Lincolnshire County Council

Planning, Design and Access Statement
Proposed Residential Development
Erection of up to 22 Dwellings.
Site of Former South View Primary School, Albion Street, Crowland, Spalding, Lincolnshire

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TABLE OF CONTENTS

1. Executive Summary 1

2. Application Site and Surroundings 3

3. Planning Policy 7

4. Design 10

5. Conclusions 13

1. EXECUTIVE SUMMARY

1.1. Outline planning permission is sought for the erection of up to 22 dwellings on the site of the now demolished South View Primary School off Albion Street, Crowland. Lincolnshire County Council has obtained funding from the Homes and Communities Agency to enable 15 of the proposed 22 dwellings to be constructed as Starter Homes. These homes will be available for sale at 80% of market value for first time buyers under the age of 40. The Starter Homes Local Authority Funding Programme is designed to accelerate the supply of brownfield land available for starter homes development.

1.2. The application has all matters reserved for subsequent approval apart from access, which is proposed to be taken off Albion Street.

1.3. This is a Brownfield site that has now been cleared of the former school buildings etc and is fenced off from the surrounding residential development.

1.4. The proposal is accompanied by an indicative site masterplan showing how the site could be developed with the proposed access off Albion Street. The layout has been informed by the following documents:

- Drainage Strategy
- Ecological Assessment
- Ground Investigation Report

1.5. The reports demonstrate that there are no technical reasons why the site cannot be redeveloped for housing.

1.6. Representations have been made to each stage of the emerging South East Lincolnshire Local Plan and the site is identified as being 'developable' in the contest of the Strategic Housing Land Availability Assessment. It is intended that the emerging local plan will replace the existing South Holland Local Plan (saved policies) 2006, in 2018.

1.7. The National Planning Policy Framework (NPPF) asserts a presumption in favour of sustainable development and that, where housing proposals are made and there is not a 5-year housing supply, this presumption should be afforded full weight and planning permission granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the NPPF.

1.8. The application site lies within Crowland, which is a Main Service Centre and the redevelopment of this now vacant former school site represents a sustainable form of development.

1.9. The application site lies within Flood Zone 1 and as the site is for development on land of less than 1ha, no Flood Risk Assessment is required, however, a Drainage Statement identifies how surface water can be suitably dealt with.

1.10. The former school site has no designation in the adopted local plan, however, in the emerging local plan the entire site is identified as a housing commitment with the northern section also shown as a 'Recreational Open Space', protected under draft policy 28. As a matter of fact, that part of the site was levelled as part of the demolition and is covered in demolition hardcore and is largely overgrown. The site is neither recreational open space nor is it available to the general public.

1.11. The proposal amounts to sustainable development in a Main Service Centre and in the absence of a 5 year housing supply, paragraph 14 of the NPPF indicates that planning permission should be granted unless adverse impacts of doing so would *significantly and demonstrably outweigh the benefits*, when assessed against the policies in the Framework taken as a whole.

2. APPLICATION SITE AND SURROUNDINGS

2.1. The application site measures 0.7ha and is located to the north of Broadway with Albion Street to the west and Reform Street (which is one-way) to the east. There is convenient pedestrian access to the services and infrastructure in the settlement centre.

2.2. The satellite image below identifies the location of the site and relationship with the existing residential development in the immediate vicinity.



2.3. All the former school buildings have been demolished and the site is fenced off from the surrounding area. There is some existing planting in the form of trees along the short Broadway frontage and to the northern

part of the site and it is planned to retain this as part of the redevelopment of the site. The site does not lie within an area of designated landscape character or the Crowland Conservation Area, although the north western boundary of the site shares a common boundary with the southern boundary of the conservation area.

2.4. There is existing residential development around the site ranging from local authority bungalow development to the west of Albion Street and older two-storey terraced and semidetached development on Reform street. Reform Street is one-way (from Broadway). Broadway is one of the main thoroughfares through Crowland linking Low Road and Peterborough Road.

2.5. A selection of photographs of the site and surroundings can be seen below.



Looking north across the site from Reform Street



Looking north along Reform Street



Looking south west across the site from Reform Street towards Albion Street/Broadway



Looking south down Albion Street with the site on the left-hand side and the Trinity Close junction on the right-hand side.

