TOWN AND COUNTRY PLANNING ACT 1990

PLANNING, DESIGN AND ACCESS STATEMENT

'Proposed extension and rationalization of existing dwelling, demolition of glasshouses and formation of storage/garage building'

Dog Drove North
Holbeach Drove
Spalding
PE12 0SA

March 2023

Statement on behalf of
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1. INTRODUCTION

1.1 This Planning, Design and Access Statement has been prepared to support a planning application in relation to the works proposed to the dwelling house and grounds at 58 Dog Drove North, Holbeach Drove, Spalding.

1.2 The purpose of the Statement is to review the prevailing planning policies and other material considerations that are relevant to the determination of the application and to present a case for granting permission.

2. THE SITE AND SURROUNDING AREA

2.1 The application site relates to 58 Dog Drove North at Holbeach Drove. The property is a two-storey detached dwelling formed in red brick, with grey roof tiles.



The host dwelling has been historically altered and does not show signs of architectural merit

2.2 There is a barn to the rear-side of the property which was formerly used as a packing unit associated with the former nurseries (horticultural use). There are a number of grouped glasshouses to the southern boundary near to the site access, whilst there is another storage shed on the driveway.



The site has a considerable amount of land to the rear of the dwelling house which requires general management

2.3 The dwelling lies in the open countryside. The property is not Listed and does not lie within a Conservation Area. There are no Listed Buildings nearby. The site does not fall within a Neighbourhood Plan Area. The site lies in Flood Zone 1 (lowest risk).



The site houses three large glasshouses historically used as part of a nursery

3. PLANNING HISTORY

3.1 There are two applications relating to the application site which are available to view on the Council's planning website. They are summarised as set out below.

H09-1271-02: *Conversion of packing shed to form 2 dwelling houses*

3.2 In 2002, it appears a previous owner applied for consent to convert the existing barn into two semi-detached dwelling houses.

3.3 The application was refused planning permission on two grounds (March 2003), that:

(1) no dwellings should be allowed in open countryside unless under exceptional circumstances, with none demonstrated; risking setting a precedent harmful to the general preservation of the character of the countryside; and

(2) that the site would not represent a sustainable location for new housing development.

H09-0592-03: *Conversion of existing single outbuilding to form an Annexe*

3.4 In 2003, the owner applied to convert the barn to a residential annexe. It appears the applicant submitted exactly the same plans as their previous application.

3.5 The Council refused permission on grounds that:

(1) the proposal is tantamount to the creation of two self-contained dwellings in the open countryside with no physical link to the principal dwelling, with no exceptional circumstances to justify them; and

(2) that the site did not represent a sustainable location for new dwelling houses.

3.6 The proposal was subsequently dismissed on appeal in March 2004. The Inspector noting that the area is characterised by flat fenland landscape and individual properties fronting narrow rural roads. The barn was noted as being within the residential curtilage of Elmhurst, forming part of a former nursery business where just one of the greenhouses remains, together with the appeal building which is the former packing shed. The Inspector noted the greenhouses were used for storage purposes. As the proposal was for conversion of an existing building it was found it would not necessarily contravene the Local Plan policies (of the time) if requirements of the relevant policies could be met.

3.7 The Inspector stated at paragraph 8 that: in order to diversify the rural economy, preference is given to employment uses of redundant buildings rather than residential use. The appellant had raised a number of factors which they considered would make a business use of the building uneconomic or unsuitable. The Inspector noted that the previous owner had been unsuccessful in finding a buyer for the whole nursery business as a business concern, and they found no evidence to satisfy them that every reasonable attempt had since been made to secure an alternative business use for just the appeal building or in conjunction with the greenhouse.

3.8 At paragraph 9 the Inspector dismissed the notion that the accommodation would enable their daughters to remain in the community, as a result of their being a need for affordable housing in the locality. The Inspector arguing that such housing, by nature, self-contained and not in their opinion a family annexe to a larger house.

