

DEMOLITION OF EXISTING STRUCTURES AND ERECTION OF 9 HOUSES ALONG WITH ACCESS, LANDSCAPING AND ASSOCIATED WORKS

**LAND TO THE SOUTH OF MAIN ROAD, QUADRING,
SPALDING, LINCOLNSHIRE, PE11 4PT**

PLANNING STATEMENT

**ON BEHALF OF ACD DEVELOPMENTS LTD
AND
K AND M CASWELL**

**TOWN & COUNTRY PLANNING ACT 1990 (AS AMENDED)
PLANNING AND COMPULSORY PURCHASE ACT 2004**

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1.0 INTRODUCTION

- 1.1 This statement accompanies and supports the planning application submitted by Pegasus Group on behalf of ACD Development Ltd and K and M Caswell for the demolition of existing structures followed by a housing development of 9 units with access, landscaping and associated works on land to the south of Main Road, Quadring, Spalding.
- 1.2 The purpose of the following assessment is to examine the proposal in the context of all relevant national and local planning policy within the legislative framework for planning decisions. The statement then draws conclusions as to the suitability of the proposals for the granting of planning permission in the context of the development plan and taking into account any material considerations.
- 1.3 The site is located within the village of Quadring located approximately 9km to the north of Spalding and 3 km to the south of the A52. Quadring is not a defined settlement within the 2006 Local Plan. However the village is designated as a Minor Service Centre in the emerging South East Lincolnshire Local Plan. The application site is designated as a Potential Housing Site (ref Qua002). In light of the current housing supply situation in the district, the relevant draft policies are accorded substantial weight in the assessment at Chapter 5 of this report.

Pre-application discussions

- 1.4 Pre-application discussions have been undertaken with the Local Planning Authority and officers of Lincolnshire County Council as the highway authority. These discussions have confirmed broad agreement between officers and the applicants in respect of the principle and scale of the proposed development in this location.
- 1.5 In respect of highways matters the proposed access and internal layout have been discussed with officers of Lincolnshire County Council. The suitability of the proposed access and arrangement of the site have been confirmed and minor amendments have been made to the proposed layout in response to these discussions.

2.0 DESCRIPTION OF THE APPLICATION SITE

- 2.1 The application site is set back from Main Road in a residential area of Quadring. Main Road is an A road which provides access to the A16 to Spalding, via Gosberton and the A52 at Donnington. The site amounts to 0.62 in area and comprises a mix of previously developed land, redundant buildings and scrub.
- 2.2 To the west of the site is a modern housing estate with predominantly detached properties served by cul de sacs. The properties have off street parking and gardens to the front and rear.
- 2.3 To the east along Main Road are a number of larger properties with outbuildings. The access to the site is along an existing access to the buildings, from Main Road, the access travels between a front garden to the north and red brick buildings associated with the residential property to the south.
- 2.4 To the north west of the site runs a drainage ditch as shown on the proposed site layout plan (ref: YOR.2748.004A). There are also a number of trees on the site, locations of which are shown in the Tree Report accompanying this application.
- 2.5 Generally the urban grain in the vicinity of the application site features detached houses set within generous plots with gardens to the front and rear.
- 2.6 The Environment Agency Flood Map indicates areas of flood risk which encroach on the western boundary and a small area toward the centre of the site. However the Strategic Flood Risk Assessment (Map No. 3) - which provides more detailed information on actual flood risk – shows that the application site and the settlement as a whole are within Flood Zone 1 with no areas of flood risk.
- 2.7 There are no listed buildings or other identified heritage assets within the vicinity of the site.

Planning History

- 2.8 No relevant planning history on the site has been identified from the Local Planning Authority's online search facility.

