

Design and Access Statement

Proposed subdivision of No. 21 Peterborough Road, Crowland (incorporating conversion of outbuilding) to create 2no. three-bedroom dwellings

1. Introduction

- 1.1 The need for a Design and Access Statement is required by Section 42 of the Planning and Compulsory Purchase Act 2004.
- 1.2 It has been prepared in accordance with DCLG Circular 01/2006 to inform and accompany our **DETAILED planning application** for the proposed subdivision of 21 Peterborough Road, Crowland (incorporating conversion of outbuilding) to create 2no. three-bedroom dwellings, on behalf of the Applicant and freehold owner, Mr T Speechley¹.

2. Assessment

2.1 Physical Context

- 2.1.1 The application site ('the site') comprises 21 Peterborough Road and land to the south, as shown on the **Location Plan**.
- 2.1.2 The site is located in a **highly sustainable area** within the **Defined Settlement Limit of Crowland**², which is identified in the Local Plan as an '**Area Centre**' central to delivering the Council's Spatial Strategy³. The site is surrounded by on three sides by residential properties, with land to the rear benefitting from outline planning permission for residential development⁴, the approved access arrangements for which have been

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² being within walking distance of a range of services and facilities in the settlement and close to bus stops providing frequent and regular bus services to the larger settlements of Spalding and Peterborough

³ '**Saved**' Policy **SG3** of the Adopted South Holland Local Plan (2006)

⁴ LPA reference H02-0786-14. The **Decision Notice** and **Illustrative Layout Plan** regarding this outline consent are attached at **Appendix IBA1** for ease of reference.

deliberately and necessarily been incorporated into the proposed layout and parking arrangements for the proposal now before the Council to ensure compatibility between the two schemes.

2.2 Social and Economic Context

- 2.2.1 The Layout Plan demonstrates that the property can be converted and subdivided in a manner which ensures that both dwellings will benefit from a satisfactory level of amenity and privacy. Each dwelling will also be afforded an adequate level of private amenity space and the two dwellings will have an acceptable relationship with each other with no overlooking, loss of privacy, or over-shadowing/over-bearing impact⁵.
- 2.2.2 The proposal will make a small yet noteworthy contribution to addressing the significant shortfall in housing provision in the District and, by providing 2no. three-bedroom homes, will also help provide housing of the size most required in the District⁶ and help increase the mix of housing options within Crowland, as advocated by Section 6 of the NPPF.
- 2.2.3 The proposed residential development will also bring **local employment opportunities** to the area during the period of construction. Whilst not a permanent level of employment it should nonetheless be welcomed as the construction industry still seeks to exit a period of demise brought on by the recession and where a further period of economic instability is likely following the decision to leave the EU⁷.
- 2.2.4 The proposal will not only provide a much needed boost to the local construction industry but there is also an important economic implication insofar as the additional residents will bring extra spending power into the local economy. This will help

⁵ see the 'Design' Section of this Statement

⁶ Policy 14 of the emerging South East Lincolnshire Local Plan (2011-2036) identifies a need for new 45-50% of market properties in the District to be three bedroom homes.

⁷ David Ritchie, the Chief Executive of Bovis Homes, once indicated that every house built generally creates 4.5 new jobs (Independent, October 2010).

support and sustain the local shops and businesses in the area, thereby enhancing and maintaining the vitality of the community in line with national planning policy⁸.

- 2.2.5 Moreover, Section 143 of the Localism Act 2012 stipulates that local planning authorities may have regard to local finance considerations, so far as material to the application, which include sums that a relevant authority has received, or will, or could receive, in payment of Community Infrastructure Levy, Council Tax, or the **New Homes Bonus**, for instance.

3. Planning Policy

- 3.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that the determination of applications and appeals under the Planning Acts should be in accordance with the Development Plan unless material considerations indicate otherwise.

