

## Planning Committee

6 December 2016

### Outline Application for Proposed Erection of 9 No Dwellings (6 No Market Dwellings and 3 No Affordable Dwellings) with Access from High Green and Associated on Site Parking and Landscaping

**Land North West of Manor House, Low Green, Catterick Village, North Yorkshire, DL10 7LN**

Report of the Planning and Development Manager

**Catterick  
Key Decision = N**

<b>Date Application Received:</b>	<b>4 May 2016</b>	<b>Target Date for Decision:</b>	<b>3 August 2016</b>
<b>Applicant:</b>	<b>G. M. Simpson</b>		
<b>Agent (where applicable):</b>	<b>Mrs Jill Davis</b>		
<b>View Application Documents, Consultation Responses, Representations Received and Other Background Papers Online:</b>	<a href="http://documents.richmondshire.gov.uk/Planning/dialog.page?org.apache.shale.dialog.DIALOG_NAME=gfplanningsearch&amp;Param=lg.Planning&amp;SDescription=16/00315/OUT&amp;viewdocs=true">http://documents.richmondshire.gov.uk/Planning/dialog.page?org.apache.shale.dialog.DIALOG_NAME=gfplanningsearch&amp;Param=lg.Planning&amp;SDescription=16/00315/OUT&amp;viewdocs=true</a>		

#### 1.0 Purpose of the Report and Decisions Sought

- 1.1 To set out details of the proposal, a description of the site and its surroundings, a summary of planning policy and planning history, details of views expressed by consultees, a summary of the relevant planning issues and a recommendation to assist the Committee in considering and determining this application for outline planning permission.

#### 2.0 Background and Details of the Proposal

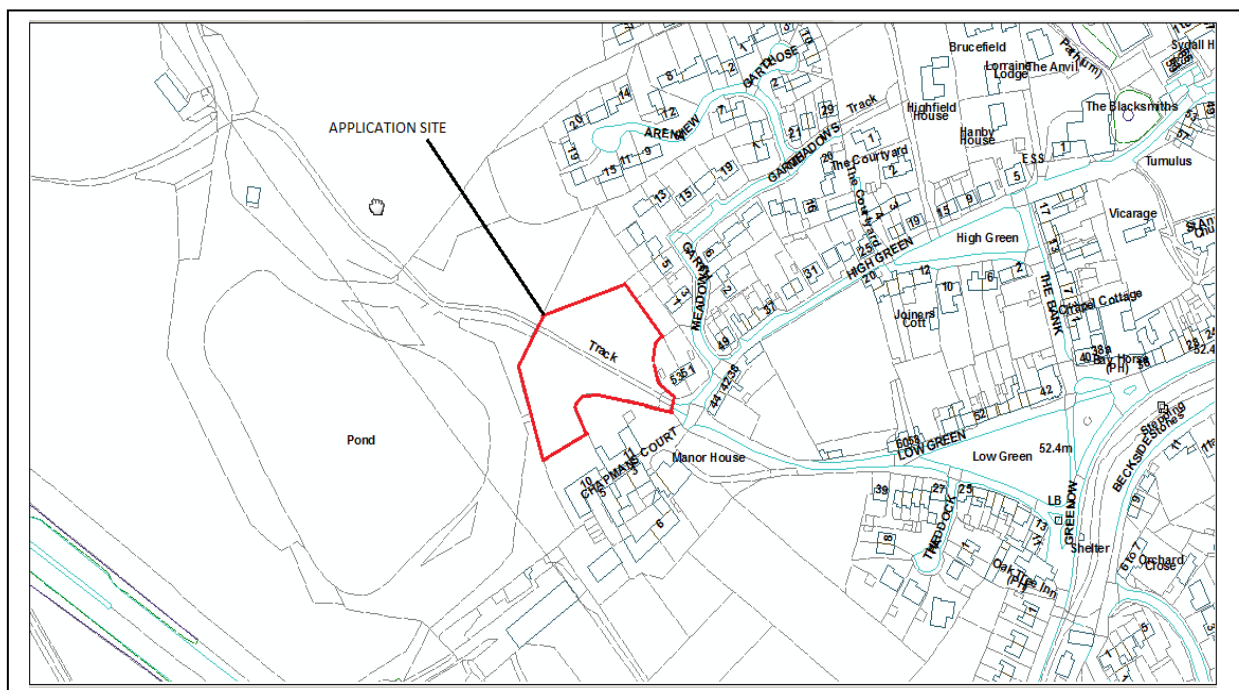
- 2.1 This application seeks outline planning permission for residential development on land to the north west of Manor House, Catterick Village. The application initially proposed ten dwellings on the site, however, this has now been reduced to nine so as to leave part of the site, that is of archaeological interest, undeveloped. The means of access to the site is the only matter of detail put forward for consideration at this stage, but the proposal as a whole envisages a development of nine dwellings in a mix of house types to suit local needs. An indicative layout plan was submitted with the application (later amended, to reflect boundary changes that have taken place in recent years to adjacent residential properties and the reduction

in the number of dwellings proposed) to illustrate the type of development envisaged. Other documents submitted in support of the application comprise:

- Planning Statement
- Design and Access Statement
- Heritage Statement
- Noise Assessment
- Phase 1 Ecological Survey
- Archaeological Desk-based Assessment
- Geophysical Survey

- 2.2 The indicative layout plan for the site as a whole together with a detailed plan of the proposed site access are attached at **Appendix 1** to this report. All other documents are available to view as required through the 'Public Access' area of the Council's web site using the link at the beginning of this report.
- 2.3 Three of the nine dwellings are proposed as affordable units (1 three bedroom and 2 two bedroom) with the overall mix of properties being 4 four bedroom dwellings; 2 three bedroom dwellings; and 3 two bedroom dwellings.
- 2.4 The general layout plan is indicative at this stage but suggests that dwellings would form a cul-de-sac on either side of the access road with open, grassed areas to either side of the access point from High Green and to the north of the site, to accommodate the existing bridleway. An additional new footpath access would be provided out to the western side of the site. The roadway would be constructed to adoptable standards but would use materials of a sympathetic appearance to the overall development in order to avoid large areas of tarmac. There would be a speed hump at the site entrance.

### 3.0 Description of the Site and Surroundings



- 3.1 The application site is associated with, and part of, a much larger area on the north western side of Catterick Village that has been excavated in the past for sand and gravel. It adjoins the former Manor Farm House and its outbuildings which have been converted to residential use and now known as Chapmans Court. There is partial tree cover along part of the boundary between the site and Chapmans Court to the south. To the east of the application site is Garth Meadows, a relatively modern housing development, along with an older pair of semi-detached houses that front onto High Green (nos. 51 and 53 High Green). The neighbouring properties to the east are generally at a higher level than the application site. There are traditional properties on the opposite side of the road to the proposed access (nos. 38, 42 & 44 High Green) and the boundary of the Catterick Village Conservation Area runs to the south east of the application site, including Chapman's Court and High/Low Green, but excludes Garth Meadows.
- 3.2 The land to the north west is now farmed, but it has previously been worked for sand and gravel and is therefore relatively low lying in relation to neighbouring land. To the west is a pond that was also part of the excavations. The site is crossed by a bridleway which runs north westwards out of the village and then back along the southern side of the pond to cross the former A1 which is in the course of being diverted further away from both the village and this application site as part of the current upgrade.

