

PLANNING, DESIGN & ACCESS STATEMENT

Outline planning application for the erection of 28 no. dwellings, access, landscaping and associated works

On:

Land at The Boweries
Barnham Road
Eastergate
PO20 3RT

On behalf of:

Domusea Developments Ltd

April 2019

Ref: PW/17085



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1.0 INTRODUCTION

- 1.1 This Planning, Design & Access Statement has been prepared on behalf of Domusea Developments Ltd. It accompanies an outline planning application for the erection of twenty-eight no. dwellings, access roads, landscaping and associated works at The Boweries, Barnham Road, Eastergate.
- 1.2 It follows the submission of an identical application for the site in 2018 registered under LA Ref EG/42/18/OUT. The application was withdrawn in October 2018 because of Council concerns that it was unable to deliver a comprehensive development involving adjoining land allocated within the strategic allocation for 2,300 dwellings at Barnham/Eastergate/Westergate in policy HSP2 (c of the adopted Local Plan.
- 1.3 Apart from access, all other matters for this re-submission - layout, scale, appearance and landscaping - are all reserved for subsequent approval.
- 1.4 The application proposal has been prepared in light of a pre application enquiry submitted to Arun District in 2017 (copy attached as **Annex 1**) and pays regard to the 'made' Barnham & Eastergate Neighbourhood Plan and the adopted Local Plan in terms of general design and layout considerations, affordable housing and housing mix.
- 1.5 The housing mix complies with the requirements of the Council's Housing Strategy and Enabling Manager and comprises 14 x 3 bed, 13 x 4 bed and 1 x 2 bed unit overall. The 8 affordable dwellings comprise 2 x 3 bed shared ownership and 5 x 3 bed and 1 x 2 bed social rented units.
- 1.6 Plans and information submitted in support of the revised application comprise the following:
- Location Plan: 1815 -100 PO1 – Curtis Leeves
 - Proposed Layout Plan: 1815 – 101 PO3 – Curtis Leeves
 - Strategic Landscape Masterplan LLD1257-LPL-FIG-002 Rev 00 – Lizard Landscape
 - Tree Schedule – Lizard Landscape
 - Tree Constraints Plan LLD1387-ARB-DWG-001 Rev 00 – Lizard Landscape
 - Landscape & Visual Impact Appraisal – Lizard Landscape
 - Biodiversity Appraisal & Bat Assessment
 - Planning, Design & Access Statement – Genesis Town Planning
 - Flood Risk & Drainage Assessment - Escher Silverman
 - Highways Technical Note – Mayer Brown

2.0 THE SITE

- 2.1 The application site is located on the south side of Barnham Road within the parish of Barnham and Eastergate and the Neighbourhood Plan designated area. It is identified in **figure 1** below with the blue pin. It is located close to the existing settlement policy boundary of Eastergate in an urban location amongst older and newer estate and frontage housing along Barnham Road. Land on the north side of Barnham Road to the rear of ribbon development comprises an allocated and consented site for 60 dwellings in the Barnham & Eastergate Neighbourhood Plan.
- 2.2 The site enjoys a sustainable location close to a doctor's surgery and community hall with recreation and sports facilities, primary, secondary and academy education and employment sites all available in the nearby vicinity. There are bus services along Barnham Road and a main line railway station all available in the nearby area.



Fig 1 – Site Location

- 2.3 The land is currently used for grazing horses and is within flood zone 1 (least liable to flood). For planning policy purposes it forms part of a new strategic allocation for Barnham/Eastergate/Westergate in the adopted Arun Local Plan in Policy HSP2c. The policy provides for at least 2300 dwellings over the plan period to 2029. We deal with the policy issues for the application more fully in the next section.

3.0 RELEVANT PLANNING POLICIES

- 3.1 Relevant planning policy is set out in the revised National Planning Policy Framework (February 2019), the adopted July 2018 Arun District Local Plan 2011-2031 and the 'Made' Barnham & Eastergate Neighbourhood Development Plan (2014). The Arun Annual Monitoring Report (AMR) is relevant for the purposes of clarifying the Council's Housing Land Supply. All are referred to below.

