

Planning Design and Access Statement

Outline application seeking the construction of new detached dwelling and double garage

Land at Capontoft, Cheal Road
Gosberton Cheal, Spalding
Lincolnshire
PE11 4JQ

On the behalf of
Mr and Mrs Garner

October 2018
Reference: 18648-R01 v1

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Prepared in association with Oakwrights, based on the outskirts of the historic market city of Hereford and operating nationwide, Oakwrights are a multi-award-winning company specialising in the design and construction of all styles of oak framed houses.

1. Introduction

The following planning, design and access statement has been prepared in support of a planning application seeking the construction of a new house and detached double garage on land at Capontoft, Cheal Road, Gosberton.

The application has been made on the behalf of our clients, Mr and Mrs Garner, the owners of Capontoft.

The family are very well established in the local area and can trace their lineage back for over 400 years. They have farmed in the area for many generations and maintain agricultural landholdings.

Mr and Mrs Garner self-built Capontoft as their family home in the 1980's. Now that their children have grown up and left home, they are looking to the next chapter of their lives and build a new home that will meet their needs for the future. The existing house would be sold allowing a new family to move into the area.

The new house is located on part of the garden land to the side of the existing house and would be situated within the building line, with the existing house Capontoft to one side and the neighbouring property Ebenezer House to the other. A further property, Fen Cottage is located opposite the site, heavily screened by trees and landscaping.

The planning application is made in outline, with all matters reserved apart from access. We have submitted plans showing an indicative layout and design for the new dwelling and associated garage to illustrate the type of dwelling our clients would be seeking to build.

2. Application Site

The application site is located within the hamlet of Gosberton Cheal, to the south west of the village of Gosberton, broadly equidistant from the towns of Spalding to the south and Boston to the north.

The surrounding area is characterised by small hamlets and groups of houses, with dwellings arranged in a linear fashion along the lanes and droves.

The nearest village is Gosberton Clough and Risegate, a short distance to the west of the site where there is a primary school, a choice of pubs and a small church.

The application site is part of the garden area to the side of Capontoft. It is broadly rectangular with mature hedgerows forming boundaries to the east, south and part of the west side of the plot.

The neighbouring properties are set centrally within their plots and are well screened by existing hedges and trees.