3.0 DESCRIPTION OF THE PROPOSED DEVELOPMENT

- 3.1 The proposals seek planning permission for erection of a housing development comprising 9 no. detached dwellings following the removal of existing structures and making good of the site. Two house types are proposed, both of which comprise 4-bedroom detached family homes. Each unit features a rear garden and landscaped area to the fore along with parking. Type E units feature a built-in garage while type D units are accompanying by a standalone garage.
- 3.2 The proposed site layout (drawing YOR.2478.004A) shows the proposed arrangement of the site with 6 of the proposed units served by a road to adoptable standards leading from Main Road to the north forming a turning head at the centre of the site. Unit 4 at the northwest of the site, and units 8 and 9 at the south of the site, are served by private roads spurring off from the turning head.
- 3.3 The proposed house types reflect attractive modern residential design with an overall grain across the site which is in keeping with the local vernacular of detached units within generous plots. Internally both of the proposed house types include spacious open plan living areas at the ground floor and en-suites to the larger bedrooms.
- 3.4 More detail on the design rationale for the proposals is set out in the accompanying Design and Access Statement.
- 3.5 Indicative landscaping is shown on the proposed sit layout plan. Existing trees along the boundaries are proposed to be retained, as informed by the Tree Survey (ref: A0307_01) and lower value trees and scrub toward the site interior will be removed and replaced by new planting aligned with the site access. The proposed landscaping will be low maintenance and provide an attractive setting to the scheme.
- 3.6 The site access onto Main Road has been designed to ensure that sufficient visibility of 2.4m x 45m is achieved in both directions. The main access road to the site has been designed to adoptable standards and provides two-way vehicle and pedestrian access from Main Road. Improvements to the existing walkway along Main Road are proposed to benefit pedestrian movements.

4.0 PLANNING POLICY AND GUIDANCE

- 4.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. The National Planning Policy Framework is a key material consideration in the determination of planning applications and also sets out the framework of policies with which an up-to-date development plan must be in accordance.
- 4.2 This chapter reflects that policy hierarchy by first setting out a summary of the relevant policies of the NPPF, followed by those of the existing development plan and of the emerging plan which may be accorded varying weight dependent upon the provisions of the NPPF.

National Planning Policy Framework (NPPF)

- 4.3 Introduced in March 2012, the NPPF replaces the suite of topic-based PPGs and PPSs which previously set out national policy. The document seeks to establish a broad framework for plan making and decision taking at the local level. It must be taken into account in the preparation of local and neighbourhood plans and is a material consideration in planning decisions.
- 4.4 The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development in its three dimensions, economic, social and environmental. Planning should contribute to building a strong economy, providing the supply of housing needed by present and future generations and protect and enhance the natural and built environment.
- 4.5 Central to the NPPF is a presumption in favour of sustainable development, 'which should be seen as the golden thread running through both plan-making and decision-taking'. For decision taking this means (paragraph 14):
- *Approving proposals that accord with the development plan without delay; and*
 - *Where the development plan is absent, silent or relevant policies are out of date, granting permission unless;*
 - *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF; or*
 - *specific policies in the framework indicate development should be restricted.*
- 4.6 Section 6 of the NPPF relates to the delivery of a wide choice of high quality homes. Paragraph 47 seeks to boost significantly the supply of housing, requiring the local authority to demonstrate a 5 year supply of deliverable housing sites.

- 4.7 Paragraph 49 advises that *Housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.*
- 4.8 The Government also attaches great importance to the design of the built environment. Section 7 of the NPPF provides National Policy on design, which advises that good design is a key aspect of sustainable development. Paragraph 57 of the NPPF states that: *It is important to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes.*
- 4.9 Section 10 of the NPPF relates to meeting the challenge of climate change, flooding and coastal change. In terms of flood risk, the NPPF seeks to direct development away from areas at highest risk, but where development is necessary, making it safe without increasing flood risk elsewhere.
- 4.10 Paragraph 100 outlines that local plans should apply a sequential, risk based approach to the location of development. The policy outlines a sequential approach to development and if necessary applying the exception test. Local plans should also use opportunities offered by new development to reduce the causes and impacts of flooding.

The Development Plan

- 4.11 The current development plan comprises the saved policies of the South Holland Local Plan 2006, which sets out the planning policies which will guide and control new development in the district until 2021, encouraging the economy to grow and allowing more housing to be built as part of a balanced strategy.
- 4.12 Under the transitional arrangements in the NPPF, relevant policies in existing plans carry due weight according to their degree of consistency with the Framework - the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given (NPPF, paragraph 215). It will therefore be necessary for the Local Planning Authority to assess the weight that may be applied to each relevant saved policy in the context of the NPPF before applying that policy in a planning decision.

South Holland Local Plan (2006)

- 4.13 Adopted by South Holland District Council in 2006, this document represents an assessment of strategic land use policies. Policies of the plan in relation to Housing, Design and Amenity are of particular relevance to the current application.
- 4.14 The site is within an area defined as 'other rural settlements' in policy SG3. The policy indicates that only a very limited amount of new development will be permitted and only in exceptional circumstances to meet demonstrated local

needs and where the location of the development is well related to the built up area of the settlement.