3.9 The building was noted as being in an isolated location in open countryside away from facilities and as such the provision of such dwellings would be in an unsustainable location. The Inspector stated at paragraph 9 that "*the proposal would introduce further residential use into the countryside without fully exploring the possibility of re-use of the building for employment".*

4. RELEVANT PLANNING POLICY

South-East Lincolnshire Local Plan 2011-2036 (Adopted March 2019)

4.1 The Local Planning Authority is South Holland District Council. The South East Lincolnshire Local Plan will shape the growth of Boston Borough and South Holland District for the period 2011-2036, having been adopted in March 2019. The following policies are relevant:

- Policy 2: Development Management

Proposals requiring planning permission for development will be permitted provided that sustainable development considerations are met, specifically in relation to:

1. *size, scale, layout, density and impact on the amenity, trees, character and appearance of the area and the relationship to existing development and land uses;*
2. *quality of design and orientation;*
3. *maximising the use of sustainable materials and resources;*
4. *access and vehicle generation levels;*
5. *the capacity of existing community services and infrastructure;*
6. *impact upon neighbouring land uses by reason of noise, odour, disturbance or visual intrusion;*
7. *sustainable drainage and flood risk;*
8. *impact or enhancement for areas of natural habitats and historical buildings and heritage assets; and*
9. *impact on the potential loss of sand and gravel mineral resources.*

- Policy 3: Design of New Development

All development will create distinctive places through the use of high quality and inclusive design and layout and, where appropriate, make innovative use of local traditional styles and materials. Design which is inappropriate to the local area, or which fails to maximise opportunities for improving the character and quality of an area, will not be acceptable.

Development proposals will demonstrate how the following issues, where they are relevant to the proposal, will be secured:

1. *creating a sense of place by complementing and enhancing designated and non designated heritage assets; historic street patterns; respecting the density, scale, visual closure, landmarks, views, massing of neighbouring buildings and the surrounding area;*
2. *distinguishing between private and public space;*
3. *the landscape character of the location;*
4. *accessibility by a choice of travel modes including the provision of public transport, public rights of way and cycle ways;*
5. *the provision of facilities for the storage of refuse/recycling bins, storage and/or parking of bicycles and layout of car parking;*
6. *the lighting of public places;*
7. *ensuring public spaces are accessible to all;*
8. *crime prevention and community safety;*
9. *the orientation of buildings on the site to enable the best use of decentralised and renewable low-carbon energy technologies for the lifetime of the development;*
10. *the appropriate treatment of facades to public places, including shop frontages to avoid visual intrusion by advertising, other signage, security shutters, meter boxes and other service and communication infrastructure;*
11. *residential amenity;*
12. *the mitigation of flood risk through flood-resistant and flood-resilient design and sustainable drainage systems (SuDS);*
13. *the use of locally sourced building materials, minimising the use of water and minimising land take, to protect best and most versatile soils;*
14. *the incorporation of existing hedgerows and trees and the provision of appropriate new landscaping to enhance biodiversity, green infrastructure, flood risk mitigation and urban cooling;*
15. *the appropriate use or reuse of historic buildings.*

- Policy 4: Approach to Flood Risk

4.2 Policy 4 sets out the approach to flood risk.

- Policy 23: The re-use of Buildings in the Countryside for Residential Use

Proposals for the conversion of existing buildings which are located outside defined settlement boundaries to residential use will be permitted provided that:

1. *the building is structurally sound and capable of conversion without the need for significant extension, alteration or rebuilding;*
2. *the building is of architectural or historic merit or makes a positive contribution to the character of the landscape, to justify conversion to ensure retention;*
3. *the proposal is in keeping with its surroundings;*
4. *the design is sympathetic to the character and appearance of the building in terms of architectural detailing and materials of construction; and*
5. *development leads to an enhancement of the immediate setting of the building.*

National Planning Policy Framework (NPPF)

4.3 At the heart of the NPPF is a presumption in favour of sustainable development, which runs through both plan-making and decision-making [paragraph 11]. For decision taking the presumption in favour means:

c) approving development proposals that accord with an up-to-date development plan without delay; or

d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission 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; or

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.

4.4 Decision-takers at every level should seek to approve applications for sustainable development where possible [paragraph 38]. Planning authorities should consider whether unacceptable development could be made acceptable through the use of conditions or planning obligations [paragraph 55].

4.5 Development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe (paragraph 111].

4.6 Section 11 of the Framework encourages making effective use of land, which includes supporting the development of under-utilised land and buildings [paragraph 120d].