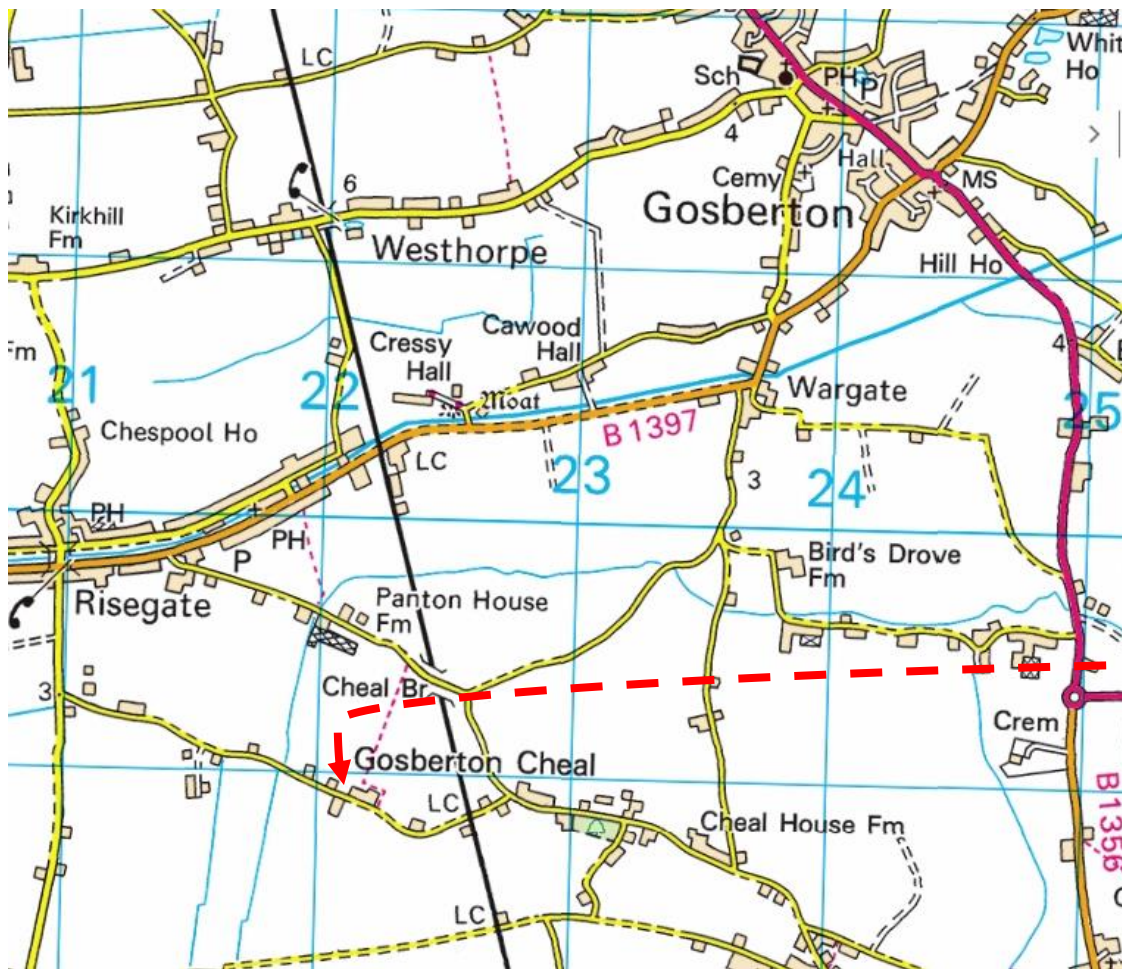
The site is slightly elevated compared to the land to the north, albeit the general characteristic of the surrounding area is a flat landscape.

Access to the site is via an existing gateway onto Cheal Road, situated in the south west corner of the site.

There are no public footpaths that cross or border the application site.

Searches using the Historic England mapping have revealed no listed buildings or heritage assets either on the application site or in the vicinity.

The site location plan can be seen overleaf.



3. National Planning Policy

National Planning Policy Framework, 2018

The Government's policy in the 'National Planning Policy Framework' has recently been updated and adopted in July 2018. The Framework maintains the presumption in favour of sustainable development established by its predecessor.

The Framework identifies three dimensions to 'sustainable development': economic, social and environmental (Paragraph 8). Of relevance, it is noted that the planning system should support a strong, vibrant and healthy communities by ensuring that enough range of homes can be provided to meet the needs of present and future generations.

In relation to determining planning applications, paragraph 11 states that:

"Plans and decisions should apply a presumption in favour of sustainable development. For decision-taking this means approving

development proposals that accord with an up-to-date development plan without delay.

Applications that accord with an up to date development plan should be approved without delay. Where there are no relevant policies, or the policies are out of date, then permission should be granted unless:

i) the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed.

ii) 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.”

In that respect, permission should be granted where:

“This includes, for applications involving the provision of housing, situations where the local planning authority cannot demonstrate a five-year supply of deliverable housing sites (with the appropriate buffer, as set out in paragraph 73).”

Paragraph 47 highlights that planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. Decisions on applications should be made as quickly as possible, and within statutory timescales unless a longer period has been agreed by the applicant in writing.

The supply of housing is dealt with by Paragraph 73, which states:

“The supply of specific deliverable sites should in addition include a buffer (moved forward from later in the plan period) of:

a) 5% to ensure choice and competition in the market for land; or

b) 10% where the local planning authority wishes to demonstrate a five-year supply of deliverable sites through an annual position statement or recently adopted plan, to account for any fluctuations in the market during that year; or

c) 20% where there has been significant under delivery of housing over the previous three years, to improve the prospect of achieving the planned supply.”