3. PLANNING POLICY

The Development Plan

3.1. The development plan consists of the South Holland Local Plan 2006 (saved policies 2009) (LP).

3.2. LP policy SG1 states that all proposals for development will be permitted where that development follows the principles of sustainable development.

3.3. Policy SG3 identifies Crowland as a Main Service Centre, which provides a wide range of services and employment opportunities. In the absence of a five-year housing supply, Policy SG3 should not be considered as an up-to-date policy as it deals with the spatial distribution of housing.

3.4. Consequently, there is a presumption in favour of sustainable development in accordance with paragraph 49 of the National Planning Policy Framework.

3.5. LP policy SG14 considers the design and layout of new development.

3.6. LP policy SG15 considers the impact on the local highway network, pedestrians and cyclists.

3.7. LP policy SG17 requires new proposals to consider the impact on residential amenity.

3.8. In the absence of a 5 year housing land supply, those policies in the local plan that deal with housing numbers are to be considered out of date.

South East Lincolnshire Local Plan

3.9. The Publication Version of the new Local Plan that will replace the 2006 Plan commenced its consultation exercise on the 10th April 2017.

3.10. The site is considered suitable for development and is shown as a housing commitment and is within the settlement boundary.

3.11. Crowland is identified as a Main Service Centre and is rated as the fifth most sustainable settlement across the plan area after Spalding and Boston.

National Planning Policy

3.12. The National Planning Policy Framework (the "NPPF") sets out Central Government's planning policies for England and how these are expected to be applied.

3.13. Paragraphs 6 and 7 of the NPPF confirm the commitment to sustainable development based on three dimensions:

> "**an economic role** - contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
>
> **a social role** - supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and
>
> **an environmental role** – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy."

3.14. This is followed by a commitment to a presumption in favour of sustainable development and at paragraph 14, "For decision-taking this means:

- approving development proposals that accord with the development plan without delay; and
- where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:
  - any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or
  - specific policies in this Framework indicate development should be restricted."

3.15. Paragraph 49 confirms this to be the case by referring to housing applications and the presumption in favour of development where there is not a 5 year housing land supply.

3.16. Paragraphs 196 and 197 confirm that applications should be determined in accordance with the Development Plan and that, in such cases, Local Authorities should apply the presumption in favour of development.

3.17. The NPPF asserts a presumption in favour of sustainable development and that, where housing proposals are made and there is not a 5 year housing supply, this presumption should be afforded full weight.

4. DESIGN

Use

4.1. Redevelopment of the site for residential use is entirely consistent with the immediate land uses on the boundaries of the site and, as such, is compliant with LP policy SG17 - Protection of Residential Amenity.

4.2. The indicative masterplan submitted as part of the application proposal shows how the site could be developed in such a way such that the reasonable residential amenity of existing residents could be preserved.

4.3. The existing development in the vicinity of the site varies significantly, however, the indicative layout shows how the site could be developed whilst taking into account the general grain of development in the area.

4.4. An indicative layout shows how the site could incorporate the necessary amount of Public Open Space in accordance with adopted local plan policy.

Amount

4.5. The proposed development for up to 22 dwellings on 0.7ha results in a density of 31 dwellings per hectare. This density is consistent with the grain and character of development to the east.

4.6. This density takes account of the need to provide Public Open Space and a Sustainable Drainage System.

4.7. The proposal in terms of the proposed amount of development is therefore complaint with LP Policy SG14 – Design and Layout of New Development.

Layout and Access

4.8. The masterplan indicates how the site could be developed, having regard to constraints and opportunities in the area together with the requirement for on-site provision of Public Open Space and surface water attenuation.

4.9. The indicative layout shows a single point of access into the site from Albion Street. This access point leaves a suitable off-set distance with Trinity Close to the west. The means of access has been informally agreed with the local highway authority following a conversation over the telephone regarding the redevelopment of the site. Albion Street is wide enough to accept a new vehicular access and visibility is good in

both directions. When the school was in operation, there was access on to Reform Street, however, this road is one-way from Broadway and the existing dwellings that front onto Reform Street have no or restricted off-street parking. Accordingly, the eastern side of Reform Street is characterised by on-street parking further reducing the carriageway width. It is not, therefore, proposed to have access on to Reform Street. In addition, there is no pedestrian footway on the site side of Reform Street and any access may lead to people walking in the road or having to cross between parked cars to get to the narrow footway on the eastern side.