- 4.15 Outside the defined settlement limits of Spalding, Area Centres and Group Centres, new housing development will only be permitted where:
- it is proven to be essential to meet the needs of agricultural, forestry or other workers and complies with Policy HS12; or
 - the proposal is for small scale, rural exception affordable housing that complies with Policy HS9.
- 4.16 The Council's affordable housing policy is provided by Policy HS8 of the Local Plan. The policy requires a minimum of one third of the residential units as affordable housing on the site. Where a lower level of affordable housing provision is proposed, this must be accompanied by evidence demonstrating that affordable housing at the level normally expected would impair the viability of the scheme and the level proposed is the most that is achievable.
- 4.17 Regarding policies SG3 and HS8 of the current development plan, it must be noted that in both respects the current policy is substantially out of date as a result of subsequent changes to national policy. The district currently does not have a sufficient 5 year housing supply as required by paragraph 47 of the NPPF, and this significantly diminishes the weight which can be accorded to policies for the supply of housing. Policy HS8 predates the Written Ministerial Statement of 28 November 2014 (reinstated following the Court of Appeal judgement of 11 May 2016) which introduces as national planning policy an exemption from affordable housing levies and tariff based contributions for developments of 10 units or less.
- 4.18 Policy SG14 requires that new development should be designed to ensure that it makes a positive contribution to the architectural and visual quality of its surroundings. In assessing the design and layout of development, matters including local distinctiveness, choice of materials, the relationship to the character, scale and form of existing buildings and the effect of the development on the amenity of nearby residents should be taken into account.
- 4.19 The development should provide safe and convenient access to and within the site for motor vehicles, cyclists, pedestrians and disabled users as required by policy SG15 of the Local Plan.
- 4.20 Policy SG17 seeks to protect residential amenity in terms of overlooking, any overbearing or overshadowing effect, potential noise or smell, emissions and pollutants.
- 4.21 Policy SG18 outlines that new development should provide landscaping proposals as an integral part of the design and layout where appropriate.

Emerging Development Plan Policy

- 4.22 Annex 1 of the NPPF identifies that decision takers may give weight to relevant policies in the emerging plan. The weight attributable will depend on the stage of preparation of the emerging plan. The more advanced the preparation, the greater the weight that may be given.
- 4.23 The first draft of the emerging South East Lincolnshire Local Plan was made available for public consultation in January 2016. The emerging plan proposes to designate Quadring as a Minor Service Centre and to allocate the application site as a potential site for housing development (ref: Qua002). In light of the housing supply deficit across the district, such policies which support the delivery of new housing are likely to carry significant weight. In other respects given the early stage of consultation on the plan, the weight to be accorded to any draft policy must be considered on a case-by-case basis.

5.0 ASSESSMENT OF THE PROPOSED DEVELOPMENT

Principle of the Proposed Development

- 5.1 Under the current development plan the application site lies within a washed over settlement and is therefore subject to the limitations on residential development contained in policy SG3 of the Local Plan. However, as of 31 March 2016 the Council considers that it has a housing supply in deficit at 2.9 years. In these circumstances paragraph 47 of the NPPF directs that policies for the supply of housing (including the settlement hierarchy) are out-of-date and the presumption in favour of sustainable development applies. Therefore, while the proposals result in a degree of conflict with policy SG3, that conflict can be afforded only very limited weight against the scheme.
- 5.2 The emerging South East Lincolnshire Local Plan (draft version January 2016) seeks to designate Quadring as a Minor Service Centre and to allocate the application site for housing development. Whilst the plan is at a relatively early stage in respect of consultation, in light of the housing supply context it is considered that these proposals carry more substantial weight in favour of the proposals. The site lies within the proposed settlement boundary for Quadring and adjoining existing residential areas on all sides.
- 5.3 The proposed development comprises a well designed scheme for 9 houses in a sustainable location within the settlement of Quadring. As demonstrated elsewhere in the application submission, the scheme as a whole by virtue of its design, siting and accessibility represents sustainable development. In these circumstances the proposals carry the strong support of the NPPF and the emerging development plan, and the principle of development is therefore considered to be established.

Affordable Housing & Contributions

- 5.4 Policy requirements for affordable housing and other developer contributions are contained within the 2006 Local Plan and are applicable to the current scheme. However, these policies substantially pre-date the national policy introduced by the Written Ministerial Statement of 28 November 2014 ("the WMS"). The WMS states that affordable housing and tariff style contributions should not be sought from developments of 10 units or less.
- 5.5 Whilst the current proposals exceed the floorspace threshold applicable in the WMS, in the absence of an up-to-date development plan it is considered that the WMS exemption should be applied to the current scheme and any harm associated with non-compliance with affected policies of the existing development plan (including policy HS8) is outweighed by the substantial weight which must be accorded to the WMS.