#### **4.0 Planning Policies**

Richmondshire Local Plan 2012/2028 Core Strategy

- 4.1 The following policies of the Local Plan Core Strategy are relevant in considering this application:

SP1: Sub Areas

SP2: Settlement Hierarchy

SP4: Scale and Distribution of Housing Development

Central Richmondshire Spatial Strategy

CP1: Planning Positively

CP2: Responding to Climate Change

CP3: Achieving Sustainable Development

CP4: Supporting Sites for Development (with reference to Saved Policy 23 of the Local Plan 2001)

CP5: Providing a Housing Mix

CP6: Providing Affordable Housing

CP11: Supporting Community, Cultural and Recreation Assets

CP12: Conserving and Enhancing Environmental and Historic Assets

CP13: Promoting High Quality Design

National Planning Policy Framework

- 4.2 As a means of achieving sustainable development and alongside the presumption in favour of sustainable development proposals that meet the twelve core planning principles set out in the National Planning Policy Framework, the following specific sections of the document are relevant in considering this proposal:

- Delivering a Wide Choice of High Quality Homes
- Requiring Good Design
- Promoting Healthy Communities

- Meeting the Challenge of Climate Change, Flooding and Coastal Change
- Conserving and Enhancing the Historic Environment

#### Supplementary Planning Documents

- 4.3 The following adopted Supplementary Planning Documents are relevant in considering this proposal:

Catterick Village Conservation Area Appraisal and Management Plan (December 2010)

### 5.0 Planning History

- 5.1 There is no planning history relating to this site specifically, although applications relating to the extraction of sand and gravel and the deposit of inert waste on adjacent land have been approved in the past.
- 5.2 Planning permission was refused in October 2011 for 12 holiday lodges around the pond to the west of this site. The access for that proposal was from Leeming Lane. The grounds for refusal were based on landscape impact; impact on ecology (disturbance to birds using the nearby Site of Interest for Nature Conservation); and incompatibility of the use with the high levels of noise from the nearby A1. An earlier scheme in 2010 for a similar holiday lodge development around the pond, using the same access as this current application, was withdrawn in the light of significant local objections and concerns expressed by the Highway Authority.

### 6.0 Consultations Undertaken and Representations Received

- 6.1 **Parish Council:** have a number of concerns about the application. These are summarised as follows:

- The width of the road serving the proposed development is on average 4.5 metres (reducing to 4 metres at some points). The requirement for a residential street is 5 metres. The new development is designed as a Home Zone using a 4.8 metres width, which is wider than the road it connects with. The road is used by vehicles, cycles, horses and pedestrians but there are no footpaths and the road is too narrow for two-way traffic and there are no specific passing places or parking areas. The hazard that this causes will be increased with more development. The access is at the bottom of a steep gradient, a blind bend and a residential access.
- Planning Policy at RDC carried out a Settlement Development Assessment Plan in order to develop the Local Plan. The Policy Officer said that about 30 new homes would be needed over the plan period. With 21 homes approved at Bishop's Way this figure has therefore nearly been met and it was said that the rest could just be accommodated on smaller infill sites. The report discussed limitations to access routes and concluded that this area is not suitable for the strategic scale of development expected.
- The applicant has already got outline permission for a development of 21 dwellings – why is this not being delivered before applying for further planning permission? There is concern that if this is granted, then the two developments could join in the future and this would not be wanted at all.

- A previous scheme for holiday lodges was withdrawn and a new application submitted with an access via Leeming Lane instead of High/Low Green. Surely this was because High/Low Green was unacceptable as an access?
- The site is archaeologically sensitive. The site is along the route of Dere Street and is likely to be archaeologically important. Has a full archaeological survey been carried out?
- There has been no mention of how clean water is to be obtained and sewage disposed of. Could this mean disruption and digging up of roads?

6.2 **Highway Authority:** Based on further submitted plans illustrating that greater visibility can be achieved to and from the site, the Highway Authority have no objections to the proposal as a whole or the proposed access point from High/Low Green. The following matters are recommended to be dealt with by conditions in the event of outline planning permission being granted: detailed plans of the road and footway layout and construction to be approved before development takes place; the provision of visibility splays; discharge of surface water; access, turning and parking arrangements; parking/on-site storage during development; restrictions on construction traffic; precautions to prevent mud on the highway during construction; restrictions on the future conversions of garages to habitable rooms; approval of site works in the highway; access construction; and a highway condition survey to be carried out prior to any HGVs being brought onto the site.

6.3 **Civic Society:** There are clearly major archaeological issues concerning this site and we support the detail in Mr M Wood's letter. Please consult us on any future application as this is a major scheme.

6.4 **Archaeology:** Recommended that the developer provide further information on the impact of the proposal on archaeological remains. In the first instance this took the form of a desk based assessment to identify areas of quarrying within the site and the likely impact on archaeological remains. As a result of this, a further field evaluation was carried out which included a geophysical survey. This revealed four large, 'intense anomalies' in the west of the area which may reflect relatively recent ferrous items although an archaeological origin for the anomalies (such as kiln remains) cannot be ruled out on geophysical grounds alone.

The applicant has now decided to exclude this area from the development site and as such, NYCC have recommended fencing to be erected around the area of archaeological interest and that no works are to take place within this area unless otherwise approved in writing. Further to this, a planning condition is recommended to require a Written Scheme of Investigation to be submitted and approved before any development takes place and also requiring provision to be made for analysis, publication, dissemination and archiving of the results.

6.5 **Historic England:** Any response received will be reported at the meeting.

6.6 **Environmental Health:** Although outline only at this stage, noise has been identified as a potential impact in this location due to traffic from the A1. The submitted noise report appears to show that internal noise levels will be achievable. For external amenity areas, it is likely that the upper guideline value of 55 dB LAeq will be achievable in this location due to the proximity of the A1, although it is the opinion of the noise consultants that noise levels may fall following completion of the road works. There are therefore no objections to the proposal. When detailed

design plans are known, then noise control measures should be finalised to ensure that the noise levels contained in BS8233:2014 are achieved.

- 6.7 **Yorkshire Water:** No objection, subject to conditions relating to the means of disposal of surface water.
- 6.8 **British Horse Society:** The proposal would result in the loss of 60 metres of traffic free grass bridleway and the Design and Access statement does not give a risk assessment for shared use of the proposed access road with horse riders. The parking in front of the affordable housing units on plots 7-10 (now 6 to 9) is a cause for concern because it requires cars to reverse out of or into the space directly off the bridleway route which at this point, would then be a road. There is no detail given as to the surface of the road and for safety reasons, this must not be a smooth tarmac because this is very slippery for the shod horse. Any new surfacing should be agreed with the NYCC Rights of Way department. Request that a planning condition be imposed so that the surface of the bridleway is levelled across the width of the remaining route. If development is to take place then the BHS would want to see a segregated bridleway route of adequate width for the full length of the development area. This will ensure safety for users and harmony for residents. We suggest that as it enters the site, the bridleway should be set back to the south side of the access road, which may require the boundary of plot 1 to be moved back to allow this to continue around the edge of the plot then the route should continue with one crossing point across the road to the proposed continuation of the bridleway past plots 4 & 5 and the width of the dedicated route here needs to be increased from that shown on the plan.

