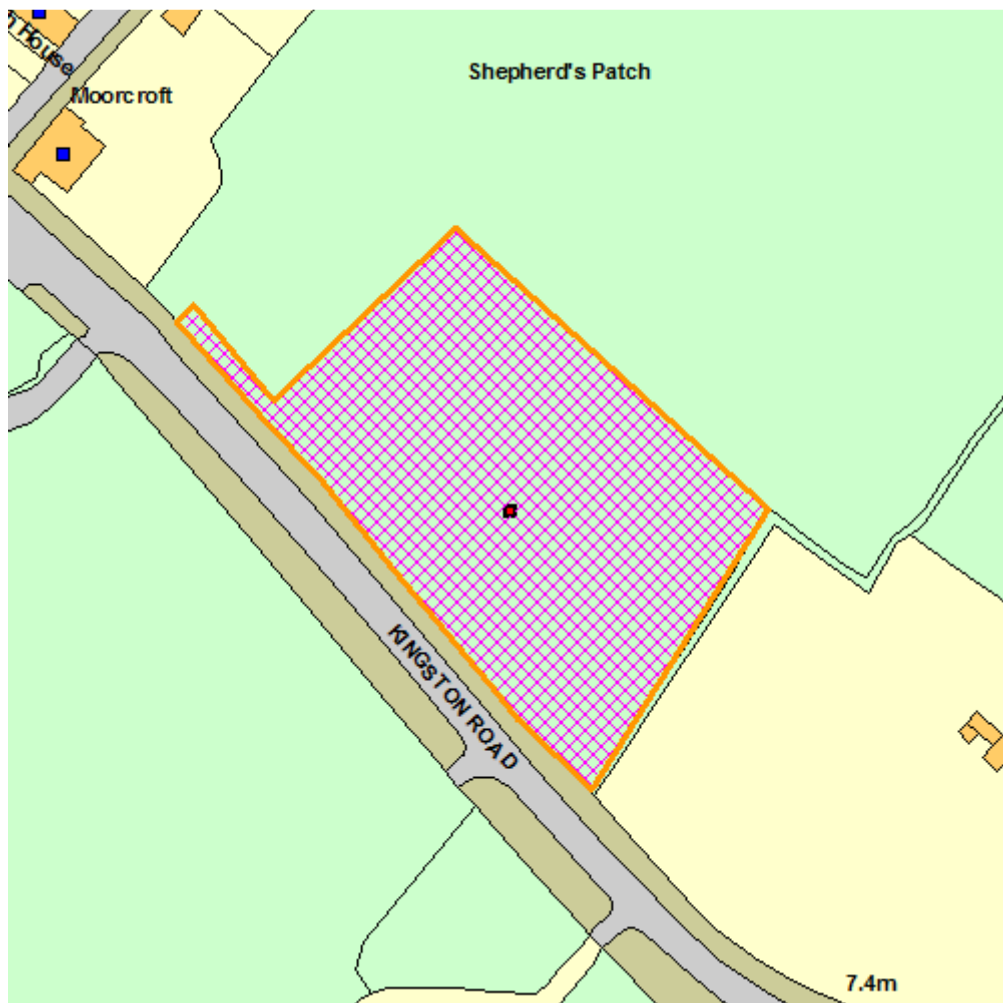




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Item No:	01
Application No. Site No.	S.19/0181/FUL
Site Address	Land At, Kingston Road, Slimbridge, Gloucestershire
Town/Parish	Slimbridge Parish Council
Grid Reference	372927,204116
Application Type	Full Planning Application
Proposal	Creation of car park (Resubmission of S.18/1421/FUL) (372927 - 204116)
Recommendation	Permission
Call in Request	Requested by Head of Development Management





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Applicant's Details	Slimbridge Parish Council 23 Tennyson Road, Dursley, Gloucestershire, GL11 4PZ,
Agent's Details	None
Case Officer	Rachel Brown
Application Validated	05.02.2019
	CONSULTEES
Comments Received	Planning Strategy Manager (E) Development Coordination (E) Lower Severn Internal Drainage Board Contaminated Land Officer (E) SDC Water Resources Engineer Natural England (E) Environmental Health (E)
Constraints	Consult area Flood Zone 2 Flood Zone 3 Slimbridge Parish Council SAC SPA 7700m buffer Village Design Statement
	OFFICER'S REPORT

MAIN ISSUES

- Principle of development
- Residential Amenity
- Highways
- Landscape impact
- Ecology
- Flood risk
- Archaeology and Heritage Assets

DESCRIPTION OF SITE

The site is located at Shepherd's Patch, to the north west of Slimbridge. The site comprises part of an agricultural field, with vehicular access off Kingston Road.