- 3.2 The Development Plan currently comprises the ‘*saved*’ policies of the **South Holland Local Plan (2006)**. The relevant (‘*saved*’) policies most pertinent to the consideration of this development proposal comprise the following:

- 3.2.1 ‘***Saved***’ Policy **SG1 [General Sustainable Development]** permits development where the proposal is consistent with the principles of sustainable development; and where

- 1) the quality of life of residents is unimpaired or enhanced;
- 2) reasonable measures have been taken to conserve energy and natural resources; and
- 3) South Holland’s essential character and main environmental assets are not damaged.

⁸ paragraph 58 of the NPPF

3.2.2 **‘Saved’ Policy SG2 [Distribution of Development]** seeks to ensure that all development proposals are located having regard to sustainable development principles by:

- 1) prioritising the use of buildings within defined Settlement Limits;
- 2) making efficient use of land;
- 3) ensuring that development is served by a choice of transport modes including existing public transport; and
- 4) ensuring that development is acceptable in terms of traffic generation and road safety.

3.2.3 **‘Saved’ Policy SG3 [Settlement Hierarchy]** identifies Crowland as an *‘Area Centre’* central to delivering the Council’s Spatial Strategy.

3.2.4 **‘Saved’ Policy SG14 [Design and Layout of New Development]** seeks to ensure that new development makes a positive contribution to the architectural and visual quality of its surroundings and respects the vernacular architecture of the area in which it is located.

3.2.5 **‘Saved’ Policy SG15 [New Development: Facilities for Road Users Pedestrians and Cyclists]** identifies the need for the development proposal to provide safe and convenient access to and within the site for all highway users. New roads, cycleways and footpaths are required to reflect the anticipated nature of future traffic and the character of areas to be served.

3.2.6 **‘Saved’ Policy SH16 [Parking Standards in New Development]** requires development proposal to provide appropriate parking and servicing arrangements in accordance with the maximum parking standards appended at Appendix 2. The precise level of provision will be determined by negotiation to reflect the proposed use, its location and potential for access by public transport.

- 3.2.7 **‘Saved’ Policy SG17 [Protection of Residential Amenity]** is permissive of development proposals that would not cause material harm to residential amenity through overlooking, loss of privacy, overbearing/overshadowing or noise, smell, emissions or pollutants.
- 3.2.8 **‘Saved’ Policy SG18 [Landscaping of New Development]** requires new development to, where appropriate, incorporate landscaping proposals as an integral part of their design and layout.
- 3.2.9 **‘Saved’ Policy SG20 [Extensions and Alterations to Existing Buildings]** permits the alteration of existing buildings which do not detract from the character, appearance or historic significance of the building or harm the appearance of the street scene.
- 3.2.10 **‘Saved’ Policy HS4 [New Housing in Spalding and the Area Centres (Other Towns and Donington) (Non-Allocated Sites)]** is permissive of residential development on suitable sites within Area Centres, including Crowland, subject to the site being within the Defined Settlement Limit and constituting brownfield land.

3.3 Emerging Local Plan

- 3.3.1 The Council is preparing a new Local Plan⁹ and currently consulting on the South East Lincolnshire Local Plan 2011-2036 Publication Version (March 2017). Whilst the emerging Local Plan has not yet been independently examined and thus cannot be afforded significant weight in the determination of this application, the Publication Version (March 2017) reinforces the designation of Crowland as a second tier settlement in the Settlement Hierarchy which is to accommodate 500 dwellings¹⁰ and where development will be permitted (within the settlement boundaries) provided it supports the settlement’s role as a service centre, helps sustain existing facilities, or helps meet the service needs of other local communities¹¹.

⁹ in collaboration with Boston Borough Council and Lincolnshire County Council

¹⁰ Policy 11 of the South East Lincolnshire Local Plan 2011-2036 Publication Version (March 2017)

¹¹ Policy 2 of the South East Lincolnshire Local Plan 2011-2036 Publication Version (March 2017)

3.3.2 In addition, and of particular relevance to this proposal, draft Policy 18 [Houses in Multiple Occupation and the Sub-Division of Dwellings] states that proposals for the sub-division of dwellings will be permitted subject to meeting certain requirements.

