly optimistic assumptions made by the Council regarding forecast delivery rates expected from the identified supply of housing sites, represents a significant failure against the requirements of the National Planning Policy Framework (NPPF) and the Planning Practice Guidance (PPG).
- 1.4 It is clear that there is a substantial shortfall which urgently needs to be addressed, alongside meeting the 'base' Core Strategy housing requirement. Instead, the HELA DPD seeks to constrain housing land supply instead of boosting significantly the supply to resolve the wholly unacceptable position on housing delivery in North Lincolnshire.
- 1.5 For the reasons we have set out in our previous representations and, as discussed further in our Examination submissions, the HELA DPD is not legally compliant and is unsound. Where appropriate we have recommended proposed modifications to address the issues raised in our submissions.

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2.0 HOUSING ALLOCATIONS

Kirton in Lindsey Site

Land West of Station Road (KIRH-1)

Legal Failures

- 2.1 The proposed allocation of the KIRH-1 site is founded upon a flawed SEA/SA process, as we have explained in the representations submitted on behalf of Cyden Homes Limited at the pre-submission consultation in June 2014. For convenience, a copy of our representations is provided at **Appendix 1**.
- 2.2 We note that the promoters of the KIRH-1 site in their pre-submission representations also identified the site selection process as being "unpredictable" and that "errors have been previously made". We agree with this assessment of the process for identifying land for housing at Kirton in Lindsey.
- 2.3 In our view, a further legal failure is the absence of a sustainability appraisal of both KIRH-1 and land at Beechcroft, East of Station Road (27-1), which is a "reasonable alternative" option which ought to be assessed. As explained below, the capacity of the KIRH-1 site is unrealistic and will not provide sufficient housing to meet the Council's target for Kirton in Lindsey (nor assist in resolving the significant five year housing supply shortfall). The Council's SEA/SA has not taken into account these factors and the adverse impacts which arise from restricting the housing land supply including the allocation of the Beechcroft site at Kirton in Lindsey.

Soundness Failures

- 2.4 The evidence base supporting the selection is inadequate and does not provide a robust basis for demonstrating that the selection of KIRH-1 is sound (it is not "justified" and potentially not "effective").
- 2.5 We note that the promoter of the KIRH-1 site has confirmed that the Council's estimated capacity of 100 dwellings should be treated as an "absolute maximum". This concurs with our own view that the KIRH-1 site is highly unlikely to achieve this high

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density scheme and taking account of constraints. In conclusion, the KIRH-1 site on its own will not satisfy the target set by the Council for Kirton in Lindsey.

- 2.6 Furthermore, there is no evidence that the KIRH-1 site is deliverable. The site is promoted on behalf of the landowner and does not appear to have a developer involved. There is no evidence or indication presented by the promoter or the Council that a planning application is being prepared. We therefore conclude that the site is not deliverable and could not contribute towards meeting the significant five year housing supply shortfall identified within our response to Matter 2.
- 2.7 In conclusion, the proposals for Kirton in Lindsey in the HELA DPD are unsound it has not been "positively prepared" and are not "justified".

Committed Sites

- 2.8 The HELA DPD includes two "committed sites" at Kirton in Lindsey with a combined capacity of 73 dwellings (HELA DPD; paragraph 3.313).
- 2.9 The first, North of Spa Hill, lies immediately to the east of the Beechcroft site controlled by Cyden Homes. The Spa Hill site is substantially complete albeit expected to deliver approximately 5 dwellings per annum up to 2019. As set out in our pre-submission representations (**Appendix 1**) this site provides some 'containment' of the Beechcroft site as forming part of the envelope of the settlement. As such, the Beechcroft site is considered to make very little if any contribution to the wider landscape.
- 2.10 The second committed site, at Gleadells Mill, Station Road, lies approximately 100m north of the Beechcroft site. We note that planning permission was first granted to redevelop this site in 2007 and this permission was renewed in 2010. The permission has since lapsed.
- 2.11 In November 2014, an application for prior approval for the demolition of the Gleadell Mill has been submitted to the Council. No planning application for residential development has been submitted and we therefore challenge whether the site is deliverable or developable for housing. As set out in our revised housing trajectory within our submission to Matter 2, there is no reasonable prospect that this site will contribute towards the five year supply (the Council estimates 10 dwellings per annum

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with first completions by the end of March 2015). The HELA DPD is there unsound and fails to satisfy the requirement of the NPPF (paragraph 47).

2.12 Taking the above into account, this further reduces the realistic supply of housing at Kirton in Lindsey, strengthening the need for the Beechcroft site to be reintroduced to the HELA DPD.

Kirton in Lindsey Area Omission Sites

- 2.13 The Beechcroft site, opposite to the proposed KIRH-1 site, was previously proposed by the Council as the housing allocation at Kirton in Lindsey within the HELA DPD. The reasons given by the Council for replacing the Beechcroft site at the pre-submission stage are without basis and there is no robust evidence to justify that decision.
- 2.14 We have raised the concerns with officers and sought to agree a Statement of Common Ground (SoCG) relating to the issues raised in our pre-submission representations. This request for to agree a SoCG was turned down, however, we provide a copy of correspondence with officers confirming that there are no grounds for the site being considered unsuitable for housing on the basis of flood risk (see **Appendix 2**).
- 2.15 The Beechcroft site is considered to have capacity for approximately 45 high quality new homes, with a mix of sizes and tenures. The site is promoted by Cyden Homes, a locally-based housebuilder, with a commitment to deliver in the short term. Prior to the publication of the pre-submission HELA DPD which removed the site's proposed allocation, Cyden Homes had intended to begin preparing a planning application and commence construction at the earliest opportunity.
- 2.16 The Beechcroft site is considered to be more suitable for housing development than the KIRH-1 site:
 - The site in better integrated with the northern edge of the settlement and could benefit from better pedestrian and cycle connectivity, through the Spa Hill development;
 - It is not adversely affected by noise associated with the railway line which could constrain the capacity of the site;
 - Does not adjoin commercial/industrial uses which could impact upon the amenity of future residents.

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- 2.17 The development of the Beechcroft site represents "sustainable development". No significant adverse impacts associated with the proposed development at Beechcroft would arise. Furthermore, the contribution which the site could make towards addressing the significant five year housing supply shortfall and to ensure future supply at Kirton in Lindsey meets the Council's own target, in addition to other potential benefits, clearly indicates that the site should be included within the HELA DPD.
- 2.18 In the absence of the Beechcroft site being reinstated as a housing allocation, we conclude that the HELA DPD is unsound it has not been positively prepared and is not justified, effective or consistent with national policy (in addition to the legal failures identified above). We therefore seek modifications to the HELA DPD to include the Beechcroft site as an allocation at Kirton in Lindsey.

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BY EMAIL AND POST: spatial.planning@northlincs.gov.uk

23638/A3/MK/ef

6th June, 2014

Dear Sir/Madam,

RE: NORTH LINCOLNSHIRE HOUSING AND EMPLOYMENT LAND ALLOCATIONS DEVELOPMENT PLAN DOCUMENT 'REVISED SUBMISSION DRAFT' (APRIL 2014): REPRESENTATIONS SUBMITTED ON BEHALF OF CYDEN HOMES LIMITED

Introduction

We write on behalf of Cyden Homes Limited in response to North Lincolnshire Council's consultation on the Housing and Employment Land Allocations Development Plan Document ('HELA') Revised Submission Draft.

