

North York Moors National Park Authority

Scarborough Borough Council (North) Parish: Eskdaleside-Cum-Ugglebarnby	App Num. NYM/2013/0147/FL
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Proposal: Construction of 10 no. affordable dwellings with associated access and landscaping works

Location: Land off Eskdaleside, Sleights

Applicant: CoBalt Builders Ltd, The Office, Deramore Arms, Main Street, Heslington, York, North Yorkshire, YO10 5EA

Agent: Bramhall Blenkarn Ltd, The Maltings, Malton, YO17 7DP

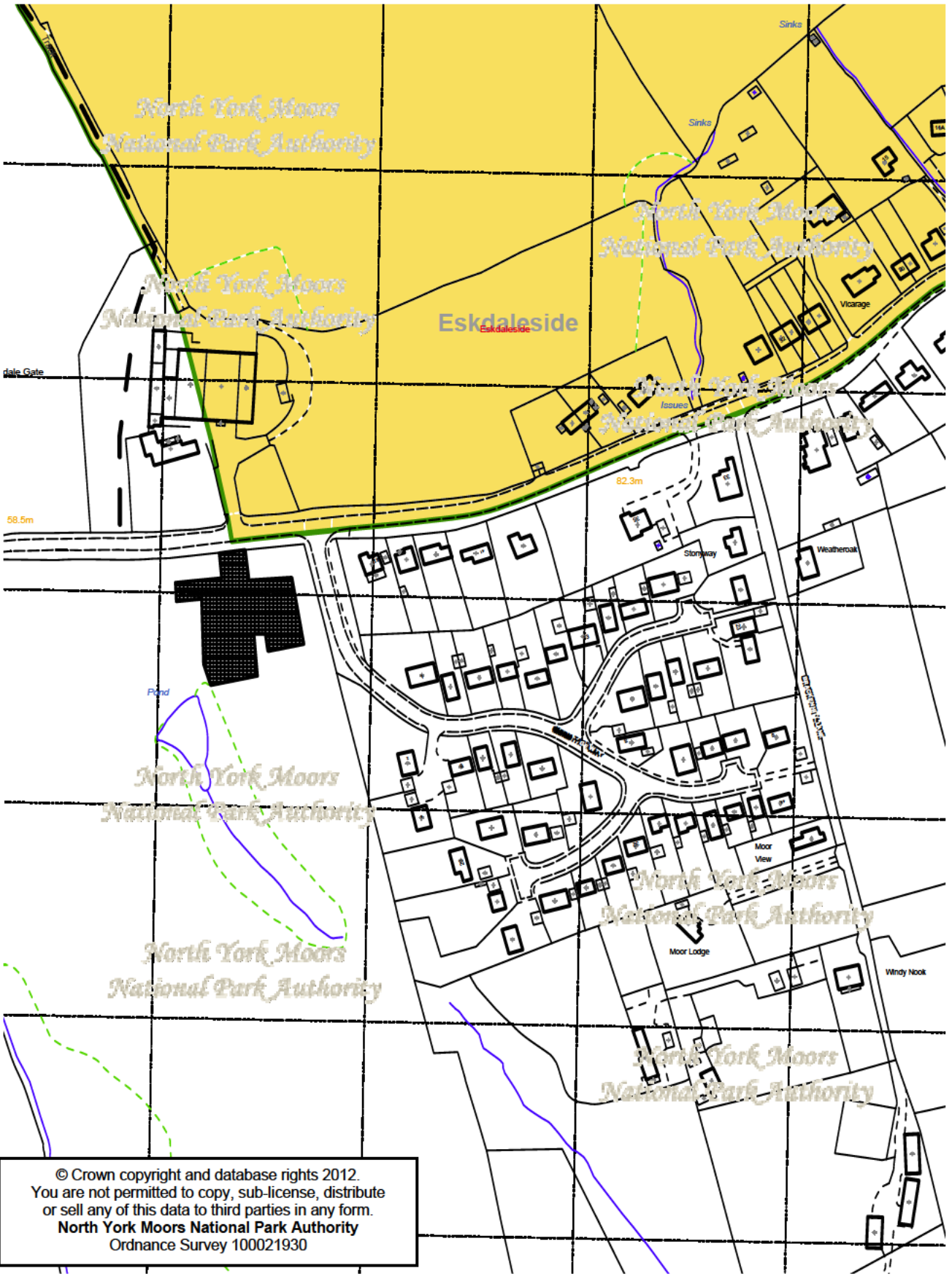
Date for Decision: 20 June 2013

Grid Ref: NZ 486154 506571

Director of Planning's Recommendation

Approval subject to the applicant entering into a Section 106 Agreement to ensure the dwellings remain affordable in perpetuity to the local community and the following conditions:

1. TIME01 Standard Three Year Commencement Date
2. PLAN01 Strict Accordance With the Documentation Submitted or Minor Variations - Document No.s Specified
3. WPDR01 Withdrawal of all PD Parts 1 & 2 and 40 Classes A to I
4. MATS00 No work shall commence on the construction of the walls and roof of the development hereby permitted until details of the stone, wooden cladding including paint finish, pantiles and ridge tiles and other roofing materials, including samples if so required by the Local Planning Authority, to be used for the external surfaces of the development have been submitted to and approved in writing by the Local Planning Authority and the materials used shall accord with the approved details and shall be maintained in that condition in perpetuity unless otherwise agreed with the Local Planning Authority.
5. MATS60 Windows and Doors - Timber
6. MATS61 Windows and Doors - Submit Details of Colour/Finish
7. MATS47 Window Frames in Reveals - Specify Set Back (75mm)
8. MATS70 Guttering Fixed by Gutter Spikes
9. MATS72 Black Coloured Rainwater Goods
10. MATS00 Details of the location and design of all electric meter boxes and tv/satellite antenna are to be submitted to and approved in writing by the Local Planning Authority prior to the installation of such apparatus. No meter boxes or antenna are to be installed on the buildings hereby approved other than in accordance with the approved details.