3.4 National Planning Policy Framework (the ‘NPPF’)

3.4.1 The NPPF is a **material consideration** in the determination of planning applications¹².

3.4.2 At the heart of the NPPF is a **presumption in favour of sustainable development**, which should be seen as a *golden thread* running through both plan-making and decision-taking.

3.4.3 For decision-taking, **paragraph 14** advises that presumption in favour of sustainable development means approving development proposals that accord with the Development Plan without delay.

3.4.4 **Paragraph 17** of the NPPF identifies twelve core land-use planning principles that should underpin decision-taking, including the need for planning to:

- not simply be about scrutiny but be a creative exercise in finding ways to enhance and improve the places in which people live their lives;
- proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs;
- always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings;
- encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value; and

¹² paragraphs 2 and 196 of the NPPF

- actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling.

3.4.5 In a similar vein, **paragraphs 30 and 35** encourage local planning authorities to exploit opportunities for the use of sustainable transport modes for the movement of goods or people and support a pattern of development which facilitates the use of sustainable modes of transport.

3.4.6 **Section 6** seeks to deliver a wide choice of high quality homes and boost significantly the supply of housing¹³. In this regard, **paragraph 50** directs local planning authorities to plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community in order to deliver a wide choice of high quality homes, widen opportunities for home ownership, and create sustainable, inclusive and mixed communities.

3.4.7 **Paragraph 58** outlines design principles that aim to ensure that all developments (inter alia):

- function well and add to the overall quality of the area;
- optimise the potential of the site to accommodate development;
- create and sustain an appropriate mix of uses; and
- support local facilities and transport networks.

3.4.8 **Paragraphs 186 and 187** stipulate that local planning authorities should look for solutions rather than problems and approach decision-taking in a positive way to foster the delivery of sustainable development. Decision-takers at every level should seek to approve applications for sustainable development where possible, and local planning authorities should work proactively with applicants to secure developments that improve the economic, social and environmental conditions of the area.

¹³ paragraph 47

4. Involvement

- 4.1 Whilst there have been no detailed pre-application discussions with the Council in connection with the proposed development, due regard has been had to the character and appearance of the property, the site and its environs, any relevant planning history, local and national planning policies, and all material considerations prevalent.
- 4.2 In particular, due regard has been had to the fact that the residential redevelopment of land to the rear of 21 Peterborough Road was granted outline planning consent on 19 February 2015¹⁴. Whilst in outline, *means of access* was submitted in detail for determination at the outline stage.
- 4.3 The proposal now submitted has been designed to be compatible with the above development and therefore necessarily incorporates the same access from the adoptable highway approved as part of that consent, as shown on the Proposed Plans and Elevations (dwg no. 116017/101).

5. Evaluation

- 5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that the determination of applications and appeals under the Planning Acts should be in accordance with the Development Plan unless material considerations indicate otherwise.
- 5.2 South Holland Local Plan (2006) does not contain any specific policies regarding the residential conversion of existing buildings within Settlement Limits or the subdivision of existing residential properties.
- 5.3 However, '*saved*' **Policy HS4** of the South Holland Local Plan is permissive of residential development on suitable sites within Area Centres, including Crowland, where the site is within the Defined Settlement Limit and constitutes brownfield land.

¹⁴ LPA reference H02-0786-14. This site is now identified as a housing commitment on the South East Lincolnshire Local Plan 2011-2036 Publication Version Crowland Inset Map.

