

Keston Fields Limited



Planning, Design and Access Statement
Erection of 40 dwellings
Land off Farnborough Close, Pinchbeck, Spalding

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1. INTRODUCTION

- 1.1. This Planning, Design and Access Statement has been prepared by the Robert Doughty Consultancy to support a planning application for the erection of 40 dwellings on land off Farnborough Close, Pinchbeck, Spalding. Part of the site overlaps with the development to the north where three dwellings were to be constructed and accordingly, there is a net addition of 37 dwellings within the application site.
- 1.2. The site, known as Keston Nurseries, has been subject to an outline permission for 100 dwellings (H14-0355-17). The subsequent Approval of Reserved Matters (H14-1162-18) accommodated the 100 dwellings without utilising the entire site area covered by the original Outline Planning Permission. The majority of the 100 dwellings have now been completed.
- 1.3. A subsequent Outline Planning Permission (H14-0078-23) for the erection of 13 dwellings has been granted on the remainder of the land which was subject to the original Outline Planning Permission (H14-0355-17). This permission was granted on the 28th March 2024, the Approval of Reserved Matters must be submitted prior to the 28th March 2027 and the permission commenced within 2 years from the approval of the last of the Reserved Matters.
- 1.4. The application site was used as the construction compound under permitted development for the development of 100 dwellings approved by H14-0355-17 and H14-1162-18.
- 1.5. The level triangular site is enclosed by development on three sides, with modern housing (the development approved under the Outline and Reserved Matters consents referred to above) lying to the east, a line of older residential development to the west and the Anglia UK Limited employment site to the south.
- 1.6. The principle of residential development on the site has been established by virtue of the extant planning permission for 13 dwellings. The change of character of the area since the Local Plan was adopted would support development of the site, which is, in effect, within the developed footprint of the settlement.
- 1.7. Although the site is presently outside the settlement boundary for Pinchbeck as shown in the South East Lincolnshire Local Plan, the recent

development of the 100 dwellings to the north and east and the extant permission on the application site should result in an amendment to the settlement boundary in any local plan review to incorporate these two sites.

- 1.8. The extant consent for 13 dwellings approved pursuant to policies in the current local plan demonstrates that the site is acceptable in principle, notwithstanding the location of the site beyond the settlement boundary.
- 1.9. The application is supported by the necessary detailed drawings for the development together with the following:
 - Transport Statement
 - Preliminary Ecological Appraisal and Biodiversity Matrix
 - Surface Water Drainage Strategy
 - Flood Risk Assessment.

2. SITE AND SURROUNDINGS

- 2.1. The application site was originally land associated with the former Keston Nursery which has subsequently been redeveloped with 100 dwellings.
- 2.2. As a result of the development of 100 dwellings to the north and east, coupled with the expansion of the employment site to the south, the application site is now largely surrounded by development and forms part of the developed footprint of the settlement.
- 2.3. The site is relatively flat with levels between 3.1AoD and 3.5m AoD. The northern and eastern boundaries are formed by the rear garden fences of new residential development, and the southern boundary is defined by a hedgerow providing separation from the established employment site beyond.
- 2.4. The site is accessed from Farnborough Close, part of the new development of 100 dwellings.
- 2.5. A small stand of trees is located in the south west corner of the site outside of the red line which defines the planning application and will be retained.
- 2.6. A row of pollarded trees lies to the west of the site and are not affected by the development.
- 2.7. To the west of the application site there is linear residential development along the frontage to Mill Green Road, most of which have very long rear gardens. The new residential development to the east of the site are predominantly single storey dwellings.

3. PLANNING HISTORY

- 3.1. H14-03550-17 Outline Planning Permission for 100 dwellings on the Keston Nursery site, included this current application site.
- 3.2. H14-1162-18 Approval of Reserved Matters for the 100 dwellings on part of the site subject to Outline Planning Permission.
- 3.3. H14-0078-23 Extant Outline Planning Permission for the erection of 13 dwellings.
- 3.4. The application site was used as the construction compound for the development of 100 dwellings, permitted by virtue of Part A, Class 4, Schedule 2 of The Town and Country Planning (General Permitted Development) (England) Order 2015. .