Design and Local Character

- 5.6 The design rationale for the proposed development is set out in detail in the accompanying Design and Access Statement. The following assessment provides a consideration of design matters against relevant policies of the development plan.
- 5.7 Policy SG14 requires that development makes a positive contribution to the architectural and visual quality of its surroundings. In the case of the current scheme it is considered that the overall arrangement of the site and the design of the proposed house types will result in an attractive development which is well integrated with its context. The development reflects the surrounding urban grain comprising predominantly larger detached dwellings within generous plots. The proposed landscaping will provide an attractive setting to the development including the retention of some of the higher quality existing trees on the site. The scheme will not result in any conflicts in respect of privacy, overshadowing or overbearing with any existing properties neighbouring the site.
- 5.8 Taking into account these findings it is considered that the scheme overall achieves a high standard of design and an attractive and well integrated housing development which meets the requirements of Local Plan policy SG14 and those set out within the National Planning Policy Framework in respect of design.

Highway Safety and Transport Matters

- 5.9 In general the location of the pedestrian and vehicular access to the site will remain as existing. The development will be served by a single access road to be constructed to adoptable standards, leading from Main Road. Six of the proposed units will be accessed directly from this road, while unit 4 and units 8 and 9 will be served by private driveways. The site access will be upgraded and maintained to achieve adequate visibility in both directions.
- 5.10 The developments provides sufficient parking for residents and visitors on each plot, with an internal access road providing adequate turning area to serve the parking spaces, allowing all vehicles to enter and leave the site in a forward gear. The site access also provides a pedestrian footway on both sides leading to Main Road.
- 5.11 It is therefore demonstrated that the proposals are in accordance with the development plan relating to transport in the form of policy SG15 of the local plan. In light of paragraph 32 of the NPPF the scheme is considered to be fully acceptable in respect of highways and transport matters.

Flood Risk and Drainage

- 5.12 The Environment Agency Flood Map indicates areas of flood risk which encroach on the western boundary and a small area toward the centre of the site. However the Strategic Flood Risk Assessment (Map No. 3) - which provides more detailed information on actual flood risk – shows that the application site and the settlement as a whole are within Flood Zone 1 with no areas of flood risk.

- 5.13 Appropriate surface water and foul water drainage arrangements for the site may be secured by a suitably worded planning condition in due course.

Landscaping

- 5.14 Policy SG18 seeks to ensure that new developments provide landscaping as an integral part of the design. The proposed site layout plan (ref: YOR.2478.004A) sets out the landscaping proposals for the site. Where possible and as informed by the accompanying Tree Survey, existing trees have been retained along the site boundary. New planting is proposed within the site adjoining the access road and private driveways to provide an attractive setting to the development. It is considered that more precise details of the proposed landscaping, including a planting schedule, are appropriate matters to leave to condition.

6.0 CONCLUSIONS

6.1 The assessment provided within this report has demonstrated that the proposed development of 9 houses on the application site to the south of Main Road, Quadring, represents a sustainable form of development. In particular it has been demonstrated that:

- The scheme is sustainably located within an existing residential area in the settlement of Quadring, and carries the support of the emerging development plan which seeks to designate the village as a Minor Service Centre and allocated the application site for housing development;
- The scheme will make a valuable contribution towards the housing supply in the district which is currently severely in deficit with a housing supply of 2.6 years acknowledged by the Local Planning Authority;
- The proposals achieve a high standard of design and will result in an attractive housing development which will be well integrated with the character of the surrounding area;
- The existing access to the site is suitable to be upgraded as set out on the accompanying drawings to accommodate two-way vehicle access and pedestrian access via a main access road constructed to adoptable standards, with private driveways to three of the dwellings. The site benefits from good visibility in both directions at the access onto Main Road;
- No affordable housing or other tariff based financial contributions should be required from the development, notwithstanding the scale of floorspace proposed, in light of the Written Ministerial Statement of 28 November 2014; and
- The scheme will not result in an unacceptable loss of existing trees, but will retain higher quality trees on the site whilst delivering attractive landscaping including new tree planting across the site.

6.2 In the case of the current proposals, the NPPF presumption in favour of sustainable development applies. It has been demonstrated that the scheme represents a sustainable form of development and will not result in any harm which would significantly and demonstrably outweigh the benefits of the scheme. It has been identified that the scheme is broadly supported by local and national policy and there are no material considerations which indicate that the scheme should be refused. Accordingly it is concluded that the proposed development is entirely suitable for the granting of planning permission.