- 5.4 It is clear that the proposal fulfils both these criteria and thus is fully supported by *'saved'* Policy HS4 of the South Holland Local Plan.
- 5.5 The proposal also accords with *'saved'* Policy **SG20** of the Local Plan¹⁵. Through the retention of existing openings wherever possible and the use of materials in keeping with those already evident within the property¹⁶, the proposed alterations will preserve the character and appearance of the buildings.
- 5.6 In a similar vein, the front elevation of 21 Peterborough Road will be retained as existing and as such the proposal will preserve the appearance of the local street scene.
- 5.7 The proposal also fully satisfies the principles of sustainable development set out in *'saved'* Policies **SG1** and **SG2** of the Local Plan. The proposal makes efficient use of land through the re-use of an existing building within the defined Settlement Limits¹⁷, and by re-using an existing building, conserves the natural resources and energy used in the original construction of the buildings¹⁸.
- 5.8 Moreover, through the use of suitable materials and the utilisation of existing openings wherever possible, the proposal preserves the appearance and character of the existing buildings¹⁹.
- 5.9 Furthermore, the proposal will preserve the quality of life of residents²⁰ by ensuring that both dwellings benefit from adequate levels of light, privacy and private amenity space²¹.

¹⁵ which permits the alteration of existing buildings where such alterations would not detract from the character, appearance or historic significance of the building, or harm the appearance of the local street scene

¹⁶ as outlined in further detail in the 'Design' Section of this document

¹⁷ *criteria* 1 and 2 of *'saved'* Policy SG2

¹⁸ *criterion* 2 of *'saved'* Policy SG1

¹⁹ *criterion* 3 of *'saved'* Policy SG1

²⁰ *criterion* 1 of *'saved'* Policy SG1

²¹ as outlined in further detail in the 'Design' Section of this document

- 5.10 In addition, the development is in a sustainable location and is served by a choice of transport modes, including existing public transport²², being within walking distance of local facilities and amenities in Crowland²³ and located within 137m from bus stops providing an hourly bus service to the larger population centres of Spalding, Eye and Peterborough²⁴, as confirmed in paragraphs 3, 6, 7 and 16 of the Highways Report submitted alongside the (approved) application for the residential development to the rear of the application site²⁵.
- 5.11 Moreover, as set out in more detail in the 'Access' Section of this document, given the small-scale nature of the proposal and the fact that the proposal incorporates the same detailed access arrangements already found to be acceptable in highway terms, the proposal should clearly be considered acceptable in terms of traffic generation and road safety²⁶.
- 5.12 For all these reasons, the proposal fully accords with the relevant 'saved' policies of the South Holland Local Plan (2006)²⁷.
- 5.13 The proposal is considered acceptable in flood risk terms having regard to the fact that it involves the change of use of an existing building (with no increase in the size of the building²⁸) and the fact that planning permission has previously been granted for up to 13no. dwellings on land to the rear of the site which is within the same flood zone and has the very same access arrangements, and to which neither the Environment Agency nor the Council raised any concerns regarding flood risk.

²² *criterion 3* of 'saved' Policy SG2

²³ including South View Primary school, the health centre on Thorney Road and the facilities in the town centre, which include various shops, pubs, restaurants and other local amenities.

²⁴ This is well within the guideline maximum walking distance to bus stops of 400 metres outlined in 'Guidelines for Planning for Public Transport in Developments' (Institution of Highways and Transportation, 1999).