Cyden Homes control land at Beechcroft, Station Road, Kirton in Lindsey (hereafter referred to as "the site") which has previously been proposed by the Council as an allocation for new housing. The Council's site reference is 27-1 and is also identified within the Council's Strategic Housing Land Availability Assessment (SHLAA) April 2014. Relevant extracts from the SHLAA are attached as **Appendix 1** which concludes that the site is suitable, available and achievable for new housing.

Overview

In summary, we object to the HELA document on the grounds that it fails to be legally compliant and is unsound.

Firstly, with regards to legal compliance, the proposals for new housing allocation at Kirton in Lindsey contained within the HELA is not supported by an adequate strategic environmental assessment / sustainability appraisal process.

Secondly, the selection of the now proposed allocation of land at Station Road set out in draft policy KIRH-1 is not justified and therefore this element of the HELA document is unsound.

The following representations explain in detail the failures summarised above. Where appropriate, modifications to the HELA document which could address the issues raised are recommended.



Response to Kirton in Lindsey Policy KIRH-1

We turn first to review the process for preparing the HELA document and proposals for new housing development at Kirton in Lindsey which the Council has included at each stage of the process.

In October 2007 the Council published an Issues and Options draft HELA document. This site was originally identified in this version of the document as a reasonable alternative option alongside other potential opportunities. An extract of the Policies Map for Kirton in Lindsey included in this document is provided at **Appendix 2**.

In November 2010, the site was proposed for allocation in the 'Submission Draft' HELA document. Policy KIRH-1 of the document set out that the site was considered to have capacity for 84 dwellings and included criteria for future development proposals. A copy of this version of Policy KIRH-1 is provided at **Appendix 3**.

In particular, we note that the Submission Draft version of the HELA included the following summary of the site and its suitability for new housing development:

"This site is currently available for development. The surrounding residential uses and close proximity to the centre of Kirton in Lindsey and local services makes this a suitable site for residential development... The location of the vehicle access point will need to be agreed with the local Highways Authority. The site is in walking distance from the district centre and local services. The site lies within Flood Zone 1... Anglian Water has stated that capacity is available in the water treatment works and water supply network to cater for this development." (paragraphs 2.164-2.167)

Importantly, no additional sites for new housing development were proposed for allocation in this version of the HELA other than the site at Beechcroft.

Following the November 2010 HELA consultation, a consultation summary report was produced by the Council. Relevant extracts of this report are provided at **Appendix 4**. In particular, the report notes that objections to the proposed allocation of the site were made on behalf of those promoting other sites. Specifically, the report notes that the site was considered unsuitable by objectors with the following issues raised:

- It is located within an area of high landscape value
- It is subject to localised flooding
- Has issues with the access position
- Is not within easy reach of local schools.
- In addition to the above, the report notes that objections pointed toward "an abundance of wildlife" within the site which could constrain development for housing.

As we gone to explain, all of the above issues raised are without basis. Disappointingly, the Council has not invited our client to submit any further information to respond to the objections made, seemingly, by those promoting competing sites. The Council's acceptance of these arguments is cause for concern and does not suggest a robust assessment of the Beechcroft site has been undertaken.

We wish to take this opportunity to respond to the issues summarised above and confirm to the Council that the site at Beechcroft is the most suitable for new housing at Kirton in Lindsey when considered against all reasonable alternatives, as was established by the Council through the November 2010 Submission Draft HELA.

Landscape

With regard to landscape and visual impact, we note that policy LC8: Areas of High Landscape Value of the North Lincolnshire Local Plan (adopted May 2003) was not 'saved' by the direction issued by the Secretary of State in September 2007. It therefore does not form part of the development plan. Furthermore, any such local landscape policy would not comply with the National Planning Policy Framework (NPPF). This policy designation can therefore be afforded no weight in assessing the site.

Neither the Council's SHLAA (April 2014) or the Council's sustainability appraisal of the site published in November 2010 identify landscape and visual impact as a constraint to the development of our client's site.

It is also worth noting that the area previously designated as local landscape extended to the northern edge of Kirton in Lindsey. The allocation of land at Spa Mill within the adopted Local Plan, which benefits from planning permission, extends built development into this area. This development will provide further containment of the land at Beechcroft and diminish any contribution made by the site to the attractiveness of the wider local landscape setting.

We therefore conclude that this ground for objection is unjustified and should not be given weight in assessing the site's suitability for housing development.

Flood Risk and Drainage

The Council has previously confirmed that it does not consider the site to be at risk of flooding. Any flood events recorded which may have affected the site have been accepted by the Council as the result of temporary failures in foul drainage infrastructure caused by construction of the "Truelove development". Similarly, improvements to drainage channels along Station Road were recognised as mitigating any future risk of similar flood events occurring.

The site is located within Flood Zone 1 and should therefore be considered sequentially preferable for housing development. There is no identified risk of surface water flooding and we confirm any development proposals would incorporate sustainable urban drainage systems to manage surface water run-off, in accordance with the NPPF and associated technical guidance.

A copy of a Preliminary Flood Risk Assessment is attached at **Appendix 5**. In conclusion, there is no reasonable basis for dismissing the site on flood risk grounds.

Access and Accessibility

As noted above, the Submission Draft HELA document (November 2010) states that the site is in "close proximity to the centre of Kirton in Lindsey and local services". The Council's SHLAA (April 2014) supplements this by stating that the site benefits from "good pedestrian links to local services and Kirton in Lindsey town centre".

Both Kirton Lindsey Primary School and Huntcliffe Secondary School are within a reasonable walking distance of the site and equal to or better than the Station Road site now proposed in Policy KIRH-1.

In terms of site access, a Highways Technical Note prepared by Cyden Homes Ltd is attached at **Appendix 6**. This confirms that the proposed development of 50 dwellings would comply with the North Lincolnshire Design Code for Residential Roads (NLRRDG) and easily achieve standards required by Manual for Streets. Further discussion with the local highway authority would consider the scope for any increase in the quantum of development which could be acceptable in highway terms.

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Ecology

An ecological appraisal of the site is currently being undertaken and will be reported to the Council in due course. It is anticipated that this will confirm the site is suitable for development subject to any mitigation measures which may be identified.

Deliverability

Our client is committed to bringing forward the site for housing development with an early prospect for a planning application being advanced. The site is considered to have capacity for approximately 50 dwellings subject to more detailed assessment and consultation with the local community.

Strategic Environmental Assessment / Sustainability Appraisal Process

We find that the Council's process for selecting the proposed allocation of the Station Road site is not supported by a robust SA. The SA document should inter alia include a comparative assessment of sites. There is no proper audit trail or robust evidence to justify the decision taken to remove our client's site and select an alternative for allocation.

Overall, we consider the Kirton in Lindsey section of the Revised Submission HELA document to be legally flawed and unsound.

Conclusions and Recommendations

Taking all of the above into account, we conclude that the Council's grounds for withdrawing the proposed allocation of the site are not justified by robust evidence. Instead, it appears to be based upon unsubstantiated assertions presented by the promoters of competing sites and does not support the selection of an alternative, in this case, the Station Road site proposed in Policy KIRH-1 of the Revised Submission HELA document.