4.7 The NPPF attaches great importance to the design of the built environment, stating *'good design is a key aspect of sustainable development…and helps make development acceptable to communities.'* [paragraph 126].

4.8 Paragraph 130 relates to design and seeks to ensure that planning decisions provide developments which function well and add to the overall quality of the area, as well as being visually attractive as a result of good architecture, layout and appropriate and effective landscaping. In addition, it requires that developments optimise the potential of a site to accommodate and sustain an appropriate amount and mix of development.

4.9 The policies in the Framework are material considerations which should be taken into account in dealing with applications from the day of its publication. Plans may also need to be revised to reflect policy changes which this replacement Framework has made [paragraph 218]. However, existing policies should not be considered out-of-date simply because they were adopted or made prior to the publication of this Framework. Due weight should be given to them, according to their degree of consistency with this Framework (the closer the policies in the Plan to the policies in the Framework, the greater the weight that may be given) [paragraph 219]

5. THE PROPOSAL

5.1 The proposal can be split into three strands of work:

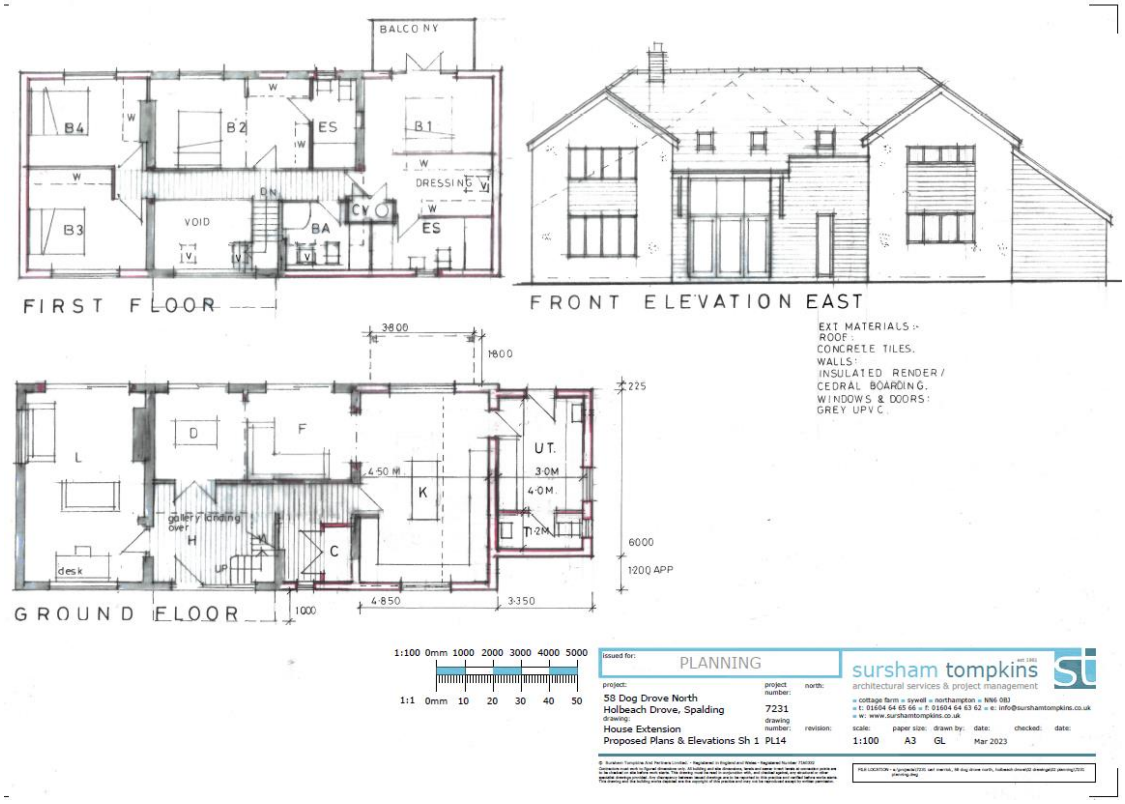
(a) Extend the existing host dwelling and bring the current level of accommodation up to modern living standards
(b) Demolish the existing glasshouses and form a replacement storage building / garage
(c) Reclad the existing shed
(d) Increase levels of landscaping along southern and eastern boundaries of the site

Works to host dwelling

5.2 Works to the host dwelling will include a two-storey side extension formed off the northern elevation, with a first floor extension formed off the southern elevation. To help facilitate the northern side extension the existing garage will be cleared. A new roof will be formed over the property featuring two main feature gables to the front elevation, with a new entrance formed in the central section.