The site is not affected by any sensitive landscape designation, nor is it within a conservation area or nearby to any listed buildings. The site however falls within flood zones 2 and 3.

PROPOSAL

The application seeks permission for the creation of a car park. It has been made by the Parish Council to assist in managing tourism and alleviating traffic flow issues in the area.



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MATERIALS

Type 1 stone to finished level
Post and wire livestock fencing

REPRESENTATIONS

Statutory Consultees:

SDC Contaminated Land Officer - no comments

SDC Water Resources Engineer - Comments Internal Drainage Board to comment regarding surface water.

SDC Senior Biodiversity Officer - Acceptable subject to condition and informative

SDC Principal Environmental Health Officer - no adverse comments to make

GCC Highways - recommend no highway objection subject to conditions

Lower Severn Internal Drainage Board - comment that the applicant will require land drainage consent

GCC Public Rights of Way - Car park will not affect the footpath CSL 4; however if the stile is moving to a new location then it may need authorising.

Natural England - No objection; NE agrees with the Habitats Regulations Assessment (HRA) 'screening' report conclusions.

Public:

At the time of writing this report 13 letters of objection, a petition containing 68 signatures, and a representation from the Shepherds Patch Resident's Groups have been received. Objections relate to:

- Continued issue throughout village with poor parking
- Not fair money spent on car park to appease lower end of village when top are left to suffer
- Car park will be at the cost of natural land and be an eyesore
- Objector does not wish to pay towards car park that will not benefit them
- Least appropriate site for car park
- The meadow is unimproved grassland which hosts large variety of wild flowers, grasses, butterflies and birds
- Other fields in area would be more appropriate
- Proper ecological survey is required
- Reduction in grazing land
- Increased risk to sheep from dogs
- Affect on local residents
- No proven need for the car park in this location
- Many of the cars parked on the road belong to boat owners



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- Problem could ameliorated by using resident's proposed alternative parking on the verge of the road
- Traffic lights to enforce single file traffic would also be effective
- On most days during the summer the parking along the verge is not full
- Suggest full traffic survey be carried out over 6 months
- Proposed car park is disproportionate to the need
- The mound and stock fence will add to visual eyesore
- A proper hedge and trees should be planted
- The car park would be filled with the cars of those who have boats moored on the canal making it unavailable for those who wish to walk, cycle or fish
- Not the business of the Parish Council to be providing extra parking for local businesses
- Increase traffic
- Lack of pavements
- Parked cars slow traffic down
- Greater risk of accidents
- Cause noise pollution through the surface of the car park
- Likely to be used at night for over night parking
- Increase flooding
- Parking should be provided away from residents on WWT side of canal
- Double yellow lines would ease flow of traffic as would ensuring canal bridge remains staffed and operators allow traffic over from village side first
- Canal moorings should be reduced
- Parking should only reflect present need of visitors, not provide increase capacity for local businesses
- Car park will attract more visitors
- Overnight parking and associated local disturbance
- Car park does not address issues of speeding in village
- Real parking problem is around the school
- Money should be spent on reducing speed and school parking
- Detrimental effect on area and destroying wildlife and source of food for wildlife
- Field in flood zone 3 and regularly floods
- Local residents not contacted regarding the car park
- Parking spaces not going to be delineated
- Should work with WWT to make car parking available at WWT
- Cost to the village for ongoing maintenance and management
- Uncertainty of sufficient funding
- Lack of management or maintenance plan
- Design not fit for purpose
- Disturbance, smell, fumes, loss of privacy and overbearing effect
- Materials not acceptable

4 letters of Support have been received



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NATIONAL AND LOCAL PLANNING POLICIES

National Planning Policy Framework.

Available to view at: <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

Stroud District Local Plan.

Policies together with the preamble text and associated supplementary planning documents are available to view on the Council's website:

https://www.stroud.gov.uk/media/1455/stroud-district-local-plan_november-2015_low-res_for-web.pdf

Local Plan policies considered for this application include:

CP1 - Presumption in favour of sustainable development.

CP2 - Strategic growth and development locations.

CP3 - Settlement Hierarchy.

CP4 - Place Making.

CP13 - Demand management and sustainable travel measures.