We have demonstrated above that all of the issues identified in the Council's consultation summary report (**Appendix 4**) are unfounded and that the site is in fact suitable for housing development.

Against this background, we set out below the recommended changes which ought to be made to the HELA document to address our objections.

The proposed allocation of Station Road should be replaced with land at Beechcroft, as was proposed in the previous Submission Draft HELA (November 2010).

Alternatively, the Station Road site could be included in addition to land at Beechcroft. This approach could be justified having regard to the following:

- a) Taking a realistic view of the development capacity of both sites. We note that the Policy KIRH-1 estimates the capacity of the Station Road site to be approximately 100 dwellings, assuming that the entire site is developed at 35 dwellings per hectare (dph). No net to gross density ratio has been applied nor have any site constraints been taken into account, for example, noise and vibration associated with the railway line. Therefore both sites will likely be required to meet the Council's target of approximately 100 dwellings.
- b) The Council's record of persistent under delivery of housing as evidenced by statistics published by DCLG. These show that the Council has failed to meet its annual housing requirement since 2010, with average annual completions of 312 dpa (approx.), less than 50% of the annual requirement. As a result, this persistent under-delivery results in a cumulative shortfall of 2,210 dwellings since 2010 (see **Appendix 7**).

6th June, 2014

Clearly, there must be a limited prospect for this shortfall being addressed within the next 5 years, or indeed within the plan period to 2026, without additional sites being added to the supply. In this regard, further consideration ought to be given to sites with developers actively seeking to bring forward development 'immediately', such as our client's commitment for land at Beechcroft.

In conclusion, the Beechcroft site should be included within the final HELA document submitted to the Secretary of State, in preference to or in addition to any other site(s) at Kirton in Lindsey.

We confirm that we wish to reserve our right to participate in the Examination on behalf of our client.

We trust that the above representations will be of assistance to officers in finalising the HELA document. We would welcome an opportunity to meet with officers to discuss our comments in more detail should you require any further information or have any questions.

Yours faithfully,

MICHAEL KNOTT

Associate

Enc.

cc. A Burling

D Logan

Cyden Homes Ltd (w/enc)

Cyden Homes Ltd (w/enc)

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Appendix 1

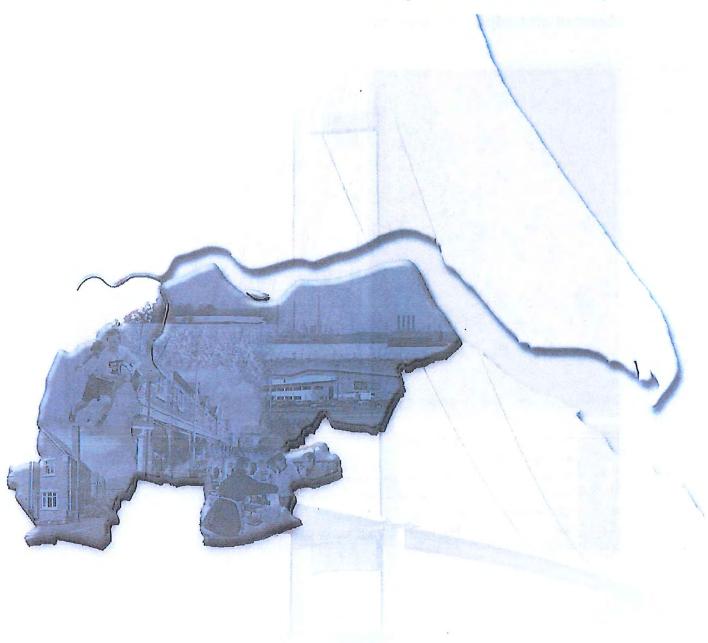
Extracts from North Lincolnshire Council's Strategic Housing

Land Availability Assessment (SHLAA) April 2014



North Lincolnshire Local Development Framework

People · Places · Spaces



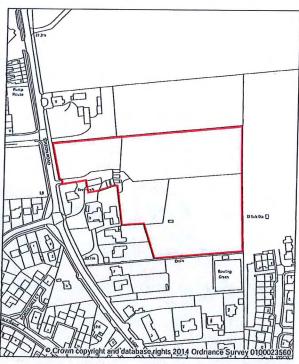
Strategic Housing Land Availability Assessment Review
April 2014





Land at and adjoining Beechcroft, Station Road (27-1)

Settlement	Kirton in Lindsey
Site Reference	27-1
Site Address	Land at and adjoining Beechcroft, Station Road
Site Area (Ha)	2.33
Existing Land Use (s)	Agricultural land
Site and Surrounding Description	The site is agricultural land and is located within an existing residential area
Land Class	A mixture of brownfield and greenfield
Future Use	Residential
Future Yield/ Density Options	77 dwellings at 35 dph .
Vehicular Access Options	Access from Station Road
Pedestrians/ Cycle Options	Good pedestrion links to local services and Kirton in Lindsey Jown centre



	Ownership	Single ownership	
	Owner/ Agent Promotion	Owner	
straints	Infrastructure/ Utilities	A clean water supply can be made available to the site	
長	Access	Access from Station Road	
onstraints	Legal/ Covenants	No known issues	
9	Other	N/A	
	Phasing	After 2019	

		Market Appraisal/ Competing Potential Uses	There are no known higher	value uses competing for the site that would make housing less viable					
		Planning Obligations							
		Demolition	No known issues						
9.0		Ground Conditions	Possible drainage issues						
2		Contamination	Possible contamination issues. A full contamination survey will be required.						
Viability	Site Preparation Cost	Flood Risk Mitigation	 The site is within SFRA Flood Risk Zone 1. All land uses are suitable in flooding terms, but development must take into account other sources of flooding (in addition to fluvial) and whether it will result in flooding elsewhere. As the site measures more than 1Ha a Flood Risk Assessment should be undertaken. This should include consideration of Sustainable Urban Drainage Systems and how the layout and form of development can reduce the overall level of Flood Risk. 						
	is	Olher	 The site requires an archaeological assessment and field evaluation to be submitted with a planning application The site will require an ecological survey to be submitted with a planning application. Miligalia and biodiversity enhancement may be required. 						
		Application	No current applications						
		Current Local Plan Designation/ Area Based Policy	The site lies outside the development	opment limit of Kirton in Lindsey (RD2)					
	A	Other Development Studies	None						
	Planning History	Other Plans/Strategies/ Assessments	None						
ity	nin	Tree Preservation Orders	None						
Suitability	Pla	Other Constraints and Opportunities	None						
Sı		Vehicular Access/Traffic Generation	 The access should be des a roundabout. 	novements and the access position have been raised. igned so to also accommodate access to site 27 – 13, for example via ents to Station Road may be required.					
	Accessibility	9/10*	Primary School Secondary School Railway Station GP Surgery Bus Stop	1 Town Centre 1 1 Local Stores 1 0 Supermarket 1 1 Footpath/Cyclepath 1 1 Employment Area 1					

Summary

The site has a positive score for accessibility to jobs, shops and services, therefore residents are considered to be able to access local services by non-car modes of transport.