5.3 The side elevation formed off the northern elevation will project circa 5 metres in width, running across the depth of the property at circa 7.3 metres. This will provide a new kitchen at ground floor level with a new utility room (measuring 3.3 metres in width by 5.1 metres in depth) connecting off it.

5.4 At first floor level, there will be side extensions on the northern and southern elevations. The southern side extension will be formed over the existing ground floor level to create two double bedrooms, whilst a master bedroom with en-suite and dressing room will be formed off the northern elevation. A rear facing balcony is proposed on the rear elevation of the master bedroom.



Works proposed to the host property (please see supporting drawing)

5.5 Overall the proposed works will enable a centralised hallway to be formed, allowing a more rational and functional arrangement of rooms internally.

New storage building / replacement garage

5.6 A new garage / storage building (for safe keeping of equipment associated with managing the land) is proposed where the existing glasshouses exist. The garage will be formed at circa 18 metres x 15 metres with a height of 3.5 metres to the eaves. It will be constructed in metal sheet cladding to the walls and roof.

Existing shed reclad

5.7 Part of the proposal is to reclad the existing external shed. Proposed materials will be timber cladding. Whilst it is noted this work can be achieved under permitted development rights as general maintenance, the applicant is keen to enhance the appearance of the overall site and so is included within the overall proposal for context.

New additional landscaping

5.8 New additional landscaping is proposed along the southern and eastern boundary, to help screen the proposed storage building from view. The proposed planting will include the planting of conifers along the southern boundary and native hedgerow along the eastern boundary of the site.

6. PRE APPLICATION FEEDBACK

6.1 A pre-application enquiry was made to the Council (under reference PE-00064-23) in respect of the '*proposed extension and rationalization of existing dwelling, demolition of glasshouses and formation of storage/garage building*'. A response was received on 27 February 2023 supporting the proposal.

6.2 The pre-application case officer felt that the scheme would be accepted given the size of the plot and the remote location. The officer felt there would not be a material adverse impact on residential amenity as a result of the proposed development.

6.3 Concerning the storage / garage building the proposed materials were felt to be in-keeping with the surrounding outbuilding comprising of metal sheet cladding to the walls and roof.

6.4 From the information submitted it was considered the proposed alterations, extensions and erection of a new storage / garage building following demolition of the existing greenhouses could be achieved without materially impacting the character or amenity of the surrounding area.

7. THE PLANNING CASE

Principle of development

Rationalized and extended dwelling house

7.1 The proposal essentially primarily relates to the rationalization and extensions of an existing dwelling. The dwelling is not a Listed structure and shows no signs of any architectural merit. Its internal arrangements do not well serve modern living standards, which is evident from the position of the entrance and main staircase, and at first floor level the w/c being separated from the family bathroom, which makes no sense at all.

7.2 Similarly the centralised spiral staircase off the main living room is a peculiar feature but appears to have historically been used as part of an annexe with a Jack & Jill bathroom to the first floor above. As the photographs below help to illustrate the property is in need of some modernisation.

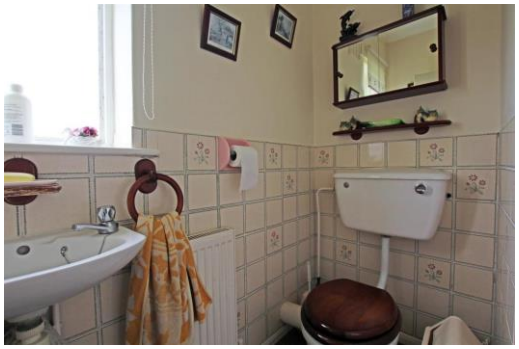


Internally the property does not provide a logical or functional living arrangement, with a centralised staircase to the main lounge