In relation to rural housing, the NPPF states at paragraph 77 that:

“In rural areas, planning policies and decisions should be responsive to local circumstances and support housing developments that reflect local needs.”

This theme is continued by paragraph 78:

“To promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. Planning policies should identify opportunities for villages to grow and thrive, especially where this will support local services. Where there are groups of smaller settlements, development in one village may support services in a village nearby.”

Paragraph 79 of the guidance considers development in the countryside, stating that:

“Planning policies and decisions should avoid the development of isolated homes in the countryside unless one or more of the following circumstances apply:

a) there is an essential need for a rural worker, including those taking majority control of a farm business, to live permanently at or near their place of work in the countryside;

b) the development would represent the optimal viable use of a heritage asset or would be appropriate enabling development to secure the future of heritage assets;

c) the development would re-use redundant or disused buildings and enhance its immediate setting;

d) the development would involve the subdivision of an existing residential dwelling; or

e) the design is of exceptional quality, in that it:

- is truly outstanding or innovative, reflecting the highest standards in architecture, and would help to raise standards of design more generally in rural areas; and

- would significantly enhance its immediate setting and be sensitive to the defining characteristics of the local area.

Paragraph 103 discusses the need to promote sustainable transport choices, particularly for large scale schemes. However, it also recognises that:

“...opportunities to maximise sustainable transport solutions will vary between urban and rural areas, and this should be taken into account in both plan-making and decision-making.”

4. Local Planning Policy

The Development Plan consists of the saved policies of the South Holland Local Plan, Adopted 2006. This plan will be replaced by the South East Lincolnshire, which has reached examination stage and is expected to be adopted in Spring 2019.

The application site is not within a defined settlement boundary, the nearest being in the village of Gosberton. It therefore falls within the countryside as defined by Policy SG4 of the adopted local plan. It states that:

“Planning permission will only be granted for development in the open countryside which is essential in the proposed location and cannot reasonably be accommodated within defined settlement limits. Development proposals that would result in an unacceptable impact upon the landscape character of an area, either individually or cumulatively, will only be permitted where:

1) the need for the development in that location outweighs its impact; and

2) no other site or solution exists to accommodate the proposed development.”

Policy SG7 encourages energy efficient developments and states that:

“Development proposals will be encouraged where they are designed to provide maximum energy efficiency, through site layout and orientation, through the layout and design of individual buildings, including maximizing solar gain especially for residential buildings, and where they make full practical use of energy from renewable resources.

All development with a floor space of 1000 sq. m. or more, or 10 or more residential units, will be required to demonstrate good practice in energy

efficiency and to incorporate renewable energy production equipment to provide at least 10% of its predicted energy requirements.”

The design and layout of new development is covered by Policy SG14. It states that:

“New development should be designed to ensure that it makes a positive contribution to the architectural and visual quality of its surroundings. It should normally respect the vernacular architecture of the area in which it is located although high quality contemporary design will be supported in appropriate contexts. In assessing the design and layout of new development the following matters will be taken into consideration:

- 1) local distinctiveness;*
- 2) the choice of materials;*
- 3) the historic pattern of development in the locality;*
- 4) the relationship of the development to the character, form and scale of existing buildings nearby;*
- 5) the scale, form and height of the proposed development;*

6) architectural detailing;

7) the effect of the development on the amenity of nearby residents in terms of noise, smell, general disturbance, overlooking and loss of light;

8) planting and measures to promote biodiversity;

9) the layout of vehicular access, parking and manoeuvring facilities and the provision of facilities for cyclists and pedestrians;

10) the needs of disabled persons;

11) the use of sustainable materials and methods of construction;

12) measures to reduce the potential for crime and disorder.

Development that would have an adverse effect on the character and appearance of the locality, or which would prejudice the comprehensive development or redevelopment of an area, will not be permitted.”