National Policy

- 3.2 The National Planning Policy Framework (NPPF) was revised in February 2019. Paragraph 11 retains the presumption in favour of sustainable development, which for decision-taking means:
- approving development proposals that accord with the development plan without delay; or
 - where there are no relevant development plan policies or the policies which are most important for determining the application are out of date (which includes (footnote 7) situations where the Council cannot demonstrate a 5 year supply of deliverable sites, granting permission unless:
 - 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
 - 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.
- 3.3 Paragraph 14 sets out the policy position for housing applications that conflict with a Neighbourhood Plan. It states that the adverse impact of allowing development in conflict with a Neighbourhood Plan is only likely to outweigh the benefits where all the following apply:
- a) The Neighbourhood Plan became part of the development plan two years or less before the date on which the decision is made;
 - b) The Neighbourhood Plan contains policies and allocations to meet its identified housing requirement;
 - c) The local planning authority has at least a three year supply of deliverable housing sites (against its five year housing supply requirement, including the appropriate buffer; and

d) The local planning authority's housing delivery was at least 45% of that required over the previous three years.

3.4 In all other regards, planning law requires applications for planning permission to 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 (paragraph 47.

3.5 At this stage we would therefore summarise the position as this:

- The application site is within an identified strategic development location in an up to date adopted Local Plan.
- Development proposals that accord with the Development Plan should be approved without delay
- The proposal is in conflict with the Barnham & Eastergate Neighbourhood Plan as it is not an allocated development site in that Plan. However that Plan is more than two years old and the land supply of the planning authority is less than three years.
- The adverse impacts of allowing the development in conflict with the Neighbourhood Plan do not therefore outweigh the self-evident benefits of housing delivery of an a more recently allocated Local Plan site.

Adopted 2018 Arun Local Plan

3.6 The Arun Local Plan 2011-2031 was adopted in July 2018. Of significance to this application is **Policy HSP2c** which allocates the application site within a larger strategic land allocation at Barnham/Eastergate/Westergate of at least 2,300 dwellings over the plan period and up to 3000 in total with a further 700 post 2031. In all cases, Policy HSP2 states that development proposals within the Strategic Site Allocations must be comprehensively planned and should have regard to a masterplan endorsed by the Council for the respective areas which incorporates high quality imaginative design giving a sense of place and a permeable layout.

3.7 A proposed Master Plan for the north part of the Strategic Site has recently been prepared on behalf of the landowners. A Plan extract of the Church Commissioners land in **Figure 2** is shown overleaf. It surrounds land annotated 'Additional land within the site allocation' which is in the separate ownership of Bextone House, Landacre and Domusea.

3.8 The Domusea land comprises the land in this application for 28 dwellings. The illustrative layout accompanying the application shows it to be capable of forming part of a

comprehensive development with the Church Commissioners land in accordance with adopted Policy HSP2.