11. MISC00 Within six months of the development being brought into use a scheme for the provision of suitable bird and bat nest boxes shall be submitted to an approved in writing by the Local Planning Authority. The scheme shall be implemented within one year of the development being brought into use and maintained as such in perpetuity.
12. LNDS02A Landscaping Scheme to be Implemented - Large Scale Development/General Development



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 North York Moors National Park Authority
 Ordnance Survey 100021930



North York Moors National Park Authority
 The Old Vicarage
 Bondgate
 Helmsley
 York
 YO62 5BP
 Tel: 01439 770657

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Scale: 1:2500



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Conditions (continued)

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| 13. | MISC13 | CO ₂ Details to be Submitted |
| 14. | DRGE01 | Surface Water and Foul Drainage Details |
| 15. | GACS00 | No building or excavation operations are to take place on the site except between the hours of: 8am to 6pm Monday to Friday, 8am to 1pm Saturday and no working Sunday or Bank Holidays |
| 16. | MISC15 | Crime Prevention Measures |
| 17. | DRGE00 | Prior to the commencement of development a scheme of mitigation shall be submitted to and approved by the Local Planning Authority to ensure that no building or other obstruction is located over or within 3 metres either side of the 315mm raw water main that is located within the site boundary. The development shall be implemented in accordance with the approved details. |
| 18. | DRGE00 | Prior to the commencement of development a scheme of mitigation shall be submitted to and approved by the Local Planning Authority to ensure that the 8" diameter water main that is within the area of the proposed access road (in Eskdaleside) is properly protected during construction and occupation of the development. The development shall be implemented in accordance with the approved details. |