²⁵ LPA reference H02-0786-14

²⁶ *criterion 4* of 'saved' Policy SG2

²⁷ Policies HG4, SG20, SG1 and SG2

²⁸ and with all sleeping accommodation at first-floor level

- 5.14 Having regard to all of the above and the sensitive design of the proposed subdivision and conversion as described in more detailed in the 'Design' Section of this document, the proposal fully accords with all the relevant 'saved' policies of the South Holland Local Plan and should, as directed by paragraph 14 of the NPPF, **be granted planning consent as a form of sustainable development without delay.**
- 5.15 In addition, not only does the proposal **fully comply with the Development Plan** but it is also supported is also supported by the NPPF as form of sustainable development which optimises the potential of the site to accommodate development, supports local facilities and transport networks, and contributes towards boosting the supply of housing and delivering a wide choice and mix of high quality homes in a location which facilitates the use of sustainable modes of transport²⁹.
- 5.16 In addition to the above, whilst not yet part of the Development Plan, the proposal also accords with draft Policy 18 of the South East Lincolnshire Local Plan 2011-2036 Publication Version (March 2017) which permits the sub-division of dwellings. The site will not result in the loss of family-sized dwellings³⁰, has good access (by both walking and cycling) to community facilities, services and public transport, and will preserve highway safety, the character and appearance of the area, and the amenity of surrounding properties and future occupiers of the proposed dwellings, with an adequate standard of residential accommodation and private amenity areas³¹.

6. Design

6.1 Use, Amount, Scale, Layout and Appearance

- 6.1.1 Given the existing use of 21 Peterborough Road and surrounding buildings, the additional dwelling created through the subdivision of 21 Peterborough Road and the conversion of the ancillary outbuilding will function well within its setting and help sustain an appropriate mix of uses whilst optimising the potential of the site to

²⁹ paragraphs 30, 35, 47, 50 and 58 of the NPPF

³⁰ The proposal will increase the amount of residential accommodation and provide 2no. three-bedroomed dwellings in line with the identified need in the District as set out in draft Policy 14 of the emerging South East Lincolnshire Local Plan (2011-2036) Publication Version.

³¹ as set out in more detail in the 'Design' Section of this document

accommodate development and making efficient use of land, in accordance with 'saved' Policy SG2 of the Local Plan and paragraph 58 of the NPPF.

- 6.1.2 The scheme has been specifically designed to ensure that both dwellings benefit from an adequate level of privacy and amenity in accordance with **'saved' Policies SG14 and SG17** of the Local Plan and paragraph 17 of the NPPF, with each dwelling benefiting from adequate levels of private amenity space and with no first floor windows overlooking the private amenity space of the other dwelling, ensuring that neither dwellings are not adversely impacted by over-looking or loss of privacy.
- 6.1.3 In addition, the proposal has sought to preserve and reinforce the existing appearance of the buildings by keeping external alterations to the minimum, utilising existing openings wherever possible, and using materials already evident within the site.
- 6.1.4 In particular, there are no external alterations to the front elevation of 21 Peterborough Road, ensuring the proposal preserves the appearance of the street scene.
- 6.1.5 Furthermore, boundary treatment and soft landscaping have been sensitively chosen to preserve the appearance of the site and ensure it assimilates into the existing built form, as set out in more detail in the 'Landscaping' Section of this Statement.
- 6.1.6 Having regard to all of the above, the proposal preserves and reinforces the existing appearance of the buildings and its contribution to the street scene and ensures that both dwellings benefit from adequate levels of privacy and amenity, in accordance with **'saved' Policies SG14 and SG17** of the Local Plan and paragraph 17 of the NPPF.

6.2 Landscaping

- 6.2.1 The proposal incorporates landscaping to the front of the site as an integral part of its design and layout, as advocated by **'saved' Policy SG18** of the Local Plan. The proposed landscaping at the front of the site (as shown on the Proposed Plans and Elevations, dwg no 116017/101) will help soften the appearance of the proposed

parking spaces and the residential development to the rear of the site, to the benefit of the character and appearance of the street scene.

6.2.2 In addition, boundary treatment has been specifically chosen to match that found within the vicinity of the site, ensuring that the proposal assimilates into the existing built form.

6.2.3 It is expected that a **standard landscaping condition** will be sufficient at this stage to allow the Council to retain control of the details of this element and control the type and extent of future planting and future maintenance.