Pre-Application Advice

- 3.5. Informal pre-application advice for the principle of increasing the number of dwellings on site above the extant permission of 13 was sought from the local planning authority. The informal advice raised concerns about the principle of development outside a defined settlement boundary, placing the site in the countryside. The case officer references an appeal (APP/A2525/W/24/3343297) which was dismissed because the development, which was for 2 dwellings, was deemed to be outside the developed footprint and was, therefore, considered to be in the open countryside and harmed local heritage assets. The harm of that development was considered to outweigh the benefit of the proposed dwellings.
- 3.6. As explored above, however, the character of the current application site and its wider surroundings have changed fundamentally since the settlement curtilage was established through the Local Plan process. The application site is now surrounded by urban development that extends from the Mill Green railway crossing which once formed the southern extent of the settlement. The application site cannot be considered to be in a rural setting, other than by reference to an out-of-date settlement boundary that fails to show the permission for 100 dwellings, which was extant when the Local Plan was adopted.
- 3.7. The appeal referenced in the pre-application advice, however, was for a limited form of development (two dwellings) adjacent to a single existing dwelling in a rural setting adjacent to a lower tier settlement. The pre-

application advice also concluded that, because South Holland District Council had a healthy track record of delivering housing and could demonstrate a five-year supply of housing land the tilted balance did not come into effect. Whilst we would not suggest that the tilted balance needs to come into play in this case, the NPPF sees housing targets as a minimum, not an absolute target and in order to meet the Government's plan to deliver 1.5 million new homes in the life of the current parliament, housing delivery rates will need to increase. Delivering more housing than the defined target is seen as a benefit, and not a harm, in exercising the planning balance. An application should only be refused if there is demonstrable harm arising from conflict with national or local policies. Just as the failure to deliver new homes, if identified by the Housing Delivery Test and the Five Year Housing Land Supply, would not be a reason in itself to approve an application, the ability to demonstrate a five year supply is not a reason to refuse otherwise policy compliant proposals where there is no other identified harm. The quoted appeal was dismissed because the perceived harm of the appeal development outweighed the potential benefits of development. The current proposal would not lead to any harm.

- 3.8. This application is for a larger number of dwellings, providing more benefit, for a scheme that is surrounded by development on all sides, and the application site currently benefits from an extant planning permission for 13 dwellings.
- 3.9. If the principle of residential development was considered to be in accordance with current local plan and national planning policy and guidance when Outline Planning Permission was granted in March 2024, that same principle is acceptable now.

4. PLANNING POLICY AND THE DEVELOPMENT PLAN

- 4.1. The NPPF sets out Central Government's planning policies for England and how these are expected to be applied.
- 4.2. Paragraphs 7 and 8 of the NPPF confirm the commitment to sustainable development based on three dimensions:

"an economic objective – to help build 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, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible local services and open spaces that reflect current and future needs and support communities' the community's health, social and cultural well-being; and

an environmental objective – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy."

- 4.3. This is followed by a commitment to a presumption in favour of sustainable development and at paragraph 11,

"For decision-taking this 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 the 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. Paragraph 12 confirms 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 sustainable development. Where a planning application conflicts with an up-to-date development plan permission should not normally be granted. Local planning authorities may take decisions that depart from an up-to-date development plan, but only if material considerations in a particular case indicate that the plan should not be followed.

- 4.5. Paragraph 61 confirms the Government's Objective of significantly boosting the supply of Homes, and paragraph 62 confirms that the local housing needs assessment identifies the **minimum** number of homes needed.

The Development Plan

- 4.6. Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that, "If regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts, the determination must be made in accordance with the plan unless material considerations indicate otherwise."
- 4.7. The Development Plan for the purposes of this application comprises the South East Lincolnshire Local Plan which was adopted in March 2019.
- 4.8. There is no Neighbourhood Plan covering the application site.

South East Lincolnshire Local Plan

- 4.9. Policy 1: Spatial strategy defines Pinchbeck as a Main Service Centre, where development will be permitted within the settlement boundary of pinchbeck that will support its role as a service centre. The Local Plan process, however, failed to acknowledge the grant of planning permission for the redevelopment of Keston Nurseries for 100 dwellings. An up-to-date assessment of the character of the area, however, must conclude that the site is part of the developed footprint of Pinchbeck, especially having regard to the extant planning permission for 13 dwelling.
- 4.10. Policy 2 is a Development Management policy and sets out the considerations that need to be met and amongst other matters these include size, scale, layout, density, impact on amenity, sustainable drainage and flood risk. The layout and detailed house types are a policy compliant policy that meets the needs of amenity, good design, safe access and drainage. The site already benefits from an extant planning permission for 13 dwellings, which accepts the principle of development. The application is supported by a range of documents that identify the type and scale of potential impact development and how these factors can be mitigated. These mitigation measures are designed into the scheme where appropriate and can be controlled by condition.
- 4.11. Policy 3 refers specifically to the design of new development to create distinctive places through the use of high quality and distinctive design. This statement explains the approach taken to delivering a distinctive place that responds to the site size and shape, the surrounding development and the technical requirements, for development, whether this is access, drainage or open space.