It is noted that the developer has stated that a contribution towards a play area will be made, but the BHS believe regrading of the bridleway surface would be of equal or greater benefit for the local community by planning condition should the development receive planning approval.

- 6.9 **Yorkshire Wildlife Trust:** A condition is recommended to ensure that all the mitigation recommendations of the submitted Ecology Report, including investigating opportunities for improving the wetland area of the Pallett Hill SINC., are secured as part of the grant of outline planning permission.
- 6.10 **NYCC Flood Risk Management:** Floor levels should be set at least 300mm above ground level and flood resilient ground floor construction would be advisable. There are no objections to the scheme but a condition requiring satisfactory demonstration of the feasibility of sustainable drainage prior to commencement should be attached to any planning permission granted.
- 6.11 **Highways England:** No objections. Recommend a condition to require a Travel Plan and Construction Management Plan to be submitted and approved in consultation with Highways England.
- 6.12 **Public Rights of Way:** No objections. Would expect the Public Right of Way through the site to be protected during the course of development (unless a diversion is approved).
- 6.13 **Designing out Crime Officer:** Should outline planning permission be granted I would ask the Authority to require full details of what crime prevention measures are to be incorporated into the site (as a condition to any planning permission granted),

be detailed in any Reserved Matters Application. These should include the suggestions made in my report.

- 6.14 **NYCC Education:** No developer contribution would be sought for this scale of development at the present time for primary or secondary education facilities.
- 6.15 **Local Residents:** Letters of objection have been received from the following residents of Catterick Village and elsewhere:

L Schofield, 5 Garth Meadows  
Mr P Richardson, 9 Garth Meadows  
Mr D Hall, 17 Arena View  
Mrs S Stevenson, 53 High Green  
V Ames, 42 High Green  
J Lawson, 40 High Green  
Mrs J Key, 10 Chapmans Court  
Mrs B Gregory, 13 The Bank  
Ms A Seward, 4 Killerby Drive  
R Knowles, 4 The Paddock  
Mr J T Willmitt MBE, Millhouse, The Courtyard, High Green  
Mr A Tucker, 11 Garth Meadows  
Mrs A Adams, 1 Garth Meadows  
Mr M Wood, 35 High Green  
Mr A Smith, Highfield House, High Green  
A & J Ridgway, 37 Leeming Lane  
W Campbell, 20 Garth Meadows  
Jeffery Williamson, West End House, Chapmans Court  
K Marshall, West End House, Chapmans Court  
Ms H Wemyss, 33 Bishops Way  
M Tickner, 8 Ashcroft  
E Harris, 28 High Green  
P Fitz-George, 8 The Paddock  
R Fitz-George, 8 The Paddock  
Mrs B Addison, 50 Low Green  
Mr H Addison, 50 Low Green  
Mrs F Hart, 12 Garth Meadows  
J & D Anderson, 56 Low Green  
Mr and Mrs Livingstone, 11 Chapmans Court  
Mr C McMahon, 47 High Street  
Miss J Martin, 47 High Street  
M Baker, 64 Brompton Park, Brompton On Swale  
J Darby, 4 St Anne's Crescent  
Mr C Spencer, 1 Low Green  
C Patience, 4 The Courtyard, High Green  
Mrs P Tickner, 3 Brough Meadows  
Miss J Dixon, 36 Bishops Way  
D A Ross & D Armstrong, 31 High Green  
Mr G Hugill, Bay Tree Cottage, 13 High Green  
U Wells, 16 High Green  
(Occupier of) 8 Arena View  
Mr A Bell, 53 High Street  
Mr J A Best, 3 Arena View  
Mr I Firman, 6 Arena View

Mrs V Firman, 6 Arena View  
 Mr R Welsh, 18 Arena View  
 Mr R & Mrs L Reynolds, 7 Garth Close  
 Mr & Mrs D Robertson, 4 Tunstall Road  
 Miss V Ryan, 6 Bennions Way  
 Mr J Wuwer, Brough Cottage, Brough Meadows  
 C Irwin, 17 Low Green  
 Mr M Chapman, Field House, Leeming Lane North  
 Mrs V M McCarthy, 2 Manor Court, Scorton  
 Mr P Anderson, 8 Garth Meadows  
 Mrs Crick, Sydall House, 67 High Street  
 J & D Coates, 18 Garth Meadows  
 Mr & Mrs Arnold, 13 Garth Meadows  
 PM & PW Swainston, 6 Garth Meadows  
 E Butterfield, 35 Low Green  
 Mr G Butterfield, 35 Low Green  
 D & R Getty, 52 Low Green  
 E King, 26 Low Green  
 Mr & Mrs P Morris, 29 Low Green  
 Mrs R Wuwer, 36 Low Green  
 T E B Cran, 46 Low Green  
 M J Saunders, 21 Garth Meadows  
 K Seward, 23 Garth Meadows  
 M Bruce, Brucefield House, High Street  
 Mr J & Mrs A Gray, The Orchard, 10 High Green  
 Mr D Evans, 5 Garth Close  
 Mr & Mrs S D Bunch, 5 High Green  
 D & N Fryer, 17 High Green  
 Ms G Browne, 23 High Green  
 Miss M Croydon & Miss A Willmott, Holly Cottage, 8 High Green  
 W & A Bishop, 19 High Green  
 F R & C A Slade, Lorraine Lodge, High Green  
 Mrs P A Gale, Hanby House, High Green  
 Dr J Richardson, Dere Cottage, 12 High Green  
 Mr & Mrs R & L Martin, Ashfield House, 25 High Green  
 Mr R Elstob, 11 The Bank  
 Mr P M Tickner, 3 Brough Meadows  
 N G & A E Pope, Garden Cottage, Chapmans Court  
 Mr & Mrs Askey, 45 High Green  
 R & V Pierson, 37 High Green  
 Mrs H M Lovett, 30 Low Green  
 H & M Harper, Manor House, High Green  
 Mr N Maw, 47 High Green  
 G Archibald, 7 Beckside  
 B Wheldon, Orchard Cottage, St. Anne's Crescent  
 J A Dodds, Orchard Cottage, St. Anne's Crescent  
 M R Carter, 4 Ash Croft  
 G Heugh, 30 High Street  
 A & N Atkinson, 3 Bishop's Way  
 M Hugill, 15 Sydalls Way  
 Mr McConnell, 20 Arena View  
 G & C A McGlynn, 3 Garth Close  
 J Rushton, 25 Garth Meadows