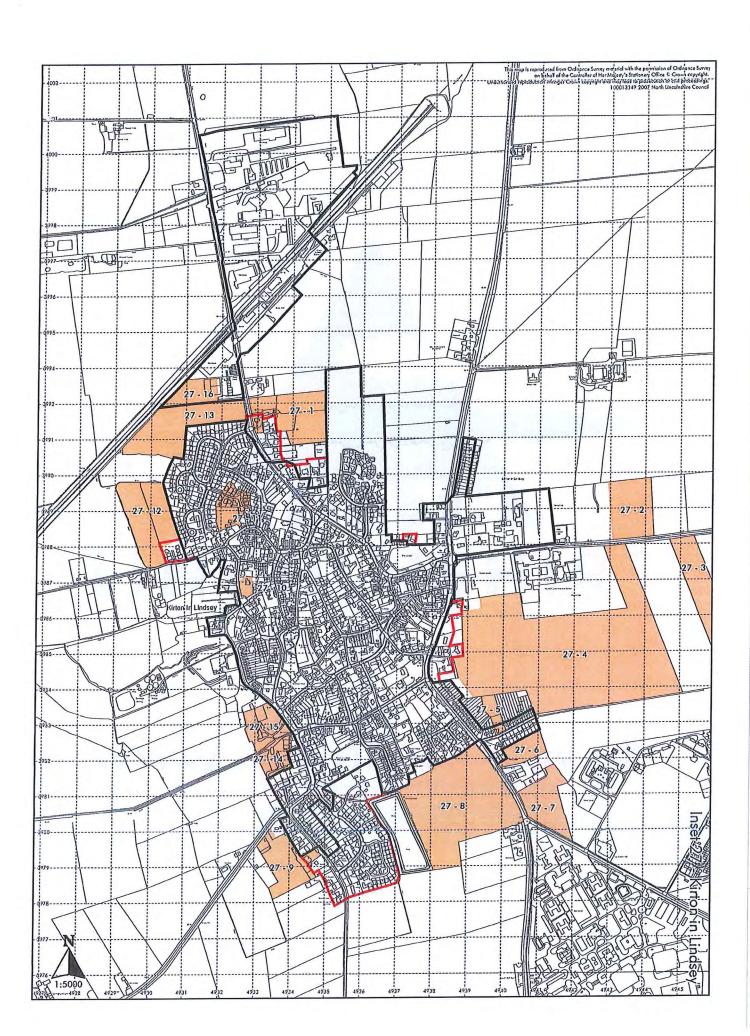
Constraints that will need to be addressed before any development takes place:

- Possible drainage issues
- Possible contamination issues from previous use.

^{*} The site has been assessed against the North Lincolnshire Accessibility Criteria set out in Toble 4.1 (Stage 4). If the site meets the criteria it scores 1 point otherwise no points are awarded. The site must score 1 point for proximity to a bus stop or railway station to be included in the SHLAA.

Appendix 2

Extract of HELA Issues and Options Draft
Policies Map for Kirton in Lindsey



Appendix 3

Draft Policy KIRH-1 Submission HELA November 2010

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KIRH-1 Land at and adjoining Beechcroft, Station Road (Former reference number 27-1)



Context

2.163 The land at and adjoining Beechcroft is a mixture of greenfield and previously developed land adjacent to an existing residential area to the east of Station Road. The site is located outside the development limit of Kirton in Lindsey within the open countryside and lies within Flood Zone 1.

Proposed Development

2.164 This site is currently available for development. The surrounding residential uses and close proximity to the centre of Kirton in Lindsey and local services makes this a suitable site for residential development. The density of development within this locality indicates that 84 dwellings can be delivered on this site. Affordable housing provision will be expected on site and a mixture of housing types should be provided, reflecting the findings of the North Lincolnshire Strategic Housing Market Assessment Market Review 2008.

- 2.165 Highway access to the site is off Station Road and could possibly be linked into the adjoining development PA/1999/0920. The location of the vehicle access point will need to be agreed with the local Highways Authority. The site is in walking distance from the district centre and local services.
- 2.166 The site lies within Flood Zone 1. As the site measures more than 1 ha a Flood Risk Assessment is required. This should include consideration of Sustainable Urban Drainage Systems and how the layout and form of development can reduce the overall level of flood risk.
- 2.167 Anglian Water has stated that capacity is available in the water treatment works and water supply network to cater for this development.

Policy KIRH-1

Land at and adjoining Beechcroft, Station Road (2.33 ha) is allocated for housing (84 dwellings). The site will be developed in accordance with the following site specific criteria:

- A mix of housing size and tenure should be provided on the site and developed at approximately 40 dwellings per hectare.
- Affordable housing provision will be negotiated at the time of the planning application, having regard to any abnormal costs, economic viability and other requirements associated with the development and in accordance with Core Strategy Policy CS9.
- Vehicular access points to the site will need to be agreed with the Highway Authority.
- Good footpath and cycle provision should be provided throughout the site, linking the development with the district centre, residential area and wider rights of way network.
- A Transport Assessment will be required to demonstrate that the development will have no adverse impacts on the highway network.
- Possible drainage issues on the site need to be addressed.
- A Flood Risk Assessment should be prepared as part of the application process to assess and mitigate the risk of flooding from surface water drainage. Where practical Sustainable Urban Drainage Systems should be incorporated into the development.
- Contaminated Land Survey may be required.
- Design must be in accordance with Core Strategy Policy CS5.

Implementation

2.168 Development of Policy KIRH-1 is to be brought forward by the developer. The delivery of the site is expected in the mid to later phase of the plan period (2016-2026).

Committed sites

2.169 In addition to the new housing sites proposed in this DPD, there are a number of other sites that are either under construction or have planning permission, which will play an important role in delivering North Lincolnshire's housing requirements over the coming years. Such sites are commonly referred to as being "committed" sites. In Kirton in Lindsey, there are a total of four "committed" housing sites which will supply a total of 168 dwellings. The table below lists these sites:

Site Ref	Address	Area (Ha)	Number of Dwellings	Land Class	
PA/1999/0920	Spa Hill	4.20	72	Greenfield	
PA/2006/0464	Gleadells Mill Station Road	0.50	50	Brownfield	
PA/2007/0220 and PA/2007/0221	Land off Redbourne Mere	1.30	36	Brownfield	
PA/2007/1405	41-43 South Cliff Road	0.31	10	Brownfield	

Appendix 4

Extracts from North Lincolnshire Council's HELA

Consultation Summary Report

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Introduction

- 3.103 In Kirton in Lindsey, one site was put forward in the Submission Consultation document as potential options for future housing development. This site was:
 - KIRH-1: Land at and adjoining Beechcroft, Station Road (Former reference number 27-1) covering 2.33
 ha. The land at and adjoining Beechcroft is a mixture of greenfield and previously developed land adjacent
 to an existing residential area to the east of Station Road. The site is located outside the development
 limit of Kirton in Lindsey within the open countryside and lies within Flood Zone 1.

Consultation

3.104 During the Submission Consultation the proposed housing site in Kirton in Lindsey attracted a total of 6 representations from 5 groups, individuals and organisations. Of these representations, one was more general in focus. The overall breakdown of representations received for the site is shown below.