CP14 - High quality sustainable development.

CP15 - A quality living and working countryside.

EI10 - Provision of new tourism opportunities.

EI11 - Promoting sport, leisure and recreation.

EI12 - Promoting transport choice and accessibility.

ES3 - Maintaining quality of life within our environmental limits.

ES4 - Water resources, quality and flood risk.

ES6 - Providing for biodiversity and geodiversity.

ES7 - Landscape character.

ES11 - Maintaining, restoring and regenerating the District's Canals.

Slimbridge Design Statement was adopted in 2017 and is a material consideration. A full copy of the document is available at: <https://www.stroud.gov.uk/environment/planning-and-building-control/planning-strategy/supplementary-guidance>

It contains the following relevant guidelines:

Slimbridge Landscape and Natural Environment (SLN)

SLN 2

SLN 3

SLN 4

Slimbridge Roads and Footpaths (SRF)

SRF 1

SRF 2

Slimbridge Employment and Infrastructure (SEI)

SEI 1



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The application has a number of considerations which both cover the principle of development and the details of the proposed scheme which will be considered in turn below:

PRINCIPLE OF DEVELOPMENT

Slimbridge Parish Council has applied for a car park to provide off-road parking for visitors to the area. Currently vehicles park on the grass verge. The car park would have the capacity for up to 42 cars, plus disabled spaces and space for motorcycles and bicycles. The car park will be surrounded by earth bunds made using soil dug from the car park. A stock proof fence would be erected around the outside of the bund. A footpath is proposed to allow pedestrians to access the car park via the existing footpath in the corner of the field. The Parish Council is proposing to maintain the car park.

The Local Plan has been adopted and full weight should therefore be given to the contents of the development plan, in accordance with paragraphs 11 and 12 of the NPPF. There is a presumption in favour of sustainable development as applied locally through the policies contained within the development plan. Consequently, decision makers should approve proposals that accord with the development plan without delay, but should refuse development that conflicts with the development plan, unless material considerations indicate otherwise.

The proposal is for a community car park with up to 42 spaces plus 3 disabled bays and an area for cycles and motorbikes, located close to the Sharpness canal at Shepherd's Patch. Support for low impact development and uses that bolster tourism, leisure and accessibility to the countryside for visitors and residents is in the Local Plan guiding principles for development within the Severn Vale. It is also noted that provision of off road parking is a key objective of the Slimbridge Village Design Statement.

A car park would improve access to the canal and help to facilitate environmental improvements to existing verges currently eroded by informal roadside parking. Providing that the bunding and planting is delivered to mitigate visual impacts the proposals are considered to constitute low impact development and to achieve environmental improvements in the vicinity of Kingston Road on the approach to the Canal.

The development is within the core recreation catchment zone for the Severn Estuary SPA. However, the provision of the car park is proposed specifically to manage visitor pressures in the area and is identified in the Council's Strategy for the avoidance of likely significant effects on the Severn Estuary.

A car park would improve access to the canal and help to facilitate environmental improvements to existing verges currently eroded by informal roadside parking. The provision of the car park would help to manage visitor pressures in the area and is identified in the Council's Strategy for the avoidance of likely significant effects on the Severn Estuary.



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RESIDENTIAL AMENITY

There is a separation distance of 30m between the proposed car park and the nearest neighbouring residential properties. The car park would be enclosed by a 1.5m high bund that would help screen light from the car movements. No details of opening hours for the car park have been provided, however this detail can form part of a Management and Maintenance plan, the details of which can be controlled via a condition. No lighting is proposed.

Given the degree of separation to the neighbouring properties, the proposal would not have a harmful impact on the amenities of neighbouring occupiers.

HIGHWAYS

Gloucestershire County Council Highways Development Management have reviewed the submitted details and confirm that the proposed access is suitable for two-way working for the anticipated type of vehicle likely to access the car park

In order to ensure the access is maintained and debris is not spread onto the highway, the vehicle access shall be bound within the first 5m of the carriageway edge.

The speed limit is 30mph dictating a visibility splay of 54m long and set back 2.4m from the carriageway edge. The required visibility splays can be achieved in either direction.

No highway objection is raised subject to conditions.

LANDSCAPE IMPACT

The site is outside any sensitive landscape designation. The land is classified as Severn Vale Grazing Marshes within the adopted Stroud Landscape Assessment. The scheme is for the provision of a car park 27m x 47m, enclosed by soil mounds 5m wide x 1.5m high. The existing roadside hedge will be retained. The car park would be surfaced in type 1 stone. Whilst the car park would be visible it would not be visually intrusive or cause harm to the character of the landscape.