M Gallagher, 15 Garth Meadows  
 Mr & Mrs P M Jones, 4 Garth Close  
 Mr J R Lamb, 16 Garth Meadows, High Green  
 Mr I P Bailey, 2 Garth Meadows  
 Mr J T Cumming, The Corner House, 42 Low Green  
 S & S Brownbridge, Rose Cottage, 11 Low Green  
 T Schofield, 2 Garth Close  
 Mrs M Redfearn, 44 Low Green  
 Mr & Mrs I Bardon, 33 High Green  
 A & P Mee, 33 Low Green  
 Miss E Porter, 27 Garth Meadows  
 Dunn, 27 Garth Meadows  
 B & S W Smith, 3 Garth Meadows  
 Y & J Heathley, 32/34 Low Green  
 Mr W A Hulley, 1 Sydalls Way  
 Mr C N Atkinson, 70 Brompton Park, Brompton On Swale  
 Mrs H M Cottrell, 3 The Paddock  
 Ms D Comber, 15 The Bank  
 S Little, The Smithy, 5 Chapmans Court  
 A Partridge, The Smithy, 5 Chapmans Court  
 C Johnson, The Old Gaol House, Chapmans Court  
 B & S W Smith, 3 Garth Meadows  
 Mr A Tucker, 11 Garth Meadows  
 Mr T Stewart, 42 High Green  
 Mr A Staincliffe, 3 Chapmans Court  
 E Howell & T Whitcombe, 48 Low Green  
 Mr & Mrs S Ames, 19 Rowan Court  
 H J Stokell, 41 High Green  
 Mr G Atkinson & Mrs A Bruxby, 5 The Paddock  
 Mr D C Spencer 9 Rowan Court  
 Mr C M & Mrs S Abbott, 11A Beckside  
 Dr J Key, 10 Chapmans Court  
 J M Johnson, The Old Gaol House, Chapmans Court  
 Mr D J Nicholas, 10 Curteis Drive, Brompton On Swale.  
 Mr & Mrs M Bethell, 15 High Green  
 Mr Allcock, 15 Arena View

The objections raised can be summarised as follows:

#### *Housing Need*

- There appears to be no market for the housing as there are already hundreds of properties on the market within a 5 mile radius, ranging from £45,000 to more than £1,000,000.
- There is already outline planning permission for 21 dwellings between Bishop's Way and Pallett Hill which has yet to be developed, raising the question of whether or not there is a need in the village for more housing.
- The need for housing is recognised nationally (especially for social housing) but planning permission should not be granted to the detriment of the local environment and the existing residents.
- Luxury houses selling in this location is unlikely as the site is near to the A1. Four affordable houses isn't going to allow the young people in Catterick to stay.

- This proposal ignores the Settlement Development Assessment in the Local Plan and approval of this application would set a precedent and mean that such assessments are worthless.
- Houses have already been built on Catterick Garrison and currently stand empty.
- Housing stock in the village is already at a maximum, as dictated by the Government. The village could do with more businesses, not homes.

#### *Access and Highway Safety*

- Access to the site is already very difficult. The access roads are single carriageway and cars already need to wait in order to pass each other, especially along High Green and there is no footpath in some places.
- In addition to an increase in traffic, there would also be an increase in the number of deliveries to the dwellings and these delivery vehicles already find it difficult to pass along High and Low Green.
- The lanes are narrow and the corner is blind, resulting in near misses between vehicles, cyclists and pedestrians on the corner near to the proposed site entrance. The road is treacherous in winter.
- No traffic management plans, traffic counts or surveys have taken place and only localised thought has been entered into rather than detailed design and traffic impact assessment on the wider village use.
- 18 designated parking bays for 10 properties is not enough - where will overflow traffic park? There are more than just three or four cars parked on High Green, as suggested in the plans. If 18 car parking spaces are required for 10 dwellings then 70 vehicles can be expected to park along roadsides at High and Low Greens.
- The access would pose a danger to pedestrians and horses using the bridleway.
- Children cycling and playing would be at risk.
- The applicant has looked to develop this site in the past and traffic surveys carried out by NYCC deemed the access unsuitable – what has changed?

#### *Drainage*

- There is already a problem with blocked drains.

#### *Ecology*

- Wildlife within existing gardens that depends on the piece of land to the rear of properties could diminish if this site is developed.
- The site is close to a large body of water and building work nearby would adversely impact on the habitat in terms of breeding, hibernation, reproduction, feeding, sheltering, migration and overwintering.
- There is a SINC nearby that would be affected by the proposals.

#### *Flooding*

- Flooding could be an issue during periods of rain. Surface water can be seen running off the fields on to the lane – what work will be undertaken to address the potential increase in surface water running off tarmac?
- In the past the applicant has pumped water from the lake onto these fields – where would this water go in the future?

#### *Education*

- School places are already difficult to secure. Extra pressure on schools and other services.

### *Archaeology*

- The site may include the remains of Roman buildings. The application should not be determined until full archaeological survey of the site has been carried out. There may also be a Roman culvert running through the site. Before the field was levelled, there were signs of Medieval fish ponds associated with the Manor House.

### *Recreation*

- There is limited green space within the village and this development would deprive residents an opportunity to walk, exercise dogs and ride horses here.
- The works to the existing bridleway due to the A1 will mean that very little green open space will be available to people who like to walk and exercise their dogs.

### *Character and Appearance*

- Buildings that are not designed with a sympathetic style to the current buildings on High Green will stick out like an eyesore on the landscape.
- Looking out to see buildings instead of green fields is not a welcome prospect.
- Development like this should be kept to brownfield sites or ex-military sites.
- The Conservation Area Appraisal for Catterick Village talks about this land as being important to the setting of the Conservation Area.

### *Construction*

- Will the construction be limited to 9.00 to 5.00 Monday to Friday? There are concerns about the noise, disturbance and dust that would be caused by the development.

### *Amenities*

- Services in the village are becoming less.

### *Neighbour Impact*

- The fencing that would be used on the boundary between the properties would block out sunlight to our garden and vegetable plot – can planning conditions be applied to protect hedges, gardens, etc.? This could include a maximum height of 2 metres for fencing and perhaps a buffer between existing dwellings and the application site of at least 2 metres that could act as a footpath for the new dwellings?
- The submitted documents are misleading in that they suggest that views of the site are only limited to certain properties within Chapman's Court. This is not the case, as at least four other dwellings will be affected.
- The access to the site will cause problems when vehicles need to reverse out of no. 53 High Green.
- Trees marked on the plans near to the boundary will cause a security issue to neighbours, as set out in the Police response.

Support for the proposal and comments on the scheme have been received from:

J Oselton, Bridge Cottage, 1 High Street

- This area of the village is used to high volume of traffic as it was a farm. We now have no traffic coming from Tunstall Road as that road is closed and the bridge taken down. Cannot understand the access off Low Green being dangerous. I look around other villages growing - we must not be left behind. We have this

great upgrade on our roads right next to us - we must use it for the good of our community even bring in new people.

Mr W Gedye, 55 Maison Dieu, Richmond

- We regularly use the bridleway through the proposed site for Health Walks around Pallett Hill Pond, and once the A1 crossing is re-instated, on to Brough Park and Catterick Bridge. From what I can see the developer intends to retain a metre wide path through the boundary to retain this access. As long as this access is maintained throughout the development and after completion we have no objections to the plan.

- 6.16 The proposal has been publicised by a site notice and newspaper advertisement as a 'major' development and the period for representations to be made has now expired.