Reasons for Conditions

1. To ensure compliance with Sections 91 to 94 of the Town and Country Planning Act 1990 as amended.
2. For the avoidance of doubt and to ensure that the details of the development comply with the provisions of NYM Core Policy A and NYM Development Policy 3, which seek to conserve and enhance the special qualities of the NYM National Park.
3. In order to enable the Local Planning Authority to retain control over future alterations to the property in the interests of safeguarding the existing form and character of the building in line with NYM Development Policy 3 and NYM Core Policy A, which seek to enhance and conserve the special qualities of the NYM National Park and secure high quality design for new development.
4. For the avoidance of doubt and in order to comply with the provisions of NYM Core Policy A and NYM Development Policy 3 which seek to ensure that building materials are of a high quality and compatible with the character of the locality and that the special qualities of the National Park are safeguarded.
- 5 to 10. For the avoidance of doubt and in order to comply with the provisions of NYM Core Policy A and NYM Development Policy 3 which seek to ensure that the appearance of the development is compatible with the character of the locality and that the special qualities of the National Park are safeguarded.
11. To ensure protection of a species protected under the Wildlife and Countryside Act and compliance with NYM Core Policy C which seeks to conserve and enhance the quality and diversity of the natural environment.
12. In order to comply with the provisions of NYM Development Policy 3 which seeks to ensure that new development incorporates a landscaping scheme which is appropriate to the character of the locality and retains important existing features.
13. In order to comply with the provisions of NYM Core Policy D which seeks to ensure that new development contributes to reduce carbon emissions.
- 14, 17 & 18. To avoid pollution of watercourses and to comply with the provisions of NYM Development Policy 1, which seeks to ensure that new development has satisfactory provision for the disposal of foul and surface water.

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Reasons for Conditions (continued)

15. In order to comply with the provisions of NYM Core Policy A which seeks to ensure that new development does not detract from the quality of life of local residents.
16. To help reduce the likelihood of crime and disorder in accordance with NYM Development Policy 3.

Consultations

District - No objections to the amended plans.

Parish - Support the proposed development of ten affordable dwellings in this location.

Highways -

Yorkshire Water - No objections subject to conditions.

Environmental Health Officer - No objections.

Police Architectural Liaison Officer - No objections subject to the development obtaining Secured by Design Part 2.

Advertisement Expiry Date: 3 May 2013.

Others -

- Mr J Wilford**, 36 Eskdaleside, Sleights
- DF and J Price**, 24 Hermitage Way, Eskdaleside, Sleights
- Mr P Holmes**, Eskdale Lodge, 47 Eskdaleside, Sleights
- Mr G Ellis**, 40 Eskdaleside, Sleights
- A Roberts**, 20 Hermitage Way, Sleights
- Mr F Payne**, 26 Hermitage Way, Sleights
- Mr S Elliot**, Rockhaven, Eskdaleside, Sleights
- Mr G Windle**, 27 Hermitage Way, Sleights

The persons listed above object to the proposed development for one or more of the following reasons:

- The proposed development will set a precedent for ribbon development along the road.
- Additional vehicular and pedestrian traffic will result in a loss of road safety.
- There are drift mines in the vicinity of the site which could make the site unstable.
- Development will have a detrimental impact on wildlife in the vicinity of the application site.
- Character of the development is not in-keeping with the character of the area.
- The development is too far from local amenities such as schools and shops.
- There are other more appropriate sites in a village the size of Sleights.
- The proximity of the pond could lead to the loss of life.
- The potential health and safety issue of the pond may lead to this important wildlife habitat being in-filled to the detriment of wildlife in the locality.
- Sleights is not like other parts of the National Park where affordable housing has been developed for isolated communities. The village is only 5 minutes from Whitby and as such there is a good variety of housing within a short distance of the village.
- The homes will only become second homes and holiday homes, losing the only positive element of the proposed development.