Scale

4.10. The character of existing development varies from single storey to the west which is set back from the road, to two storey terraced housing on the back edge of the footway to the east.

4.11. The proposed development will be two storeys although there is no restriction on the single storey development having regard to flooding issues. There also no requirement to have dwellings built out of the ground as the site lies within Flood Zone 1 and consequently, the scale of the proposed two storey development will be in keeping with the existing two storey development close to the southern and northern boundaries.

Landscaping

4.12. There are existing trees (heavily pollarded) on the short section of road frontage to Broadway which have traditionally been surrounded by impermeable surfacing (playground and footway) and these will be retained as part of the proposal. On part of the western and the northern boundaries there also further trees and the intention here is that these will also be retained. The remaining planting will be within individual plots and will be controlled by individual homeowners.

Appearance

4.13. The architectural styles of existing development vary considerably around the site and accordingly, the development provides an opportunity to create a sense of place on the southern fringe of the Crowland Conservation Area.

4.14. The design of the dwellings will be the subject of a Reserved Matters Application following the establishment of the principle of development.

Heritage Impact Assessment

4.15. Paragraph 128 of the NPPF requires applicants to describe the significance of any heritage assets including the contribution made by their setting. It states that the level of detail should be proportionate to the asset's importance and no more than is sufficient to understand the potential impact of the proposal on its significance.

4.16. Early consultation with the Lincolnshire County Council Historic Environment Officer has confirmed that there are no known archaeological implications for the development.

4.17. The Crowland Conservation Area meets the northern boundary of the application site.

4.18. Heritage Gateway has been researched and there are no known heritage assets near the site and there is no intervisibility with Crowland Abbey.

4.19. The nearest Listed Building is at the southern end of South Street (Crawford House) and there is no intervisibility between the site and the building.

4.20. Section 72 of the Listed Building Act 1990 requires local planning authorities to exercise special regard when deciding development proposals and that development must either preserve or enhance the character of the conservation area. There is no indication that the site could not be developed in such a way so as to preserve or enhance the character of the Crowland Conservation Area.

Other Material Considerations

4.21. An Extended Phase 1 Ecological and Bat Survey concludes that there are no known ecological features of note on the site. An existing bat box at the northern end of the site should be retained as part of the proposal and should this need repositioning, this must be done by someone with an appropriate bat licence.

4.22. The ground investigation report indicates that there some contaminants present on site following the demolition of the school premises that might have an impact on the redevelopment of the site and will most likely require remediation.

5. CONCLUSIONS

5.1. The proposal will result in the development of a Brownfield site within the settlement limits of Crowland in an area surrounded by existing residential development.

5.2. It is proposed that 15 of the proposed maximum of 22 dwellings will be Starter Homes and thereby available to buy at 80% market value by first time buyers under the age of 40.

5.3. The site has been promoted as part of the emerging plan and is considered suitable by the applicant as a potential housing site.

5.4. The housing policies that relate to the numbers and location of housing in the district are considered out-of-date in the absence of a five-year housing land supply.

5.5. The National Planning Policy Framework (NPPF) asserts a presumption in favour of sustainable development and that, where housing proposals are made and there is not a 5 year housing supply, this presumption should be afforded full weight and planning permission granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the NPPF.

5.6. The application is supported by necessary technical reports that demonstrate there are no reasons why the site cannot be developed for housing.

5.7. The site lies entirely within Flood Zone 1 and is, therefore, a sequentially preferable site within the settlement in flooding terms. A Drainage Strategy indicates that surface water can be satisfactorily dealt with.

5.8. Access to the site will be via Albion Street which is the most appropriate location in highway safety terms.

5.9. The proposal assists in the local planning authority meeting the requirement for a five-year housing land supply and will provide much needed starter homes and is acceptable in all other respects.