ECOLOGY

The application has been screened by Stroud District Council as the competent authority, for Likely Significant Effects under Regulation 63 of the Conservation of Habitats & Species Regulations 2017.

The development is within the core recreation catchment zone for the Severn Estuary SPA. However, the provision of the car park is proposed specifically to manage visitor pressures in the area and is identified in the Council's Strategy for the avoidance of likely significant effects on the Severn Estuary. Severn Estuary access is restricted at the point of the proposed car-park by the Wild Fowl and Wetlands Trust Centre; visitors to the car park will likely access the canal for recreational purposes and thus reduce visitor numbers accessing the Severn Estuary at other points along the SPA.



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WWT have provided a statement which indicates that the field proposed to be used as a car park is unlikely to provide potential foraging and resting sites for SPA qualifying bird species due to the following:

"The enclosed nature of the field, proximity of houses and power/phone lines which do not make it as desirable as the more open fields closer to the estuary that are managed specifically with these birds in mind. It is therefore considered that the proposed development will not result in any likely significant effects on the designated site and no mitigation is required."

The outcome of the screening is that the project will have no adverse effect on the site at all. Natural England have confirmed that they agree with the HRA Screening report conclusions.

An ecological survey was undertaken at the site during the end of April 2018, species found indicate poor semi-improved grassland. This offers limited ecological value and is typical of a less species diverse sward. In the past the grassland has likely been improved by adding fertiliser, nutrients to increase the quality of the grassland for either the grazing of animals or for the production of silage/hay. By adding nutrients to a grassland the diversity of the sward decreases while the strong grass species begin to dominate the sward suppressing the more delicate slow growing herbs.

It is noted that the surveys for grassland species were undertaken outside of most optimal period of June/July and therefore a ground truthing exercise has been undertaken during a site visit by the Council's Biodiversity Officer on 3rd July 2019 in order to assess the grassland against the submitted surveys and to ensure that species such as orchids, that are more difficult to detect when not in flower, were not present. As a result of this exercise no additional species was discovered at the site and it is agreed that the above conclusions are correct.

Therefore the proposed car park will have limited ecological impacts on the biodiversity within the local area. It is proposed to bund the car park with the excess spoil and plant the bunds with a wildflower mix, if established and managed correctly it will support pollinating insects.

FLOOD RISK

The site is within flood zone 3. The car park would be classified as a less vulnerable use. It is proposed to line the area of the car park with a geotextile membrane, followed by stone, with a type 1 stone over the site to finished level. The materials proposed are permeable and the proposal would not increase flood risk elsewhere.

The Council's Water Resources Engineer has no comments to make. The Lower Severn Internal Drainage Board, responsible to the management of flood risk within the low lying areas of the River Severn have commented on the application that the applicant will require land drainage consent and an informative is recommended.



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REVIEW OF CONSULTATION RESPONSES

Letters of objection and comment have been received in response to the application and these are available to view on the electronic planning file. The objections and comments raised have been duly noted and considered in full in the main body of this report.

RECOMMENDATION

In light of the above, it is considered that the proposal complies with the policies outlined and the application is recommended for **Permission**.

HUMAN RIGHTS

In compiling this recommendation we have given full consideration to all aspects of the Human Rights Act 1998 in relation to the applicant and/or the occupiers of any neighbouring or affected properties. In particular regard has been had to Article 8 of the ECHR (Right to Respect for private and family life) and the requirement to ensure that any interference with the right in this Article is both permissible and proportionate. On analysing the issues raised by the application no particular matters, other than those referred to in this report, warranted any different action to that recommended.

Subject to the following conditions:	<ol style="list-style-type: none">1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission. Reason: To comply with the requirements of Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.2. The development hereby permitted shall be carried out in all respects in strict accordance with the approved plans listed below: Proposed Drawings of 24/01/2019 Plan number = PCP/1 Proposed Drawings of 24/01/2019 Plan number = PCP/2 Proposed Drawings of 24/01/2019 Plan number = PCP/3 Reason: To ensure that the development is carried out in accordance with the approved plans and in the interests of good planning.3. Notwithstanding the submitted details, any vehicular entrance gate serving the car park fronting Kingston Road shall be set back a minimum of 5m from the carriageway edge of the public highway and maintained thereafter.
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Reason:

To ensure that a private motorcar can be fully accommodated off of the highway and to ensure the safe unimpeded free flow of traffic on Kingston Road in accordance with Paragraph 35 of the NPPF.