Figure 2 – The Site in Context with Surrounding Land

- 3.9 **Policy HDM1** deals with housing mix. For developments of 11 units or more it states the Council shall require a balanced mix of market and affordable dwelling sizes including family sized accommodation based on the most up to date SHMA recommendations. The tenure mix for development schemes shall be negotiated on a case by case basis taking any necessary viability considerations into account and shall have regard to the most up to date version of the SHMA. **Policy AHSP2** sets a threshold of 30% affordable housing for 11 units or more. The housing mix and affordable housing provision in the application are both policy compliant and agreed with the Council's Housing Strategy & Enabling Officer.
- 3.10 **Policy DSP1** deals with design. It states all development proposals must make efficient use of land and reflect the characteristics of the site and local area in their layout, landscaping, density, mix, scale, massing, character, materials, finish and architectural details. Development proposals should have been derived from: a thorough site analysis and context appraisal; adherence to objectives informing sustainable design (inclusivity, adaptability, security, attractiveness and usability, health and wellbeing and climate change mitigation); and the influence these objectives have on the form of the development.
- 3.11 **Policy DDM1** is a complimentary policy addressing aspects of form and design quality. It covers 13 items comprising character, appearance, impact, innovation, adaptability, crime prevention, trees and woodland, solar gain, public realm, layout (movement & legibility), public art, density, scale and aspects of form and design quality. Policies **ECCSP1** and **ECCSP2** cover energy efficient design in new buildings. These are all matters that will be dealt with at reserved matters stage.
- 3.12 **Policy DDM2** concerns internal space standards. It states the planning authority will require internal spaces to be an appropriate size to meet the requirements of all occupants and their changing needs in accordance with Nationally Described Space Standards.

- 3.13 **Policy OSR DM1** requires open space to be in accordance with the council's open space study. Policies **ENVSP1**, **ENVDM3** and **ENVDM5** all encourage the preservation and enhancement of biodiversity and **ENV DM4** supports development where TPO trees or others contributing to local amenity are protected. Biodiversity interest and the Tree Constraints are dealt with in the supporting statements submitted in support of the application. Policies **TSP1 (d)** and **TDM1 (c)** require developments to incorporate appropriate levels of car parking and cycle parking in line with the West Sussex County Council guidance respectively. The open space is shown on the layout plan and the car parking requirements are explained in the Transport Statement of Escher Silverman.

Barnham & Eastergate Parish Neighbourhood Plan

- 3.14 The Barnham & Eastergate Neighbourhood Plan covers the period 2014-2029. It was 'Made' in July 2014 and is more than 2 years old. It does not allocate the application site itself for any development. However the Plan is out of date as it pre dates the adoption of the 2018 Local Plan and the confirmed strategic allocation for the parish in **Policy HSP2c**.

5 Year Land Supply

- 3.15 Arun District Council's last Annual Monitoring Report (AMR) was published in January 2018. It confirms that including a 20% buffer the Council could only show a **2.08 year** housing land supply.
- 3.16 Due to the on-going uncertainty over Government announcements, the Council has decided not to update its AMR until it has been provided with the following:
- Results of the Housing Delivery Test from Government that were due to be published in November 2018
 - Confirmation from Government on the Standard Housing Methodology following the consultation in October 2018, and,
 - Confirmation from Government on the definition of 'deliverable' following the consultation in October
- 3.17 In the absence of up to date housing delivery information from the Council, Domusea has therefore instructed consultants to carry out its own 5 year land supply assessment. The summary table shown overleaf compares the Council's own land supply assessment of **2.08 years** for the period 2017-2022 against its own assessment and updates them for the 2018-2023 and 2019-2024 scenarios. The assessment has been optimistic on assumed housing delivery at other strategic allocations such as at Pagham where housing sites have been

included despite real delay in them coming forward as a result of confirmed Judicial Review proceedings.

- 3.18 The 5 year land supply assessment shows a generally declining rate of delivery both for the Council's and the Consultant's position. The Council's supply is shown to reduce to **1.78 years** supply for the 2019-2024 scenario and the Consultants own assessment shows a supply of just **1.69 - 1.89 year** supply for the different scenarios.