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- The panoramic view of the valley heading west on leaving the village will be lost at this important gateway into the National Park.
 - This development is being pushed through in order to meet politically driven targets.
 - There is no public transport servicing this site.
 - The Housing Needs Survey was very poor with limited returns.
 - No consideration appears to have been given to alternative sites or the idea of purchasing local housing stock as it comes on the market.
 - The development will have a detrimental impact on the natural beauty of the area.
 - There is no provision for a footpath from the site, joining up with the local footpath network approximately 100 metres along the road.

Background

Sleights is identified as a Local Service Village in the National Park settlement hierarchy contained within the North York Moors Local Development Framework. The village is located on the eastern side of the National Park close to Whitby and the major part of the village lies outside the National Park within Scarborough Borough Council planning remit.

The application site lies at the western edge of the village, Eskdaleside runs along the northern boundary of the site with Hermitage Way forming the eastern boundary. The site is part of a larger field which stretches south from Eskdaleside.

The boundaries of the site are currently unmarked within the existing field. The boundaries to the field itself are formed by a mixture of hedges and fences and there is an interesting linear water feature running down the centre of the field and terminating in a pool to the south west of the site.

A programme of affordable housing consultation has been undertaken commencing in 2006 through the Parish Plan process. This was followed up in November 2011 with a Housing Need Survey carried out by the Rural Housing Enabler with support from the Parish Council. This survey provided a comprehensive picture of housing need in the parish. This data was assessed against a variety of other data sets on affordability and housing availability.

There have been a number of public open meetings which have been used to develop the layout and form of the scheme involving the Parish Council and members of the local community.

Planning permission is now sought for the construction of ten affordable dwellings comprising four number three bed houses and six number two bed houses. All properties are for social renting and will be managed by Home Housing Association, a Registered Social Landlord.

The scheme is of a courtyard design with access taken from Eskdaleside and running into the centre of the site. The design idiom adopted by the architect is a formal 'farmhouse' unit with attached 'converted barns'.

Materials are to be stone and pantile to the public frontages and a mixture of stone and wooden cladding to the enclosed spaces to the rear. Recessed wood infill panels are proposed where door and window inserts are proposed in the 'barn' elements.

Site History

There is no relevant planning history for this site. Extensive pre-application discussions have taken place with the Authority's Planning Officers.

The main issues are considered to be: whether there is a proven need for affordable housing in Eskdaleside Cum Ugglebarnby parish; whether there are better alternative sites available; whether the proposed site can be satisfactorily developed without having an adverse impact on the special qualities of the National Park or the amenities of adjacent dwellings and whether the scheme is of a high standard of design in keeping with the character of the locality.

Policy Context

The relevant policies of the NYM Local Development Framework are Core Policy K which is concerned with affordable housing on exception sites, Core Policy D concerned with climate change, and Development Policy 3 concerned with design.

Core Policy K seeks to permit the development of 100 percent affordable housing in order to maintain the sustainability of local communities, as an exception to normal housing policy where need has been identified and on sites adjacent to the main built up area of the Service Villages (of which Sleights / Eskdaleside is one). This policy states that the affordable housing provision must meet the needs identified through a current Housing Needs Survey and that robust arrangements must be demonstrated to ensure that all units remain affordable to the local community in perpetuity.

Core Policy D seeks to address the cause of climate change and contribute to reducing greenhouse gas emissions in a number of ways, including generating energy from renewable sources where they are of a scale and design appropriate to the locality and which contribute towards meeting domestic, community or business energy needs within the National Park. This includes requiring housing development of five or more houses to generate energy on-site from renewable sources to displace at least 10 percent of predicted CO₂ emissions.

Development Policy 3 seeks to maintain and enhance the distinctive character of the National Park by ensuring that the siting, layout and density of development preserves or enhances views into and out of the site; that the scale, height, massing and design are compatible with surrounding buildings; that the standards of design are high; that there is satisfactory landscaping and that the design takes into account the safety, security and access needs for all potential users of the development.