- 4.12. Policy 4: Approach to Flood Risk, requires applications be accompanied by a site-specific flood risk assessment covering all sources of flooding and include the impacts of climate change. The site benefits from an extant planning permission, establishing the principle of development and hence negating the need to pass the Sequential Test set out in the NPPF. The application is supported by a Flood Risk Assessment, which demonstrates that the site is safe from flooding and that the proposed development will not lead to flooding elsewhere. Flood protection and mitigation will be incorporated to address residual flood risk and the finished floor levels are required to be at 300mm above existing ground levels.
- 4.13. Policy 6: Developer Contributions sets out the triggers and mechanisms for obtaining developer contributions in response to planning applications. The potential funding requests may cover education and health care in addition to other needs generated by the proposed development.
- 4.14. Policy 17: Providing a Mix of Housing; requires development to include housing to meet the current and predicted future needs of the local population. The proposal includes a mix of house types and sizes to meet a range of needs of the local population, including affordable housing (see policy 18 below) and one and two storey dwellings.
- 4.15. Policy 18: Affordable Housing provision on Housing Sites requires 25% of dwellings on sites over 11 dwellings to be affordable. The affordable housing units provided are 7 two bed houses and one three bed house.
- 4.16. Policy 28: The Natural Environment - expects all new developments to provide an overall net gain in biodiversity. This policy has been superseded by the Biodiversity Net Gain regulations and the legal and national requirement to demonstrate a 10% post-development net gain. The scheme demonstrates how biodiversity and habitat provision has been integrated into the development, resulting in a minimal reduction in ecological value as a result of development. Biodiversity units will need to be provided offsite to make up the shortfall and to deliver the 10% net gain on the pre-development baseline value. Details of the exact method of delivering the 10% net gain will be provided when the statutory biodiversity condition is discharged, prior to development commencing.

- 4.17. The proposals meet the requirements for biodiversity net gain as demonstrated in the submitted ecological reports through a mixture of on-site provision and purchasing credits for off-site provision.
- 4.18. Policy 29: Historic Environment; requires applications in sensitive areas to be supported by an appropriate assessment of the impact on heritage issues. The principle of development has already been considered acceptable when Outline Planning Permission for 100 dwellings was granted and a subsequent permission for 13 dwellings granted. There are no designated or non-designated heritage assets impacted upon by the proposal and the previous permissions did not highlight any archaeological interest in the site.
- 4.19. Policy 36 requires development to meet minimum parking requirements (two parking spaces for up to three-bedroom dwellings and three for four bedrooms and above) The scheme meets these requirements.

5. THE PROPOSAL

- 5.1. The proposal is for 40 dwellings (net 37), including 8 affordable dwellings.
- 5.2. The properties will be a mixture of single and two storey dwellings together with some chalet bungalows served in the main by adoptable roads and footways and associated surface water drainage infrastructure.
- 5.3. The commissioned technical reports have informed the site proposals and demonstrate how any impact resulting from the development can be satisfactorily mitigated in accordance with local plan policies and national policy and guidance.

6. DESIGN AND ACCESS

Use

- 6.1. The principle of residential development is well established on this site, first by the grant of Outline Planning Permission for 100 dwellings (H14-0355-17) (development now largely complete) and most recently by the granting of Outline Planning Permission for 13 dwellings (H14-0078-23) in March 2024.
- 6.2. The Local Plan shows the site to be outside the settlement curtilage of Pinchbeck and therefore a location where residential development would be resisted. Since the settlement boundary was drawn, however, the character of the area has changed fundamentally with the development of 100 new dwellings and the expansion of the employment site to the south. Accordingly, the site has no direct relationship with the open countryside and in the event that the settlement boundary is redrawn as part of any local plan review, it is likely that the surrounding development will be included within a new settlement boundary.

Scale

- 6.3. The proposal will deliver 40 dwellings on 2.14 hectares, resulting in a density of 19 dwellings to the hectare which is comparable with and reflects the character of the neighbouring development of 100 dwellings to the east and north.
- 6.4. Single storey dwellings are proposed along the eastern boundary to reduce any impact on the amenity of the existing dwellings which are also single storey.