5. Flood Risk

Large parts of South Holland District are within designated flood areas, primarily because of the land being very low lying with limited elevation change. The Environment Agency Flood Risk Mapping designates part of the application site as Flood Zone 3. However, the location of the proposed dwelling is within Flood Zone 1.

Nevertheless, as part of the application site is designated within Flood Zone 3, we have considered the requirements of the NPPF.

The NPPF advises that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk (whether existing or future). Where development is necessary in such areas, the development should be made safe for its lifetime without increasing flood risk elsewhere (para. 155).

The sequential test and if necessary, the exception test should be applied when making decisions on the location of development.

Paragraph 158 describes the sequential test and states that:

“The aim of the sequential test is to steer new development to areas with the lowest risk of flooding. Development should not be allocated or permitted if there are reasonably available sites appropriate for the proposed development in areas with a lower probability of flooding. The Strategic Flood Risk Assessment will provide the basis for applying this test. A sequential test should be used in areas known to be at risk now or in the future from any form of flooding.”

The Framework continues to state at Paragraph 159 that:

"If it is not possible for the development to be located in zones with a lower risk of flooding (taking account of wider sustainable development objectives), the exception test may have to be applied. The need for the exception test will depend on the potential vulnerability of the site and of the development proposed, in line with the flood risk vulnerability classification set out in National Planning Guidance."

For the exception test to be passed, paragraph 160 informs that:

"The development must provide wider sustainability benefits to the community that outweigh the flood risk; and

The development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and where possible will reduce flood risk overall."

Both elements of the test will have to be passed for development to be allocated or permitted.

The determination of planning applications is covered by Paragraph 163, which advises Local Planning Authorities that they should:

"...ensure that flood risk is not increased elsewhere. Where appropriate, applications should be supported by a site-specific flood-risk assessment⁵⁰. Development should only be allowed in areas at risk of flooding where, in the light of this assessment (and the sequential and exception tests, as applicable) it can be demonstrated that:

a) within the site, the most vulnerable development is located in areas of lowest

flood risk, unless there are overriding reasons to prefer a different location;

b) the development is appropriately flood resistant and resilient;

c) it incorporates sustainable drainage systems, unless there is clear evidence that this would be inappropriate;

d) any residual risk can be safely managed; and

e) safe access and escape routes are included where appropriate, as part of an agreed emergency plan."

The National Planning Practice Guidance describes the detailed application of the sequential test. Residential uses are classified as 'more vulnerable' and can be acceptable

within Flood Zone 3a subject to the application of the sequential test and exceptions test.

The South East Lincolnshire Strategic Flood Risk Assessment was published in March 2017. Reference to this document is the starting point for applying the sequential test.