Table 3.7: Kirton in Lindsey Housing – Summary of Responses										
	Do you consider the DPD is legally compliant?			Do you consider the DPD is sound?			Do you consider the DPD is unsound because it is not			
Site	Yes	No	Not Specified	Yes	No	Not Specified	Justified	Effective	Consistent with National Policy	
KIRH-1	2	1	2	0	3	2	0	2	1	
General	1	0	0	0	1	0	0	1	0	

Issues Raised By Representations

KIRH-1: Land at and adjoining Beechcroft, Station Road (Former reference number 27-1)

- 3.105 The key Issues raised in relation to this were potential housing densities, habitats/species protection, the status of the Regional Spatial Strategy, the suitability of alternative sites, impact on neighbouring properties and deliverability. There was support for the proposed allocation as it was immediately adjacent to existing development and could accommodate the future growth of Kirton in Lindsey without creating a large extension into the countryside. It was viewed as a logical "solution" to housing delivery in this settlement.
- 3.106 The proposed housing density criteria set out in the policy of approximately 40 dwellings per hectare was supported. However, it was felt that more flexibility should be allowed to take account of local market conditions and local housing needs when at the time planning applications are submitted for consideration, which could mean densities of less than 40 dwellings per hectare. It was considered that the policy should be amended to reflect this.
- 3.107 It was suggested that the policy should be strengthened by including a requirement for an ecological survey to be undertaken to determine whether the site has any important or protected habitats and species present before development takes place. It was considered that any important habitats and species found on site should be protected and any adverse effects mitigated against. It was felt that if it was not possible to mitigate against any adverse effects then the site should not be granted planning permission.
- 3.108 The status of the Regional Spatial Strategy and its potential revocation was highlighted. It was felt that the document as drafted was incorrect. Concerns were raised at the change of use of this site from a paddock and copse acreage and the fact that the site is vulnerable to flooding and regularly has saturated ground. This site was deemed unsuitable for housing due to these reasons and that there is an abundance of wildlife to the rear of the site.
- 3.109 It was suggested that a other sites within Kirton in Lindsey would be more suitable for residential development than site KIRH-1, which was considered to be unsuitable as it is within an area of high landscape value, the subject of localised flooding, has issues with the access position and is not within easy reach of local schools. The alternative sites put forward were those previously known as sites 27-6 and 27-9 in the Issues & Options version of the DPD as they do not suffer from similar constraints.

3.110 A further alternative site was put forward to be included with document, either instead or alongside site KIRH
1. As mentioned above, the proposed site is not felt to be the best available within Kirton in Lindsey due to landscape and flooding issues. Surface water run off was considered to be a major issue with the site and it had not been addressed. It was viewed that even if it could be managed it will require significant engineering works and infrastructure costs to deal with it before it can go into the local drainage network. It was suggested that the site known as 27-13 in previous versions of the DPD should be reinstated as a preferred site as drainage issues have been addressed and largely discounted by further investigation, thus making the site suitable for development.

General Comments

3.111 The general comment received focussed on the level of provision to ensure the delivery of the planning housing growth for Kirton in Lindsey. It was felt that by allocating a single site in addition to existing commitments would not allow this to occur. There were concerns that existing commitments would not come forward and as such the additional new site provision would be needed. Two of the existing commitments were highlighted as having problems with delivery. Accordingly, it was considered that the document did not contain sufficient contingency to cater for this eventuality, and was therefore unsound.

Alternative/Additional Sites

- 3.112 During the consultation period, a number of proposals for additional/alternative sites were put forward. Several of these were included in previous versions of the DPD.
 - Land at Park Farm, South Cliff Road previously known as site 27-6 in the Issues & Options version of the DPD. This site is felt to be suitable as it does not have same landscape, flood risk and access constraints as site KIRH-1.
 - Land at Gainsborough Road/Grayingham Road previously known as site 27-9 in the Issues & Options
 version of the DPD. This site is felt to be suitable as it does not have same landscape, flood risk and access
 constraints as site KIRH-1.
 - Land to the west of Station Road previously known as site 27-13 in the Issues & Options and Pre-Submission Consultation – Second Stage versions of the DPD. This is felt to be more suitable than site KIRH-1 as all issues relating to drainage and flood risk have been identified and overcome.

Appendix 5

Preliminary Flood Risk Assessment for Land at

Beechcroft, Kirton in Lindsey

PRELIMINARY FLOOD RISK ASSESSMENT FOR LAND ADJACENT TO BEECHCROFT, STATION ROAD, KIRTON IN LINDSEY, DN21 4BB

RM ASSOCIATES

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Version 1 June 2014

PRELIMINARY FLOOD RISK ASSESSMENT FOR LAND ADJACENT TO BEECHCROFT, STATION ROAD, KIRTON IN LINDSEY, DN21 4BB

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Topography and Site Layout.

The site is situated at land to the east of Station Road and adjacent to existing residential development and close to the centre of Kirton in Lindsey as shown on the location plan. It consists of an 'L' shaped parcel of land amounting to 2.492 Hectares or thereabouts. **Plan 1**

The majority of the land is a Greenfield site, has an approximate 42m width fronting Station Road and an approximate 235m length. The site has a constant fall across it from east to west and is generally level from north to south. Levels at the eastern end of the site are in the region of 30mODN and levels at the western end of the site adjacent Station Road are in the region of 20mODN.

The National Grid Reference for the centre of the site is SK 93434 99189.

2 Flood Risk

The National Planning Policy Framework Technical Guidance (NPPF TG) defines three levels of flood risk depending upon the annual probability of fluvial flooding occurring.

Zone 1 – Low Probability (<0.1%)

Zone 2 – Medium Probability (0.1 – 1.0%

Zone 3 – High Probability (>1.0%)

The proposed development site is shown to be solely within Flood Zone 1 "Low Probability" without the presence of flood defences, as detailed on the Environment Agency's Flood Zone Maps, and as defined in Table 1 of NPPF Technical Guidance (NPPF TG.) This zone comprises land assessed as having a less than 1 in 1000 annual probability of river or sea flooding (0.1%), ignoring the presence of defences. **Map 1**

The Environment Agency Risk of flooding from Rivers and Sea shows that the site is at no risk of flooding.

Map 2

Table 1: Flood Zones Definition

Zone 1 - low probability

This zone comprises land assessed as having a less than 1 in 1,000 annual probability of river or sea flooding (<0.1%).

Appropriate uses

All uses of land are appropriate in this zone.

Flood risk assessment requirements

For development proposals on sites comprising one hectare or above the vulnerability to flooding from other sources as well as from river and sea flooding, and the potential to increase flood risk elsewhere through the addition of hard surfaces and the effect of the new development on surface water run-off, should be incorporated in a flood risk assessment. This need only be brief unless the factors above or other local considerations require particular attention.

Policy aims

In this zone, developers and local authorities should seek opportunities to reduce the overall level of flood risk in the area and beyond through the layout and form of the development, and the appropriate application of sustainable drainage systems2.

Applying the Flood Risk Vulnerability Classification in Table 2 of (NPPF TG), the proposed residential use for the site is classified as "More Vulnerable," Table 2 of NPPF TG states that such uses are permitted in Flood Zone 1.