ARUN DISTRICT COUNCIL SUMMARY OF 5 YEAR HLS SCENARIOS

		2017-2022		2018-2023		2019-2024	
		Adopted Housing Requirement - 919 DPA		Adopted Housing Requirement - 919 DPA		Adopted Housing Requirement - 919 DPA	
		ADC	IL	ADC	IL	ADC	IL
SEDFIELD	Syr HLS Requirement inc. appropriate shortfall/surplus	6,434	6,434	6,641	6,641	7,044	7,044
	Buffer Percentage (Taken from HDT from 1st April 18)	20%	20%	5%	5%	5%	5%
	Buffer	1,287	1,287	332	332	352	352
	Requirement including Buffer	7,721	7,721	6,973	6,973	7,396	7,396
	Assessment of Supply	3,218	2,917	2,867	2,598	2,636	2,501
	Surplus (Shortfall)	-4,503	-4,804	-4,106	-4,375	-4,761	-4,895
	Surplus (Shortfall) Percentage of Requirement	-58.32%	-62.22%	-58.88%	-62.74%	-64.36%	-66.19%
	Years Supply out of five	2.08	1.89	2.06	1.86	1.78	1.69
	Supply as a %age of Requirement	42%	38%	41%	37%	36%	34%
ADC Position							
IL Position							

Conclusions on Policy

- 3.19 The application proposal is on land identified for strategic development of up to 2,300 dwellings for the period to 2031 in the recently adopted Arun Local Plan. Because of constraints on housing delivery on other confirmed housing allocations, the Council also has a significant land supply shortfall of less than 2 years.
- 3.20 At the local Parish level, the planning application is in conflict with the made Barnham & Eastergate Neighbourhood Plan because it is not an allocated Neighbourhood Plan housing site. However as confirmed by paragraph 14 of the NPPF, the adverse impact of allowing the development in conflict with the Neighbourhood Plan will only outweigh the benefits in this case if the 3 NPPF tests are **all** met. They are not met because:

- The Neighbourhood Plan is more than 2 years old
- Arun District has less than a three year supply of deliverable housing sites, and

- Housing delivery might also fall below at least 45% of that required over the previous three years.
- The Neighbourhood Plan is out of date in any event as it pre dates the adoption of the 2018 Local Plan and the confirmed strategic allocation for the parish in **Policy HSP2c**.

3.21 In accordance with Paragraph 11 and footnote 7 of the NPPF the presumption in favour of sustainable development is therefore engaged for this application. It states that where the development plan is absent, silent or relevant policies are out-of-date, 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 or there are other specific policies that indicate development should be restricted.

3.22 There are no adverse impacts which would outweigh the benefits of granting planning permission. The application site is an allocated site in a recently adopted Local Plan. It is not constrained by flood risk, biodiversity or heritage considerations. Whilst it is a modest development of 28 dwellings on a standalone site it is nevertheless still capable of being integrated with adjoining land to deliver a comprehensively planned development in accordance with **Policy HSP2c** and a recently produced Master Plan for the strategic allocation. It will contribute to the District Council's pressing 5 year land supply shortfall of only **1.89 years** for the 2017-22 period.

4.0 CONSIDERATIONS FOR THE DEVELOPMENT PROPOSAL

Contextual Assessment and Evaluation

- 4.1 The site comprises a long rectangular plot used for grazing horses. It includes an existing dwelling and outbuildings and is part previously developed land. It is 1.49ha and some 500m north west of Barnham.
- 4.2 It is on the south side of Barnham Road and Public footpath No. 321 runs outside the south edge of the site with agricultural land beyond. The whole site is part of the allocated strategic allocation for Barnham/Eastergate/Westergate (BEW) of up to 2,300 dwellings up to 20131. It is shown in figure 3 below edged red:

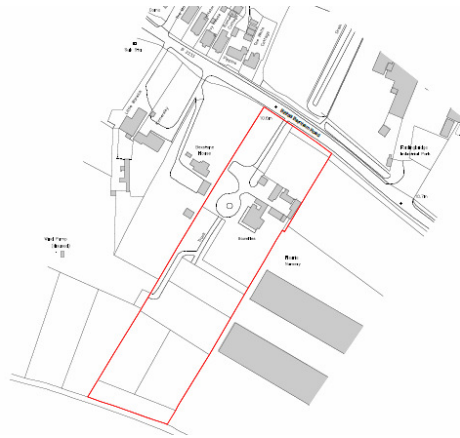


Fig 3 - Application site outlined in red

- 4.3 It enjoys a sustainable location within walking distance of the services and facilities at Barnham and Eastergate. Bus routes 85 and 85A provide an hourly service between Eastergate and Barnham and Littlehampton. The croft surgery and Community Hall are both close by in Barnham Road. Academy, secondary and primary schools are all nearby too.
- 4.4 At this outline stage, the proposal is presented as a standalone development with an illustrative layout but is capable of integrating with adjoining land in accordance with a comprehensively master planned layout. The Council is already considering an application on this basis (LA Ref AL/15/17/PL) for 350 dwellings on land east of Westergate within the western part of the BEW allocation as shown below. There is no planning or 'prematurity' reason why this approach should not apply to the Boweries especially given the small scale nature of the proposal for only 28 dwellings.



Fig 4 - Application AL/15/17 site coloured brown

Design Principles and Appearance

- 4.5 Appearance has been reserved for subsequent approval and can be dealt with in the usual way at Reserved Matters Stage. The proposed dwellings will however accord with design policies in the adopted Arun Local Plan (Policy DSP1 and DDM1), and the 'made' Barnham & Eastergate Neighbourhood Plan in any event.

Layout

- 4.6 The proposed Site Layout Plan of Curtis Leeves is submitted for illustrative purposes but has been informed by comments at pre application stage which was critical of properties facing side fences with garden fences facing the main street. In the application layout the dwellings now face inward arranged around a central spine road accessed from the south side of Barnham Road. A Locally Equipped Area of Play (LEAP) is shown with frontage housing facing onto it to ensure adequate supervision. Separation distances between the proposed dwellings and their orientation prevent overlooking or overshadowing of each other. The internal road network allows for potential connection points to the adjoining land but this depends on the evolution of the detailed Master Plan. The layout preserves the existing residential amenity of Baxtone House located to the west.

Scale

- 4.7 The proposal is for 28 dwellings, comprising 14 no. 3 beds, 13 no. 4 beds and 1 no 2 bed unit. All units are 2 storeys. The 8 affordable dwellings comprise 2 x 3 bed shared ownership and 5 x 3 bed and 1 x 2 bed social rented units. There are no external space standards to comply with but the garden sizes are all at least 10m length. Policy DDM2 advises that internal space standards should pay regard to the Nationally Described Space Standards. This is achieved with the proposed house types. The smallest 2 bed unit is 80m² and no garage and compares with the nationally prescribed standard of 79m² for a 2 storey 2 bed unit. The

smallest 3 bed units are 92m² and 101m². They have parking bays and no garage. The other 3 bed units comprise 2 no. at 101m² and 4 no. at 124m² with a garage. There are 10 no. 4 bed units at 136m² and 3 no. at 155m² both with a garage. All are shown on the Site Layout Plan of Curtis Leeves 1815 – 101 PO3.

Amount and Use

- 4.8 The proposed development of 28 dwellings on a site area of 1.49ha is equivalent to 18.8dph. In accordance with adopted Interim Policy and emerging Local Plan Policy the development requires 30% affordable housing which is equivalent to 8.4 dwellings. This is met with 7 no. 3 bed units and 1 2 bed unit. The 0.4 balance of provision will be provided as a commuted sum for off-site provision. The affordable units have been provided with an agreed tenure mix of intermediate and affordable rented.
- 4.9 The amount and mix of development is considered to be appropriate in terms of layout and accords with adopted Local Plan policy.