Housing Need

The National Park Management Plan recognises that there has been a significant increase in house prices in the National Park over the life of the current Management Plan from an average of £119,000 in 1998 to £267,690 in 2011. The Plan also notes that affordability is an acute issue for newly forming households and young people many of whom move away to find more affordable properties. The Management Plan states that this is leading to an imbalance in the age and social structure in rural communities with less support for services such as schools and shops and a loss of social networks.

A Parish Housing Needs Survey was undertaken in Sleights in November 2011 by the Local Rural Housing Enabler for Scarborough and Rydale, working in conjunction with Eskdaleside cum Ugglebarnby Parish Council. The survey identified 12 households from the parish in housing need (one couple, four families, six single persons and one single sharer. Out of the survey, eight households preferred two or three bed accommodation, three preferred bungalows and one preferred a two bed flat. Only two out of the 12 households had an average income of more than £20,000 so any scheme would need to be mainly rented accommodation.

Two public consultation days were held in December 2012 where a further ten households in housing need registered an interest in the proposed homes and completed questionnaires.

Housing Need (continued)

These were mainly families and couples requiring two and three bedroom accommodation with six out of the ten households having the potential to afford a low cost home ownership property.

The North Yorkshire Strategic Housing Market Assessment (SHMA) undertaken in 2011, showed a total affordable housing need of 457 per annum for the whole of Scarborough Borough. The SHMA also showed an annual need for 48 houses in the northern parishes, the area in which the proposed development is located. As such there is considered to be a proven local need for the development.

The proposal is for affordable social rented housing to be administered by Home Housing, a Housing Association, otherwise known as a Registered Social Landlord, which has established mechanisms in place to ensure that the units remain affordable and available to local people in perpetuity. If Members are minded to approve the application, a Section 106 Agreement will be negotiated (a draft of this document has been prepared) and agreed between the interested parties to ensure that the accommodation provided is initially limited to people living in the parish of Sleights.

If this does not result in full occupation within a stated time period, people in housing need from the adjoining parishes would be allowed to occupy the properties with the final "cascade" area being people in housing need in the National Park as a whole. In view of the scale of local housing need in Sleights parish shown by the Housing Survey it is not thought there will be any significant issues in finding tenants for these houses from the local area. As such there are considered to be acceptable arrangements for renting the properties as affordable housing in perpetuity.

Site Suitability

The Parish Council, National Park Authority and Rural Housing Enabler have been searching for a suitable site in the parish since 2006. In total 16 possible sites have been identified in the parish. Over the years all of these sites (except the application site) have been discounted for one reason or another, from poor access to flooding issues and site availability. This site would not have been the preferred option due to its relative remoteness from the central village services and greater potential to impact on the character of the National Park due to its very open character. However, given the lack of alternative sites and the established housing need in the parish the development of this site has been pursued and a suitable scheme developed. The site is seen in the context of the open countryside to the west and south and the large housing estate to the immediate east of the site.

The site would not be considered to be a single dwelling infill site under National Park housing policy and therefore would not be considered suitable for restricted market local occupancy housing. The site is in an elevated and open location and will have a landscape impact as it is not considered to relate well to the existing built up area or settlement pattern. Nevertheless, the lack of alternative sites, the importance of meeting an on-going local housing need and the high quality and innovative design of the proposal need to be balanced against this concern.

Design and Materials

The application proposes the development of ten affordable houses arranged around a central courtyard. The design idiom is a rural form utilising a formal farm house element with attached 'barns' some with large openings in-filled with window and door openings and vertical painted boarding well recessed into the wall form contributing to the agricultural feel of the development. Some of the buildings will be of a much simpler agricultural design incorporating natural vertical wooden boarding.

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Design and Materials (continued)

The materials proposed, in particular to the two most visible elevations, are crucial and a local stone has been chosen for the majority of both of these prominent facades. In order to keep the overall cost of the development under control wooden cladding has been specified for the more subservient elements of the development within the courtyard area. Roofs will be natural clay pantiles to the stone built dwellings and a high quality sheet material to the other units.