Table 2: Flood Risk Vulnerability Classification

More vulnerable

- Hospitals. Residential institutions such as residential care homes, children's homes,
- social services homes, prisons and hostels.

 Buildings used for dwelling houses, student halls of residence, drinking establishments, nightclubs and hotels.
- Non-residential uses for health services, nurseries and educational establishments.
- Landfill and sites used for waste management facilities for hazardous waste $^{\!6}.$
- Sites used for holiday or short-let caravans and camping, subject to a specific warning and evacuation plan.

The Sequential Test principal aim is the steering of new development to areas of the lowest probability of flooding (Flood Zone 1). Where there are no reasonably available sites in Flood Zone 1 then decision makers should first consider Zone 2and then Zone 3 taking into account the flood risk vulnerability of land uses as categorised in Table 2 of NPPF TG.

The proposed residential use for the site falls within "More Vulnerable" uses of land in Table 3 Flood Risk Vulnerability Classification and Table 1 shows that developments of this nature are appropriate in Flood Zone 1. All development is permitted in Zone 1. Development in Zones 2 and 3 is restricted based on Table 3 of NPPF TG replicated below.

Table 3: Flood risk vulnerability and flood zone 'compatibility'

Flood risk vulnerability classification (see table 2)		Essential infrastructure	Water compatible	Highly vulnerable	More vulnerable	Less vulnerable
	Zone 1	7	· ·	7	7	~
ble 1)	Zone 2			Exception Test required	1	7
e (see table	Zone 3a	Exception Test required	~	×	Exception Test required	Y
Flood zone	Zone 3b functional floodplain	Exception Test required	~	*	*	*

With all the properties being constructed within area shown on the Environment Agency Flood Map (without defences) to be in Flood Zone 1 it need not be considered further in relation to the Sequential or Exception Tests for the location of new development with respect to flood risk. Examination of Table 3 shows that for Flood Zone 1, all vulnerability classifications are appropriate for development.

3 Historic Flooding

Flooding did occur to No26 Station Road in 2007 and 2008 this was caused by sewage flooding and secondly from surface water run-off from Station Road into the driveway of the property.

In the first instance surface water from the scarp slope collected on the development site (Windmill Plantation) and entered into the foul water drainage system, which was incomplete with some open connections, thus overwhelming the system and causing flooding at the natural low area at Beechcroft.

The developer rectified this by completing the surface water drainage system for the site and also by sealing off any unused foul drainage connections on the undeveloped areas of the site. These works have effectively removed the possibility of surface water inundating the foul drainage system in storm conditions. Seven Trent Water have also carried out remedial works on the foul drainage system around Beechcroft to prevent any further ingress of surface water into the foul system.

The surface water drainage system from the existing Windmill Plantation development is attenuated and discharges into the existing ditch which runs along the eastern and northern boundary of the proposed development site before being discharged into the surface water sewer in Station Road.

North Lincolnshire Council Highways have lifted the level of the entrance drive on Station Road and have added two more road gullies to prevent surface water running from Station Road into Beechcroft.

It is the opinion of North Lincolnshire Council that all these works have collectively mitigated the risks of future similar flooding events.

4 Surface Water Drainage Proposals

In accordance with recognised guidance, National Planning Policy Framework 2012, there is a hierarchy of where surface water should discharge. This hierarchy should be followed where practicable, and is as follows:

- 1) Infiltration
- 2) Watercourse
- 3) Public sewer

The ditch that runs along the eastern and northern boundary currently takes restricted flows from the Truelove development located immediately to the east of the site eventually draining to the Highway Drain in Station Road which discharges to a watercourse to the north of the railway line (north of the development).

For the purpose of this preliminary assessment it is assumed that the underlain stratum is not suitable for a **Zero** discharge scheme using total infiltration methods.

The proposed development includes for the construction of a network of adoptable access roads serving 56 detached, semi-detached and terraced dwellings. **Plan 2**

Watercourses (Option 2) can be used as the method of disposal of surface water from the adoptable road network together with the domestic curtilage roof areas.

It would be the intention to drain surface water from the development via the ditch on the northern boundary or through a direct connection to the drain in Station Road, at Greenfield restricted rates.

The surface water from the adoptable road (which will comprise of one footway on one side with a single cross-fall carriageway) will shed directly into an adjacent under drained swale to be used for conveyance of surface water to the off-line storage pond. The roof water from domestic roofs will be collected in underground pipes connected directly to swale.

It is proposed that the domestic curtilage individual driveways will be paved with permeable materials such as gravel with levels set to shed away from the adoptable highway and towards adjacent soft landscaping areas thereby promoting infiltration, evaporation and evapo-transpiration.

This together with the use of permeable materials within domestic curtilage provides source control (quality) and storage volume (quantity) together with amenity and biodiversity SUDS.

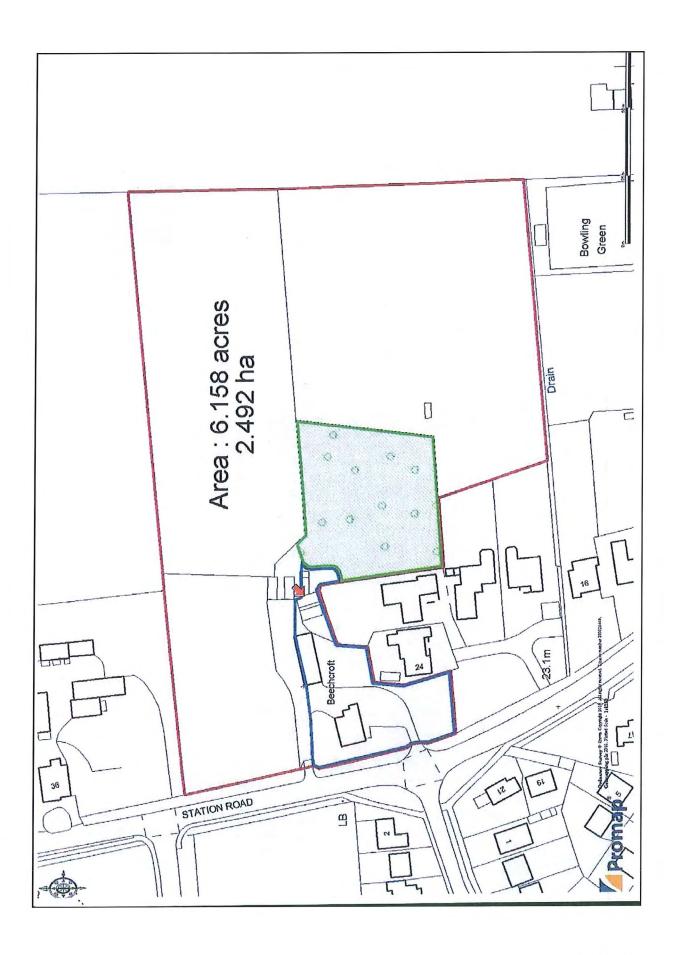
Surface water from the adoptable road which will comprise one footway to the north side and a single cross-fall carriageway) will shed directly into an adjacent under-drained swale to the south side with domestic curtilage roof areas) being collected along the way, connected in to the perforated under-drain pipework. Roof water will be collected in underground pipes within domestic curtilage with silt traps incorporated prior to connecting to the swale. An off-line surface water balancing pond provides storage at the flow control location.