Access

- 4.10 The development is accessed from Barnham Road with a 2.4m x 43m visibility splay. As explained in the Transport Note of Mayer Brown all landscaping within the splay will be kept at 600mm so as not to obstruct sight lines.
- 4.11 The proposed vehicular access through the site will be by means of an access road provided to a width of 4.8 metres with footways on both sides provided to a width of 1.5 metres. Furthermore, all dwellings will be within 45 metres of the internal access road, which runs through the development, and therefore access for fire appliances to individual properties would not be required. The swept path analysis shows the site can be accessed by refuse vehicles with bin storage within the curtilage of each dwelling.
- 4.12 The car parking standard of the highway authority is expressed as a maximum and for each dwelling up to 3 bedrooms 2 car spaces and 1 space for visitors are suggested where possible. For each dwelling with 4 or more bedrooms the maximum of 3 garages or car spaces and 1 space for visitors is suggested. The 28 private houses comprising 14 no. 3 beds, 13 no. 4 beds and 1 no. 2 bed unit have a parking provision of 34 spaces including 10 garage spaces which is within the maximum.
- 4.13 Over a daily period, the proposed residential use will generate a combined total of 86 two-way total person movements and up to 16 vehicle trips during both peak hours, equivalent to less than 1 movement every 4 minutes. Overall the impact on the operation of the surrounding highway and transport networks would be negligible.

- 4.14 Given the scale of development proposed it is considered that it would not generate sufficient levels of additional traffic in order to overburden the highway network. The existing access arrangement will be utilised and improved allowing for easy access and egress to and from the site. It is therefore reasonable to conclude that the development will not cause material harm to the adjacent highway.

Landscaping

- 4.15 The site benefits from well landscaped boundaries with mature trees and planting. The landscape Master Plan shows this and proposed reinforcement planting along the east boundary. The proposals have been fully informed by a tree survey including a tree constraints and protection plan to ensure the proposed development would not adversely affect existing high quality landscaping that positively contribute to the amenity of the area. A number of low quality trees are proposed to be removed in order to facilitate the development. The landscaping proposals will in any event be controlled at reserved matters stage in the usual way.

Infrastructure & Services

- 4.16 The site is within flood zone 1 which is least liable to flood. The site will connect to the existing foul water sewer in Barnham Road. Proposed surface water drainage will use a combination of soakaways and permeable paving. This proposal will utilise the preferred option for surface water drainage from a new development as defined by the Environment Agency in their Sustainable Urban Drainage System (SUDS) hierarchy of sustainability. Any infrastructure costs contribution arising from the development will be paid in accordance with the Council's Infrastructure Delivery Plan (IDP) for the strategic development allocation.

5.0 CONCLUSION AND RECOMMENDATION

- 5.1 The application is for 28 dwellings including 8 affordable units on land allocated for up to 2,300 dwellings at Barnham/Eastergate/Westergate in **Policy HSP2c** of the adopted 2018 Arun Local Plan. The policy requires development to be comprehensively planned and have regard to a masterplan endorsed by the Council.
- 5.2 Whilst the site is not allocated in the 'made' 2014 Neighbourhood Plan this is more than 2 years old and pre dates the 2018 Local Plan allocation for 2,300 dwellings. As Arun District has less than a 3 year housing land supply, the Neighbourhood Plan is out of date for the purposes of the NPPF as well.
- 5.3 In accordance with Paragraph 11 of the NPPF the presumption in favour of sustainable development is therefore engaged for this application. It states that where the development plan is absent, silent or relevant policies are out-of-date, 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 or there are other specific policies that indicate development should be restricted.
- 5.4 As this statement has shown, there are no adverse impacts which would outweigh the benefits of granting planning permission. The application site is within an allocated site for 2,300 units and is not constrained by flood risk, biodiversity or heritage considerations. It is acceptable both a standalone site and as an early phase of the wider allocation. It is capable of being comprehensively master planned with adjoining land in accordance with Local Plan policy.
- 5.5 Given the small scale nature of the proposal there is no prematurity reason why the site should not come forward immediately. It will contribute to the District Council's pressing 5 year land supply shortfall of less than 2 years.
- 5.6 There are no highway safety reasons for withholding planning permission. Parking and space standards are met by the proposed layout. The proposed foul and surface water drainage arrangements are satisfactory and meet the Local Plan requirements for the site.

Recommendation

- 5.7 In the absence of any other policy conflict or harm we therefore request that the application is granted planning permission at the earliest opportunity.