The access road into the middle of the site has both facilitated the courtyard design and enabled a cost effective solution to the access by limiting the amount of cut and fill on this fairly steeply sloping site.

Small private gardens are provided to each of the houses and each unit is provided with a storage area contained within well thought out outbuildings which effectively form a linking element between the main blocks.

A number of minor alterations to the detailing of the scheme have been requested and are awaited at the time of writing.

In general the massing, design and detailing of the scheme is considered acceptable in this location and the idea has been to replicate a farmstead rather than an extension of the housing development to the east of the site which would have resisted from a more conventional layout therefore the proposal complies with Development Policy 3.

Renewable Energy

It is intended that air source heat pumps will be incorporated into the development in order to meet the provisions of Core Policy D. At the time of writing no details of the emissions have been submitted for consideration. A condition is recommended in respect of Core Policy D provision and associated noise levels.

Ecology

The site is currently an agricultural field given over to grass. An extended Phase 1 Habitat Survey has taken place and identified no significant constraints to the proposed development of the site. Recommendations have been made with regard to bat and bird roosts in order to provide suitable habitat within the new development. A condition is recommended to this effect. Further to this, concern was raised with regard to possible harm to newts which may be present in the pond (although there are no records to suggest their presence). A condition is recommended to ensure that a Newt Survey is undertaken prior to the commencement of development in order that appropriate mitigation can be put in place.

There are a number of trees and hedges adjacent to the site and it is important to ensure that protection measures are established at the outset of development and a condition is recommended. There are no ecological or tree/hedge loss objections to the proposed development.

Highway Issues

The access to the development is taken from Eskdaleside. This access will provide both the main vehicular access to the site and also a field access to the field to the south and west of the site. The access is on the edge of the established 30 mph zone and is located on a relatively straight section of the road. Opposite the site is the access to the neighbouring farm but this is not considered to be prejudicial in road safety terms.

Highway Issues (continued)

There have been a number of objections on road safety grounds and the lack of a footpath joining the development to the local footpath network. The site entrance is approximately 100 metres downhill from the Hermitage Way entrance and objectors state that the visibility is poor and road speeds relatively high. The applicant has been asked to provide a footpath link but is unable to facilitate this due to the cost implications.

The Highways Authority has confirmed that they have no objections to the proposed development subject to suitable conditions.

Flood Risk and Contamination

No flooding or land drainage issues have been identified and the land is not known to be subject to contamination.

Summary and Recommendation

The site is considered to be an exception site for affordable housing under National Park housing policy. The innovative layout and design of the proposed development is considered to be acceptable in this location and the development is not considered to have any detrimental impact in terms of neighbouring residential amenity. The level of public and private open space within the development is considered to be sufficient in this instance. The visual context of the site close to the large Hermitage Way housing estate gives a satisfactory setting for this 'exception' development on the edge of the built up area.

The proposed development is considered to have no impact on local road safety or ecology on or in the vicinity of the site. The proposed development is considered to reasonably meet the needs of households in the parish to meet their housing needs. Approval is recommended.

Explanation of how the Authority has Worked Positively with the Applicant/Agent

The Local Planning Authority has acted positively and proactively in determining this application by identifying matters of concern within the application (as originally submitted) and negotiating, with the Applicant, acceptable amendments to the proposal to address those concerns. As a result, the Local Planning Authority has been able to grant planning permission for an acceptable proposal, in accordance with the presumption in favour of sustainable development, as set out within the National Planning Policy Framework.

Reason for Approval

It is considered that there is a proven need for affordable housing in Eskdaleside cum Ugglebarnby Parish that the proposed site can be satisfactorily developed without having an adverse impact on the special qualities of the National Park and the character of the locality. As such the proposal accords with Core Policies K and D and Development Policy 3 of the NYM Local Development Framework.