The pond will be dry under normal conditions with 1:2 side slope batters. A Hydrobrake Optimum flow control device attenuates flows down to the permitted discharge rates for 1 year, 30 year and up to the 1:100 year plus 30% climate change standard. Flows in excess of these figures are transferred to the off-line balancing pond where they are stored for a period of time before draining back down again to normal water level.

In order to comply with paragraph 9 of the Technical Guide to the NPPF 2012 and to demonstrate how the surface water sewer system can be monitored and maintained to ensure it will continue to function correctly for the lifetime of the development and prevent any increase in flood risk on or off site it is anticipated that the surface water system to its point of attenuated discharge to the local drain will be included in a section 104 adoption agreement with Seven Trent Water Services Ltd. Should Lincolnshire County Council be the SAB at the time of the development being constructed then the surface water system will be included in an adoption agreement with them. Finally it is anticipated that the surface water balancing pond will be adopted by the Local Authority as part of the Public Open Space element of the development.

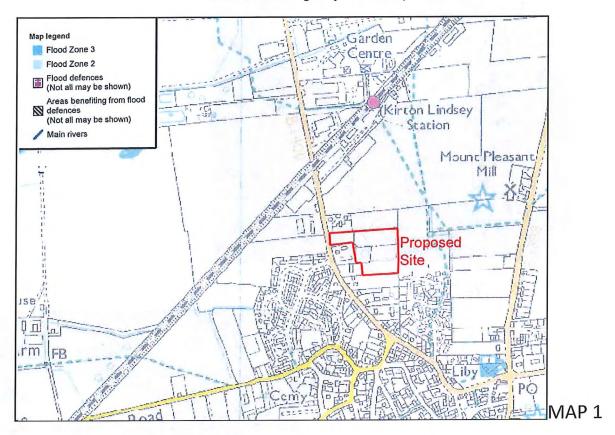
3. Infiltration Testing.

At the design stage Soil infiltration testing will be undertaken to confirm if soakaways are likely to be suitable on this site which would greatly decrease the amount of run-off from the site.





Environment Agency Flood Map



Environment Agency Risk of Flooding from rivers & Sea Map

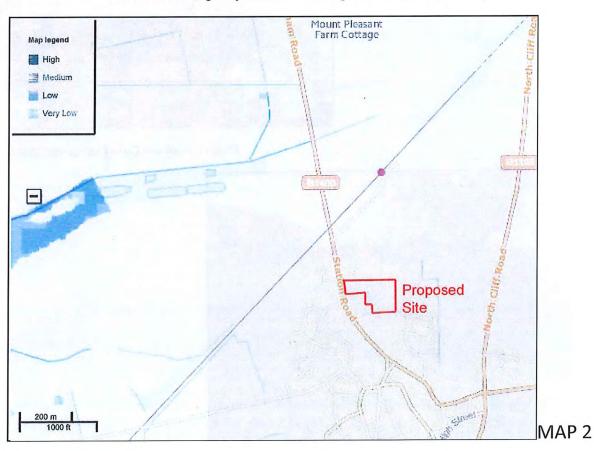




Photo 1 Proposed Site



Photo 2 Northern Dyke Outfall into Station Road



Photo 3 Northern Boundary Dyke

Appendix 6

Highways Technical Note for

Land at Beechcroft, Kirton in Lindsey

HIGHWAYS TECHNICAL NOTE

BEECHCROFT, STATION ROAD KIRTON IN LINDSEY NORTH LINCOLNSHIRE



Introduction

The purpose of this technical note is to set out the proposed access arrangements for residential development at the above.

Access Strategy

It is proposed to provide an access to the development from Station Road in a position within the vicinity of one or the existing access to Beechcroft.

The Local Highway Authority NLC does have its own Design Guide for Residential Roads (NLRRDG)

This guideline does however appear not take into consideration of any changes within Manual for Streets (MfS).

Local Authorities would use the Design Guidance as a starting point, however any proposal within the "spirit" of MfS should be considered, but not at the detriment of Health & Highway Safety.

Manual for Streets is less prescriptive to the NLC Design Guidance and the emphasis is on the designers to consider the operation of the development and the needs of its users, in incorporating a safe innovative design.

The Residential highway design requirements for each of the design guides are summarised in the table below.

Design Guidance Documentation

Road Design No. Dwellings Carriageway Width Footway Width Visibility Splays

<u>NLRRDG</u>
Minor Access Road
Up to 150 dwellings
5.5m
2m
4.5 x 70m (where
speed has been
established at below
30mph*
4.5 x 90m (where
speed has been
established at below
30mph*

NLRRDG
Minor Access Road
Up to 50 dwellings
5.5m
2m
2.4 x 70m (where
speed has been
established at below
30mph*
2.4 x 90m (where
speed has been
established at below
30mph*

Manual for Streets 5.5m 2m 2.4 x 43m

Summary

Access is proposed in the approximate location indicated on the attached plan 1.

Development of approximately 50 residential units is proposed although this is subject to discussion with the LPA.

Visibility splays in accordance with the NLRRDG can be provided to allow up to 50 dwellings (2.4 x 90m) without traffic speeds being tested (Plan 1)

Visibility splays in accordance with MfS can be easily achieved. It is therefore considered that should the Highway Authority be rigid in their approach the development of the site for 50 dwellings would comply with NLRRDG guidance. However, further consideration to final dwelling numbers could be demonstrated in the Transport Assessment.

DEL/D1/156/05.14

PLAN 1

Appendix 7

North Lincolnshire UA DCLG Housing Statistics

NORTH LINCOLNSHIRE UA HOUSING STATISTICS

Year	Annual Completions (all tenures)		
2009/10	290		
2010/11	340		
2011/12	400		
2012/13	260		
2013/14	270		
Total (2009-2014)	1,560		

Source: DLCG Table 253 Housebuilding: permanent dwellings started and completed, by tenure and district



From: <u>Kate Mills</u>
To: <u>Michael Knott</u>

Subject: FW: RE: Beechcroft, Kirton in Lindsey 23638/A3

Date: 14 October 2014 12:58:54

Attachments: Image.image002.jpg@01CFDC8F.591A65D0.jpg

Image.image001.png@01CFC8F7.202DBF20.png

Dear Michael

Thank you for your email.

In relation to a 'Statement of Common Ground' we are only producing such statement to overcome specific objections raised through the consultation process carried out in April/June 2014 therefore don't deem this necessary in this case.

I note the email from Billy Green, Drainage Officer for the Council, appears to confirm that he does not consider the Beechcroft site at Kirton in Lindsey to be at risk of flooding. He notes that any "detailed drainage proposals" would need to be approved prior to any planning approval which, again, suggests that there is no in principle difficulties foreseen by officers.

However at the stage in time when submitting the final Housing and Employment Land Allocations DPD Revised Submission Draft in 2014 the Site Ref 27-13 Land West Of Station Road was put forward as the councils preferred site in Kirton in Lindsey based on the information we had at the time. This site as part of the DPD has now been submitted to the Government for the independent examination.