4. Throughout the construction period of the development hereby permitted provision shall be within the site that is sufficient to accommodate the likely demand generated for the following:
 - i. parking of vehicles of site operatives and visitors;
 - ii. loading and unloading of plant and materials;
 - iii. storage of plant and materials used in constructing the development;
 - iv. provide for wheel washing facilities

Reason:

To reduce the potential impact on the public highway and accommodate the efficient delivery of goods in accordance with paragraph 110 of the National Planning Policy Framework.

5. Prior to occupation of the proposed development hereby permitted the first 5m of the proposed access road, including the junction with the existing public road and associated visibility splays, shall be completed to at least binder course level.

Reason:

To minimise hazards and inconvenience for users of the development by ensuring that there is a safe, suitable and secure means of access for all people that minimises the scope for conflict between traffic and cyclists and pedestrians in accordance with paragraphs 108 and 110 of the National Planning Policy Framework.

6. The vehicular access hereby permitted shall ensure the existing roadside frontage boundaries provide and maintain visibility splays extending from a point 2.4m back along the centre of the access measured from the public road carriageway edge (the X point) to a point on the nearer carriageway edge of the public road 54m distant in both directions (the Y points). The area between those splays and the carriageway shall be maintained so as to provide clear visibility between 1.05m and 2.0m at the X point and between 0.26m and 2.0m at the Y point above the adjacent carriageway level.



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Reason:

To avoid an unacceptable impact on highway safety by ensuring that adequate visibility is provided and maintained to ensure that a safe, suitable and secure means of access for all people that minimises the scope for conflict between traffic and cyclists and pedestrians is provided in accordance with paragraphs 108 and 110 of the National Planning Policy Framework.

7. The development hereby permitted shall not be brought into use until details of the proposed arrangements for future management and maintenance of the proposed car park have been submitted to and approved in writing by the local planning authority. The management and maintenance plan should include details such as
- a. Dog waste bins, including an emptying schedule.
 - b. General rubbish bins, including an emptying schedule.
 - c. Details of wildflower planting, including timings of planting, methods used to encourage establishment.
 - d. Type and source of materials to be used where appropriate, e.g. native species of local provenance.
 - e. Prescription of management actions
 - f. Preparation of work schedule (including an annual work plan capable of being rolled forward over a five year period)
 - g. Details of body or organisation responsible for implementation of the plan.
 - h. Ongoing monitoring and remedial measures.
 - i. Proposed opening hours of the car park and how this will be controlled.

The plan shall also set out how contingencies and/or remedial action will be identified, agreed and implemented so that the development still delivers the fully functioning biodiversity objectives of the originally approved scheme. The approved plan will be implemented in accordance with the approved details.

Reason:

To protect and enhance the site for biodiversity in accordance with paragraph 175 of the National Planning Policy Framework, Policy ES6 of the Stroud District Local Plan 2015 and in order for the Council to comply with Section 40 of the Natural Environment and Rural Communities Act 2006 and to protect the amenities of neighbouring occupiers in accordance with Local Plan Policy ES3.

8. No lighting, whether fixed or mobile, or other form of lighting of any description shall be installed on or around the car park.



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Reason:

In the interests of the amenities of local residents and to minimise light pollution in accordance with Local Plan Policies ES3, CP14, ES6.

9. The development hereby permitted shall not be brought into use until details of the proposed height restrictor barrier and gate have been submitted to and approved in writing by the local planning authority. Development shall then be carried out in accordance with the approved details.

Reason:

In the interests of the visual amenities of the area.

Informatives:

1. The proposed development will require the provision of a footway/verge crossing and the Applicant/Developer is required to obtain the permission of the County Council before commencing any works on the highway.
2. The applicant will require land drainage consent from the Board for any works within 8 metres of the ditch adjacent the road. Consent will also be required for the additional length of culvert to be installed within the ditch.
3. If the stile is moving to a new location then it may need authorising as a new structure under S147 of the Highways Act, 1980.
4. The applicant's attention is also drawn to the protection of breeding birds under the Wildlife and Countryside Act 1981. This makes it an offence to kill or harm birds or damage or destroy their eggs. To avoid contravening these provisions it would be advisable to avoid carrying out any work that might damage an active nest during the bird breeding season (March to August inclusive).