## **7.0 Planning Issues**

### **Policy Considerations**

- 7.1 The full list of relevant policies is set out in Section 4 above. The key policy requirements of the Local Plan Core Strategy that have the greatest bearing on the consideration of this application are policies CP4 (Supporting Sites for Development), CP5 (Providing a Housing Mix) and CP6 (Providing Affordable Housing) in pursuance of the objectives of Spatial Principles SP1, SP4 and the Central Richmondshire Spatial Strategy. Catterick Village (along with Brompton on Swale and Scorton) is one of three Primary Service Villages in the Central Richmondshire sub area which together are expected to deliver at least 240 houses over the Plan period and the scale of development proposed in this scheme would assist in delivering those objectives.
- 7.2 Policy CP4 supports sites for new development which are located adjacent to the defined "development limits" of the settlement. The site adjoins the development boundary of Catterick Village and the proposal meets the other expectations of Policy CP4 in terms of the scale of development in relation to the existing settlement; its accessibility and relationship to existing facilities; the capacity of existing infrastructure; and not conflicting with the requirements of other core policies. This site lies within a part of the District where Policy CP6 of the Core Strategy sets a target figure of up to 40% affordable housing whilst Policy CP5 expects new housing proposals to take account of local housing requirements across all sectors of the community in terms of size, type, tenure, accessibility and adaptability.
- 7.3 The application site is adjacent to the designated Conservation Area of Catterick Village and so Core Policy CP12 is of relevance as it relates, *inter alia*, to conserving and enhancing the setting of historic assets.
- 7.4 Other policy considerations of the Local Plan Core Strategy that need to be noted at this stage are:
- taking a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework..... working proactively with applicants to find solutions which mean that proposals can be approved wherever possible (Policy CP1).

- new residential development of more than 10 dwellings expected to submit an energy statement showing consideration of opportunities to deliver carbon savings in excess of Building Regulation requirements and to demonstrate that carbon savings have been maximised by incorporating these opportunities into the design (Policy CP2).
- supporting sustainable development which promotes..... the efficient use of land and infrastructure..... the health, economic and social well-being, amenity and safety of the population..... the distinctiveness, character, townscape and setting of settlements..... encouraging the use of previously developed land in preference to greenfield sites..... addressing any issues of land contamination or land stability arising from past uses and activities..... and development in locations which, as far as possible, minimises the need to travel (Policy CP3).
- supporting proposals that help create, protect, retain or enhance community, cultural and recreational assets..... ensuring the provision of sufficient quality recreation assets, including formal and informal, equipped and unequipped areas for open space and links to Public Rights of Way (Policy CP11).
- promoting high quality design and landscaping in all new developments (Policy CP13).

#### Location

7.5 The scale and nature of this development accords with the spatial principles and core policies of the adopted Local Plan Core Strategy for Catterick Village. It is also consistent with the National Planning Policy Framework. As such, this is a sustainable location for new housing development. Although the site has the appearance of being “greenfield”, it has previously been subject to mineral extraction and there are no other genuine “brownfield” sites (known as “previously developed land”) available in or around Catterick Village. Catterick Village is noted in the Local Plan as a “Primary Service Village” (SP2) and so has been identified as having a good range of community facilities and services which can be supported by additional housing development. It should be noted that the definition of “previously developed land” excludes land that has been used for mineral extraction where provision for restoration has been made through development control procedures – given that mineral extraction took place on this site a considerable time ago, provision for restoration was inevitably limited. As such, this site can reasonably be considered to be “previously developed land”.

7.6 The adopted Local Plan Core Strategy establishes within Spatial Principle SP4 the annual average housing requirement of 180 dwellings per annum for the Plan Area over the current plan period to 2028 and has been calculated to ensure that the current and projected future housing needs of the population is accommodated over the Local Plan period. Spatial Principle SP4 also distributes the delivery of this development across the settlements in the plan area reflecting their role, scale and potential. Taking this into account, Catterick Village is identified as a Primary Service Village within the Central Richmondshire Sub Area, along with Brompton on Swale and Scorton where 240 dwellings are expected to be delivered in the three settlements over the plan period. Whilst there are other developments which have received planning permission in these areas, the requirement has yet to be exceeded and this proposal would therefore contribute towards it.

#### Provision of Affordable Housing

7.7 The target set by the Local Core Strategy is for 40% of dwellings on new developments in this area to be affordable. An indication of the amount of

affordable housing that would be provided as part of this scheme was included in the submitted details and it was initially proposed that four of the ten dwellings proposed would be affordable. Since the application was submitted, the scheme has been amended to reduce the number of dwellings to nine. The requirement for affordable housing is therefore reduced to three dwellings on site along with a commuted sum of £35,400 equivalent to the remaining 0.6 of a dwelling. Confirmation of these provisions as part of the revised application is awaited from the agent and they would need to be delivered and retained in perpetuity through a Section 106 Agreement if outline planning permission is to be granted. As there have been a number of rented affordable homes provided in recent developments in Catterick Village it would assist in providing a better overall mix of tenure and property types if the three affordable dwellings on this site were at a discount for sale in perpetuity (minimum discount of 20% from the open market value) to be sold directly to eligible occupiers in need of affordable accommodation.

#### Access, Highway Safety and Parking Provision

- 7.8 The outline application seeks approval of the proposed point of access to the site, which would be from the ends of High/Low Green. Within the site, the route of the existing bridleway would be retained and would continue north west off the proposed access road. Details of the layout and access arrangements within the site itself are 'reserved' matters to be dealt with at a subsequent detailed stage in the event of outline planning permission being granted.
- 7.9 There have been a great number of objections received in relation to the proposed access to the site, including concerns raised by the Parish Council. Views expressed relate primarily to existing problems already experienced by residents in terms of the narrow width of the road along High Green and the difficulty in traffic passing, especially with limited off-street parking along High Green. One of the concerns relates to the potential for an increase in traffic that would result from further housing, which could include larger vehicles that might also be going to and from the site delivering groceries or online shopping orders as well as personal vehicles associated with each dwelling.
- 7.10 Also of concern is the visibility when turning right into the site, due to the tight bend where forward visibility is currently restricted. The Highway Authority have been consulted on the application and made aware of the objections raised relating to these issues. Whilst they acknowledge that visibility is restricted on the existing bend between Low and High Green, the applicants have produced further plans illustrating that an acceptable level of visibility can be provided for vehicles travelling in both directions. This is illustrated by the amended access plan at **Appendix 1** and would be achieved by adjustments to the alignment of the existing bend, by extending the road out and away from 44 High Green on the corner, taking in a small area of the existing highway verge outside Manor House.
- 7.11 The Highway Authority have also considered the suitability of the existing roads to/from the site and their ability to accommodate the amount of extra traffic that would be generated by a further nine dwellings. Whilst new dwellings in this location would add to the overall levels of traffic using High Green and Low Green, the Highway Authority have confirmed that the relatively small scale of development involved and the volume of extra traffic that would be generated would not result in an unacceptable impact on highway safety or be beyond the capacity of the roads leading to the site. In coming to this view, the Highway Authority are aware of the

extent of roadside parking along High Green, but as this is not the only approach to/from the site, then the effect of the additional traffic can only be negligible.