Since this time you have presented further information on the site at Beechcroft which overcomes the drainage issues however we did not have this information prior to putting the Revised Submission Draft together. Therefore this information should be discussed at the examination in public so your alternative site can be discussed alongside the council preferred site put forward in Kirton in Lindsey.

Regards

Kate

Kate Mills
Senior Planning Officer
Spatial Planning
Planning & Regeneration
Places Directorate
North Lincolnshire Council

Tel: 01724 297574 Fax: 01724 297886

E-mail: kate.mills@northlincs.gov.uk

-----Michael Knott <michael.knott@bartonwillmore.co.uk> wrote: -----

From: Michael Knott <michael.knott@bartonwillmore.co.uk>

Date: 09/30/2014 09:17AM

Cc: "Andrew Burling (Andrew.Burling@cydenhomes.co.uk)" <Andrew.Burling@cydenhomes.co.uk>, Dave

Logan <Dave.Logan@cydenhomes.co.uk>

Subject: FW: RE: Beechcroft, Kirton in Lindsey 23638/A3

Dear Kate,

Further to our telephone conversation last week, please could you update on whether you have spoken with your colleagues regarding the proposed statement of common ground (SoCG)?

As we discussed, the email below from Billy Green, Drainage Officer for the Council, appears to confirm that he does not consider the Beechcroft site at Kirton in Lindsey to be at risk of flooding. He notes that any "detailed drainage proposals" would need to be approved prior to any planning approval which, again, suggests that there is no in principle difficulties foreseen by officers.

Against this background, we consider it important to establish a clear position for the 'HELA' DPD Inspector on this issue so that Examination time need not be wasted to resolve it. Whilst PINS recommend pursuing SoCGs to resolve such issues, an email from you or another senior officer in your team would suffice, I'm sure.

Please could you confirm agreement to this suggested way forward ASAP?

I look forward to hearing from you.

Regards

Michael Knott

Associate

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?

Details and a copy of our final entry can be found here

From: Billy Green [mailto:Billy.Green@northlincs.gov.uk]

Sent: 11 September 2014 09:56

To: Michael Knott

Cc: Andrew Burling; Dave Logan; Kate Mills; Rod Chapman **Subject:** Re: Beechcroft, Kirton in Lindsey 23638/A3

Dear Michael/Andrew

The Council raised drainage concerns over historic drainage issues that the site has experienced in the past, from both from foul sewerage from the upstream Windmill Plantation development and Highway Surface Water flooding from Station Road. As Rod Chapman's letter dated 02/12/2009 to Dr Robinson states these issues have now been rectified (as you state in section 3 of the PFRA).

However any detailed drainage proposals for the site must be agreed with the Council **prior** to planning approval. Your PFRA suggests a number of SuDS proposals with a connection into existing ditch. The Internal Drainage Board will also need to be consulted with respect to ditch connections and I would envisage that if they allow connection(s) these would be at a controlled (greenfield) run off rate.

Cheers

Billy Green

Drainage Project Manager

North Lincolnshire Council

Community Services

Bridges & Drainage Team

Places Directorate

Billet Lane

Scunthorpe

DN15 9YH

Tel: 01724 297522

Mobile: 07717 587295

-----Michael Knott < michael.knott@bartonwillmore.co.uk > wrote: -----

To: Billy Green < Billy.Green@northlincs.gov.uk, Andrew Burling

<a href="mailto: Andrew.Burling@cydenhomes.co.uk >

From: Michael Knott < michael.knott@bartonwillmore.co.uk >

Date: 09/05/2014 11:02AM

Cc: Dave Logan < <u>Dave.Logan@cydenhomes.co.uk</u> >, Rod Chapman < <u>Rod.Chapman@northlincs.gov.uk</u> >, "<u>Kate.mills@northlincs.gov.uk</u>"

< Kate.mills@northlincs.gov.uk >

Subject: RE: Beechcroft, Kirton in Lindsey 23638/A3

Dear Billy,

In summary, we are seeking confirmation from the Council (you) that the site is not at risk of flooding to address the suggestion in documents published by the Planning team that it is.

As background, we met with Kate Mills from the Council's Planning Policy team on 31st July, 2014. We discussed the fact that the Council has indicated this site is at risk of flooding, as referred in background documents supporting the Council's Submission Draft Housing and Employment Land Allocations (HELA) DPD. It is unclear whether this is based upon advice that the team received from you/Rod or whether it is purely the result of objections made by the promoter of another site. Either way, we are seeking to resolve the asserted position in consultation with the Council so that there is no ambiguity regarding the suitability of the site for housing development. We

are seeking to present an agreed position to the Inspector appointed to assess the HELA document for which an Examination in Public is scheduled to be held in November, 2014.

So that you're aware. we were advised by Kate Mills at our recent meeting that your team have previously reviewed material submitted by the promoter of the proposed allocation site west of Station Road, confirming that you do not consider that site to be at risk of flooding. That was not in connection to a planning application as far as I'm aware.

We trust that provides you with sufficient detail. Please do discuss with this Kate Mills or do call Dave Logan, Andrew Burling or I should you have any further questions (please note that I will be in a meeting for the rest of today).

Regards

Michael Knott

Associate

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From: Billy Green [mailto:Billy.Green@northlincs.gov.uk]

Sent: 05 September 2014 10:41

To: Andrew Burling

Cc: Dave Logan; Michael Knott; Rod Chapman **Subject:** Re: Beechcroft, Kirton in Lindsey

Hello Andrew

With reference to your attached email can you please clarify what you are asking the councils drainage team to do..

We will not check drainage proposals that have not been passed to planning. We comment on planning applications once they have been sent in. The proposals need to be detailed with proposed plans and calculations etc.

Cheers

Billy Green

Drainage Project Manager

North Lincolnshire Council

Community Services
Bridges & Drainage Team
Places Directorate
Billet Lane
Scunthorpe
DN15 9YH
Tel: 01724 297522
Mobile: 07717 587295
Andrew Burling < <u>Andrew.Burling@cydenhomes.co.uk</u> > wrote:
To: "Billy.Green@northlincs.gov.uk" <billy.green@northlincs.gov.uk> From: Andrew Burling <<u>Andrew.Burling@cydenhomes.co.uk</u>> Date: 09/02/2014 02:32PM Cc: Dave Logan <<u>Dave.Logan@cydenhomes.co.uk</u>>, Michael Knott <<u>michael.knott@bartonwillmore.co.uk</u>> Subject: Beechcroft, Kirton in Lindsey</billy.green@northlincs.gov.uk>
Dear Billy,
Further to your conversation with Dave Logan, please find attached the following information in relation to the drainage matters at the above proposed site.
Preliminary Flood Risk Assessment for the proposed development
Letter from the Council confirming that historical flood issues had been addressed
Please do not hesitate to contact me if you require any additional information or you would like to discuss further.
Dave Logan and I would be pleased to meet with you once you have had the opportunity to consider the information, Dave is way from the end of this week to the 22 nd , however I shall be pleased to meet with you in his absence.
Regards
Andrew Burling
Cyden Homes



Cyden Homes Limited (Head Office)

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[attachment "prelininary Flood Risk Assessment.pdf" removed by Billy Green/HT/NorthLincs]

[attachment "Flood Letter from North Lincolnshire Council - Dec 2009.pdf" removed by Billy Green/HT/NorthLincs]

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