The property provides a basic level of accommodation, the Jack and Jill bathroom shows its age with historic brown wall tiles

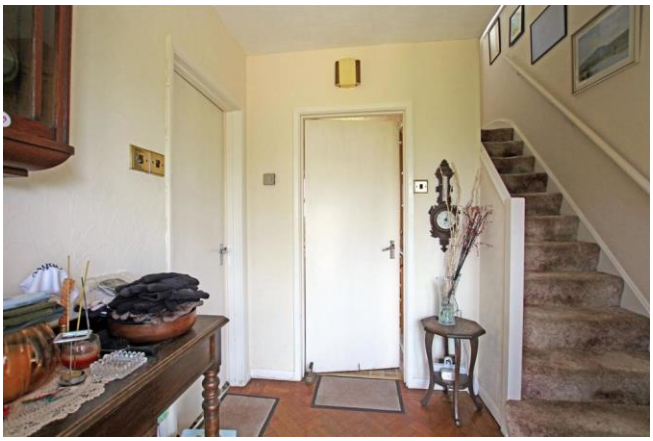




The age of the internal living accommodation is reflected by way of the family bathroom being separate from the w/c



The spiral staircase results in a cramped bedroom which is only accessible via the lounge



The main staircase is at the far side of the property, resulting in poor connectivity between rooms



The dining room connects to the study and lobby, and provides no direct connection to the kitchen



Due to the complete separation of the dining room, the previous occupant has tried to utilise a small table within the kitchen although that clearly comes with the detriment of accessing the oven and fridge

7.3 The existing living accommodation clearly requires modernisation and due to the position of the existing staircase will require some fairly extensive work to bring it into a more logical arrangement. Internal works and the works to extend the dwelling are acceptable in-principle, subject to more detailed consideration, such as design and appearance, scale and amenity.

Demolition of the existing glasshouses and construction of a new storage building/garage

7.4 The intention of clearing the existing glasshouses to form a replacement garage / storage building should be taken as the construction of a new building incidental to the enjoyment of the host dwelling. It is evident the glasshouses were historically associated with nursery (horticulture) use, and the planning history illustrates this use was abandoned and the existing glasshouses being used for storage.

7.5 The applicant having recently purchased the property has no intention of trying to reinstate the nursery, for what the glasshouses were originally constructed for. Their primary function for horticultural purposes has long since been abandoned and thus there is no logical alternative use. As such they would like to clear the glasshouses and form a new purpose built structure for the storage of vehicles and equipment that is required to manage the land. The glasshouses simply are not secure for the storage of expensive equipment used to manage the land. Clearance of the glasshouses should be found acceptable as the fabric of the structure holds no historic or architectural value.

7.6 As set out below the applicant has a range of vehicles they are seeking to securely store at the site.





The applicant requires a secure storage unit for two tractors which they own



The applicant owns an agricultural field topper which is intended to be used to maintain the site, and be used for the production of hay



The applicant wishes to store a horse trailer at the site





The applicant has two trailers they wish to store away in a purpose built structure



The applicant has a mini JCB digger which will be used to manage and maintain the site





The applicant also would like to store their private vehicles away securely

7.7 The glasshouses are not secure structures and given their use for horticulture has been abandoned, it would be more appropriate for a purpose-built structure to be formed as a garage / storage building which will support the applicant in managing the land. The applicant's field topper will be used to cut grass in the fields to the rear of the site to produce hay. The building would also enable the applicant to store the produced hay. The principle of a storage building / new garage is acceptable in principle.

Layout and landscaping

7.8 The overall proposed site layout is provided on drawing reference PL01. This shows the existing glasshouses being cleared to allow the construction of a new storage building. Essentially the site layout will remain close to its existing arrangements, utilising the current access arrangement. This will enable vehicles to continue to utilise much of the existing hardstanding. The existing glasshouses have a considerably larger volume than the proposed storage building, however, to help integrate the new structure into its setting as sensitively as possible, new landscaping is proposed along the southern boundary (expected to take the form of tall conifers) and also along the eastern boundary (native hedgerow). This new planting will help screen the structure from the public highway. The applicant will remodel the land to the rear of the host dwelling to provide a more functional and purposeful rear garden. The site layout shows the line of a division fence between the rear garden and the wider site. The proposed arrangement accords with policies 2 and 3 of the Local Plan and is acceptable in planning terms.