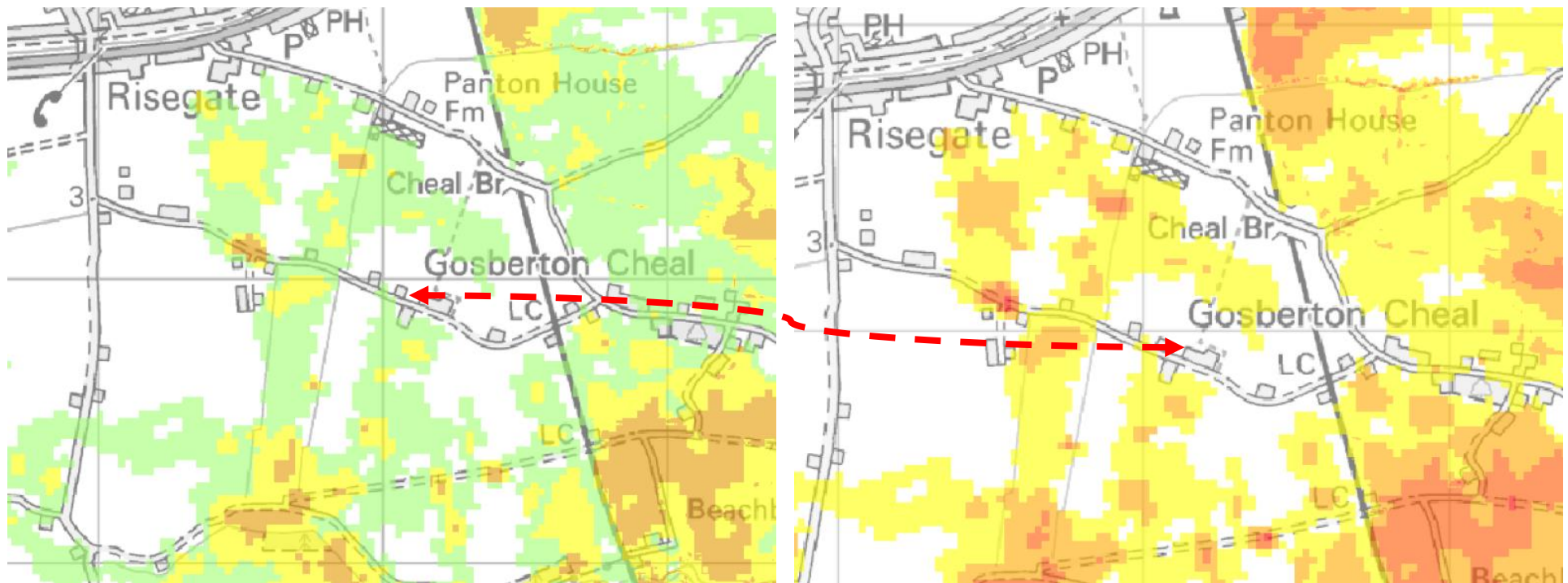
The document includes mapping that assesses the present-day flood hazards and flood risk across South Holland District, projecting this forward to 2115 making allowance for climate change.

It is evident that the application site is not classified as being at risk of flooding in either the present-day scenario or the 2115 projection. This is based upon the more detailed model analysis included within the SFRA compared to the Environment Agency information.

As such it is not necessary to undertake a sequential test of alternative sites that have a lower risk of flooding, as the application site already sits within the lowest risk category.

Extracts from the SFRA Flood Hazard map (bottom left) and Flood Depth map (bottom right) at 2115 have been included to confirm the site is undesignated. This confirms that the application site is not at risk from flooding.

The sequential test has therefore been passed and the location is acceptable in flood risk terms.



6. Assessment of the Proposal

The development sought by this application is as follows:

“Outline application seeking the construction of new detached dwelling and double garage.”

Location

The application site is located on the northern side of Cheal Road, within the hamlet of Gosberton Cheal. The area is characterised by linear development along the roads, with clusters of houses forming small hamlets between the villages.

The proposed dwelling sits on an infill plot between Capontoft and Ebenezer House. It forms part of the garden area to Capontoft and is well screened by trees and hedgerows to the site frontage and sides.

The proposed dwelling has been positioned within the building line and would not extend into the countryside beyond the evident tree lined boundary to each side of the plot.

It is recognised that the site is located within the countryside. Having considered the wording of Policy SG4, the site would not result in an unacceptable impact upon the landscape character of an area and would have a very good degree of screening from the wider landscape and neighbouring properties.

It is understood that the Council are unable to demonstrate a five-year supply of deliverable housing sites. In such circumstances paragraph 11 of the NPPF dictates that the Council should grant planning permission for new housing.

There are no other policies within the NPPF that protect areas or assets of particular importance that would concern this site and would otherwise direct the Authority to refuse planning permission. This specifically relates to:

"The policies referred to are those in this Framework (rather than those in development plans) relating to:

Habitats sites (and those sites listed in paragraph 176) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, a National Park (or within the Broads Authority) or defined as Heritage Coast; irreplaceable habitats; designated heritage assets (and other heritage assets of archaeological interest referred to in footnote 63); and areas at risk of flooding or coastal change."