- 7.12 Overall, the Highway Authority have no objections to the proposed development either in terms of the access into the site or the capacity/suitability of local roads to accommodate the traffic that would be generated. In the event of outline planning permission being granted various standard conditions would be required (see paragraph 6.2 above) to secure appropriate details of the new access and layout of the site, etc.
- 7.13 Although comments have been made by the Parish Council and local residents through the consultation process about the potential for further development proposals coming forward on land adjacent to the application site, that is not part of this application and is an issue which would need to be addressed as part of any future proposals that might come forward. Speculation about future proposals cannot have a bearing on this current application which needs to be considered on its own merits and for which a satisfactory access can be achieved.

#### Surface Water and Foul Drainage

- 7.14 North Yorkshire's Flood Risk Management Team have been consulted in terms of flood risk and the disposal of surface water drainage. Whilst there are no objections to the scheme, it is noted that although the site is within Flood Zone 1, Flood Zones 2 and 3 are very close by. For this reason, finished floor levels should be raised at least 300mm above the level of the land. The application confirms that a sustainable drainage system would be used for the disposal of surface water, however, details of this would be sought at a later date by planning condition. Yorkshire Water have no objections to the proposal in relation to foul drainage, subject to a condition requiring details of drainage to be submitted and agreed prior to development taking place.

- 7.15 Landscape Impact and Effect on the Setting of the Adjacent Conservation Area
- Catterick Village Conservation Area Appraisal and Management Plan (December 2010) makes reference to this piece of land. In undertaking the Appraisal part of this site (near to the entrance) was considered as a potential extension to the existing boundary of the Conservation Area for its contribution to the setting of the Conservation Area in providing a "soft green character". Whilst in the end it was decided not to extend the Conservation Area boundary, any development of this site should retain this area as 'open' and landscaped, acting as a buffer between the Conservation Area and any development within the main part of the site. The indicative layout plan accompanying the application shows an area of landscaping at the entrance to the site, which would be in line with the aspirations of the Appraisal and fulfil requirements of Local Plan Policy CP12. On this basis, Officers are satisfied that the proposed development would not harm the setting of the Catterick Village Conservation Area. There is a requirement to consult Historic England on any proposed 'major' development (10 or more dwellings) which might affect the setting of a Conservation Area. The application has since been reduced to 9 dwellings, but Historic England had been asked for their view on the proposal at the earlier stage. Unfortunately, they have not yet been able to provide a response in time for inclusion in this report, but I will update Members on this at the meeting. At this stage it is not anticipated that Historic England will be raising objections to the proposal.

- 7.16 Although detailed plans illustrating the design of dwellings are not required as part of this application for outline planning permission, the Heritage and Planning Statements confirm the intention that the dwellings would reflect local architectural styles. There is a mix of housing types and styles within the immediate area, ranging from traditional farm buildings converted to residential use; modern two storey brick-built dwellings and traditional dwelling houses, so as there is no one housing type or particular period but instead a variety of single and two storey dwellings, of brick, stone and render. It would certainly be important to respect surrounding buildings both inside and out of the Conservation Area in terms of scale, design and appearance, but any new housing development in this location is unlikely to be detrimental to the character and appearance of this part of the village in principle, subject to appropriate details being agreed at the reserved matters stage. Overall, in terms of the existing built environment, this location is considered to be an appropriate extension to the village.

#### Housing Mix

- 7.17 The potential for changes to the arrangement of dwellings in terms of mixing affordable housing units with market housing units in order to deliver a more inclusive grouping of buildings in preparation for any future 'reserved matters' application, has been discussed with the agent, along with the mix of dwellings proposed. The Local Plan Core Strategy looks to secure higher percentages of two and three bedroom properties, rather than larger dwellings in order to respond to local housing requirements. The application proposals are weighted more to four bedroom properties (50%) and whilst a balance needs to be struck in terms of the provision of affordable housing, it would be preferable if one of the four bedroom properties became a three bedroom dwelling. The agent has confirmed that this is something that is likely to be possible in the event of outline planning permission being granted.

#### Relationship to Surrounding Land Uses and Neighbouring Properties

- 7.18 The site adjoins existing residential properties (namely Chapmans Court to the south west, Garth Meadows to the north east and High Green to the east of the proposed access). Consultation responses show that there are strong objections and concerns from neighbouring properties at Chapmans Court and Garth Meadows in terms of the proximity of the proposed dwellings to existing gardens. In particular, an issue with the location and layout plan was initially raised by the residents of no. 1 Garth Meadows as this seemed to illustrate a buffer between the eastern boundary of the application site and properties on Garth Meadows. Part of this area of the site was previously purchased by neighbouring residents and planning permission obtained to change the use of the land to domestic garden, which means that the gardens of these properties now directly back onto the application site. The agent has now amended the plans to reflect this change. Therefore, based on the revised indicative layout plan, there would be approximately 10 - 11 metres from the rear of the nearest proposed dwelling to the garden boundaries of 1 and 5 Garth Meadows, and a similar distance between the rear of the proposed dwelling on plot 2 to the boundary of 10 Chapmans Court. However, there would be between 24-32 metres respectively between the dwellings themselves at the nearest points. Whilst it is acknowledged that this is an open area of land at the present time, 'loss of view' is not a material planning consideration that can be afforded any weight. However, any detailed scheme would need to acknowledge the need for sensitivity in the proximity and scale of new buildings in relation to existing dwellings to ensure that development does not



result in an unacceptable loss of outlook or have an overbearing impact on existing properties, including the northern end of the rear gardens of 51 and 53 High Green.

#### Impact of Noise from the A1 on the Proposed Development

- 7.19 This application has been accompanied by a Noise Assessment Report. It acknowledges that the dominant noise source impacting upon the application site (during the day and night) is A1 road traffic, but has concluded that subject to the implementation of specific noise mitigation and control measures (as detailed in the report) the site is considered suitable for residential development in relation to noise impact. The assessment and its methodology was carried out in accordance with the National Planning Policy Framework and the Noise Policy Statement for England with internal and external noise levels based on those recommended in British Standard BS8233:2014. It should be noted that due to construction works being undertaken in relation to the current A1 Improvement Scheme, the survey acknowledges that current noise levels are not representative of future conditions after the aforementioned works have been completed. The assessment has therefore taken into consideration prevailing daytime and night time ambient noise levels that were taken for previous noise assessment work done for neighbouring sites prior to the A1 Improvement works having commenced. It also considered information from environmental impact documentation produced in relation to the A1 improvement scheme itself. Environmental Health are satisfied that this is a reasonable approach bearing in mind the difficulties created by the current A1 improvement works. They conclude that residential development on the application site would not be subject to unacceptable levels of noise nuisance, subject to the recommended noise mitigation and control measures (as detailed in the Noise Assessment Report) being undertaken. This can be required by planning condition in the event of outline planning permission being granted.

#### Ecology

- 7.20 The Yorkshire Wildlife Trust have considered the potential impacts from the proposed development on the habitat of protected species (including badgers, nesting birds, bats and great crested newts) and have confirmed that the scheme would have a low ecological impact provided that the recommendations set out in the submitted ecology report are adhered to. Those measures can be secured by planning condition if the application were to be approved.