7. Access

7.1 The access arrangements and parking provision for the proposal have necessarily been dictated by the need to remain compatible with the access details approved for the residential development to the rear of 21 Peterborough Road³². The proposal incorporates the access arrangements approved as part of the 2015 consent (which were clearly considered acceptable by both the Highway Authority³³ and the Council) and proposes car parking spaces to serve the 2no. dwellings in a similar location/format as parking shown on the *Illustrative* Layout Plan of the approved scheme at the rear.

7.2 As such, the *principle* (and detail) of the proposed access has already been established.

7.3 The location of the car parking spaces for the 2no. proposed dwellings has been influenced by the Layout Plan/access details for the approved residential scheme at the rear of the site and the need to ensure that both proposed dwellings benefit from an adequate level of private amenity space. In locating parking away from the dwellings, the layout is able to maximise the amount of private amenity space available for each proposed dwelling.

³² LPA reference H02-0786-14. This was an outline application with all matters reserved save for *means of access* which was determined in detail at the outline stage.

³³ The Highway Authority raised no objection to the proposal subject to conditions.

- 7.4 Given the low number of traffic movements which will be generated by the additional household and the development to the rear³⁴, these parking arrangements are considered acceptable in highway terms and will preserve the safety of the highway network. The approved access to the development at the rear will be lightly trafficked (given the small number of dwellings using this access) and residents parking in the proposed parking spaces will be able to reverse into or out of these spaces without unduly disrupting traffic flows or affecting highway safety, in accordance with ‘*saved*’ Policy SG2.
- 7.5 Having regard to all of the above, the proposal is acceptable in terms of traffic generation and road safety and will preserve the safety of the highway network and provide safe and convenient access to and within the site for all highway users in accordance with the conclusions of the Highways Report regarding the residential development to the rear³⁵ and ‘*saved*’ Policies SG2, SG14 and SG15 of the Local Plan.

8. Conclusions

- 8.1 **Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that the determination of applications and appeals under the Planning Acts should be in accordance with the Development Plan unless material considerations indicate otherwise.**
- 8.2 **The proposal fully accords with those Development Plan Policies most relevant to the proposal.**
- 8.3 **The proposal is within the Defined Settlement Limit of Crowland and, involving the re-use of existing buildings, clearly comprises brownfield land, in accordance with ‘*saved*’ Policy HS4 of the South Holland Local Plan.**

³⁴ Paragraph 12 of the Highway Report regarding the (approved) residential development to the rear estimated that the proposal would generate only approximately 10 traffic movements during the morning and evening peak hours.

³⁵ which concluded that the proposed access arrangements of the scheme to the rear (which this proposal utilises) would preserve the safety of the highway network and provide safe and suitable access (paragraphs 14, 16 and 17).

- 8.4 The proposal also accords with ‘*saved*’ Policy SG20. Through the minimisation of external alterations, the retention of existing openings wherever possible, and the use of materials already evident within the site, the proposal will preserve the the character and appearance of the buildings and the appearance of the local street scene.
- 8.5 Furthermore, the proposal fully satisfies the principles of sustainable development set out in ‘*saved*’ Policies SG1 and SG2 of the Local Plan. The proposal makes efficient use of land through the re-use of an existing building within the defined Settlement Limits (conserving the natural resources and energy used in the original construction of the buildings), preserves the appearance and character of the existing buildings and the quality of life of residents (by ensuring that both dwellings benefit from adequate levels of light, privacy and private amenity space), is served by a choice of transport modes including existing public transport, and is acceptable in terms of traffic generation and road safety.
- 8.6 For all these reasons, the proposal fully accords with the relevant ‘*saved*’ policies of the South Holland Local Plan (2006) and is also supported by the NPPF as form of sustainable development which optimises the potential of the site to accommodate development, supports local facilities and transport networks, and contributes towards boosting the supply of housing and delivering a wide choice and mix of high quality homes in a location which facilitates the use of sustainable modes of transport.
- 8.7 For all the above reasons, the proposal fully accords with Development Plan and should, as directed by paragraph 14 of the NPPF, be granted planning consent without delay as a form of sustainable development.