(NPPF Footnote 6 to Paragraph 11).

Planning permission should be granted 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."

(NPPF Paragraph 11).

Whilst the site is not within a defined settlement, it is well related and close to existing villages and neighbouring development. It should be highlighted that the definition of isolated in the relation to development in the

countryside has been established in the High Court (Braintree v SoSCLG, Greyread Limited and Granville Developments Limited, October 2017). It was found in Mrs Justice Lang's conclusions that:

"The word 'isolated' is not defined in the NPPF. I agree with the defendant's submission that 'isolated' should be given its ordinary objective meaning of 'far away from other places, buildings or people; remote' (Oxford Concise English Dictionary)."

Mrs Justice Lang then considered the relationship between development and supporting services, concluding that:

"NPPF 55 cannot be read as a policy against development in settlements without facilities and services since it expressly recognises that development in a small village may enhance and maintain services in neighbouring villages, as people travel to use them. The PPG advises that 'all settlements can play a role in delivering sustainable development in rural areas, and so blanket policies restricting housing development in some settlements and preventing other settlements from expanding should be avoided...".

In relation to rural transport choice, Mrs Justice Lang commented that:

"But as the PPG states, NPPF 29 and 34 recognise that the general policy in favour of located development where travel is minimised, and use of public transport maximised, has to be sufficiently flexible to take into account of the differences between urban and rural areas."

In accordance with the conclusions of Mrs Justice Lang, the proposed location is not isolated, would support services and social sustainability in the surrounding area, and the application of a flexible approach to the availability of transport choices should be applied.

The proposals meet the requirements of sustainable development. They would provide a social benefit of a new high-quality home in the local area, releasing our clients existing family home back to the market. My clients and the new occupiers of their existing house would support the social sustainability of Gosberton Cheal, Gosberton Clough and Ridegate and other surrounding communities. Economically, there would be a gain to local trades and businesses during the construction and fit out



of the building. Environmentally, the development would be highly energy efficient, utilising low carbon and renewable energy technologies and would provide the opportunity for additional landscaping, trees and habitat creation on the site.

Layout and Scale

The application site is a rectangular plot forming part of the garden area of Capontoft. The new dwelling would be centrally positioned within the width of the plot within the building line of the neighbouring properties.

The existing access would be used, with a gravel driveway running to a detached garage adjacent to the boundary.

The separation distances and landscape screening to the boundaries would give a sense of seclusion and privacy, protecting the amenity of neighbours and my clients occupying the new house.

Whilst the planning application has been made in outline, the design of the house is intended to be similar to that shown on the submitted plans, subject to finalising the floorplans and detailed layout.

The house would be 1½ storeys, with the main entrance on the side elevation. This opens into an open plan kitchen, dining and living room space, partly vaulted to the main roof. The south facing elevation features extensive glazing to maximise sunlight and opportunities for solar gain.

To the rear of the ground floor is a WC, utility room and double bedroom with an ensuite bathroom, ideally suited should it be necessary to adopt single floor living in the future. The design would meet lifetime homes standards and can be readily adapted should requirements or mobility change.

On the first-floor, a central staircase leads to two double bedrooms, each with an ensuite bathroom set into the roof space. The glazed feature to the south elevation includes full height glazing that would flood light onto the landing, overlooking the dining area below.

The rear bedroom on the ground floor is single-storey, level with the ground floor and features high level glazing and rooflights along the ridge.

Design

The house is designed around the engineered oak frame and makes a prominent feature of the traditional timber construction techniques.

The proposed house refers to local design cues, with a heritage style brick ground floor and weatherboard cladding to the upper floor. The roof would be covered with clay tiles. The design incorporates fine detailing of the timber joints and supporting frames and provides accommodation entirely suited to modern living, whilst referencing traditional design cues.