#### Effect on the Bridleway

- 7.21 The British Horse Society have been consulted on the application and have suggested that as it enters the site, the bridleway should be set back to the south side of the access road, which may require the boundary of plot 1 to be moved back so as to allow the bridleway to continue around the edge of the plot and then continue with one crossing point across the road to the proposed continuation of the bridleway past plots 4 and 5, although the width of the dedicated route here needs to be increased from that shown on the plan. The agent has confirmed that it should be possible to address these issues in any detailed plans at the reserved matters stage.
- 7.22 Whilst the British Horse Society do not have any objections to the scheme subject to the above comments being incorporated into any detailed scheme, they also request regrading of the bridleway surface beyond the site boundary in the same spirit as a contribution to recreational facilities being provided by the developer. Whilst Policy CP11 makes provision for contributions towards recreational assets, it does not specifically refer to bridleways and it would not be reasonable or relevant

for the purposes of the Regulations governing such contributions for the development to require such works on land unaffected by the development. However, where the bridleway passes through the application site, the detailed proposals will need to take into account the existing route and surfacing.

#### Archaeology

- 7.23 The County Archaeology Service had noted that quarrying has taken place in the vicinity of the development area but there was no information on how extensive this was within the site itself. As there could be a high archaeological potential for Roman activity to be encountered in any previously undisturbed parts of the site, the applicant was asked to provide further information on the impact of the proposal on archaeological remains. In the first instance this took the form of a desk based assessment to identify areas of quarrying within the site and the likely impact on archaeological remains.
- 7.24 As a result of this, a further field evaluation was carried out which included a geophysical survey. This revealed four large, intense anomalies in the west of the area which may reflect relatively recent ferrous items although an archaeological origin for the anomalies (such as kiln remains) cannot be ruled out on geophysical grounds alone. Whilst trial trenching would provide a test for the theory provided in the design-based and geophysical assessments, the applicant has instead decided to exclude this area from the development site. A revised layout plan has been submitted and this appears as **Appendix 1**. As such, the Archaeology Service have recommended conditions that would secure the protection of this area along with further archaeological investigation of the remainder of the site during the course of development in the event of outline planning permission being granted.

#### Light Pollution

- 7.25 The site is located adjacent to existing housing development to the east and south west, as well as natural areas around the lake to the north west. There may be potential for light pollution if care were not taken to ensure that any development taking place included provision for a suitable and sensitively designed external lighting scheme. This is something that would be secured by planning condition in the event of planning permission being granted.

#### Sustainability and Response to Climate Change

- 7.26 Whilst the submitted Planning Statement briefly outlines that the scheme would be a sustainable form of development in the wider context of the National Planning Policy Framework, no details have been provided to demonstrate how this might work in practice in terms of design and construction. However, this is an issue that can only be fully explored as part of any future application for 'reserved matters', as all new residential development is expected to demonstrate at the detailed design stage how consideration of opportunities to deliver carbon savings in excess of Building Regulation requirements and to demonstrate that carbon savings have been maximised by incorporating these opportunities into the design.

#### Education Provision

- 7.27 Capacity for school places in the area was assessed as part of work carried out on the recently adopted Core Strategy and this did not anticipate any likely shortfall in spaces at the Catterick Village Primary School which would need to be mitigated by contributions from new development. North Yorkshire Education have confirmed that there has been no subsequent change and that sufficient capacity remains at the local Primary School to accommodate the level of development proposed.

## Recreation

- 7.28 Core Policy CP11 expects new development to ensure the provision of sufficient quality recreational facilities and where on-site provision is not possible, a contribution towards enhancing existing assets will be sought. The indicative layout accompanying the application does not illustrate any on-site play facilities. There is existing equipment on Arena View (however, this is only a very small facility and is not directly accessible from the application site). The agent acknowledges that some provision would be required in order to meet policy requirements. The Fields in Trust Standard referred to in Policy CP11 would require an additional 58 square metres of play space in association with this development. The contribution required to enhance any existing facility equivalent to on-site provision of such a facility would be £9,614. In another recent case the Parish Council have not wanted to adopt any additional play facilities and so a contribution has been the only option. Provision for payment of the contribution at an appropriate point during the course of development would need to be made as part of an associated Section 106 Agreement in the event of outline planning permission being granted.
- 7.29 A great number of objections have been received in relation to the loss of the field as an open place for exercising dogs and walking. Whilst this piece of land is privately owned with a formal Public Right of Way running through the site, residents within the village have seemingly enjoyed more general, informal use of the field over the years. The grant of planning permission for housing development would mean that what is currently an open area either side of the footpath/bridleway would not then be available to residents of the village, however, the route itself would not be closed or diverted and would still remain available for use. Whilst the concerns are understandable, as there is no formal public access to the site (apart from the right of way) it would not be reasonable to seek to reject this planning application on the basis that this land is used for recreation purposes.

## Other Issues

- 7.30 Catterick Parish Council and many local residents have expressed concern that there may be far more housing development planned for the future, with the possibility of this site being linked with Bishops Way and they question the need for any further housing. Whilst any further residential schemes would need to be assessed on their own merits, the now adopted Local Plan has established appropriate housing target figures for Catterick Village and the other Primary Service Villages in the sub area (as set out in paragraph 7.1 above). The Core Strategy provides an up to date assessment of current housing needs in the local area and this proposal would contribute towards this target, notwithstanding existing planning approvals for housing development elsewhere in the village. It is important to recognise that the Local Plan figures are 'targets' and not 'ceilings'

## 8.0 Conclusions

- 8.1 The scale and location of this development accords with the spatial principles and core policies of the adopted Local Plan Core Strategy as they apply to Catterick Village and it is consistent with the National Planning Policy Framework in these respects. The development will not result in unacceptable harm to the character of this part of the village or the setting of the Conservation Area and the indicative layout demonstrates that such a scheme would be entirely compatible with its surroundings. The applicant has reduced the number of dwellings proposed from ten to nine on archaeological grounds and an amended layout plan now excludes the area that revealed 'intense abnormalities' (which may or may not be remains of

kilns) from the site. Furthermore, notwithstanding the strong objections received through the consultation process in relation to highway safety and the capacity of the existing access along High/Low Green, the agent has demonstrated through revised plans that the proposed development can provide suitable arrangements for safe access and parking which are acceptable to the Highway Authority who are also satisfied that the roads leading to the site can accommodate the scale of development proposed. The development will cause no material harm to protected species or ecology. Matters of detail relating to design, provision for carbon savings, and relationship to neighbouring property are all capable of being satisfactorily addressed at the 'reserved matters' stage and/or through appropriate planning conditions attached to the grant of outline planning permission.

## **9.0 Recommendation**

9.1 Subject to a formal response from Historic England with their views on the impact of the development on the setting of the Conservation Area, Officers will be recommending that delegated authority be given to the Planning and Development Manager to grant outline planning permission for the reasons summarised at paragraph 8.1 above upon completion of an Agreement under Section 106 of the Town and Country Planning Act which will provide for:

- Arrangements in perpetuity for the provision of 40% of the approved dwellings (3 of the 9 dwellings proposed) as affordable dwellings (as defined by the National Planning Policy Framework) with a mix of both semi-detached and detached affordable properties ranging from 2 to 4 bedrooms. Provision of affordable dwellings to be phased alongside the completion of the private dwellings on the site. In addition, a commuted sum of £35,400 to be made payable at an appropriate stage of development to be used for the provision of affordable housing elsewhere.
- Payment of a contribution of £9,614 for the improvement of existing recreation facilities elsewhere in the village (location to be specified and agreed in consultation with the Parish Council), with the timing of the payment to be linked to the rate of development.