Design and appearance

7.9 The host dwelling does not show any signs of architectural merit. It has clearly been altered over the years, which is evident from the large box dormer, likely to have been historically formed under permitted development rights.

7.10 The conversion of the dining room at ground floor to create a new centralised hallway, aids in the external appearance which will feature two rendered gables to each end. The central section of the property will then be clad in timber boarding providing a contemporary appearance overall. These changes dictate the need for a new roof, and whilst the overall works are comprehensive the extent of change to the existing footprint is minimal when the existing garage is taken into account. Recognising the extent of the works which are proposed, the applicant intends to bring the existing energy rating of the property to modern day standards by increasing the energy efficiency of the external walls and roof. The design is

considered to be of exceptional quality, and the property will be formed to the highest standards, carrying significant weight in the planning balance.

7.11 Overall the designer has achieved a clear enhancement to the property, which will be to the benefit of the character and appearance of the wider area and the living conditions of future occupants, whilst making efficient use of previously developed land. The design, scale and appearance of the remodelled house are all considered acceptable in planning terms.

7.12 The demolition of the existing glasshouses to form a new purpose built storage building will result in a volumetric reduction in built form. The building will be formed to achieve a secure storage area for expensive equipment which will be used in association with the land and incidental to the enjoyment of the dwellinghouse, minimising the risk of crime in the rural area. The design reflects its primary purpose and will not appear as an alien structure in its environment, being closely associated with the land. The design, scale and appearance of the proposals accord with policies 2 and 3 of the Local Plan and the aims and objectives of the NPPF.

Amenity

7.13 In respect of residential amenity, the nearest neighbour to the enquiry site is number 61 Dog Drove North which lies to the south-east of the enquiry site (with 38 metres separation distance between each plot). The works to the proposed house will not harm the residential amenity of surrounding neighbours. Regarding the clearance of the glasshouses and the replacement storage building, this is also considered acceptable in amenity terms as there will be a clear reduction in overall volume and there is existing vegetation between each plot which screens each site from view. Furthermore, views between each plot are at obscure angles to each other, and the proposal seeks to strengthen boundary planting to help ensure the storage building is screened from the public highway. The applicant will accept an appropriately worded planning condition that any external light fitted to the storage building for security purposes be controlled by a timed passive infrared sensor, and be downward facing.

7.14 The proposal will vastly improve residential amenity for future occupants, with the proposed refurbishment of the host dwelling exceeding national technical space standards. The revised internal arrangements provide a much more logical living arrangement, with all rooms served off a central hallway. Residential amenity is acceptable and accords with policies 2 and 3 of the Local Plan, and the aims and objectives of the NPPF.

Other matters

7.15 The site is within Flood Zone 1 and is not considered to increase flood risk, (or to require a flood risk assessment under paragraph 168 of the NPPF). The proposals will not lead to any undue increase in vehicular movements or impacts, given the site will continue to be occupied by one household utilising the existing access arrangements.

8. CONCLUSIONS

8.1 The development proposal seeks to rationalise the existing dwelling house and bring it up to a modern and high standard of living accommodation, providing an enhancement to the character and appearance of the property and its surroundings. Part of the proposal also involves the clearance of the existing glasshouses which are not suitable for the safe storage

of expensive equipment associated with and used to manage the site. Their replacement with a fit-for-purpose structure will lead to a reduction in overall volume. New planting is proposed along the southern and eastern boundaries to help screen the structure from views along the public highway.

8.2 The proposals have been considered in planning terms and found to lead to an enhancement of the site and its surroundings, representing excellence in design terms. The proposal accords with the Development Plan and the aims and objectives of the NPPF.

8.3 Paragraph 41 of the NPPF recognises that the more issues that can be resolved at pre-application stage, the greater the benefits. The Council have considered the proposals as part of a pre-application enquiry and found no issues. The pre-application enquiry response indicates a level of support for the proposal (PE-00064-23), which reflects the benefits of the proposal in planning terms.

8.4 For all of the reasons set out within this Statement, the Council are respectfully invited to approve the proposals.