Access

The proposed dwelling would be accessed via an existing gateway onto Cheal Road. A short distance of hard-surfaced entrance would be constructed to the road, where there is good visibility in both directions.



Within the site, the driveway and parking area would be a permeable gravel material to limit surface water run-off and allow rainwater to percolate into the substrate.

Ample parking is provided for 3 or more cars and a turning space allows them to enter and exit the site in forward gear.

There are no public footpaths crossing the application site or along the boundaries.

Landscaping

There is a mature hedgerow and trees along the roadside frontage and along each side of the site. The land to the rear of the site is also enclosed by mature hedgerows.

At present the site is covered by grass lawns, which the owners maintain on a regular basis to keep the grass short.

Following the development, the house and driveway will be landscaped to create additional planting areas and a landscaped setting for the new house. Additional tree planting and hedgerow boundaries will also be created.

Opportunities to encourage birds and wildlife into the garden will be incorporated to give an

improvement in biodiversity compared to the relatively limited existing situation.

Sustainability and Construction

The house would be constructed to very high standards, using a factory produced oak frame fully engineered and fitted off-site, before being delivered to site for re-assembly. The process is extremely efficient, reducing construction time and creating less disruption.

The frame is insulated with structural insulated panels (SIP's), which are large pre-formed and insulated panels that include the window and door openings already in place. These are also constructed off site and are much faster to install compared to traditional 'wet' building techniques using blockwork.

The structure is sealed with a membrane before external surface treatments are then applied, in this case a heritage style facing brick, timber weatherboarding and clay tiles.

The resultant structure performs extremely well in air tightness testing, far more than building regulation requirements. The amount of heating required is much lower as a result,

reducing the operational carbon footprint of the dwelling.

The house has been designed to take advantage of natural light, with large glazed windows, particularly on the south facing elevations, which will benefit most from solar gain heating during the winter months when the sun's zenith is lower.

The owners are committed to reducing the operational carbon footprint and resource use for the new house, and intend to install a range of measures designed to minimise heating requirements, energy use and water consumption, including:

- *High levels of insulation.*
- *High-quality double-glazed door and window units.*
- *Efficient underfloor heating system with zoned controls to adjust temperature according to living space requirements.*
- *Low energy use LED lighting installed in every room.*

- *Smart thermostat controls for the heating to monitor external temperature and building occupation.*
- *Installing a package treatment plant to treat waste on site and place minimal burden on external resources.*
- *Rainwater harvesting for garden irrigation.*
- *The use of recycled or natural materials within the build where possible, such as wool or recycled insulation and timber from accredited sustainable sources.*
- *Installation of solar panels on the roof of the house and / or garage.*
- *Installation of a ground source heat pump utilising the large area of land to the rear of the house.*

These factors demonstrate a low carbon approach to the entire construction and ongoing use of the property.



7. Conclusion

At the heart of the NPPF is the presumption in favour of sustainable development. It is also recognised in the Framework that development in rural areas can help to support vital communities, helping villages to grow and thrive.

Transport choices in rural areas should also be considered in a flexible manner, reflecting the more limited availability of public transport, pavements for walking and cycle lanes as alternatives, compared to urban areas.

Planning policies and decision making should not penalise rural locations for their less developed transport networks, that is part of the intrinsic character of rural areas, nor should the same standards as urban areas be applied.

It has also been confirmed through the courts that development in the proximity of existing buildings cannot be termed isolated by the very definition of the word. Additionally, all development in rural areas can help to support the social and economic sustainability of those

communities, by maintaining the viability of businesses and communities in other villages nearby.

The proposed development is sustainable and meets the three requirements of the NPPF, fulfilling a social, economic and environmental role. There are no other policies in the NPPF that protect designations that would direct the authority to refuse planning permission.

On that basis and in the light of the lack of a demonstrable 5-year supply of housing sites and the lack of any other demonstratable harm, we respectfully request that a positive approach is taken to this proposal and planning permission is granted.