9.2 In addition to standard planning conditions covering matters including submission and approval of specific details of the 'reserved matters' and other works; ensuring implementation of the development in accordance with the approved particulars and plans, it is also recommended that the following specific matters be covered by conditions to be imposed on the grant of this permission:

- Detailed plans of the road and footway layout and construction to be approved before development takes place.
- Provision of visibility splays at the site access.
- Arrangements for discharge of surface water.
- Provision of approved access, turning and parking arrangements.
- Arrangements for parking/on-site storage during development.
- Routing of construction traffic.
- Precautions to prevent mud on the highway during construction.
- Restrictions on the future conversions of garages to habitable rooms
- Approval of site works in the highway.
- Approval of access construction.

- Submission of a highway condition survey prior to any HGVs being brought onto the site.
- Submission and approval of a Travel Plan and Construction Management Plan.
- Details of the means of disposal of surface water drainage with provision for the rate of discharge into the public sewer to be no more than three litres per second or the greenfield run-off rate, whichever provides the lowest rate of discharge. No discharge of surface water from any part of the site to take place until the approved details have been implemented.
- Details of sustainable drainage arrangements.
- Floor levels to be set at least 300mm above ground level with flood resilient ground floor construction
- Archaeological investigation.
- Surfacing of the access road to be suitable for joint use as a bridleway.
- Details of crime prevention measures to be submitted and approved.
- A scheme for new tree planting and landscaping within the development.
- Noise control measures within the design of the dwellings and outside amenity areas to ensure that the noise levels contained in BS8233:2014 are achieved and implementation of proposed noise mitigation measures.
- Details of lighting.
- A scheme to be submitted showing that carbon reduction measures have been maximised.
- Implementation of mitigation measures proposed in the Ecology Assessment.

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## 10.0 Further Information

**File Reference:** 16/00315/OUT

**Appendices:** Appendix 1: Indicative site layout plan (revised)  
Proposed site access

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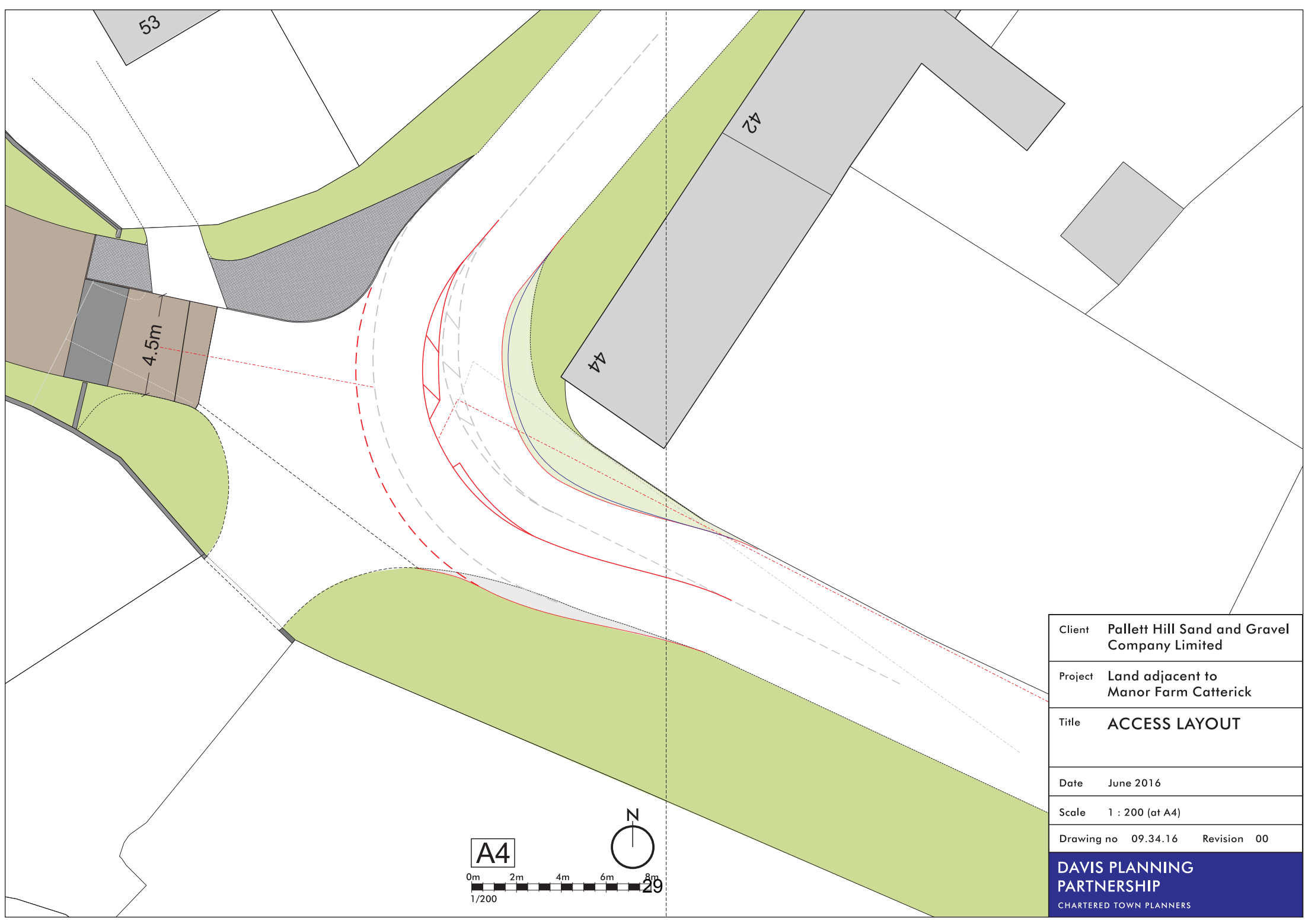
# Appendix 1



## LEGEND

Type	Floor area	Bedrooms	Persons	No
A	139 sq m	4	7	2
B	97 sq m	3	5	1
C	133 sq m	4	6	1
D	106 sq m	4	6	1
E	71 sq m	2	4	1
F	94 sq m	3	5	1
G	68 sq m	2	4	2
Total				9
Site Area	0.53 ha			

Client	Pallett Hill Sand and Gravel Company Limited		
Project	Land adjacent to Manor Farm Catterick		
Title	HOUSING DEVELOPMENT INDICATIVE LAYOUT		
Date	October 2016		
Scale	1 : 500 (at A3)		
Drawing no	09.34.15	Revision	05
DAVIS PLANNING PARTNERSHIP			
CHARTERED TOWN PLANNERS			



Client	Pallett Hill Sand and Gravel Company Limited		
Project	Land adjacent to Manor Farm Catterick		
Title	ACCESS LAYOUT		
Date	June 2016		
Scale	1 : 200 (at A4)		
Drawing no	09.34.16	Revision	00
DAVIS PLANNING PARTNERSHIP			
CHARTERED TOWN PLANNERS			