Access

- 6.5. Vehicular access will be via Farnborough Close, which is the same access as that approved to serve the extant development of 13 dwellings on the site.
- 6.6. The Transport Statement demonstrates that the traffic movements generated by the proposed development will not have a detrimental impact on the local road network or on highway safety.
- 6.7. Although the development is in essence a cul-de-sac, there is a varied road hierarchy within the development, with a mix of adoptable roads, shared surfaces and private drives. Where necessary, bin collection

points are provided within the site and are identified on the submitted plans.

- 6.8. Each dwelling is provided with an appropriate number of off-street parking spaces in accordance with local plan policy.

Layout

- 6.9. The site layout is best summarised as providing housing around the edge of the site, overlooking a central area of open space which also functions as a drainage attenuation feature and provide habitats as part of the biodiversity net gain strategy.
- 6.10. Single storey dwellings are located to the east and north of the site. In most cases single storey dwellings are proposed next to existing bungalows.
- 6.11. Where there is a small overlap with the existing permission (the unbuilt dwellings from the 100-unit development) to the north, the 'replacement' dwellings are set further forward in their respective plots in relation to the existing houses and have a smaller footprint than the previous bungalow design. Accordingly, the impact of the proposed two storey dwelling has been limited and is not to the detriment to the amenity of the occupants of the neighbouring properties.

Appearance

- 6.12. The dwelling designs reflect the scale and type of dwelling in the area in particular, those to the north and east, constructed by the same developer. This will ensure that the proposed development will reflect the general grain and character of more recent development adjacent to the application site.

Landscaping

- 6.13. The development is enclosed by rear domestic garden boundaries to east and the landscaped boundary of the established employment site to the south. As such the proposed landscaping is generally limited to on-plot planting. All existing boundary planting is to be retained.
- 6.14. There will be landscaping within the central open space area, and overall, the proposal maximises both the existing green infrastructure and realises opportunities for landscaping enhancement within the site.

Heritage Assets

- 6.15. There are no designated or non-designated heritage assets adjacent or close to the site and the previous planning history (the most recent in 2024) has not revealed any archaeological interest in the site.

Flood Risk

- 6.16. Although the application site is in an area of flood risk the sequential test is not applicable because the site is subject to the extant planning permission for 13 dwellings, as confirmed in paragraph 7.49 of the report to the Planning Committee in relation to the extant permission H14-0078-23.
- 6.17. Finished Floor Levels will be 300mm above ground level. The use of swales, a central attenuation pond, permeable paving and underground tanks will provide a Sustainable Drainage System for the development, in accordance with local and national planning policy and guidance.

7. CONCLUSIONS

- 7.1. The application is for a development of 40 dwellings (net 37) which will be similar in scale, appearance and layout to the wider Farnborough Close Development. Similar dwelling designs and palette of materials will ensure that the proposal accords with the existing character of development.
- 7.2. Careful approach to design and layout has limited the potential impact on the amenity of the surrounding users, whether they are occupants of the new houses to the east or the more established houses along Mill Green Road to the west.
- 7.3. The site, which was subject to the outline planning permission for 100 dwellings on the whole Keston Nursery site, benefits from planning permission for 13 dwellings granted in March 2024. The principle of residential development is established by the extant consent.
- 7.4. Although the site lies outside the settlement boundary for Pinchbeck set in the Local Plan, the settlement boundary failed to take account of the outline consent for 100 dwellings, a consent that was in place when the Local Plan was adopted. The site is surrounded by new and established development, all of which now clearly forms part of the developed footprint of Pinchbeck.
- 7.5. The Local Plan supports growth within the Settlement Boundary that will reinforce the role of Pinchbeck as a “Main Service Centre”, which are the second tier of settlements in the Local Plan Settlement Hierarchy. Pinchbeck abuts Spalding, the largest town in South Holland; residents of the new development will benefit from proximity to the range of services available in its larger neighbour.
- 7.6. Access will be provided from Farnborough Close, using the same access as the approved development for 13 dwellings.
- 7.7. Although in effect a cul-de-sac the internal road layout includes two loops, to provide an interesting layout which maximises the use of adopted highways. The central open space, which is overlooked by many of the proposed dwellings, also serves as a surface water drainage attenuation feature and will provide an enhanced habitat as part of the biodiversity net gain strategy.

- 7.8. A site-specific Flood Risk Assessment concludes that the site is safe from flooding and has identified the appropriate flood mitigation measures, which have been incorporated into the design of the scheme.
- 7.9. The principle of residential development on site is established by virtue of historic and extant planning permissions. The detailed designs and reports that accompany the application demonstrate that the proposal complies with local and national planning policy and guidance and is acceptable in all other respects.

A design consultancy specialising in
Town and Country Planning,
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